

**PLANNING AND DEVELOPMENT SERVICES DIVISION**  
**ANNEXATION REPORT**

**PUBLIC HEARING**  
**PZ-15-00077**

**DATE:** **October 13, 2015**  
**MEETING DATE:** **October 28, 2015**  
**REPORT BY:** **Elaine Averitt**

**REQUEST:**

An annexation request by the City of Flagstaff to annex approximately 44.01 acres located at 3200 W. Route 66. The property is identified as Coconino County Assessor's Parcel Number 112-01-001D. This annexation request is the first part of a three-part request. The second part of the request is a proposed minor amendment to the Flagstaff Regional Plan, and the third part of the request is a request for a Zoning Map Amendment.

**STAFF RECOMMENDATION:**

Staff recommends the Planning and Zoning Commission forward the annexation request to the City Council with a recommendation for approval.

**PRESENT LAND USE:**

The subject site consists of undeveloped land in the General (G) Zone under Coconino County jurisdiction.

**PROPOSED LAND USE:**

If this annexation is approved, the property will be designated with Rural Residential (RR) zoning. The accompanying zoning map amendment will change the zoning on the property from the Rural Residential (RR) Zone to the Public Facility (PF) Zone for the development of a proposed municipal public works facility.

**NEIGHBORHOOD DEVELOPMENT:**

- North: Vacant land owned by the City of Flagstaff in the General (G) Zone under Coconino County jurisdiction.
- East: Vacant land owned by the State of Arizona in the General (G) Zone under Coconino County jurisdiction; Hidden Hollow Manufactured Home Community in the General (G) Zone under Coconino County jurisdiction; Vacant land owned by State of Arizona Trust in the Planned Community (PC) Zone under Coconino County jurisdiction.
- South: Vacant land owned by the City of Flagstaff in the Rural Residential (RR) Zone; Vacant land in the Rural Residential (RR) Zone; Professional River Outfitters in the Commercial General (CG-10,000) Zone under Coconino County jurisdiction.
- West: Vacant land owned by the City of Flagstaff in the General (G) Zone under Coconino County jurisdiction.

**REQUIRED FINDINGS:**

The Commission shall find that the requested annexation complies with Section 9-471 of the Arizona Revised Statutes; the applicable goals and policies set forth in the City's General Plan, "Flagstaff Regional Plan 2030"; and Division 10-20.90 of the *Flagstaff Zoning Code*.

**STAFF REVIEW:**

**INTRODUCTION/BACKGROUND:**

A request by the City of Flagstaff to annex approximately 44.01 acres generally located north of East Route 66 and west of the Woody Mountain Road alignment. The area subject to the annexation is Coconino County Assessor's Parcel Number 112-01-001D. The majority of this parcel is vacant, forested land. The west portion includes the

McAllister Ranch Complex which consists of several buildings and structures built in the 1930s, some newer building additions, and numerous corrals and fencing. The complex has been determined eligible for inclusion on the National Register of Historic Places. As such, these buildings will not be disturbed by the proposed development. An existing cell tower is located near the existing driveway into the site; the cell tower will remain. The east portion of the parcel includes an unpaved access drive to the Clay Avenue Wash Detention Basin which is incorporated into the proposed development. If the property is rezoned to the Public Facility (PF) Zone, the City's Resource Protection Overlay (RPO) Zone will also be applied and the parcel will be required to meet resource protection standards for Public Lands (see Zoning Map Amendment report). The parcel is located within the Urban Growth Boundary defined as areas which can be efficiently and effectively provided facilities and services by the City. The 5-acre parcel adjacent to and south of the subject parcel is city-owned and within the City corporate boundary and will be combined with the 40-acre parcel if the annexation is approved.

The annexation request is to allow for the development of a new public works facility consisting of 87,280 square feet of buildings, associated parking and outdoor storage. The developed public works site will cover approximately 24 acres. The proposed map amendment to the Flagstaff Regional Plan 2030 will affect approximately 28.7 acres of land.

The current application is being reviewed against the policies of the *Flagstaff Regional Plan 2030 (FRP 2030)*. The *FRP 2030* (Maps 21 and 22 on pages IX-27 through 29) designates the portion of this parcel closest to Woody Mountain Rd. as Future Urban within an Urban Activity Center, designates a portion west of the activity center as Future Suburban, and designates the northern portion of this parcel as Area in White. The proposed public works facility fits the Suburban description which encourages parks and associated service facilities in a campus setting, thus the minor regional plan amendment seeks to change the three existing area types to Existing Suburban. Further discussion of regional plan conformance can be found below.

This annexation is the first of a three-step process. The second step is a proposed minor amendment to the Flagstaff Regional Plan and the last step is a request for a Direct Ordinance Zoning Map Amendment to rezone the annexed parcel (44.01 acres) and the parcel to the south (5.00 acres) from Rural Residential (RR) to the Public Facility (PF) Zone. The Regional Plan and Zoning Map amendment applications are being processed concurrently with this application but will not become effective until after the annexation has been completed. A full Zoning Map Amendment policy analysis can be found attached in that staff report.

#### **ARIZONA STATE STATUTE COMPLIANCE:**

State statutes require the City to adopt a zoning classification that permits densities and uses no greater than those permitted by the County immediately before the annexation. The current county zoning is General (G) that requires ten-acre minimum lot size. The closest city zoning district is the Rural Residential (RR) zone, which provides for one dwelling unit per acre based on the single-family option. As described in the three-step process above, a Zoning Map Amendment application to rezone the parcel to Public Facilities (PF) will be necessary to accommodate the proposed development.

#### **FLAGSTAFF REGIONAL PLAN 2030 CONFORMANCE:**

##### **Policy/Analysis**

All proposed annexations shall be evaluated as to whether the application is consistent with the policies of the General Plan. A full discussion of the applicable policies is included in the attached General Plan Analysis. For clarification, the City's General Plan is titled *Flagstaff Regional Plan 2030*. The proposed annexation should not be detrimental to the majority of the persons or property in the surrounding area or the community in general. The City's basic position regarding annexation is that the annexation must demonstrate a favorable benefit to the taxpayers of the City. The subject city-owned property is currently exempt from property tax and will continue to be exempt after annexation.

The following policies are considered by staff to be the most pertinent to the annexation:

**FRP 2030**

**LU.7.2 (page IX-32) - Require unincorporated properties to be annexed prior to the provision of City services, or that a pre-annexation agreement is executed when deemed appropriate.**

**Policy WR.4.3 (page VI-13) - Development requiring public utility services will be located within the Urban Growth Boundary.**

**Summary of Regional Plan & Annexation Compliance**

This parcel is located within the Urban Growth Boundary. The proposed annexation is consistent with the goals and policies of the *Flagstaff Regional Plan 2030* and furthermore the application complies with all the requirements set forth in the Arizona Revised Statutes related to annexations.

**PUBLIC FACILITIES AND SERVICE IMPACT ANALYSIS:**

**Traffic/Access/Pedestrian/Bicycle Impact:**

The site is bounded on the north by city-owned unincorporated property and then the BNSF Railway, on the east by the potential future Woody Mountain Road alignment, and on the south by city-owned incorporated property that is adjacent to West Route 66. Vehicular access to the site will be provided by an existing driveway from Route 66. The existing driveway will be improved and will include a landscaped median. Proposed road and edge improvements for this project within the Route 66 right-of-way include: new curb, gutter and bike lane along the north side of Route 66 to McAllister Ranch. A westbound right turn lane into the driveway on Route 66, and an eastbound left turn lane into the entrance on Route 66 will be required to be striped for the proposed public works facility. The proposed Route 66 improvements and ultimate street cross-sections are depicted on Sheet SP02.

The City Traffic Engineer reviewed the site plan submittal and, after revisions, accepted the results subject to the following conditions:

1. Widen the westbound side of Route 66 to provide 2-lanes in the westbound direction (including a bike lane); the outside westbound lane will be striped as a right-turn lane and acceleration at the new driveway.
2. Widen the eastbound side of Route 66 as needed to provide the addition of a left-turn lane into the new driveway.
  - a. The edge improvements will include curb and gutter along the property frontage, up to the existing driveway serving the McAllister Ranch.
  - b. The City is committing to constructing, in the future, the remaining curb and gutter and sidewalk across the property frontage at such time as the adjacent parcels develop with the same edge improvements.
3. Pay a proportional share of a future signal (not currently warranted) at the intersection of Woody Mountain Road and Route 66.

According to SWI's trip generation report submitted to ADOT (attached letter dated 12/18/2014), ADOT requires a traffic impact analysis for all new developments which generate 100 or more trips during any hour of the day. The analysis of the existing traffic data provided by the City, in addition to the projected number of employees, the trip generation calculations indicate the yard will generate less than 100 peak hour trips during both AM and PM peak hours. Additionally, at least one-half of the generated traffic will bypass the Milton Road corridor and utilize I-40 to access the site. ADOT has accepted the trip generation report and will review the civil plans when submitted.

The subject site is not currently serviced by transit. This area is identified in the *FRP 2030* for future service. Pedestrian and bicycle access to the subject property is limited. There are currently no sidewalks along Route 66 in the vicinity of this project. Sidewalks are provided along the north side of Route 66 up to Railroad Springs subdivision beyond which a striped shoulder exists continuing out to the subject property. The distance between the existing

sidewalk and the subject site is one-quarter mile. The City will construct the sidewalk across the subject property frontage when the adjacent parcels develop. There is an existing dike road which is also a future FUTS trail located along the eastern boundary of the subject site. This project will be required to make a connection to this future trail at the southeast corner of the site (reference Sheet AS1.0).

**Water and Sewer System Analysis:**

The City of Flagstaff Utilities Department waived the requirement of a Water and Sewer System Analysis for the proposed project (see attached letter and exhibit from Utilities dated 10/21/15). After reviewing the City water and sewer master model and previous impact studies conducted in this area, the Department concludes that the land use and intensity assumed for the proposed development can be served by existing infrastructure. Water will be provided from an existing 18" water transmission main in West Route 66. An off-site sewer extension will be required to be extended along the northern portion of the property.

Water to the site will be provided by an 18-inch ductile iron water transmission main in West Route 66 along the south property frontage. An 18-inch off-site sewer interceptor main extension will be required to be constructed from the project's southwest corner (Route 66) of the parcel through the site to the northern portion of the property. The 18-inch sewer extension will connect to an existing 18-inch sewer main in the Railroad Springs Unit II subdivision. Easements must be secured from the State of Arizona and Voyager Investment Properties LLC, through APN 112-01-022 for the installation of sewer main. No other infrastructure improvements other than what is necessary to serve the parcel are required of this development. The City of Flagstaff will provide water and sewer service to this site upon acceptance and dedication of all required public improvements.

In addition to new water and sewer service to the public works yard, there is an existing well north of the existing McAllister Ranch buildings. Prior to construction of the public works yard, it is anticipated that a water line will be extended from the well, around the ranch buildings, to a new pump house. The pump house is shown on the approved site plan as located just outside the emergency access gate of the proposed public works yard. This well and pumphouse will serve future development.

**Stormwater:**

The development of the subject project is proposing on-site mitigation in lieu of a Drainage Impact Analysis (see attached Drainage Impact Letter dated 1/13/15). The proposed stormwater management design will not increase the volume of pre-development flows off-site. LID requirements will be met per City standards. The Stormwater Manager has provided preliminary acceptance of the proposed on-site mitigation and LID methods.

**Parks and Recreation:**

The City of Flagstaff Parks and Recreation Organizational Master Plan (Map 4, Regional Park Distribution and Service Areas) identifies the subject area as "Proposed Regional Parks." It also states, "Since the 1996 Parks and Recreation Master Plan the city has increased its park holdings by the 23-acre Clay Basin Park (undeveloped and located on the west side of the city on the north side of Old Route 66 along the BNSF railroad tracks before Flagstaff Ranch Road, and by adding 91 acres to Continental Park." The Flagstaff Regional Plan 2030 (Map 28, Public Facilities) identifies the area as "Existing Rural."

The Zoning Code requires nonresidential developments larger than 20,000 square feet to provide a minimum of five percent of the site as an outdoor pedestrian amenity space that serves as a transition space between a parking area and the entrance(s) to a building. For this project, staff applied the pedestrian amenity requirement to the administration building only since it will be where employees and visitors park. A landscaped pedestrian pathway system has been provided around the entire administration building with connections to and through the adjacent parking areas (reference Site Plan drawing AS1.0 and AS1.1).

**Schools:**

The proposed development of the subject site will not affect the local school district.

**Fire Protection:**

According to Fire Department staff, the site will be served by Fire Station No. 1, located at 1972 S. Thompson Drive and is within the desired response time. The response time can vary based on weather conditions.

**ZONING REQUIREMENTS FOR PROPOSED ZONING:**

As was noted above, if annexed, the property will need to be brought into the City as a zone similar to the existing County zoning. In this case, the City's RR, Rural Residential Zone, best matches the county G, General Zone. Arizona statute requires that once annexed, the zoning is to remain in place for a period of 30 days. As a result, an ordinance modifying the zoning code must include an effective date 30 plus days after the annexation ordinance becomes effective. Applications and staff reports for the associated Zoning Map Amendment have been provided in conjunction with this application and will explain the proposed Public Facility (PF) Zone.

**OTHER REQUIREMENTS:**

**Citizen Participation**

The City hired Shephard-Wesnitzer, Inc. (SWI) as the landowner agent/applicant to annex and rezone the property as well as compile and submit concept and site plan packages. The applicant held a neighborhood meeting on Wednesday, January 21, 2015 at 5:00 pm to discuss the annexation, general plan amendment, and rezoning of the properties. SWI led the meeting with support provided by Johnson Walzer Associates (JWA) and City Public Works staff. Meeting notification letters were sent to all property owners and homeowner's associations (HOA) within a 1,200 foot radius. Letters were also sent to the City's "Registry of Persons and Groups" as provided by the City. The Citizen Participation Report (CPR), dated May 5, 2015, is attached to this rezoning packet. The applicant received three letters in response to the meeting notice requesting information about the project. Fifteen people attended the meeting according to the sign-in sheet and had questions in regards to the case. Some of the attendees expressed concerns regarding the Annexation or Zoning Map Amendment about traffic, cost, noise and lighting. All of the questions and concerns are addressed in Table 1 of the CPR. Staff has not received any other comments in regards to this annexation.

Public hearings before the Planning and Zoning Commission and City Council will be conducted in conjunction with requests for annexation. In accordance with State statute, notice of the public hearing was provided by placing an ad in the Daily Sun, posting notices on the property, and mailing a notice to all property owners within 1200 feet of the site (exceeding the required 300-foot distance). The notices were also provided to the County Recorder, County Assessor, County Community Development Department and the Chair of the Board of Supervisors.

**RECOMMENDATION:**

Staff recommends that the Commission forward the annexation request to the City Council with a recommendation of approval.

**ATTACHMENTS:**

- Application and narrative from applicant
- Annexation Legal Description and Map
- Public Hearing Legal Advertisements
- Trip Generation Analysis letter to ADOT, dated December 18, 2014

- Waiver of Water and Sewer Impact Analysis (letter ), dated October 21, 2015
- Drainage Impact Letter, dated January 13, 2015
- Annexation Exhibit with Properties Analysis (24x36)
- Citizen Participation Report (included in rezoning packet)
- Site Plan Packet: (included in rezoning packet)
  - Demolition Site Plan (includes tree resources) (Sheet AS1.0)
  - General Site Plan (Sheet AS1.0)
  - Landscape & Lighting Plan (Sheet AS1.1)
  - Floor Plans for each building, Elevations for each building
  - Route 66 Existing Conditions & Improvements (Sheets CVR, SP01, SP02)