



**Community Development Department
Planning and Development Services**

Date: April 13, 2023
TO: Planning and Zoning Commission
FROM: Tiffany Antol, AICP, Zoning Code Manager
Through: Michelle McNulty, Planning Director
Alexandra Pucciarelli, Current Planning Manager
RE: NAH Health Village Phase 1 Specific Plan & Concept Zoning Map Amendment

Request:

1. **PZ-21-00126-01:** Specific Plan request, by Northern Arizona Healthcare (NAH) Corporation, for approximately 172.6 acres located at 1120 W Purple Sage Trail for the NAH Health Village currently zoned Rural Residential (RR – 74.62 acres), Estate Residential (ER – 97.76 acres), and Single Family Residential (R1 – 0.25 acres).
2. **PZ-21-00126-02:** Concept Zoning Map Amendment request, by Northern Arizona Healthcare (NAH) Corporation, of approximately 98.39 acres located at 1120 W Purple Sage Trail for Phase 1 of the NAH Health Village from Rural Residential (RR – 40.47 acres) and Estate Residential (ER – 57.92 acres) to Highway Commercial (HC – 63.18 acres) and Public Facilities (PF – 35.21 acres). Of the 14 parcels included in this request, all but three (APN 112-10-036, 112-10-037, and 112-05-125) are currently within the Resource Protection Overlay (RPO). These remaining three parcels will be added to the RPO as part of this request.

Information Requested by Commission at 4-12-23 Meeting:

1. A draft copy of the Development Agreement to be presented to Council on May 16, 2023, is attached for the Commission's review. This draft was only recently completed for noticing of the Council review on April 15, 2023.
2. A draft of the easement for the open space areas within the proposed NAH Health Village is attached for the Commission's review.
3. A list of the required Phase 1 Transportation Impact Analysis (TIA) mitigation requirements is attached for the Commission's review. This list does not reflect the current list shown in the Specific Plan. The draft conditions of approval of the Specific Plan include several conditions that require modification of the Specific Plan text. Staff will work with the applicant after a recommendation is made by the Planning & Zoning Commission to incorporate comments into a

final document. The draft Development Agreement includes the required mitigations as approved within the TIA.

4. The draft Development Agreement includes the following regarding Outdoor Fitness Equipment.

“The parties acknowledge that programming for Land Use Area 1b has not occurred beyond conceptual descriptions and depictions. NAH shall consult with the City’s Parks Section in developing plans for this area, and it must further goals and policies set forth in the City’s Parks and Recreation Organizational Master Plan (Feb. 2013). Specifically, NAH will include and maintain an outdoor fitness loop with equipment and/or small active fitness court(s) or outdoor gym (reference National Fitness Campaign website). In addition, the City and NAH will cooperate to explore grants or other funding mechanisms to assist in the implementation of these objectives.”

5. The draft Development Agreement details the required infrastructure improvements to be provided by NAH. These infrastructure improvements focus on water and sewer, stormwater, and transportation infrastructure based off of the associated impact analysis completed for each. Cost estimates for all these improvements have not yet been developed as civil engineering plans have not been submitted for review and approval. It is typical for a developer to wait until entitlements are completed to go through the expense of developing full construction documents. Construction estimates are provided in conjunction with civil engineering plans so that adequate financial assurances will be obtained prior to the issuance of permits for construction. The City holds these financial insurances to ensure that all work is completed. Some of the infrastructure improvements will be completed together such as the 16” water main extension from the project site to University Heights Drive South which will be completed as part of the overall Beulah roadway improvements. A cost estimate of the Beulah Boulevard improvements was estimated at \$45 million for the recently submitted RAISE grant.
6. NAH has agreed to cover 50% of the capital cost (including land acquisition) of the relocation of Fire Station #6 currently located on Lake Mary road. The City has agreed to cover the remaining 50% of this capital cost. The estimated cost of the new fire station is between \$8 and \$10 million dollars. The City has already identified funds for their portion of this capital improvement. Additionally, the City has agreed to cover the cost of additional equipment estimated at \$1.6 million dollars. Lastly, the City has agreed to cover the cost of the nine Fire Personnel with an estimated cost of \$1.4 million dollars annually. Funding has not yet been identified for the \$1.4 million-dollar on-going personnel costs.

Recommendations:

Staff believes that the proposed NAH Health Village Specific Plan is in substantial conformance with the required findings and recommends the Planning & Zoning Commission forward the request to the City Council with a recommendation approving the adoption of the NAH Health Village Specific Plan, subject to the following conditions:

1. The subject property shall be developed in substantial conformance with the Specific Plan and project narrative including but not limited to the density and intensity and general layouts provided except as modified herein.

2. A high-quality public amenity that serves as an active recreation feature shall be provided within the Wellness Retreat as determined by the PROSE Division Director.
3. The Specific Plan shall be revised to include all transportation improvements as required by the approved Traffic Impact Analysis (TIA) and any conditions of approval.
4. The access points for Phase 2 shown on Images 10, 12, 15, 18 & 19 are not approved. The Specific Plan shall be revised to include a note on these images that these driveways are conceptual only. Final driveway location will be determined during development review and will need to be studied in the Phase 2 TIA.
5. Image 17 shall be revised to include curb and gutter on the east side of Beulah Boulevard with a 4.5-foot bike lane and 2-foot bike buffer.
6. The Specific Plan shall be revised to reflect all required and approved engineering modifications.
7. Image 33 on the Infrastructure Phasing Plan shall be revised to relocate the sewage collection system indicated within Purple Sage Trail along the north frontage of Block G to a location outside the right-of-way. Public mains may not discharge into a private collection system. This gravity sewer must be private and placed outside of the right-of-way within a private easement and permitted separately by ADEQ. Service laterals may cross perpendicular to the right-of-way.
8. The existing aggregate trail from that point north to Lake Mary Road will be paved to facilitate year-round travel. This section of trail (approximately 370-feet), that is adjacent to Beulah Boulevard, needs to be brought up to the roadway grade so there is adequate sight distance of cyclists for vehicles traveling southbound in the right turn lane. The profile is currently too low for vehicles to adequately see cyclists.
9. The Phasing Plan in the Specific Plan shall be revised accordingly:
 - a. Phase One –Beulah Boulevard will consist of 11-foot travel lanes (not 12-foot) and the east side of the roadway will need to include curb and gutter and a 4.5-foot bike lane with a 2-foot bike buffer.
 - b. Phase One –The intersection of Beulah Boulevard and Purple Sage Trail (Intersection C) shall be designed and constructed to the grades for the future underpass at I-17 per the approval of the City Engineer. This design shall be approved by the Arizona Department of Transportation.
 - c. Phase One – FUTS and Other Multipurpose Paths: A beacons pedestrian crossing will be provided at Intersection M (parking garage driveway) crossing the west leg. A beacons pedestrian crossing at Purple Sage Trail and Getaway Trail (Intersection O) shall be studied as part of the Phase 2 TIA.
 - d. Phase One –The six (6) intersections that are listed to include conduit for a future signal need to also be designed and constructed at the correct grades for a future signal.
 - e. Phase Two – Traffic Control – Paragraph Two: Shall state, "If the above traffic signals are not required-after the hospital opening..."
 - f. Phase Two – Traffic Control – Paragraph Three: Shall state, "The original (full) TIA will need to be revised based on actual counts generated by Phase 1. Phase 1 will be considered background traffic and new trips will be estimated for the proposed Phase 2 development. Any additional mitigation required for Phase 2 that was not agreed to as part of the Phase 1 TIA or development agreement will be proposed as part of a completed TIA for Phase 2, under the original TIA scope, and will be addressed through the Phase 2 development agreement."
10. All references to paved FUTS or multimodal paths shall be revised to concrete FUTS or multimodal paths in accordance with current standards and requirements.
11. A final Specific Plan shall be provided to the City of Flagstaff in both paper and digital format with all conditions of approval incorporated. This document shall denote that it includes all required

revisions as well as include copies of both relevant ordinances and resolutions.

12. All other requirements of the Zoning Code and other City codes, ordinances, and regulations shall be met by the proposed development.
13. All terms, conditions, and restrictions detailed within the “NAH Health Village Development Agreement” must be fully satisfied.

Staff believes that the proposed Zoning Map amendment is in substantial conformance with the required findings and recommends the Planning & Zoning Commission forward the request to the City Council with a recommendation approving an amendment to the Zoning Map for a total of 93.39 acres from the Rural Residential (RR) and Estate Residential (ER) to the Highway Commercial (HC) zone for 63.18 acres and to the Public Facility zone for 35.21 acres. Additionally, three parcels (112-10-036, 112-10-037, and 112-05-125) will be added to the Resource Protection Overlay (RPO), subject to the following conditions:

1. The subject property shall be developed in substantial conformance with the approved Specific Plan and concept zoning plan (included in the Specific Plan) and combined project narrative including but not limited to the density and intensity and general layout except as modified herein.
2. All on-site and off-site transportation improvements as identified in the approved TIA shall be completed prior to issuance of the first certificate of occupancy on the Property. Assurances shall be provided prior to the issuance of any building permits.
3. The intersection of Beulah Boulevard and Purple Sage Trail shall be designed and constructed to allow for the future underpass across I-17. Final design shall be approved by the City Engineer.
4. All intersections shall be designed and constructed as “protected intersections” for enhanced bicycle and pedestrian safety as feasible subject to the City Engineer’s approval.
5. A fully staffed ladder company shall be relocated to Fire Station #6 per the approval of the Fire Department. If Fire Station #6 is not able to accommodate the new equipment and staff a new fire station shall be provided within the immediate vicinity of the existing station.
6. The Cosmic Ray Tunnel at Sheep’s Trail Crossing shall be redesigned/reconstructed to work with the Beulah Boulevard improvements that include widening the road.
7. NAH shall provide at a minimum 20-minute shuttle service daily from the Property to the nearest transit stop. This shuttle service shall be open to the public (including employees) and shall not require additional fares.
8. Foundation landscaping may be located further than 25 feet from the building to comply with Firewise landscaping requirements as recommended by the Wildfire Mitigation Analysis.
9. All other requirements of the Zoning Code and other City codes, ordinances, and regulations shall be met by the proposed development as amended within the NAH Health Village Phase 1 Specific Plan.
10. All terms, conditions, and restrictions detailed within the “NAH Health Village Development Agreement” must be fully satisfied.
11. If the property is rezoned, and the applicant fails to obtain final Civil Plan approval within two (2) 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 Rural Residential (RR) and Estate Residential (ER) in accordance with A.R.S. § 9-462.01.

Attachments:

1. Draft Development Agreement

2. Draft Open Space Easement
3. Phase 1 Transportation Impact Analysis Mitigation Requirements
4. NAH's presentation slides from 4-12-23