

PLANNING AND DEVELOPMENT SERVICES STAFF REPORT

Flagstaff Rehab Campus Concept Zoning Map Amendment Request

PUBLIC HEARING
PZ-20-00164-04

DATE: November 23, 2021
MEETING DATE: December 8, 2021
REPORT BY: Genevieve Pearthree

REQUEST:

Flagland LLC requests a Concept Zoning Map Amendment of approximately 1.10 acres from the Highway Commercial (HC) zone with a Resource Protection Overlay (RPO) to the Rural Residential (RR) zone with a RPO. The 1.10-acre section is part of a larger 10.06-acre parcel (Coconino County Assessor's Parcel Number 301-50-005G) located at 7000 North Highway 89. The entire parcel is subject to a concurrent Annexation request (PZ-20-00164-03), which, if approved, will designate the parcel with HC zoning and a RPO. The Concept Zoning Map Amendment request is contingent upon a successful Annexation request.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission, in accordance with the findings presented in this report, forward the Concept Zoning Map Amendment request to the City Council with a recommendation for approval with conditions.

PRESENT LAND USE:

The subject site previously contained Blue Ribbon Homes, a manufactured home dealership. The site is heavily treed and has steep slopes toward the eastern property boundary.

PROPOSED LAND USE:

If this Zoning Map Amendment request and the concurrent Annexation request are approved, a 1.10-acre section of the larger 10.06-acre parcel will be designated with RR zoning with a RPO to facilitate the development of an Equestrian Recreational Facility, subject to the applicant obtaining a Conditional Use Permit. This facility will be an accessory use to the primary Custodial Care Use on the site: a 174-bed mental behavioral health and substance abuse treatment campus and two commercial pads. The Equestrian Recreational Facility is intended to provide equine therapy to patients living on the campus. After annexation, the parcel will be combined with the 2.15-acre vacant parcel to the south (APN 113-17-011A), which is already in city limits. The 12.21-acre development site will then be subdivided into four separate parcels. Parcels 1 and 2 will consist of the campus, while parcels 3 and 4 are identified as future commercial development.

NEIGHBORHOOD DEVELOPMENT:

See the attached vicinity map.

North: Commercial development (Mary's Café and Conoco Gas Station), Coconino County CH-10,000 Zone

South: Vacant parcel APN 113-17-011A, City of Flagstaff Highway Commercial (HC) zone; Trails End Retreat single-family residential subdivision, City of Flagstaff Single-Family Residential (R1) zone

East: National Forest, Coconino County AR-2 ½ Zone

West: Highway 89; several commercial developments across the street, Coconino County CH-10,000 Zone

REQUIRED FINDINGS:

The Commission shall find that the requested Concept Zoning Map Amendment meets the three findings for approval per City Code Division 10-20.50: Amendments to the Zoning Code Text and the Zoning Map. Staff recommends the Planning & Zoning Commission forward the request to the City Council with a recommendation to approve an amendment to the Zoning Map for 1.10 acres from the Highway Commercial (HC) zone with a Resource Protection Overlay (RPO) to the Rural Residential (RR) zone with a RPO, subject to conditions.

I. **Project Introduction**

A. **Overview**

The applicant, Flagland LLC, requests a Concept Zoning Map Amendment to rezone an approximately 1.10-acre section of a larger 10.06-acre parcel from Highway Commercial (HC) zoning to the Rural Residential (RR) zoning. This parcel is located at 7000 North Highway 89 and is subject to a concurrent Annexation request (PZ-20-00164-03). Flagland LLC proposes to develop a mental behavioral health and substance abuse treatment campus and set aside two areas for future commercial development (conceptually shown as restaurant/café uses).

The purpose of the Concept Zoning Map Amendment is to allow the development of an equine therapy facility, which will be an accessory use to the larger campus and will be located on the northeastern portion of the site. The campus is classified as a Custodial Care use, which is permitted in the HC Zone. Large livestock are not currently allowed in the HC zone per City Code Section 6-03-001-0003: Keeping of Livestock, but they are allowed in the RR zone, subject to specific rules and restrictions. Further, RR zoning permits an Equestrian Recreational Facility use with a Conditional Use Permit (CUP), subject to approval by the Planning and Zoning Commission. The facility will consist of an 1,800 square foot stable with a 700 square foot patio, and associated pasture/paddock area.

B. **Zoning Map Amendment Process**

An applicant requesting an amendment to the Zoning Map may elect to pursue either a “Direct to Ordinance with a Site Plan” or “Authorization to Rezone with a Concept Zoning Plan” per Section 10-20.50.040.D of the Zoning Code. The Direct to Ordinance with a Site Plan process requires the applicant to submit fully developed plans with all information required for Site Plan review concurrently with the Zoning Map amendment application. Once the Zoning Map amendment is approved by the City Council, then the applicant can proceed directly to construction plan and building permit review.

The Concept Zoning Map Amendment process allows the applicant to prepare a Concept Zoning Plan and pursue Site Plan approval after the City Council approves the Zoning Map Amendment. A Concept Zoning Plan should consist of a plan with proposed use(s), vicinity maps, context maps, concept phasing, housing types if applicable and a proposed circulation map. This means that staff has not reviewed building heights, development standards, landscape plans, outdoor lighting plans, signage plans, or architectural design standards for this project in a detailed and cohesive manner. These reviews will only take place after the Zoning Map Amendment is approved.

The applicant submitted for Concept Plan and Concept Plat review prior to submitting Annexation and Concept Zoning Map Amendment applications. The purpose of the Concept Plan/Plat review is to determine whether the proposed project conceptually conforms with City Code. The City of Flagstaff Inter-Division Staff (IDS) made this determination and deemed both applications to be “Complete with Conditions” (the Concept Plan on March 16, 2021 and the Concept Plat on May 19, 2021).

The applicant will apply for Site Plan review and approval should the City Council approve the Annexation and Concept Zoning Map Amendment applications. Site Plan constitutes a formal approval, which, if obtained, will allow the applicant to apply for Civil Engineering Plans and Building Permit review. After Site Plan approval the developer will apply for a Conditional Use Permit for the Equestrian Recreational Facility, and Final Plat approval to subdivide the development site into four separate parcels.

C. **Proposed Development Plan**

Information about the proposed development apart from the RR section (the rest of the development that will retain the HC zoning designated upon annexation) is provided for reference only as context for the equine therapy facility.

The campus will consist of two parcels. The equine therapy facility will be located on parcel 1 (approximately 8.08 acres) but is intended to serve patients living on both parcels. Parcel 1 which will consist of a rehabilitation substance treatment campus containing 30 beds for detox and 80 beds for residential treatment (40 beds for women and 40 for men). The development plan proposes 51,587 square feet of buildings:

- Equestrian Area: 1,800 square feet stable, 700 square feet patio
- Residential Treat Center (Men): 10,546 square feet building
- Residential Treatment Center (Women): 10, 546 square feet building
- Dining Hall: 4,128 square feet building, 1,670 square feet patio
- Group activities: 5,333 square feet building, 3,116 square feet patio
- Detox: 11,550 square feet building, 1,191 square feet patio
- Administration: 3,231 square feet
- Outpatient Program: 4,453 square feet building, 1,627 square feet patio

Parcel 2 (approximately 2.69 acres) is proposed to contain a 64-bed sober living facility (32 beds for women and 32 beds for men), consisting of 13,922 square feet of new buildings:

- Sober Living (Women): 4,974 square feet
- Sober Living (Men): 4,974 square feet
- Sober Living Management: 3,974 square feet

The buildings on both parcels are currently proposed to be 1-2 stories and are discussed for reference only. Building floor plans and elevations will be formally reviewed and approved with Site Plan.

II. **Staff Concept Plan Review**

On September 1, 2021, the Inter-Department Staff (IDS) deemed the application for the Concept Zoning Map Amendment to be “Complete with Conditions.”

A. **Zoning – City of Flagstaff Zoning Code**

If this Concept Zoning Map Amendment request is approved, approximately 1.10 acres will be rezoned to the Rural Residential (RR) zone. Development of the site will be conditioned to the submitted Concept Plan. The Concept Plan provided includes the general layout of the development, including the equestrian recreational facility. Information about the rest of the development (the area that will retain the HC zoning designated upon annexation) is provided for reference only to provide context for the accessory equestrian facility.

i. **Site Planning Standards**

In accordance with Section 10-30.60.030 of the Zoning Code a site analysis was completed in conjunction with the concept plan for this project that examines 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 rezoning area contains native trees subject to Resource Protection standards; there are no slopes with 17% grade or greater in the rezoning area. The forest resources are addressed below in accordance with the provisions of the Resource Protection Overlay.

The applicant has provided a Concept Plan that considers the key contextual influences including the sensitivity of adjacent land uses, location of property boundaries and setbacks, location of adjacent roads and driveways, and the existing built environment.

ii. Rural Residential Zone Standards

Should this Concept Zoning Map Amendment be approved, conformance with Rural Residential (RR) zone standards will be ensured as part of Site Plan review. Per Table 10-40.30.030.C. Residential Zones – Building Form and Property Development Standards, the RR zone has the following minimum setbacks:

- Front: 75'
- Side: 10' (interior side yard), 25' (street side yard)
- Rear: 10'

The RR zone also allows a maximum building height of 35', and a maximum lot coverage of 20%.

iii. Resource Protection

Should the Annexation request of APN 301-50-005G be successful, a Resource Protection Overlay (RPO) will be applied to the entire site, including the 1.10 acres requested to have RR zoning. The Zoning Code requires 50% of the tree resources to be saved in the RR zone. A conceptual Natural Resource Protection Plan (NRPP) was submitted as part of this rezoning application, in which the developer proposes to save 74% of the existing tree resources in the rezoning area. The rest of the 10.06-acre parcel, which will retain the HC zoning, is required to preserve 30% of the existing tree resources; the NRRP proposes to preserve 63% of the existing tree resources across the entire site. The 1.10-acre area does not have any slopes steeper than a 17% grade; the larger 10.06-acre parcel has several steep slope areas with a 17-24.99% grade. The Zoning Code requires commercial zones to preserve at least 60% of steep slopes; the NRPP proposes to save 100% of these slopes. There are no slopes greater than 24.99%.

If this rezoning application is approved, an NRPP in compliance with the provision of the Zoning Code will be required as part of the Site Plan and Civil Plan review. Staff will ensure compliance with the Zoning Code during Site Plan and Civil Plan review.

iv. Vehicle Access, Pedestrian and Bicycle Circulation Systems

Vehicular access to the development site will be from two new driveways off Highway 89. Access to the equestrian recreational facility specifically will be from the new driveway on the northwest side of the site. Pedestrian and bicycle access to the subject property is currently provided by existing sidewalks on North Highway 89. The Engineering Standards require the new development replace the existing sidewalk along the property frontage with a 5-foot landscaped parkway and a 6-foot sidewalk. The new sidewalk/parkway will connect to the existing sidewalk to the north and south of the development site. Pedestrian and bicycle access to site will be from one of the many walkways that will connect to the new sidewalk along North Highway 89. The Concept Plan proposes a network of walkways that connect to the right of way and the buildings on the site.

v. Compatibility

Compatibility does not mean “the same as” but rather it refers to how well a new development is sensitive to the character of existing development. The Zoning Code breaks down compatibility into three categories: Patterns of Development, Scale, and Continuity.

Patterns of Development include streetscapes, site relationships, signage, and landscape features. The development is proposed to consist of 11 buildings for the campus, and two commercial pad buildings. There will be ample space between the buildings, consisting of civic space, pedestrian walkways, and drive aisles.

Scale refers to similar or harmonious proportions, overall height and width, the visual intensity of the development, and the building massing. The campus is proposed to be a low-intensity development. Seven buildings will be one-story, and four buildings will be two stories. The two-story buildings are proposed to be in the center of the site, away from the two-story single family residential buildings to the south (in the R1 zone), the Forest Service land to the east (PF zone), and Mary's Café (Coconino County CH-10,000 zone) to the north. The commercial pads are proposed to be one-story buildings located directly adjacent to North Highway 89, following the building forward design criteria in the Site Planning Design Standards in the Zoning Code.

The development is buffered from the surrounding development by proposed landscaped areas and large open space areas which include existing trees and steep slopes. Most of the distances between the buildings and the nearest property lines far exceed the minimum required 15-foot landscape buffer.

Continuity encompasses patterns of development and scale, but also site development, building forms, texture, materials, details, and colors. Sample elevations have been provided, but staff has yet to review the final architectural design, colors, or materials, all of which will need to comply with the Architectural Design Standards found in the Zoning Code.

vi. Landscaping

Landscaping plans are not required in conjunction with a Concept Zoning Map Amendment application. If this rezoning is approved, Staff will review the required landscape plans during Site Plan review to ensure compliance with the Zoning Code. The developer has provided a conceptual landscaping plan, showing all landscape areas and plant locations. The conceptual plan generally meets the requirements of parking lot, street buffer, building foundation, and peripheral buffer landscaping found within Section 10-50.60 of the Zoning Code. Staff will work with the applicant during Site Plan review to ensure that adequate landscaping is provided for this project.

vii. Outdoor Lighting

The subject property is located within Lighting Zone III and is allowed a total of 100,000 lumens per acre (or 69,930 lumens per acre if using all LED light sources). Outdoor lighting plans are not required in conjunction with a Concept Zoning Map Amendment. A lighting plan will be reviewed for compliance with Zoning Code standards at the time of building permit submittal.

viii. Vehicle and Bicycle Parking

An Institutional Residential use requires one parking space per six beds plus one space per employee. A total of 79 parking spaces are required for the campus: 62 for the main campus [parcel 1], and 17 for the sober living campus [parcel 2]. At least five of these spaces must be ADA-accessible. A total of 83 parking spaces for the campus will be provided; eight of the spaces will be ADA-accessible. The development is also required to provide at least 5% of the required vehicle parking spaces as bicycle parking. Four bicycle spaces are required; the site is providing nine bicycle racks, three of which are covered.

The equestrian facility will be located on the main campus (parcel 1) and will be served by the required parking discussed above. Since the Equestrian Recreational Facility use is an accessory use to the primary Custodial Care use, no additional parking spaces are required for the equestrian facility specifically.

Parcels 3 and 4 are conceptually shown as a future restaurant/café use, but these parcels are not intended to be developed now. The applicant chose the restaurant/café use for parking and traffic calculations because that use requires more parking and has a higher traffic volume than most other commercial uses. As such, these parcels have the flexibility to develop as restaurants/cafes, or other less intense uses that are allowed in

the HC zone. Future development will be reviewed and approved as part of separate Site Plan submittals for each parcel.

ix. Open Space and Civic Space

There is no open space requirement in the RR zone, and the equestrian facility does not meet the threshold to require civic space (it is less than 20,000 square feet). However, the HC zone requires the campus to set aside at least 15% of the site area as open space. If the Annexation and Concept Zoning Map Amendment are successful, 9.67 acres of the campus will be zoned HC (this area includes the proposed 8.08-acre parcel 1 minus the 1.10-acre RR section, and the entire proposed 2.69-acre parcel 2). The Concept Plan identifies a 58,832 square foot area of open space on the southeast corner of the site (between the development and the single-family residential homes to the south, and the Forest Service land to the east). However, the 9.67 acres will require 63,184 square feet of open space. The site has enough room to accommodate open space requirements, and conformance with relevant standards will be ensured as part of Site Plan review.

The campus parcels 1 and 2 are each required to set aside 5% of the site area as civic space. The 6.98-acre HC zone section of Parcel 1 (main campus) is required to set aside 15,202 square feet of civic space; the concept plan sets aside 18,000 square feet. The 2.69-acre sober living parcel (parcel 2) is required to set aside 5,824 square feet of civic space; the concept plan sets aside 6,000 square feet. Civic space includes features like patios, decks, landscape oases, pergolas, and other amenities; final civic space designs will be determined with Civil Plan review (after Site Plan).

The commercial pads do not trigger requirements for open space or civic space.

x. Historic/Cultural Resources

A Cultural Resource Letter Report was completed for the entire 12.21-acre development site (the existing 10.06- and 2.15-acre parcels). No archaeological sites or historical buildings were observed, but the report did identify two areas of interest. The report recommends one of these areas be given a 30-meter buffer around the site during construction to avoid disturbing potential subsurface cultural resources.

B. Animal Keeping Code

Section 6-03-001-0003: Keeping of Livestock of City Code allows large livestock, including horses, in the RR zone, subject to certain conditions. The 1.10-acre/47,916-square-foot RR portion of the site can have up to four large livestock (the maximum allowed for sites between 40,000 to 79,999 square feet). The applicant has indicated they intend to have two to four horses living on site. City Code also requires shelters for large livestock to be at least 75 ft. from any dwelling unit, and at least 10 ft. from the nearest property line. It also requires at least 10,000 square feet of pasture to be provided per animal. There are also general rules and restrictions to protect the safety and welfare of the public and of the animals. Compliance with all relevant standards for the keeping of horses will be confirmed with Site Plan submittal.

C. Public Systems Impact Analysis

i. Traffic/Right-of-Way Impact

The scope of a Traffic Impact Analysis (TIA) is generally determined by the estimated peak hour trips generated by a development, per the Engineering Standards. According to the Traffic Impact Statement provided by CivTech Inc., the campus and the two commercial pads are anticipated to generate 91 new vehicle trips during the AM peak hour and 96 new vehicle trips during the PM peak hour. A full TIA is required when 100 or more new peak hour trips are generated.

The Impact Statement estimated traffic counts and public transportation usage for the new development by evaluating existing traffic patterns at the applicant's campus in Tucson, AZ, and using standard traffic estimates for sit down restaurants (the applicant selected this use because it is on the higher end of potential traffic counts for the two new commercial pads, and allows for a greater flexibility of future uses). Most new peak hour trips are anticipated to be generated by the commercial pads. Most vehicular traffic to the campus is anticipated to be generated by employees and visitors because no patients will use personal vehicles or take public transportation to access the site. All patient trips will either be in vans operated by the facility or in third party private vehicles (the Tucson facility currently operates a 6-passenger and a 15-passenger van for client travel; the Flagstaff facility intends to do something similar). Further, only two employees are anticipated to use public transportation daily (this estimate was based on employee public transit usage at the Tucson facility).

Transportation Improvements

The Traffic Statement identified the need for two new full-access driveways from North Highway 89 (there is an existing driveway to Blue Ribbon Homes that will be closed when the site redevelops). Both driveways will be served by new right turn lanes. North Highway 89 already includes a continuous left turn lane. The development will dedicate additional right of way to accommodate the right turn lanes as well as edge improvements (5-foot landscaped parkway, 6-foot sidewalk, curb, and gutter).

The project site is not currently serviced by transit. The closest bus stop is located 0.25 miles to the southwest on North Christmas Tree Lane. From there, the bus goes southwest along North Highway 89 to central Flagstaff. The Regional Plan identifies a future express route along North Highway 89.

Pedestrian and bicycle access to the subject property is provided by existing sidewalks and bike lanes on North Highway 89, in addition to the new sidewalk/parkway to be installed by the project adjacent to the site.

The City approved the Traffic Statement on September 2, 2021. Highway 89 is Arizona Department of Transportation (ADOT) right of way, which means ADOT will need to provide final review and approval of the construction plans as part of the Site Plan review process.

ii. Water and Sewer Impact Analysis

The City of Flagstaff Water Services Division completed a Water and Sewer System Analysis for the proposed project on October 26, 2021. The proposed development is located within the City of Flagstaff Urban Growth Boundary per the Regional Plan and can 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. No off-site water or sewer improvements will be required. It is the developer's responsibility to design and construct all on-site and connecting water infrastructure per the City of Flagstaff Engineering Standards.

Water and Sewer Improvements

Currently, all public water infrastructure exists near the property (there is an existing 12-inch water line in North Highway 89 that dead ends at the southern property limits and an 8-inch main in Trails End Drive. These mains fall within the City of Flagstaff pressure Zone 'B'. The City of Flagstaff will provide water and sewer service to this site upon acceptance and dedication of all required public improvements. The 12-inch waterline along North Highway 89 will be extended across the frontage of the property in the public right of way. This line will support several connections to service the proposed development throughout the site: an 8-inch domestic waterline that will provide service to the nine (9) new buildings on site and loop to the 8-inch main in East Trails End Drive, a 4-inch fire sprinkler line, and four fire hydrants.

Sewer service will be provided by a connection to an existing 8-inch sewer line in the southwest corner of the site that flows to East Trails End Drive. The project will be required to extend the 8-inch sewer line from the southern boundary to the northern boundary of the development site to allow for future connections in accordance with Zoning Code section 10-30.50.060.C: Public Improvements.

iii. Stormwater Analysis

The subject property is in FEMA Zone X, which is defined as an area with a minimal flood hazard. The site's overall drainage concept is for stormwater to drain away from the proposed buildings while not having any negative impact on the drainage that enters from, and flows to, adjacent properties. To do this, the development will provide detention (Low Impact Development—LID) to offset additional stormwater runoff associated with an increase in impervious surfaces on the site. To determine required stormwater infrastructure, the applicant has submitted a Preliminary Drainage Report that analyzed the peak discharge rates for the 2-, 10-, and 100- year storms in pre-and post-development conditions.

The Drainage Report divided the drainage of the site into three drainage basins: stormwater runoff entering the existing drainage channel (B1), runoff entering East Trails End Drive (B2), and offsite flows (B3). Drainage Basin B1 includes rehabilitation substance treatment campus, sober living units, one of the future commercial lots, and associated sidewalk and parking areas. The stormwater discharge location for this drainage basin is the existing drainage channel located at the adjacent property boundary next to the Trails End Subdivision. Drainage Basin B2 will include the remainder of the on-site area, which includes the other lot for future development. The stormwater discharge location for this drainage basin is East Trails End Drive. Drainage Basin B3 is the offsite portion of the site on North Highway 89 and East Trails End Drive, which includes the proposed right turn lanes and sidewalks along the frontage roads.

Stormwater Improvements

The Preliminary Drainage Report identified the need for an extended detention basin in the southern portion of the site to provide the required detention/LID storage volume. The site will surface drain where possible and have catch basins and storm drains to convey flows to the extended detention basin. The storm drain infrastructure will be further designed with the Site Plan submittal and Civil Plan review. Based on the proposed site mitigation measures, the development of the site will not have any additional impacts to the downstream drainage conditions.

III. Zoning Map Amendment Findings

An application for a Zoning Map Amendment shall be submitted to the Planning Director, who reviews the application and prepares a recommendation. The Planning Director's recommendation shall be transmitted to the Planning and Zoning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall include an evaluation of the three findings for approval of Zoning Map Amendments, per Division 10-20.50: Amendments to the Zoning Code Text and the Zoning Map:

1. The proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plans;
2. The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City and will add to the public good as described in the General Plan; and
3. The affected site is physically suitable in terms of design, location, shape, size, operating characteristics and the provision of public and emergency vehicle (e.g., fire and medical) access and public services and utilities (e.g., fire protection, police protection, potable water, schools, solid waste collection and disposal, storm drainage, wastewater collection, treatment, and disposal), to ensure that the requested zone designation and

the proposed or anticipated uses and/or development will not endanger, jeopardize or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located.

The recommendation shall include an evaluation of the consistency and conformance of the proposed amendment with the goals and policies of the General Plan and any applicable specific plans, the grounds for the recommendation based on the standards and purposes of the zones set forth in Section 10-40.20 (Establishment of Zones) of the Zoning Code, and whether the amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied.

A. Finding #1

The proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plans.

The proposed amendment must be found to be consistent with and in conformance with the goals and policies of the General Plan and any applicable specific plans. If the application is not consistent with the General Plan, and any other applicable specific plan, the applicable plan must be amended in compliance with the procedures established in Chapter 11-10 of the City Code (Title 11: General Plans and Subdivisions) prior to considering the proposed amendment.

i. General Plan/Flagstaff Regional Plan (FRP 2030) Process and Analysis Summary

When staff performs a Regional Plan (the “Plan”) analysis, staff reviews all maps, text, and goals and policies to determine which are the most relevant in relation to the proposed application. The Plan’s 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 the 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 which provide the framework for the density, intensities, and mix of uses within the area types.

Staff has identified that the subject property is designated as an Area in White, which is not given a specific land use category, but retains its existing entitlements. In this case, the existing entitlements are associated with the Coconino County CH-10,000 zoning district. The City of Flagstaff Highway Commercial (HC) zoning, which the property will receive if the concurrent annexation request is approved, is the closest zoning category to the County CH-10,000 zoning.

The Plan’s Future Growth Illustration also identifies this site as a future Rural Pedestrian Shed and an existing Rural Activity Center. The Plan defines Rural Areas as places that have a low density of people, residences, jobs, and activities, as well as an abundance of open spaces and agricultural uses. It also states that Pedestrian Sheds are the basic building blocks of walkable neighborhoods, and that they often encompass the area that is about ¼ mile from an activity center.

ii. Applicable General Plan Goals and Policies

As part of its review, staff identified relevant Regional Plan Goals and Policies that could be applied to support or not support the proposed Zoning Map Amendment. Staff did not identify any Regional Plan Goals or Policies that conflicted with or did not support the rezoning request. The following is a discussion of how the project generally meets or conflicts with goals and policies in each chapter.

a. Environmental Planning & Conservation (Air Quality, Climate Change and Adaptation, Dark Skies, Ecosystem Health, Environmentally Sensitive Lands, Natural Quiet, Soils, and Wildlife)

The Regional Plan encourages development to protect ecosystem health, work with existing landforms, and protect soils.

Goal E&C.6 and Policy E&C.6.7. encourage protecting the native plant and animal community diversity in Flagstaff, specifically through best practices to control the spread of exotic and invasive weeds associated with horse feed. The developer states that skilled equestrian staff members will maintain the daily care of the horses, which entails grooming, feeding the animals, cleaning the horse stalls, and managing the health care of these animals with local veterinarian services. Animal feed will consist of horse pellets, hay, and supplements, which will be stored inside the barn's feeding facility. Standard practice is to clean the stalls and turnouts daily, and feed the animals in a specific area to prevent hay from spreading in the turnout and arena. The animal manure and stall shavings will be used as compost, disposed in dedicated horse manure bins, or removed from the property by a third-party trash service.

Goal E&C.7 and Policy E&C.7.1 encourage giving special consideration to environmentally sensitive lands in the development design and review process, minimizing alteration of existing landforms, and maximizing conservation of distinctive natural features. If the site is successfully annexed into the City of Flagstaff, a Resource Protection Overlay (RPO) will be applied. Sixty-three percent (63%) of the existing trees will be protected, and 100% of the steeps will be protected, which will help conserve soils. The developer also states that the buildings, parking, and walkways are positioned to preserve existing, large, mature ponderosa pine trees where possible. Additionally, buildings are concentrated toward the center of the site, leaving large, forested areas between the adjacent national forest to the east and single-family residential development to the south. Further, the developer states that the concept building elevations and floor plans were reviewed for their impact to rural character, and they were designed to conform with the Regional Plan. The developer states that the intent is to construct a visually appealing project for people entering the city limits.

b. Water Resources (Water Sources, Water Demand, Stormwater and Watershed Management, and Water Quality)

The property is located within the Urban Growth Boundary as shown on Map 21 and referenced in Policy WR.4.3: "Development requiring public utility services will be located within the Urban Growth Boundary." Currently, all public water infrastructure exists near the property, but 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. No off-site water or sewer improvements will be required. The developer has stated that they intend to plant native and drought tolerant landscaping throughout the site, and construct a new LID (Low Impact Development) basin to capture and filter rainwater before it flows downstream. The proposed development complies with the findings of the Preliminary Drainage Report discussed in the Public Systems Impact Analysis section of this report.

c. Efficient Use of Energy Goals and Policies

The Regional Plan Goals E.1 and E.2 promote energy-efficient technologies and renewable energy. The developer states that the project will prioritize efficient use of energy resources by utilizing Energy Star appliances, gardening, and composting centers, as well as a recycling center. There will also be design elements to encourage recycling throughout the development. Additionally, solar panels may be installed to expand the production of renewable energy. The developer states that they intend to coordinate with a solar provider as the project moves further along in the design to determine if the site is viable for solar.

d. Community Character (Scenic Resources and Natural Setting, Heritage Preservation, Community Design, and Arts, Sciences and Education)

Policy CC.1.1 aims to preserve the natural character of the region and includes the preservation of stands of Ponderosa Pines. The Natural Resource Protection Plan indicates that 74% of the tree resources in the 1.10-acre Rural Residential area will be retained, and 63% of the tree resources will be preserved across the entire development site. The code requires 50% of the tree resources to be saved in the RR zone, and 30% of the tree resources be saved in the HC zone. Most of the tree resources to be preserved are on the eastern portion of the site. The 1.10-acre area does not have any slopes with a steeper than 17% grade, but there are steep slopes on the larger 10.06-acre parcel. The NRPP proposes to save 100% of these slopes.

Goal CC.2 aims to preserve, restore, and rehabilitate heritage resources. Specifically, Policy CC.2.1. asks for projects to actively locate, identify, interpret, and preserve cultural resources. The project is located within a cultural resource sensitive area per Map 13: Cultural Resource Sensitivity of the Flagstaff Regional Plan and as such was required to prepare a Cultural Resource Study. The letter documenting findings and recommendations was prepared by Cornerstone Environmental and dated June 7, 2021. No archaeological site or historical buildings were observed in the project area and Cornerstone recommends that the proposed project be allowed to proceed with no further archaeological work. Due to some potential for subsurface or unobserved artifacts, Cornerstone recommends a 30-meter diameter area around isolated occurrences be avoided by any ground-disturbing activity. If previously unreported cultural resources and/or human remains are encountered during ground disturbing activities, the agency and contractor responsibilities regarding surveys with negative findings are stated in Section 21 Discovery Clause of the letter. The letter and recommendations were approved with conditions by the Heritage Preservation Commission on July 21, 2021.

Goal CC.3 aims to preserve, restore, enhance, and reflect the design traditions of Flagstaff. Specifically, policies CC.3.3 and CC.3.4 discuss the desired design of buildings, their relationship to the context of the surrounding area, and the need for development to enhance a positive image and identity for the region. The developer states that the buildings have been designed to maximize the unique views of Mount Elden and the surrounding landscape, and to take advantage of solar orientation. Further, they state that the architectural design was developed to be site specific, and to complement traditional design characteristics associated with Flagstaff. They feel the design is appropriate for the region and climate, and consistent with surrounding developments. They state that building materials borrow from local design traditions and materials, including hardiboard lap siding, stone accents, and large timber wood trusses. Specifically, the design of the equestrian facility will use materials that reflect the prominence of the barns and stables located on properties to the north of the site.

Policy CC.4.1 states streetscapes are to be context sensitive and transportation systems are to reflect the desired land use while balancing the needs of all modes for traffic safety and construction and maintenance costs. The existing sidewalk along the east side of North Highway 89 will be replaced with a 5-foot parkway and a 6-foot sidewalk, which will push the sidewalk away from the edge of the street. Further, the vehicular and pedestrian entrance at North Highway 89 will be enhanced using contextual landscaping such as boulders, native plants with seasonal color, and split-rail fencing. The site will also have a series of pedestrian paths connecting the buildings to each other and to North Highway 89.

e. Growth Areas & Land Use (Reinvestment, Greenfield, Urban Area, Suburban Area, Rural Area, Employment Area, Special Planning Area, and Activity Centers)

The proposed development is on two parcels, one of which is located just outside of the current City of Flagstaff corporate boundary. The site was most recently occupied with a manufactured home retail business, and will be replaced with a public health service that the developer states is much needed in the community.

Goals LU.3, LU.5, LU.6, and LU.7 speak to creating a unique sense of place within the surrounding context, encouraging compact development to preserve open space, provide for a mix of land uses, and provide for public services and infrastructure. The surrounding land uses consist of commercial developments located along North Highway 89 on either northwest and southwest sides of the site, single family homes on the south side of the site, and national forest along the east of the site. The proposed development will fit into the existing commercial land uses along Highway 89, and the proposed large open space in the back of the campus allows for the natural transition from the national forest to the development. The project will provide pedestrian connectivity along the highway between the existing Mary's Café to the north and other existing developments to the south.

The project is located within the Urban Growth Boundary and in a Rural Activity Center per Map 12 of the Flagstaff Regional Plan. It will include two lots adjacent to the frontage for future development. The project will utilize landscape buffers to protect cultural and environmental resources, and will exceed civic space requirements.

As part of the Annexation and Concept Zoning Map applications, the project held one virtual neighborhood meeting with property owners and residents. The Public Participation Report, required as part of the rezoning application and prepared by the developer, outlines the specific details of these efforts. Policy LU.1.11 calls for collaboration between a developer, residents, and property owners in existing neighborhoods where redevelopment and reinvestment are proposed so that they are included, engaged, and informed. The meeting gave neighbors the opportunity to ask questions and provide feedback on the project. The developer also had follow-up conversations to address pending questions and comments, and provided additional supporting material on staffing and operations to attendees. The developer states that they have provided their contact information to the neighbors, and that they intend to continue having open communication with the community.

f. Transportation (Mobility and Access, Safe and Efficient Multimodal Transportation, Environmental Considerations, Quality Design, Pedestrian Infrastructure, Bicycle Infrastructure, Transit, Automobile, Passenger Rail and Rail Freight, Air Travel, and Public Support for Transportation)

Goal T.1. speaks to improving mobility and access throughout the region. The project will extend the bike lane, parkway, and sidewalk along the frontage of the site to provide more pedestrian connectivity. Clients are anticipated to be transported via vans (the developer has stated that patients will not use their own transportation). However, the developer is providing nine (9) bike racks, including three covered racks, and the site will foster pedestrian connectivity through a set of paths that connect the buildings to each other and to North Highway 89. The developer has also stated that they are willing to provide bus passes to employees that would like them in response to a request made by Mountain Line, but that this coordination is ongoing. The closest bus stop is approximately ¼ mile away, on North Christmas Tree Lane and North Saint Nicholas Circle.

g. Business Retention, Attraction, and Expansion

Goal ED.4 discusses recruiting diverse new business and industries compatible with the region. The developer states that the campus will employ more than 100 employees in well-paying jobs: doctors, nurses, behavioral health technicians, licensed therapists, case managers and support staff. In addition, newly sober community members will become available and willing to fill jobs needed in Flagstaff. The developer states that the campus will provide equal quality care to all patients, including those covered by Arizona Health Care Cost Containment System (state administered Medicaid), commercial insurance, (e.g., Blue Cross Blue Shield), Tricare (Veterans) and many more. They also state that the Campus will enhance

the community's hospitality section because families will stay in Flagstaff to admit and visit with loved ones.

Goal ED.3 supports the start-up, retention, and expansion of existing businesses. The project will include two proposed lots along the Highway 89 frontage for future commercial development. These two lots will be available for any use allowed within the HC zone and are sized for restaurant, retail, or any other entrepreneurial business.

B. Finding #2

The proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City and will add to the public good as described in the General Plan.

To meet the findings for approval, the proposed amendment must be found to: 1) not to be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the "City"); and 2) add to the public good as described in the General Plan. Staff believes that the proposed project will not be detrimental to the public interest, health, safety, convenience, or welfare. Staff also believes that the proposed amendment will add to the public good, as discussed in the developer's project narrative, and summarized below:

1. The development will provide a substance abuse treatment campus for Flagstaff and surrounding communities, which are experiencing a drug and alcohol crisis, and for which the developer states additional medical services are needed to adequately treat. The campus will serve patients ranging from 18 to 80+ years old, including expectant mothers and post-delivery mothers and babies. The treatment program is based on the company's existing treatment program in Tucson, AZ.
2. The intent is to construct a visually appealing project for people entering the City limits.
3. The equestrian area will include a barn and arena with two to four horses that can be accessible to patients and staff. The equine therapy program incorporates equine interactions and/or the equine environment (mounted or ground-based), including horsemanship instruction and experiential learning adapted to the ability of those receiving services. This program aims to positively contribute to patients' cognitive, physical, emotional, and social well-being, achieve goals set forth by the clinical team, and promote the development of life skills to achieve patients' educational, professional, and personal goals.

C. Finding #3

The affected site is physically suitable in terms of design, location, shape, size, operating characteristics and the provision of public and emergency vehicle (e.g., fire and medical) access and public services and utilities (e.g., fire protection, police protection, potable water, schools, solid waste collection and disposal, storm drainage, wastewater collection, treatment, and disposal), to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located.

Staff believes that the proposed application meets this finding. The Inter-Division Staff (IDS) reviewed the application and concluded that the site was suitable for the proposed development. The IDS team based its conclusion on the review of all applicable codes and requirements as well as impact analysis for the site. Any potential impacts will be mitigated by the developer and no off-site improvements are required to serve this development.

III. CITIZEN PARTICIPATION

i. 10-20.30.060: Neighborhood Meeting

The applicant held a virtual neighborhood meeting via Zoom on June 30, 2021 required for Zoning Map Amendment applications per section 10-20.30.060: Neighborhood Meeting of the Zoning Code. Prior to holding the meeting, the applicant submitted a Neighborhood Meeting Plan in compliance with this section that identified the required parties

to be notified, notification methods, and how the meeting would be conducted. City Code requires the applicant to notify property owners, citizens, jurisdictions and public agencies within 300 feet of the development or that may be affected by the application, but gives the Planning Director discretion to expand the notification area if deemed necessary. The Planning Director determined that a 600-foot notification radius was appropriate to capture all nearby property owners.

During the meeting the applicant provided background information about the project and answered questions posed by meeting attendees through the meeting chat or verbally. The applicant created a Record of Proceedings, which included background materials shared during the meeting and a list of questions from meeting attendees and responses. This document was provided to meeting attendees and city staff via hard copy mail and email in accordance with city code. Staff was contacted by two community members who requested additional information about the development.

The applicant requested, and received approval from the Planning Director, to waive the requirement for the second neighborhood meeting because the Record of Proceedings was deemed sufficient to address meeting attendees' questions (most of which focused on the details of how the facility would operate).

ii. 10-20.30.080: Notice of Public Hearings

Public hearings before the Planning and Zoning Commission and City Council are conducted in conjunction with Zoning Map Amendment requests. In accordance with Arizona State Statute and City Code, notice of the public hearing was provided by placing an ad in the Arizona Daily Sun, posting notices on the property, and mailing a notice to required government agencies and all property owners within 600 feet (exceeding the minimum of 300 feet) of the site excluding rights-of way. No public comments have been received as of the writing of this report.

RECOMMENDATION:

Staff believes that the proposed Concept Zoning Map Amendment is in substantial conformance with the required findings. Staff recommends the Planning & Zoning Commission forward the request to the City Council with a recommendation to approve an amendment to the Zoning Map for 1.10 acres from the Highway Commercial (HC) zone with a Resource Protection Overlay (RPO) to the Rural Residential (RR) zone with a Resource Protection Overlay (RPO), subject to the following conditions:

1. The subject property shall be developed in substantial conformance with the Concept Plan, Natural Resource Protection Plan, and project narrative including but not limited to the proposed density, intensity, and general layout of the site, deemed "Complete with Conditions" by the Inter-Division Staff (IDS) on March 16, 2021.
2. The proposed Equestrian Recreational Facility will be an accessory use to the primary Custodial Care Use, shown in the Concept Plan as a mental behavioral health and substance abuse treatment campus.
3. The proposed development shall obtain a Conditional Use Permit for the Equestrian Recreational Facility, as required by the Zoning Code, as a condition of Site Plan approval.
4. The proposed development shall meet all requirements for the keeping of horses as stated in City Code Section 6-03: Animal Keeping.
5. The proposed development shall meet all other requirements of the Zoning Code and other City codes, ordinances, and regulations.
6. In the event the property is rezoned, and the developer fails to obtain final Civil Plan approval within two years of the effective date of the rezoning ordinance, then the City may schedule a public hearing before the City Council for the purpose of causing the zoning on the property to revert to the former classification of Highway Commercial (HC) with a Resource Protection Overlay (RPO) in accordance with A.R.S. § 9-462.01.

Attachments:

1. Application
2. Legal Ad
3. Legal Description
4. Vicinity Map
5. Zoning Vicinity Map
6. Concept Plan, Concept Plat, and Concept Zoning Map Amendment
 - Civil and Architectural Concept Plan
 - Concept Plat, including Preliminary Landscape Calculations and Natural Resource Protection Plan
 - Concept Zoning Map Amendment, including requirement to extend sewer line from Water and Sewer Impact Analysis
7. Concept Building Materials, Elevations, Floor Plans, Civic Space
 - Conceptual materials
 - Admin Building concept floor plans and elevations
 - Detox Building concept floor plans and elevations
 - Group Building concept floor plans and elevations
 - Kitchen/Dining Building concept floor plans and elevations
 - Outpatient Building concept floor plans and elevations
 - Residential Treatment Center Buildings (Women and Men) concept floor plans and elevations
 - Sober Living Management Building concept floor plans and elevations
 - Sober Living Residential Buildings (Women and Men) concept floor plans and elevations
 - Open Space Concepts
8. Project Narrative and Regional Plan Analysis
9. Public Participation Plan
10. Natural Resource Protection Plan – Rural Residential Section