

PLANNING AND DEVELOPMENT SERVICES REPORT
ZONING MAP AMENDMENT

PUBLIC HEARING
PZ-15-00164

DATE: January 6, 2016
MEETING DATE: January 13, 2016
REPORT BY: Brian J Kulina, AICP

REQUEST:

A direct ordinance Zoning Map Amendment request from Core Campus LLC amending the Downtown Regulating Plan from the existing T4 Neighborhood 1 (T4N.1) transect to the proposed T5 Main Street (T5) transect located along Mikes Pike and containing approximately 1.35 acres, and from the existing T4 Neighborhood 1 (T4N.1) and the T5 Main Street (T5) transects to the proposed T4 Neighborhood 2 (T4N.2) transect located along Phoenix Avenue and containing approximately 0.29 acres.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward this Zoning Map Amendment request to the City Council with a recommendation for approval subject to the conditions as noted in the *Recommendation* section of this report.

PRESENT LAND USE:

Commercial, contractor office and storage yard, automotive lube shop, and single-family residential.

PROPOSED LAND USE:

The proposed conditional amendments, combined with two (2) proposed Conditional Use Permit requests and other parcels, will allow for the development of a 99 dwelling unit/acre mixed-use multi-family style student housing building consisting of 236 dwelling units (664 beds) located above and behind approximately 14,096 square feet of commercial uses on approximately 2.39 acres.

NEIGHBORHOOD DEVELOPMENT:

	<u>Current Use</u>	<u>Transect Zoning</u>	<u>Traditional Zoning</u>
North	City of Flagstaff Phoenix Storage Building, NAIPTA Transfer Station, Flagstaff Bicycle Revolution, Pizzicletta	T5 Main Street (T5)	Commercial Service (CS)
East	Flag Tee Factory, Flag Lock, The Toasted Owl Café, Enchanted Spas, Interactive Humanics, Inc., Agassiz Landscape Group	T4 Neighborhood 1 Open (T4N.1-O)	Commercial Service (CS)
South	Residential duplex, Granny's Closet parking lot, Peoples Mortgage	T5 Main Street (T5) T4 Neighborhood 1 Open (T4N.1-O)	Commercial Service (CS) Highway Commercial (HC)
West	Granny's Closet parking lot, Mike & Ronda's The Place, Brake Masters, Ruff's Sporting Goods	T5 Main Street (T5)	Highway Commercial (HC)

REQUIRED FINDINGS:

Staff Review

An application for a Zoning Map amendment shall be submitted to the Planning Director and shall be reviewed and a recommendation prepared. The Planning Director's recommendation shall be transmitted to the Planning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall include: an evaluation of the consistency and conformance of the proposed amendment with the goals 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 (Page 40.20-1); and, whether the amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied.

Finding for Reviewing Proposed Amendments

Proposed amendments shall be evaluated based on the following findings: the proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plans; the proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the "City") and will add to the public good as described in the General Plan; and, the affected site is physically suitable in terms of design, location, shape, size, operating characteristics and the provision of public and emergency vehicle access, public services, and utilities, 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. 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.

STAFF REVIEW:

Introduction/Background

Core Campus LLC (the "Developer") is requesting a direct ordinance Zoning Map Amendment amending the Downtown Regulating Plan as follows: (1) from the existing T4 Neighborhood 1 (T4N.1) transect to the proposed T5 Main Street (T5) transect to allow for ground floor commercial uses and establish a 5-floor maximum building height, located along Mikes Pike and containing approximately 1.35 acres; and, (2) from the existing T4 Neighborhood 1 (T4N.1) and the T5 Main Street (T5) transects to the proposed T4 Neighborhood 2 (T4N.2) transect to allow for ground floor residential uses and establish a 4-floor maximum building height, located along Phoenix Avenue and containing approximately 0.29 acres. This proposed conditional amendment, combined with two (2) proposed Conditional Use Permit requests and other entitled parcels, will allow for the development of a 99 dwelling unit/acre mixed-use multi-family style student housing building consisting of 236 dwelling units (664 beds) located above and behind approximately 14,096 square feet of commercial uses on approximately 2.39 acres generally located at 17 S Mikes Pike (the "Subject Property"). The Subject Property is currently developed with a mixture of uses including commercial, contractor office and storage yard, automotive lube shop, and single-family residential. There are no natural resources (rural floodplain, slope, or forest) on-site. For additional information regarding the characteristics of the site and reason for the request, please reference the attached Rezone Narrative.

Land use north of the Subject Property is light industrial including the City of Flagstaff Phoenix Storage building and the Northern Arizona Intergovernmental Public Transportation Authority ("NAIPTA") transfer stations. Land uses to the east of the Subject Property are a mixture of commercial and service including restaurant, retail, and office. Land uses to the south of the Subject Property are primarily retail/service and a residential duplex. Land uses to the west of the Subject Property is commercial/service including restaurant, retail, office, and automotive repair.

If the proposed Zoning Map Amendment request is approved, including the two (2) proposed Conditional Use Permit

requests, the next steps in the development process will be Civil Improvement Plan submittal and Building Plan submittal. Development Agreement deal points between the City and the Development, a copy of which is attached to this report, have been drafted to address required off-site infrastructure improvements (i.e. stormwater, traffic, and pedestrian crossing of Butler Avenue), project management, good neighbor responsibilities, transect zone election, and Prop207 waiver. The Development Agreement must be approved by the City Council via a resolution prior to the second reading of the Zoning Map Amendment ordinance. The proposed development encompasses seven (7) separately identified parcels (APN's 100-39-001C, 00-39-010, 100-39-009, 100-39-008, 100-39-001G, 100-39-002A, and 100-39-011C). All of parcels 100-39-010, 100-39-003, 100-09-008, and portions of parcel 100-39-001C, 100-39-001G, and 100-39-002A are subject to the proposed Zoning Map Amendment; however, all parcels within the proposed development were analyzed for conformance to existing and proposed development standards. As a condition of approval, all parcels must be combined into one parcel prior to building permit submittal.

Proposed Development Concept Plans

The Developer is requesting this Zoning Map Amendment, along with two (2) proposed Conditional Use Permits parcels, for the development of a 99 dwelling unit/acre mixed-use multi-family style student housing building consisting of 236 dwelling units (664 beds) located above and behind approximately 14,096 square feet of commercial uses known as The Hub Flagstaff. This is a direct ordinance Zoning Map Amendment wherein the associated site plan has been reviewed and approved by the Inter-Division Staff ("IDS") team prior to Zoning Map Amendment application submittal. The site plan for The Hub was approved by IDS on December 11, 2015 subject to successfully obtaining approval of the Zoning Map Amendment and Conditional Use Permit requests.

General Plan – Flagstaff Regional Plan 2030

The Flagstaff Regional Plan 2030 (the "Regional Plan") identifies the Subject Property as having a land use designation of Urban and as being located within two (2) Urban Activity Centers and within a Transform – Urban transition area. A Regional Plan Amendment to change the either land use designation, activity center, or transition area in order to accommodate the proposed development is not required. This development, and the corresponding Zoning Map Amendment, utilizes the transect zones identified on the Downtown Regulating Plan, which is a part of the City of Flagstaff Zoning Map. The transect zoning contemplated by this Zoning Map Amendment request is in conformance with the existing land use designation; however, all Zoning Map Amendment requests must be evaluated for consistency and conformance with the goals and policies of the Regional Plan.

The two transect zones contemplated in this Zoning Map Amendment request is the T4 Neighborhood 2 (T4N.2) zone and the T5 Main Street (T5) zone. In accordance with Section 10-40.40.080.A of the Zoning Code (Page 40.40-31), the intent of the T4 Neighborhood 2 (T4N.2) transect zone is to create new walkable urban neighborhoods that are in character with Flagstaff's older neighborhoods in combination with other transect zones. In accordance with Section 10-40.40.090.A of the Zoning Code (Page 40.40-37), the intent of the T5 Main Street (T5) transect zone is to reinforce the vitality of the downtown area adjacent to the core, to allow it to expand and evolve, and to provide an appropriate transition into existing neighborhoods.

Applicable General Plan Goals and Policies

Staff has identified 66 Regional Plan Goals and Policies that could be applied to support or not support the proposed Zoning Map Amendment. For reference, a list of those policies is attached to this report. The following Goals and Policies have been selected for further analysis based on feedback received from the community during the review of the associated site plan:

Land Use

Policy CC.3.1. Encourage neighborhood design to be respectful of traditional development patterns and enhance the overall community image. (Regional Plan, Page VIII-23)

Policy LU.5.3. Promote compact development appropriate to and within the context of each type: urban, suburban, and rural. (Regional Plan, Page IX-31)

Policy LU.5.5. Plan for and promote compact commercial development at activity centers with mixed uses, allowing for efficient multi-modal transit options and infrastructure. (Regional Plan, Page IX-32)

Policy LU.7.1. Concentrate urban development in locations that use land efficiently, and are served by roads, water, sewer, and other public facilities and services, and that support transit, reduced vehicle trips, and conservation of energy and water. (Regional Plan, Page IX-32)

Policy LU.18.6. Support increased densities within activity centers and corridors. (Regional Plan, Page IX-68)

Policy NH.1.2. Respect traditions, identifiable styles, proportions, streetscapes, relationships between buildings, yards, and roadways; and, use historically appropriate and compatible building and structural materials when making changes to existing neighborhoods, especially in historic neighborhoods. (Regional Plan, Page XIII-9)

Policy NH.2.3. Continue the tradition of multi-story, multi-use buildings to maintain and increase a stable, mixed-income residential population when planning new structures in the downtown and Southside neighborhoods. (Regional Plan, Page XIII-9)

Infill and Redevelopment

Policy LU.1.3. Promote reinvestment at the neighborhood scale to include infill of vacant parcels, redevelopment of underutilized properties, aesthetic improvements to public spaces, remodeling of existing buildings and streetscapes, maintaining selected appropriate public spaces, and programs for the benefit and improvement of the local residents. (Regional Plan, Page IX-25)

Policy LU.5.2. Promote infill development over peripheral expansion to conserve environmental resources, spur economic investments, and reduce the cost of providing infrastructure and services. (Regional Plan, Page IX-31)

Policy NH.6.1. Promote quality redevelopment and infill projects that are contextual with surrounding neighborhoods. When planning for redevelopment, the needs of existing residents should be addressed as early as possible in the development process. (Regional Plan, Page XIII-10)

Transportation and Parking

Policy T.1.8. Plan for development to provide on-site, publicly-owned transportation improvements and provide adequate parking. (Regional Plan, Page X-6)

Policy T.3.4. Actively manage parking, including cost and supply, to support land use, transportation, and economic development goals. (Regional Plan, Page X-9)

Goal/Policy Analysis

Land Use

Land use policies encourage compact development, focused at activity centers with increased densities, that is respectful of traditional development patterns, uses land efficiently, supports transit and reduced vehicle trips, within multi-story multi-use buildings. The proposed Zoning Map Amendment, along with other entitlements, will enable the Subject Property to be developed as a mixed-use multi-family style student housing building consisting of 236 dwelling units (664 beds) located above and behind approximately 14,096 square feet of commercial uses on approximately 2.39 acres. The Subject Property is located within two urban activity centers (U1 – Downtown and U8 – Milton/Butler), which calls for densities of 8 dwelling units/acre or more with Floor Area Ratio (FAR) of 1.0 or more. At 99 dwelling units/acre with a Floor Area Ratio (FAR) of 3.54, this would become the most dense/intense buildings in the city. However, the density and intensity of the development is achieved through the utilization of a compact land use pattern. The Subject Property is located adjacent to the Northern Arizona Intergovernmental Transportation Authority (NAIPTA) transfer station, which will provide immediate access to the city-wide transit network. In addition to the services provided on-site, the Subject Property is located within walking distance to a range of businesses that service the everyday needs of the proposed population. Compact development and land efficiency is further supported through the site design, which enhances the public realm by practicing “building forward” and locating the buildings adjacent to the public right-of-way. While the architectural style of the buildings follows a theme found locally and within the region, it has become apparent that the proposed bulk and mass of the building adjacent

to Mikes Pike is not fully compatible with the exiting neighborhood. As such, staff supports the addition of a condition of approval that would limit building height adjacent to Mikes Pike to 4-stories/52-feet, which partially addresses the relationship of the building to the neighborhood while acknowledging existing development rights that allow redevelopment of adjacent parcels at 3 ½-stories using transect zoning and 5-stories using traditional commercial zoning. While this condition would result in the removal of 7-dwelling units and 21 beds from the development, it would establish a potential development pattern from Milton Road to Beaver Street in that building height, utilizing the transect development standards, would transition from 4-stories, to 5-stories, to 4-stories, to 3 ½-stories, and back to 5-stories, respectively.

Infill and Redevelopment

In conjunction with land use policies, infill and redevelopment policies promote development that is contextual with surrounding neighborhoods, addresses the needs of existing residents, reduces the cost of providing infrastructure and services, and promotes reinvestment at the neighborhood scale. Map 20 of the Regional Plan (Page IX-23) identifies the Subject Property as being located within a Transform – Urban reinvestment area. In accordance with the Regional Plan (Page IX-19), redevelopment is when new development replaces outdated and underutilized development. The proposed Zoning Map Amendment, combined with other entitlements, will enable to Subject Property to be redeveloped with commercial uses along the ground floor adjacent to Mikes Pike, in order to enhance the commercial character of the street, and residential uses on the ground floor adjacent to Phoenix Avenue, in order to establish a desired pattern of development (i.e. residential internal to the block with commercial on either end). Improvements to the streetscape include the addition of curb, gutter, larger sidewalks, and parkway along all three street frontages. Existing infrastructure, while adequate to serve the proposed development, is aging and will be upgraded in size and material, which will attract other potential redevelopment opportunities in the area. To address the needs of existing residents, the Developer conducted a total of 5 neighborhood meetings, 4 before the filing of the Zoning Map Amendment, to present the proposal to the community and gain feedback. As a result of those meetings, staff has crafted conditions of approval that will shape the project to be more contextual with the surrounding neighborhood as it exists today and as it could redevelop in the future.

Transportation and Parking

Applicable transportation policies address the need for development to plan for adequate parking and manage that parking to support the associated land uses. Transect parking standards are based on an established nationwide standard that is then calibrated to the local condition. The local condition takes into account the availability of on-street parking, publicly owned parking, and the potential for shared parking between on-site uses. Unlike traditional parking standards, which establishes specific standards for specific uses (i.e. market rate housing, affordable housing, institutional residential, rooming and boarding, etc.), transect parking standards are more broad in nature (i.e. residential, commercial). Using the transect standards, the development is required to provide a minimum of 198 parking spaces. The Developer is proposing 231 on-site parking spaces with 204 provided within an enclosed parking garage and 27 provided on-street. This translates to approximately 31% of proposed beds having a dedicated on-site parking space within the garage. Under the traditional parking standards, 100% of the beds would have a dedicated parking space. While it has been contended that providing additional parking on-site is prohibited by the Zoning Code, an interpretation by the Zoning Code Administrator clarifies that limitation on the maximum number of parking spaces identified in Section 10-50.80.040.C.1 of the Zoning Code (Page 50.80-5) applies only to surface parking lots. Parking within a structure is exempt from this standard. The proposed development complies with the parking standards of the Zoning Code and, based on the managing of the parking by the Developer, complies with the Regional Plan. A Traffic Impact Analysis (TIA) was prepared by the Developer to demonstrate the anticipated traffic volumes generated from the proposed development. The City Traffic Engineer reviewed the site plan and TIA and subsequently accepted the results subject to 2 condition outlined in the *Traffic and Access* section of this report.

Many of the Goals and Policies identified above, and those identified on the attached Applicable Goals and Policies list, could be argued in support and nonsupport of the proposed Zoning Map Amendment depending upon the individual perspective taken. In order to provide a thorough analysis, a holistic approach to the Goals and Policies must be taken. When that happens, it is found that the Regional Plan supports targeted infill and redevelopment in compact urban form. Urban Activity Center, especially existing ones like the two encompassing the Subject Property, have the highest

concentration of density/intensity and greatest potential for redevelopment. They offer ideal locations of optimal transit connectivity, increased pedestrian and bicycle use, and infrastructure improvements. The Regional Plan (Page IX-63) states “activity centers around Northern Arizona University could also meet the demand for more multi-family housing units, and student-oriented services and goods.”

Specific Plan – The Southside 2005 Plan

The Southside 2005 Plan (the “Plan”) was accepted by the City Council on May 3, 2005. The purpose of the Plan is as a guide to make policy and future planning decisions for the neighborhood and to recommend a variety of strategies that respond to the issues and changes the area is facing. The Plan identifies underutilized sites that may be empty, deserted, have little building area, or be a critical site that can act as a catalyst to development and investment. Those portions of the Subject Property fronting Mikes Pike and Phoenix Avenue are identified in the Plan as underutilized sites with the Mikes Pike area specifically identified as being used for semi-industrial uses currently with many empty building. The proposed Zoning Map Amendment furthers the redevelopment of the underutilized land by permitting commercial uses along Mikes Pike, the original alignment of Route 66 and a historically commercial street. The Plan established aspirational development standards for the Subject Property, including, a maximum building height of 60-feet, building facades along streets limited to 2-stories or 30-feet, whichever is less, and additional stories stepped back a minimum of 10-feet from the façade below. These standards were a tool in the creation of the transect standards. While the proposed development does not abide by the 2-stories/30-feet building height adjacent to the street, the building is, with the approval of this Zoning Map Amendment and the conditions of approval, terraced from 4- to 5-stories along all frontages. With the redevelopment of the surrounding properties, this terracing will provide the transition in building form that was anticipated in the Plan.

Zoning – City of Flagstaff Zoning Code

The City of Flagstaff Zoning Code (the “Zoning Code”), which was adopted in November 2011, identifies the Subject Property as being within the Highway Commercial (HC) and the Commercial Services (CS) zone. In addition, the Downtown Regulating Plan, which is a part of the Zoning Map, identifies the Subject Property as being within the T5 Main Street and T4 Neighborhood 1 – Open (T4N.1-O) transect zones. The Developer must elect to utilize transect development standards through the execution of a Transect Zone Form, which will be attached to the Development Agreement as an exhibit and recorded against the Subject Property. The proposed use of the Subject Property is as a mixed-use multi-family style student housing development. Section 10-80.20.180 of the Zoning Code (Page 80.20-66) defines *Rooming and Boarding Facility* as “a residence or dwelling, other than a hotel, wherein three or more rooms are rented to individuals under separate rental agreements or leases, either written or oral, including dormitories, single room occupancy, fraternities and sororities.” Traditional student housing developments are leased on a per-bed basis and, therefore, meet the *Rooming and Boarding Facility* definition and are classified as such. In accordance with Sections 10-40.40.090.I and 10-40.40.070.I of the Zoning Code (Pages 40.40-41 and 40-40.29, respectively), development of a *Rooming and Boarding Facility* is a permitted use within the existing T5 Main Street (T5) and T4 Neighborhood 1 – Open (T4N.1-O) transect zones subject to the issuance of a Conditional Use Permit by the Planning and Zoning Commission and conformance to the transect zone development standards (i.e. building placement, building form, encroachments and frontage types, parking, etc.) and specific building type standards. The proposed Zoning Map Amendment would amend the Downtown Regulating Plan by rezoning portions of the Subject Property from the existing T4 Neighborhood 1 – Open (T4N.1-O) transect to the proposed T5 Main Street (T5) transect located along Mikes Pike and containing approximately 1.35 acres, and from the existing T4 Neighborhood 1 – Open (T4N.1-O) and the T5 Main Street (T5) transects to the proposed T4 Neighborhood 2 (T4N.2) transect located along Phoenix Avenue and containing approximately 0.29 acres. The primary reasons for the requested Zoning Map Amendment is to allow for ground floor commercial uses and establish a 5-floor maximum building height along Mikes Pike, and to allow for ground floor residential uses and establish a 4-floor maximum building height along Phoenix Avenue. A comparison of the development standards for the current and proposed zoning can be found under the “Building Form and Density Standards” subsection of this report.

As previously mentioned, the proposed development encompasses seven (7) individual parcels. The following subsections will discuss how the overall development meets, or exceeds, the minimum development standards associated with the T5 Main Street (T5) and T4 Neighborhood 2 (T4N.2) transect zones.

Open Space and Civic Space

In accordance with Section 10-30.60.060.C of the Zoning Code (Page 30.60-11), open spaces, civic spaces, and outdoor public spaces within transect zones shall be located and sized according to the standards established in Sections 10-30.80.050 and 10-30.80.060 of the Zoning Code (Page 30.80-8). In accordance with Section 10-30.80.060.B.1.a of the Zoning Code (Page 30.80-9), civic space within infill transect developments should be assigned based on community need. The Subject Property, according to the Flagstaff Regional Plan 2030, is located within the periphery of 2 activity center pedestrian sheds. As such, it is not conducive to the activation of the activity center by placing large amounts of civic space at the periphery; however, this does not completely eliminate the requirement for the development to provide some level of civic space. Based on the urban form achieved, civic space is provided adjacent to the commercial storefronts in areas that can be utilized for outdoor cafes and along Phoenix Avenue in pockets of landscaped area between the building façade. Open space for the residents is provided in a large internal courtyard, which is more fully discussed in the *Parks and Recreation* section.

Building Form and Density Standards

As previously mentioned, the primary reasons for the requested Zoning Map Amendment is to allow for ground floor commercial uses and establish a 5-floor maximum building height along Mikes Pike, and to allow for ground floor residential uses and establish a 4-floor maximum building height along Phoenix Avenue. Building height within transect zones is governed by both the total number of stories and the overall height. Table 1 below outlines and compares development standards for the existing and proposed transect zones. For comparison, Table 2 summarizes the development standards of the underlying traditional zoning.

Table 1 – Comparison of Development Standards (Transect)

Standards	Phoenix Avenue			Mikes Pike	
	Existing T4N1-O	Existing T5	Proposed T4N.2	Existing T4N.1 – O	Proposed T5
Maximum Building Height (feet)	45	64	52	45	64
Maximum Building Height (stories)	3-1/2 max	2 min 5max	4 max	3-1/2 max	2 min 5max
Maximum Coverage	60%	80%*	80%	60%	80%*
Building Placement					
Setbacks (feet, min/max)	Front – 15/30 Street Side – 10/15 Side – 5/15 Rear – 15	Front – 2/2 Street Side – 2/2 Side – 0/24 Rear – 3	Front – 5/12 Street Side – 10/15 Side – 3 Rear – 3	Front – 15/30 Street Side – 10/15 Side – 5/15 Rear – 15	Front – 2/2 Street Side – 2/2 Side – 0/24 Rear – 3
Min Front Façade w/n Façade Zone	50%	Front – 80% Street Side – 60%	50%	50%	Front – 80% Street Side – 60%

*100% lot coverage permitted with approval of Conditional Use Permit.

Table 2 – Development Standards (Traditional)		
Standards	Commercial Service (CS) Zone	Highway Commercial (HC) Zone
Maximum Building Height (feet)	65 (with a pitched roof of 6:12 or greater)	65 (with a pitched roof of 6:12 or greater)
Maximum Coverage	2.0 Floor Area Ratio (FAR)	3.0 Floor Area Ratio (FAR)
Minimum Setbacks (feet)*		
Front (feet)	0	0
Side (feet)	15 (adjacent to residential) 0 (all other uses) 10 (exterior)	15 (adjacent to residential) 0 (all other uses) 10 (exterior)
Rear (feet)	15 (adjacent to residential) 0 (all other uses)	15 (adjacent to residential) 0 (all other uses)
Minimum Open Space	15 (when part of mixed-use development or planned residential development)	15 (when part of mixed-use development or planned residential development)

The maximum permitted building height within the T4 Neighborhood 2 (T4N.2) transect zone is 4-stories/52-feet. The maximum permitted building height within the T5 Main Street (T5) transect zone is 5-stories/64-feet. The 5-foot building height bonus for providing structures with a roof pitch greater than 6:12 is not applicable to development with transect zones. The maximum building height proposed is 4-stories/49-feet stepping back to 5-stories/54-feet along Milton Road, 4-stories/49-feet stepping back to 5-stories/64-feet along Phoenix Avenue, and 5-stories/64-feet along Mikes Pike. The proposed building height are in conformance with the standards of the on-site transect zones; however, the relationship of the development to the Southside neighborhood, and, specifically, the properties to the east of Mikes Pike, which have a transect designation of T4 Neighborhood 1 – Open (T4N.1-O) with a maximum building height of 3 ½-stories/45-feet, could be improved. Staff would, therefore, recommend that a condition be placed on the Zoning Map Amendment request limiting building height immediately adjacent to Mikes Pike to 4-stores/52-feet. While this would result in the removal of 7 dwelling units and 21 beds from the development, it would establish a potential development pattern from Milton Road to Beaver Street in that building height, utilizing the transect development standards, would transition from 4-stories, to 5-stories, to 4-stories, to 3 ½-stories, and back to 5-stories, respectively.

An incentive for development within transect zones is no established density or Floor Area Ratio (FAR) maximums. For comparison purposes, the maximum established density of the High Density Residential (HR) zone is 29 dwelling units/acre and the maximum established Floor Area Ratio (FAR) for the Highway Commercial (HC) zone is 3.0. With a total building square footage of 368,233 (including commercial, residential, and parking), a dwelling unit count of 236, and a site area of 2.39 acres, the proposed development has an Floor Area Ratio (FAR) of 3.54, and a density of 99 dwelling units/acres.

The Subject Property has three street frontages; Mikes Pike, Phoenix Avenue, and Milton Road. Regardless of any additional setback that may required to comply with established landscape buffers and floodplain requirements, the setbacks established by the Zoning Code and applied to the development of this site are as follows: 2-foot along Mikes Pike and Milton Road; 5-foot along Phoenix Avenue ; 4-foot adjacent to Mother Road Brewing Company/Flagstaff Bicycle Revolution/Pizzicletta; 10-foot adjacent to Ruff’s Sporting Goods/Brake Masters; and, 1-foot adjacent to the Granny’s Closet parking lot.

Parking

Development under transect zone is more focused on building placement and form than development under traditional zoning. The primary incentive given to encourage development within transect zones is a reduction in the required minimum parking. Each transect zone has parking standards uniquely calibrated to that zone and the anticipated building types. Unlike the parking standards found in Table 10-50.40.080.A of the Zoning Code (Pages 50.80-6 through 50.80-11), which identify parking standards for specific and individual uses, transect parking standards are more broad and assume a certain

level of maturity in the urban infrastructure with the availability of public parking and on-street parking regulations, which is currently lacking in the neighborhood. Whereas the proposed *Rooming and Boarding Facility* use would require 1 parking space per bed under traditional parking standards, all residential uses, regardless of density, require 1 parking space per studio/1bedroom unit and 2 parking spaces per 2+ bedroom unit within the T4 Neighborhood 2 (T4N.2) transect zone and 1 parking space per 1,500 square feet of residential development within the T5 Main Street (T5) transect zone. Parking for commercial uses within a transect zone is calculated based on square footage with no parking required for the first 2,000 square feet of ground floor commercial.. Using this standard, the proposed 14,096 square feet of commercial is required to provide 37 off-street parking spaces. In accordance with Section 10-50.80.050.B.1 of the Zoning Code (Page 50.80-11), bicycle parking shall be provided at a minimum of 5% of the required off-street parking spaces. Table 3 below summarizes the off-street parking and bicycle parking requirements under the transect zones. For comparison, Table 4 summarizes the off-street parking and bicycle requirements under traditional zones.

Table 3 – Required Off-Street Parking Calculations (Transect)			
Use	Parking Standard	Square Feet/No. of Units	Parking Required
Retail Trade/Service	1/1,000 gsf above first 2,000 gsf	14,096 gsf	37
Residential			
T4N.2	2/2+ bedroom unit	8 units	16
T5	1/1,500 gsf	218,138 gsf	145
		Total	198
Bicycle	5% of required off-street	Total	10

Table 4 – Required Off-Street Parking Calculations (Traditional)			
Use	Parking Standard	Square Feet/No. of Units	Parking Required
General Services	1/300 gsf	14,096 gsf	47
Rooming & Boarding	1/bed + 1/manager	664 + 1	665
		Total	712
Bicycle	5% of required off-street	Total	36

Section 10-50.80.040.C.1 of the Zoning Code (Page 50.80-5) limits the number of off-street parking spaces provided to 5% above the required minimum for developments over 10,000 square feet in floor area or containing 25 or more residential units. In accordance with an interpretation made by the Zoning Code Administrator, a copy of which is attached to this report, this standard only applies to surface parking lots. Parking provided within a structure can exceed the minimum requirement without limitation. In accordance with Section 10-50.80.040.B.4 of the Zoning Code (Page 50.80-5), on-street parking located along the frontage of a parcel may count towards the required residential guest parking and commercial use parking requirements within transect zones. Table 5 below summarizes the provided parking.

Table 5 – Provided Parking		
Use	Parking Required	Parking Provided
Retail/Service	37	27 (On-Street)
Residential	162	204 (Garage)
	Total	231

The provided level of parking complies with the parking requirements of the Zoning Code; however, staff has come concern over the viability of the commercial space along Milton Road without dedicated parking adjacent to the building. Staff recommends that the Developer negotiate a shared parking agreement with the adjacent land uses (Peoples Mortgage, Granny’s Closet, Brake Masters, and Ruff’s Sporting Goods) to ensure the success of any future commercial use.

Design Review

Site Planning Standards

The site analysis standards found in Section 10-30.60.030 of the Zoning Code (Page 30.60-2) are generally not applied to the redevelopment of existing sites. However, the principles, including consideration for the topography of the site, solar orientation, existing/native vegetation types and relative quality, view corridors, climate, subsurface conditions, drainage swales and stream corridor, and the built environment and land use context are applied during site plan review.

Pedestrian and Bicycle Circulation Systems

Pedestrian access to the site is provided from Mikes Pike, Milton Road, and Phoenix Avenue. Pedestrian circulation is provided around the site through a network of sidewalks providing connections between several key elements, including residential and commercial building entrances, and the parking garage. In addition, they provide off-site connections to the adjacent public services, which can be used to access nearby transit stops and other non-residential uses. Internal circulation is provided through a series of internal hallways and corridors.

While there is no dedicated on-site bicycle circulation system, bicycles can utilize the adjacent pedestrian system to gain access to residential and commercial building entrances, bicycle parking areas, and the adjoining public sidewalks and bike lanes. In accordance with Section 10-30.60.040.A.3.c of the Zoning Code (Page 30.60-7) and Section 10-50.80.050 of the Zoning Code (Page 50.80-11), 140 bicycle parking spaces are being provided on-site.

Parking Lots, Driveways, and Service Areas

In accordance with Section 10-50.80.020.A.1 of the Zoning Code (Page 50.90-1), all new development shall be required to provide off-street parking. As previously discussed, the calculation for the required number of off-street parking spaces to be provided is based on the use of the site. As such, 231 parking spaces are being provided on-site, the majority of which, 204, are located within an internal parking garage with access from Mikes Pike. The remaining 27 parking spaces are provided as on-street parking, which is permitted to count towards the required residential guest parking and commercial use parking requirements in accordance with Section 10-50.80.040.B.4 of the Zoning Code (Page 50.80-5).

Design standards require new development to minimize the number of curb cuts (i.e. driveways) onto a public street. Currently, access to the Subject Property is provided by 3 existing curb cuts on Mikes Pike, 3 existing curb cuts on Phoenix Avenue, and 2 existing curb cuts on Milton Road. The Developer proposes to reduce the curb cuts to 1, on Mikes Pike, which will be used to access the internal parking garage.

The site plan identifies 2 trash rooms with the parking garage. Public Works staff as worked with the Developer to ensure that the resulting trash enclosures meet the City standards for operation.

Compatibility and Architectural Design Standards

“Scale” refers to similar or harmonious proportions, overall height and width, the visual intensity of the development, and the building massing. The proposed development, at four and five stories, would be the tallest structures in the immediate area but it would not be as tall as the Drury Inn (6-stories/71-feet) located at the intersection of Milton Road and Butler Avenue/Clay Avenue. While the T5 Main Street (T5) transect zone allows for a maximum building height of 5-stories/64-feet and the T4 Neighborhood 2 (T4N.2) transect zone allows for a maximum building height of 4-stories/52-feet, taken in context to other existing structures in the area and the existing character of the neighborhood, this development has the potential to be out of character based on today’s standards, but in character, given the proposed condition to reduce building height along Mikes Pike, with the potential redevelopment of the area to the north, which is currently zoned Commercial Service (CS) and T5 Main Street (T5), to east, which is currently zoned Commercial Service (CS) and T4 Neighborhood 1 – Open (T4N.1-O), and to the west, which is currently zoned Highway Commercial (HC). Based on this, it is staff’s recommendation that a condition of approval be placed on the proposed Zoning Map Amendment to limit building height to 4-stories/52-feet along Mikes Pike adjacent to the street frontage. Additional stories may be achieved provided they are setback at least 40-feet from the property line.

In accordance with Section 10-40-40.080.A of the Zoning Code (Page 40.40-31), residential is the primary use type within the T4 Neighborhood 2 (T4N.2) zone. To reinforce this use, buildings should be designed to a residential character with a stoop, porch, or forecourt presenting to the street at the pedestrian level. The primary entrances in the middle of the building along Phoenix Avenue are highlighted by stoops, porches, and landscaping. Conversely, the easternmost and westernmost entrances lack a distinguishing entry feature. To that, staff is proposing a conditional of approval to incorporate a covered porch, or other similar feature, into the design at the time of building permit submittal.

During the review of the site plan, architectural design standards such as building materials, massing, roof form, and scale were applied and approved by staff. Additional information regarding the architectural design of the building can be found on the elevations attached to this report. Staff will confirm that any secondary materials and accent colors comprise less than 25 percent of the exterior walls of each elevation during the review of a more detailed site plan submittal.

Signage

Signage is not included in the review of either the site plan or this Zoning Map Amendment. All signage will be reviewed and approved under a separate sign permit prior to installation on-site. Signage must comply with the standards established in Section 10-50.100 of the Zoning Code (Page 50.100-1), including commercial building mounted signage limited in mounting height to 25-feet and multi-family residential building mounted signage limited in mounting height to 4-feet.

Landscaping

A preliminary landscape plan, a copy of which is attached to this report, was approved by IDS with the site plan application and meets the general intent of the public right-of-way landscaping, open space landscaping, and landscape screening standards found within Section 10-50.60 of the Zoning Code (Page 50.60-1). Staff will ensure that landscaping meets City standards during the review of more a more detailed improvement plan submittal.

Affordable Housing

The proposed Zoning Map Amendment provides certain entitlements to the Subject Property including an increase in possible density as a result of the increase in permitted building height. When an application requests an increase in density, it has been a standing policy of the City Council to request that 10% of the proposed dwelling units be developed as affordable housing units. Understanding this policy and the impacts in the affordable housing stock created by the proposed development, the City approached the Developer about either providing for or contributing to affordable housing. To date, the Developer has not agreed to an affordable housing contribution.

Crime Fee Multi-Housing Program

It is the understanding of staff that the Developer has met with the City of Flagstaff Police Department and has agreed to participate in the department's Crime Free Multi-Housing Program (CFMHP). Review of the plans will be necessary at building permit review to ensure that specific building features comply with the program. Memorialization of participation will be ensured as part of the Development Agreement.

PUBLIC SYSTEMS IMPACT ANALYSIS:

Traffic and Access

The Subject Property is bound on the north by Phoenix Avenue, on the east by Mikes Pike, and on the west by Milton Road. Vehicular access to the site is provided by all 3 roadways with access to the parking garage provided by Mikes Pike. Proposed improvements within the right-of-way include: new curb, gutter, sidewalk, and parkway along all frontages; and,

the dedication of right-of-way for a future deceleration and right-turn land on northbound Milton Road to eastbound Phoenix Avenue. It is important to note that Milton Road is under the jurisdiction of the Arizona Department of Transportation (ADOT). As such, ADOT must issue permits for any work performed within their right-of-way in addition to approving any plans/studies related to those improvements.

A Traffic Impact Analysis (TIA) was prepared by the Developer to demonstrate the anticipated traffic volumes generated from the proposed development. The City Traffic Engineer reviewed the site plan and TIA and subsequently accepted the results subject to the following condition:

1. The Traffic Impact Analysis demonstrates that a traffic signal is not warranted at the intersection of San Francisco and Franklin in 2017 background, but is warranted with the site traffic. In lieu of constructing the signal, the City of Flagstaff is requiring the Hub to pay one half of the estimated cost of constructing a new 4-leg signal at this intersection. The total cost of the improvements will be calculated and provided by the City of Flagstaff and used to determine the Hub's proportional share cost, which will be documented in a Development Agreement.
2. The Traffic Impact Analysis estimates the volume of pedestrians crossing Butler Avenue at Humphreys, during peak hour, will increase approximately 100% in 2017, as a result of this development. Consequently, the pedestrian crossing may need to be upgraded in the near future. In lieu of constructing improvements at this time, the City of Flagstaff is requesting that the Hub pay for one half of the estimated cost of these improvements. The total cost of the improvements will be calculated and provided by the City of Flagstaff as used to determine the Hub's proportional share cost, which will be documented in a Development Agreement.

Two methodologies were used to determine the impacts to transportation network:

1. Using trip generation rates from a study performed by the City in 2015 of existing housing developments similar to the proposed development estimated traffic impacts were calculated based on the number of parking spaces that are proposed (231).
2. A more conservative approach was also calculated based on the total number of bedrooms that are proposed (665).

When the analysis was complete, there was no noticeable difference in impacts between the high and low scenarios.

Water and Wastewater

Existing waterlines in the area include an 8-inch case iron line located in Phoenix Avenue, a 6-inch cast iron line in Mikes Pike, and an 8-inch cast iron line in Milton Road. Existing public sewer mains in the area include an 8-inch clay line located in Mikes Pike, an 8-inch clay line in Phoenix Avenue, and an 8-inch cast iron line in Butler Avenue. A Water and Sewer Impact Analysis ("WSIA") was prepared by Civil Design & Engineering, Inc. at the request of the City Utilities Department. The analysis concluded that the existing water and sewer system infrastructure in Mikes Pike needs to be replaced due to ages, size, and material. Specifically, the existing waterline will be replaced and upgraded to a 10-inch PVC pipe and the existing sewer line will be replaced with an 8-inch PCV pipe. The WSIA indicates that the City will participate in the costs associated with the water line improvements not located along the project frontage. The upsizing of the waterline is not needed to service the proposed development. As such, the City of Flagstaff has agreed to participate in the additional costs associated with the upsizing, which will be finalized as part of the proposed Development Agreement.

Stormwater

Stormwater runoff will be detained in an at-grade detention vault located within the parking garage. The vault is designed to properly reduce the peak on-site discharges with adequate storage for Low Impact Development (LID) volumes and rainwater harvesting volumes. The building is currently located within the FEMA delineated floodplain for the Rio de Flag. The Developer has designed the Subject Property to elevate the buildings above the floodplain. The Stormwater Manager

reviewed the site plan, Drainage Impact Analysis, and Preliminary Drainage Report and it was determined that there are no downstream impacts associated with the proposed development; however, the development will require the construction of a new 28"x20" arch stormdrain pipe from the Subject Property to an existing concrete culvert in Butler Avenue. The requirement for these improvements will be ensured through the Development Agreement.

Parks and Recreation

The closest City-owned park to the site is Guadalupe Park located approximately 0.4 miles away. In order to offset the impact of the additional residents on the current park system the Developer has proposed a large courtyard/outdoor amenities areas within the development. These amenities will include a pool, 2 hot tubs, outdoor seating area, barbeques, lawn, and bocce ball court. In addition, other amenities will be provided internal to the building. Staff is confident that the park and recreational needs of the residents of the proposed development will be met through these amenities provided on-site and offset the impacts generated by the proposed development.

OTHER REQUIREMENTS:

Resources

A Phase 1 Cultural Resource Study was prepared for the Subject Property and it was determined that two significant cultural resources were identified in the Direct Area of Potential Effects (APE)—the buildings at 17 and 17 ½ S Mikes Pike. Twelve significant cultural resources were identified in the 1/8-mile Indirect APE—two historic districts and ten individual resources. The project would result in major impacts to the two buildings at 17 and 17 ½ S Mikes Pike located within the Direct APE. The project would result to significant cultural resources in the Indirect APE would be that of no adverse effect. It was determined, with approval by the Heritage Preservation Commission, that the relocation of the building, in lieu of demolition, would be the recommended option. In either case, a Phase 2 Cultural Resource Study for the two buildings was prepared and accepted by the city. The project has no additional impacts on other sites or buildings of historical or cultural significance.

The Subject Property is not located within the Resource Protection Overlay (RPO) zone as defined by Section 10-50.90.020.A of the Zoning Code (Page 50.90-2). As such, the standards found within that section are not applicable to the proposed development.

Citizen Participation

Public hearings before the Planning and Zoning Commission and the City Council are conducted in conjunction with any Zoning Map amendment request. In accordance with Arizona Revised Statute and City Code, notice of the public hearing must be provided by placing an ad in a newspaper of general circulation within the City, posting a notice on the property subject to the proposed amendment, and mailing a notice to all property owners within 300-feet of the property subject to the proposed amendment. All notifications must be completed at least 15-days prior to the first schedule public hearing. In order to notice as many people as possible, staff ensured that a notice was: published in the Sunday edition of the Arizona Daily Sun; 3 public hearing notice signs were posted on the site (1 on Mikes Pike, 1 on Milton Road, and 1 on Phoenix Avenue); and, a notice was mailed to all property owners within 1000-feet of the site, all tenants within 1,000 feet of the site, all parties on the Registry of Persons or Groups, and anyone who signed-in at any of the Developer's previously held neighborhood meetings. A copy of the publication notice, pictures of the postings, a mailing list, and a copy of the mailing notice are attached to this report.

As of this writing, staff has received 13 letters and 13 e-mails from interested parties, which can be divided into 2 categories: opposed, and support. Those comments in opposition (25 total) expressed concerns over compatibility, sociological impacts, infrastructure, student behavior, neighborhood character, traffic, unsupportable retail, parking, aesthetics, location, views, shadow cast, building massing, design, impact on tourism, Northern Arizona University's problem to address, neighborhood

history, student housing, undesirable part of town for students, density, availability of other housing types, and human congestion. The comment in support (1 total) expressed the need for student housing, location, and need. A table summarizing all public comments received to the date of this writing as well as copies of each comment is attached to this report.

Section 10-20.30.060 of the Zoning Code (Page 20.30-5) requires the Developer to conduct a neighborhood meeting prior to the Planning and Zoning Commission public hearing in accordance with an approved neighborhood meeting plan. After completion of the neighborhood meeting, the Developer must prepare a *Record of Proceedings* in accordance with Section 10-20.30.060.F of the Zoning Code (Page 20.30-7). That record is then presented as part of the report to the Planning and Zoning Commission and City Council. The Neighborhood Meeting Plan, a copy of which is attached to this report, was approved by staff on December 3, 2015 and revised on December 29, 2015.

The required neighborhood meeting was conducted on December 21, 2015 at the Pine Forest Charter School located at 1120 W Kaibab Lane. The meeting was noticed in accordance with established City standards. The meeting was conducted in a more traditional speaker/audience format with a presentation given by the applicant followed by a question and answer (Q&A) session. The results of the meeting were submitted on December 30, 2015 in a Neighborhood Meeting Report, a copy of which is attached to this report. The meeting was attended by 47 people who signed-in. Additional people may have attended but were not accounted for in the report. Based on the submitted meeting minutes (Neighborhood Meeting Summary Tab F), comments during the Q&A session generally revolved around gaining a better understanding of the specifics of proposed development (i.e. number of beds, units, and parking spaces), impacts on the existing infrastructure (including traffic and transit), benefits of the project to the neighborhood and city, and plans for the property if the Zoning Map Amendment is denied.

DISCUSSION:

In accordance with Section 10-40.40.080.A of the Zoning Code (Page 40.40-31), the intent of the T4 Neighborhood 2 (T4N.2) transect zone is to create new walkable urban neighborhoods that are in character with Flagstaff's older neighborhoods in combination with other transect zones. In accordance with Section 10-40.40.090.A of the Zoning Code (Page 40.40-37), the intent of the T5 Main Street (T5) transect zone is to reinforce the vitality of the downtown area adjacent to the core, to allow it to expand and evolve, and to provide an appropriate transition into existing neighborhoods. The Subject Property is a part of a larger urban area with a highly connected network of walking, biking, and transit with easy and convenient connections to Downtown, Northern Arizona University, and daily shopping, services, and employment, which supports the proposed increase in density and intensity. Due to the existing multi-modal transportation network and the nature of a student housing development, anticipated increases in vehicular traffic volumes generated from the proposed development are minor. Increases in pedestrian and vehicular traffic will be mitigated prior to building occupancy through proportional share contributions to future infrastructure improvements. Based on the recommended conditions of approval altering the relationship between the proposed buildings and the existing neighborhood, the compatibility of a mixed-use development with the surrounding existing residential and commercial uses, and the City's ability to provide public services to the proposed development as demonstrated in the *Public Systems Impact Analysis* section of this report, the rezoning of the Subject Property from the existing T4 Neighborhood 1 (T4N.1) transect to the proposed T5 Main Street (T5) transect located along Mikes Pike and containing approximately 1.35 acres, and from the existing T4 Neighborhood 1 (T4N.1) and the T5 Main Street (T5) transects to the proposed T4 Neighborhood 2 (T4N.2) transect located along Phoenix Avenue and containing approximately 0.29 acres is the most logical step to fulfill the redevelopment goals of the Regional Plan and the Southside 2005 Plan.

RECOMMENDATION:

Staff believes that the proposed Zoning Map Amendment has been justified and would recommend in favor of amending the Downtown Regulating Plan from the existing T4 Neighborhood 1 (T4N.1) transect to the proposed T5 Main Street (T5) transect located along Mikes Pike and containing approximately 1.35 acres and, from the existing T4 Neighborhood 1

(T4N.1) and the T5 Main Street (T5) transects to the proposed T4 Neighborhood 2 (T4N.2) transect located along Phoenix Avenue and containing approximately 0.29 acres, subject to the following conditions:

1. Unless modified to comply with these conditions, the site shall be developed in substantial conformance to the Site Plan as approved by the Inter-Division Staff (IDS) on December 11, 2015 and as presented to the Planning and Zoning Commission with this Zoning Map Amendment request.
2. The proposed structure located along Mikes Pike shall be limited to 4-stories/52-feet in height adjacent to the street frontage. A fifth story, if desired, shall be setback at least 40-feet from the property line.
3. Development shall be limited to two hundred twenty-nine (229) units and six hundred forty-three (643) beds. Any increase to either the number of units or beds must be approved by the City Council through the review of a Zoning Map Amendment application.
4. At the time of building permit submittal, the easternmost and westernmost residential entrances along Phoenix Avenue shall be modified to incorporate a covered porch element, or other similar feature, at the first floor entry to emphasize the pedestrian scale and residential character.
5. Prior to building permit submittal, the Developer shall combine Coconino County Assessor parcel numbers 100-39-001C, 00-39-010, 100-39-009, 100-39-008, 100-39-001G, 100-39-002A, and 100-39-011C.

ATTACHMENTS

- Zoning Map Amendment Application with Letter of Authorization
- Vicinity Map
- Public Hearing Legal Advertisements
 - Coconino County Assessor's Parcel map
 - Posting, Publication, and Mailing
- Public Comment Packet (Summary Table and Letters/E-mails Received)
- Draft Development Agreement Deal Points
- Applicable Regional Plan Goals and Policies
- Zoning Code Interpretation—Parking
- Rezone Narrative
- Neighborhood Meeting Plan (Approved December 29, 2015)
- Neighborhood Meeting Report (Submitted December 30, 2015)
- Site Plan, Building Material Spec Sheet and Color Renderings, Elevations, Floor Plans, Landscape Plan, Lighting Plan, and Civil Grading, Drainage, and Utility Plan