

**PLANNING & DEVELOPMENT SERVICES REPORT**  
**PRELIMINARY PLAT**

**PPPL2014-0006**

**DATE:** January 21, 2015  
**MEETING DATE:** January 28, 2015  
**REPORT BY:** Elaine Averitt  
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**REQUEST:**

A request for Preliminary Plat approval from Evergreen-Trax, LLC, for a commercial development known as The Trax, on 27.2 acres located at the southwest and southeast corners of Route 66 and Fourth Street within the Highway Commercial (HC) zone (conditional).

**STAFF RECOMMENDATION:**

Staff recommends the Planning and Zoning Commission forward the preliminary plat to the City Council with a recommendation for approval with conditions.

**PRESENT LAND USE:**

Undeveloped land.

**PROPOSED LAND USE:**

A commercial development, consisting of retail, service and office uses.

**NEIGHBORHOOD DEVELOPMENT:**

North: Route 66, then Commercial Uses; Highway Commercial (HC) zone;  
East: Undeveloped Land; Light Industrial (LI) zone;  
South: BNSF Railway, then Industrial Uses and Undeveloped Land; Light Industrial (LI) and Highway Commercial (HC) zones; Aquaplex is south of Unit 2; Light Industrial-Open (LI-O) zone;  
West: Undeveloped Land and Industrial Uses; Light Industrial (LI) zone.

**REQUIRED FINDINGS:**

The Planning and Zoning Commission shall find the proposed preliminary plat meets the requirements of the City Code Title 10 (Flagstaff Zoning Code); City Code Title 11 (General Plans and Subdivisions); and City Code Title 13, (Engineering Design Standards and Specifications for New Infrastructure).

**STAFF REVIEW**

**Background**

In May of 2014, the Planning Commission reviewed and approved a Regional Plan amendment, under the 2001 *Regional Land Use and Transportation Plan* to change the land use designation of 33.6 acres of property, located at Route 66 and Fourth Street and Huntington Drive and Fourth Street, from Office/Business Park/Light Industrial and Light/Medium Industrial to Community/Regional Commercial. A concurrent Zoning Map Amendment (rezoning)

request to amend 33.6 acres from Light Industrial (LI) and Light Industrial-Open (LI-O) to Highway Commercial (HC) zone was reviewed and approved by the Planning Commission. In July 2014, City Council approved requests for the referenced Regional Plan amendment and rezoning. In October 2014, Evergreen purchased the 33.6 acres of property from the City of Flagstaff and immediately sold Area D (the 6.54-acre parcel located at the northwest corner of Huntington Dr. and Fourth St.) to a private developer; thus Area D is not part of the preliminary plat. A preliminary plat application consisting of 27.2 gross acres of land and proposing 18 lots was reviewed by staff in November and December 2014. The preliminary plat was approved by the Inter-Division Staff (IDS) with conditions on December 19, 2014. Several conditions of approval required by Traffic staff have been completed, with the exception of two technical omissions that will need to be shown on the civil construction plans for Unit 1 regarding street lights, and the condition agreed to by the developer regarding extension of the dual left turn lane on Huntington Drive.

### **Introduction**

The site is located at the intersection of Route 66 and Fourth Street, and is adjacent to approximately one mile of the Burlington Northern Santa Fe railway, as seen on the attached Preliminary Plat drawing (Sheet 2). As shown on the Phasing Plan (Sheet 8), Unit 1 is located west of Fourth Street and extends to just west of First Street in the vicinity of the Spruce Avenue Wash. Unit 1 contains Lots 1 through 8 and the conceptual Site Plan shows a convenience store/gas station, a retail anchor (Sportsman's Warehouse intends to break ground soon), two drive-through restaurants, a multi-tenant retail shop, and three single-tenant buildings. Unit 2 is located east of Fourth Street and extends to east of Postal Boulevard. Unit 2 contains Lots 9 through 13 and the conceptual Site Plan depicts six commercial buildings. Unit 3 is located west of Spruce Avenue Wash and extends to just west of Arrowhead Avenue. Unit 3 contains lots 14 through 18 and the conceptual Site Plan shows four commercial buildings, including a 4-story hotel. A Flagstaff Urban Trail System (FUTS) trail will be constructed in phases along the entire development, located adjacent to the railway. The historic trestle bridge over Spruce Ave. Wash will be preserved in accordance with the development agreement that was approved with the rezoning.

The site is currently vacant, undeveloped and un-subdivided land. Following construction plan approvals, Evergreen-Trax, LLC, intends to provide the development with new public and private infrastructure that includes roadway work, FUTS trail construction, water, sewer, and storm water infrastructure. The developer anticipates that Unit 1 will develop first and will submit a final plat for Unit 1 following approval of the Preliminary Plat. Civil construction plans for Unit 1 have been submitted and are currently in review. Final plats will be submitted for Units 2 and 3 at a later date. The proposed timing of development will be dictated by market demand; however, the developer anticipates having the first users break ground by 2015, with others to follow between 2015-2022.

### **General Plan/Specific Plan Conformance**

The 2001 *Regional Land Use and Transportation Plan* was still in effect at the time of the Regional Plan and zoning map amendment application for The Trax development. In late May 2014, the *Flagstaff Regional Plan 2030* was ratified by voters and is the current guiding Regional Plan. The current plan designates the entire subject site as "Existing Employment/Industrial" and a portion of the site west of Fourth Street is also designated "Urban-Future."

An Employment Center may include mixed use; research and development offices; medical offices; office space; business park; retail, restaurant, and tourism center; light-industrial; heavy industrial; and live-work spaces (IX-59). As described in the Regional Plan amendment report, "the majority of this land which was previously contiguous to other light industrial properties is now separated by the railroad tracks (North) and located directly across from existing commercial development on Route 66. It was anticipated that these parcels abutting to Route 66 should

no longer support Industrial uses or heavy truck traffic thus the designation in the Regional Plan as a redevelopment area.” The designation in the 2001 Regional Plan as a Redevelopment Area supported the proposed commercial development which anticipates uses that include restaurants, hotels, shopping, convenience stores, and gas stations, which will compliment nearby employment centers and add to the vitality of adjacent neighborhoods and the region.

“Urban” area characteristics include a desired pattern of minimum 2-story buildings, Floor Area Ratios of 0.5 and higher, mixed land uses, urban services and infrastructure, and high pedestrian, bicycle and transit connectivity (IX-35). The proposed commercial development will include some 2+-story buildings and some one-story buildings. The FAR will be below 0.5 and there will be a narrower mix of land uses. These aspects are not consistent with the “Urban” area intent; however, they are compatible with the existing commercial development on the north side of Route 66. Aspects of the development which are consistent with the “Urban” intent include: completion of urban services and infrastructure, and high pedestrian, bicycle and transit connectivity. The proposed development is also consistent with the goal of Commercial Development being, “located ... along regional commercial and neighborhood commercial corridors (IX-35).”

### **Zoning Requirements**

As mentioned in the background section above, a Zoning Map Amendment (rezoning) request to amend 33.6 acres from Light Industrial (LI) and Light Industrial-Open (LI-O) to Highway Commercial (HC) zone was reviewed and approved by the Planning Commission in May 2014 and by the City Council in July 2014. The Zoning Map Amendment was adopted with two conditions which ensure that the property is developed in accordance with the conceptual plans approved with the rezoning, and that all terms within the Development Agreement are fully satisfied (see attached rezoning ordinance for specific language). This Preliminary Plat application is in compliance with the zoning code, subdivision requirements, as well as the Zoning Map amendment (COF Ordinance No. 2014-14).

The property is zoned HC, Highway Commercial zone. The anticipated uses are permitted uses in the HC zone. The proposed development, with a gross floor area ratio (gross FAR) averaging approximately 0.16, is less than 3.0 which is the maximum FAR allowed in the HC zone per the Flagstaff Zoning Code (Section 10-40.30.040). The FAR calculation is: 195,000 sq ft (4.47 ac) / 27.2 ac = 0.16 FAR. The actual FAR may end up being higher or lower, depending on actual leasing and sales to future commercial tenants.

The proposed lots within the TRAX subdivision meet the minimum lot size and dimension requirements for lots in the HC zone: 9,000 sq ft minimum area, 60 feet minimum width and 100 feet minimum depth. The minimum lot size in the subdivision is 34,206 sq ft (Lot 8, 0.79 acres). The maximum lot size is 126,336 sq ft (Lot 18, 2.9 acres).

The Flagstaff Zoning Code requires the subdivision to comply with the landscape Street Buffer standards, Parking Lot landscaping/screening, and Landscaping around Buildings (Foundation Planting; Section 10-50.60.040). A landscaped buffer will also be required between the FUTS trail and parking lots/driveways at the rear of the property. As each lot comes through the development review process, each site plan will be required to demonstrate that the landscaping standards meet all requirements.

This development is located within Lighting Zone 3, per Lighting Zone Map 10-90.50. The maximum lumens for a commercial development within Zone 3 is 100,000 lumens per acre (Zoning Code, Table 10-50.70.050.A., pg. 50.70-6). Outdoor lighting compliance will be ensured during site plan review as each commercial building, or group of buildings, goes through the development review process.

In accordance with Section 10-50.20.020.A. of the Zoning Code (pg. 50.20-1), architectural design standards apply to applications for site plan review involving commercial development. Final design compliance for the commercial development will be ensured during site plan review. The conceptual elevations provided by the applicant for the rezoning case demonstrated the intent of the design standards in the Zoning Code. In general, the applicant intends to ensure that building designs maintain the natural setting by incorporating a range of styles that are well-suited for a mountain town and incorporate many of the raw materials that are representative of the surrounding area. These materials include founders finish and split face masonry (tan and red), board & batten, board formed concrete, timber supports, rusted and galvanized metal roofing/awnings and paint colors such as “Weathered Leather” and “Aged Eucalyptus.”

### **Natural Resources**

The mapped Resource Protection Overlay zone is present on a small portion of Unit 1 and on all of Unit 2. However, there are no native tree resources present on these properties due to the historic location of the railroad and the railroad re-location project. In addition, there are no floodplain or slope resources in this area.

### **SYSTEMS ANALYSIS:**

#### **Access and Traffic**

A Traffic Impact Analysis (TIA) dated December 2013, was prepared by the developer’s engineer as a requirement for the Zoning Map Amendment. The City’s Traffic Engineer and ADOT accepted the TIA in May 2014, with conditions.

Access to the development will be created along Route 66 at Arrowhead Drive, First Street, Second Street, Postal Boulevard and two additional minor driveways. Access will be created from Fourth Street to the east and west areas of the shopping center. A new signalized intersection will be constructed at First Street and Route 66. Deceleration turn lanes will be constructed along Route 66 and Fourth Street. At Arrowhead Drive and Postal Boulevard, new fourth legs will be added to the existing intersections with Route 66. A Flagstaff Urban Trail System trail will be constructed along the rear portion of the shopping center adjacent to the railway, compatible with the Flagstaff Urban Trail System plan. The developer will be required to complete the pedestrian sidewalk system along Route 66 and Fourth Street (at new driveway locations), and complete street lighting.

#### **Water and Wastewater**

All water services will be provided in accordance with Engineering Design Standards. The proposed water and sewer mains into the site will be public. A public water and sewer impact analysis was prepared by the City for the proposed development as part of a rezoning application in August 2008. After reviewing the TRAX Concept Plans dated July 27, 2011, the City of Flagstaff Utilities Department concluded that the proposed site plans reveal no significant water and sewer changes. As long as water and sewer demands do not increase from the original analysis, no additional analysis work will be required. However, the city required that the onsite water and sewer system be addressed in the Engineer’s Design Reports; these reports have been submitted for Phase 1 of this development and are currently in review by city staff. According to the 2008 water and sewer impact analysis, the existing off-site and proposed on-site sewer and water system infrastructure were deemed adequate to accommodate the development, and no off-site improvements were required.

Each (un-subdivided) parcel has an 8-inch PVC water main stubbed out for development of this land. Within the Route 66 right-of-way are 18-inch diameter ductile iron water transmission lines. All new on-site infrastructure

will have to be designed and built to connect to the public water system and will be required to provide a looped water system. Fire hydrants will be provided throughout Phase 1 with no more than 400 feet in between fire hydrants, per the International Fire Code (IFC). Future phases will also meet the IFC standards.

The nearest sewer main that allows for gravity flow from this site is located in Spruce Avenue Wash. This existing 14-inch trunk line turns into a 21-inch diameter PVC line that follows the alignment of Spruce Avenue Wash. This 21-inch interceptor line has sufficient capacity to convey all anticipated sewage flows generated by this development.

### **Stormwater**

The Stormwater Manager reviewed and accepted the Drainage Impact Analysis that was provided with the Conceptual Site Plan for the zoning map amendment. The report demonstrated that there are no concerns of downstream flooding impacts to property and no rise in 'Lake Continental.' In general, the site will be graded to drain towards the south, where runoff will be diverted to various detention basins and LID features located throughout the site.

Since the zoning case, a Final Drainage Report has been submitted (currently in review) for Trax Phase 1, which includes the proposed Sportsman's Warehouse building, new driveway entrances at Route 66 and Fourth Street, and new driveways to provide access to the Sportsman's Warehouse. According to the report, the drainage scheme for The Trax development is for the developer of each lot/parcel to provide stormwater detention and LID measures for their development and the adjacent access drive(s). The access drives are proposed to be graded so that stormwater runoff will drain to the proposed lots. Offsite runoff originating from the storm drain inlets along Route 66 will be conveyed to Spruce Avenue Wash via a new storm drain system. Underground detention systems (StormTech or equivalent) are proposed under several parking lot areas. Temporary, above ground detention basins are proposed as interim measures to contain the 100-year storm until the Phase 1 permanent structures have been completed. In conclusion, the detention facilities and outlet structures are designed to reduce post development runoff rates to be equal or below the existing peak runoff rates.

### **RECOMMENDATION:**

The Inter-Division Staff approved the preliminary plat with conditions on December 19, 2014. It is recommended that the Planning and Zoning Commission approve the preliminary plat and forward their recommendation to the City Council, subject to the remaining IDS conditions of approval of 12/19/2014:

1. All new street lights that are required to be constructed on Route 66 between Arrowhead and 4th St, shall be constructed along with Unit 1.
2. Show the existing streetlight on 4th street that is adjacent to Unit 2.
3. The extension of the dual left turn lane on Huntington requires widening of the eastbound side of the road in order to accommodate the added storage, gap, and relocated taper. This must be constructed prior to the development of the Parcel on the northwest corner of Huntington and 4th St. or before construction permits for the last parcel in Unit 1 (which ever comes first). In the interim, the added storage of the dual left turn lane may be achieved by restriping the existing turn and travel lanes. Staff will work with the engineer during development of the public improvement plans for Unit 1 to design an acceptable striping plan.

**Attachments:**

- Preliminary Plat Application
- Location Map
- Letter of Approval and IDS conditions of approval, 12/19/2014
- Zoning Map Amendment report to P&Z, dated May 6, 2014
- Zoning Map Amendment, Ordinance No. 2014-14
- Preliminary Plat "The Trax" (8 sheets)