

### CITY OF FLAGSTAFF STAFF SUMMARY REPORT

To:

The Honorable Mayor and City Council

From:

Neil Gullickson, AICP

Planning Development Manager Community Development Division 928-779-7685, extension 7227

Date:

December 2, 2008

Meeting Date:

December 33 2008

Title:

RESOLUTION NO. 2008- (PC RULTP) A RESOLUTION AMENDING THE FLAGSTAFF AREA REGIONAL LAND USE AND TRANSPORTATION PLAN TO CHANGE ONE 31.9-ACRE PARCEL OF PARKS CATEGORY LAND TO MR, MEDIUM DENSITY RESIDENTIAL CATEGORY.

#### **Recommended Action:**

It is recommended that the City Council: Read Resolution No. 2008-77 by title only

Adopt Resolution No 2008-7/.

#### ACTION SUMMARY:

The Planning and Zoning Commission reviewed and approved this item at their November 20, 2008, meeting by a unanimous (6-0) vote (one member absent). All substantive issues relating to this public hearing are included with the applicable reports to the Planning and Zoning Commission dated November 20, 2008, (attached).

If approved, the resolution will become effective thirty (30) days after the action by the City Council.

#### **DISCUSSION:**

#### Background/History:

The developer, Mark Voigt, is processing several applications for Crestview Subdivision. This is the second of three applications that are being considered this evening; the first was the public hearing for the Regional Plan amendment, the third is the public hearing for a zoning amendment. Ordinances for the rezoning and the development agreement and a preliminary plat will be forwarded to the Council at later meetings.



Staff Report Page 2

The request is to change the site's land use designation from Parks to Medium Density Residential to reflect the density of the proposed Crestview Subdivision. The Medium Density Residential category calls for densities of six to twelve units per acre. The density of the proposed project is 6.36 dwelling units per acre.

The Medium Density Residential category is intended for a variety of housing types. Fifteen different types of housing are identified by the Land Development Code as potential housing types for the land use category. Manufactured housing units are identified as an appropriate housing type. This category is located at a number of sites throughout the city including all phases of the adjacent Railroad Springs Subdivision. The development as proposed will be in conformance to the Medium Density Residential land use category.

As noted above the existing designation is Parks. Staff believes that when the Regional Plan was adopted in 2001, the city was aware that this area would be impacted by the Clay Avenue detention basin and a regional park. At that time a parks master plan was not available nor was the specific location of the detention basin known. The resulting designation was applied to this property in anticipation that it may be needed for one or the other of those projects. We know today that the detention basin is located to the west of this site and will not directly impact this development. We also have reviewed the parks master plan; it reveals that this site has not been considered for a park and that a regional park is recommended for the 100-acre site located to the west of this site and the detention basin. The city currently owns this proposed park location. The Parks and Recreation director has verified that they are not interested in this property as a park site.

A detailed analysis of the applicable general plan elements, sub-elements and goals are included in the attached Planning and Zoning Commission report.

#### **Key Considerations:**

The proposed land use modification is being processed in conjunction with a rezoning application and DA. A Preliminary Plat for Crestview Subdivision is proposed to be forwarded to the Council with the second reading of the zoning amendment ordinance if the first reading is successful.

### Community Benefits and Considerations:

This site is a 31.9-acre parcel that is surrounded by urban growth, primarily retail and residential uses. Furthermore, the property is located within the West Route 66 corridor, thus the property is located very close to a wide range of services and employment, which reduces the length of shopping/service/work trips of day-to-day goods/services/employment.

The medium density land use designation is appropriate for this site and will encourage needed additional, moderately-priced, ownership housing.

#### Community Involvement:

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 300 feet of the site. Staff has received five letters (attached to the accompanying zoning amendment report), four from residents opposing the development and one from Mark Winkelman, State Land Commissioner in support of the Plan amendment.

The attached minutes from the November 20, 2008, Planning and Zoning Commission meeting reflect a number of comments from local residents that both oppose and support the development of this property.

### Financial Implications:

Not applicable.

### **Options and Alternatives:**

The City Council may approve the Regional Plan amendment approve the Regional Plan amendment with additional conditions, or deny the Regional Plan amendment request.

#### Attachments/Exhibits:

- Resolution 2008- .
- Location Map.
- Staff reports to the Planning and Zoning Commission.
- Planning and Zoning Commission Minutes of November 20, 2008

Department Head

| INITIALS | RESPONSIBILITY   | DATE      | INITIALS | RESPONSIBILITY | DATE   |
|----------|------------------|-----------|----------|----------------|--------|
|          | BIDS/PURCHASES   |           |          | FINANCE/BUDGET |        |
|          | GRANTS/CONTRACTS |           | 0        | IGAS           | -//    |
|          | LEGAL            | 12-12-124 | 08       | Dev. Services  | 12/2/1 |

#### RESOLUTION NO. 2008-71

A RESOLUTION AMENDING THE FLAGSTAFF AREA REGIONAL LAND USE AND TRANSPORTATION PLAN TO CHANGE THE LAND USE DESIGNATION OF APPROXIMATELY 31.9 ACRES LOCATED AT 1700 SOUTH NORTHWESTERN STREET FROM PARK CATEGORY LAND TO MEDIUM DENSITY RESIDENTIAL DESIGNATION.

WHEREAS, the Flagstaff Area Regional Land Use and Transportation Plan (the "Regional Plan") was adopted by the Mayor and Council of the City of Flagstaff (the "City Council") on November 13, 2001 and ratified by the qualified electors of the City of Flagstaff (the "City") on May 21, 2002; and

WHEREAS, among other things, the Regional Plan establishes the authority and procedure for minor amendments; and

WHEREAS, Voyager Flagstaff 54 Investors, LLC ("Developer") is the owner of approximately 31.9 acres of land within the City of Flagstaff located at 1700 South Northwestern Street, described and depicted in **Exhibit "A"**, attached hereto and made a part hereof (the "Property"); and

WHEREAS, the Developer has petitioned the City to amend the Regional Plan designation of the Property from a Parks designation to a Medium Density Residential designation; and

WHEREAS, pursuant to Arizona Revised Statutes (A.R.S.) § 9-461.06 and the Regional Plan, the City has consulted with, advised and provided the opportunity for public comment on the proposed amendment to the Regional Plan; and

WHEREAS, pursuant to A.R.S. § 9-461.06 and the Regional Plan, the City Planning and Zoning Commission held a public hearing on the proposed Regional Plan amendment and provided notice of such hearing in the manner required by A.R.S. § 9-461.06(E).

WHEREAS, pursuant to A.R.S. § 9-461.06 and the Regional Plan, the City Council held a public hearing in the City Council Chambers on the proposed Regional Plan amendment and provided notice of such hearing by publication of said notice in the manner required by A.R.S. § 9-461.06(E); and

WHEREAS, the City Council finds and determines that (i) proper notice of the proposed Regional Plan amendment has been given in a manner required by A.R.S. § 9-461.06 and (ii) that each of the required publications have been made in the *Arizona Daily Sun*, a newspaper of general circulation within the City; and

WHEREAS, the City Council desires to amend the Regional Plan to change the land use designation for approximately 31.9 acres of real property generally located at 1700 South Northwestern Street from Parks Category Land to a Medium Density Residential designation;

## NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

SECTION 1. That the Flagstaff Area Regional Land Use and Transportation Plan is hereby amended to change the land use designation for approximately 31.9 acres of real property generally located at 1700 South Northwestern Street from a Parks Category Land to a Medium Density Residential designation, as described and depicted in **Exhibit "A"**.

SECTION 2. That the Mayor, the City Manager, the City Clerk and the City Attorney are hereby authorized to take all steps necessary to carry out the purpose and intent of this Resolution.

PASSED AND ADOPTED by the City Council and approved by the Mayor of the City of

| Flagstaff this | day of                                 | , 2008. | Ţ |
|----------------|--|---------|---|
|                |  |         |   |
|                |  |         |   |
|                |  | MAYOR   |   |
| ATTEST:        |  |         |   |
|                |  |         |   |
|                |  |         |   |
| CITY CLERK     |  | _       |   |
| APPROVED AS TO | FORM:                                  |         |   |
|                |  |         |   |
|                |  | •       |   |
| CITY ATTORNEY  | 1 - 11 - 11 - 11 - 11 - 11 - 11 - 11 - | _       |   |



Northland Exploration Surveys, Inc. Ordinance No . ....

## EXHIBIT "A"

### LEGA: DESCRIPTION:

A Portion of that parce described in instrument No. 3482790 of the Records of Coppolino County, Arizona, situated in the Southeast K of Section 18, and the Northeast K of Section 19, Loweship 21 North, Range 7 East, Gild and Sait Bluer Meridian, Cocarino County, Arizona, sold parcel of land being more particularly described as follows:

BECINN'NO at the Northwest section corner of sold Section 19, thence S 00' 15' 45" h. [Boels of Boaring: Case 8, Map 36], along the Cast section line of said Section 19 and the West subdivision line of Rairroad Springs Unit 2, for a distance of 1,326.45 feet the North 18th corner of said Section 19 and 20, said point being the Southwest corner of said Rairroad Springs Unit 2, said point also being on the North subdivision line of Rairroad Springs 86 Unit 3, as recorded in Case 8, Map 96 of the Records of Coppeint County;

thence S 891 43' 04" W, along the North Inth the of said Section 19 and the said North subpivision line of Ratroad Springs Unit 3. For a distance of 991.28 fact the the C-W-C-W-C-NC gigth corner of said Section 10, said point also being the Northwest subdivision corner of said Railroad Springs Unit 3;

thence N OO' 13' 25" William a distance of 585.04 feet to a set ?" rebar w/Cap 14671;

thence N 89' 43' 04" E for a distance of 106.39 (set to a set \$1 rebar w/Cop 14871;

thence N 90' 16' 46" W tonic distance of 210,47 feet to a set \$" rebar w/Cap 44571;

thence 5 89: 43: 04" W for a distance of 106.19 feet to a set }" rebor w/Cop 1467%;

thence N 001-1.312.51 W for a distance at .327.21 feet to a set  $\frac{1}{2}$ 1 rebar w/Cap 14571, said point being on the South Right-of-Way Kne of the Alchison, Topeko & Santa Fe Railway (A.L.S.F.);

thence N 57° 36′ 20° E. along said South Right-of-Way line, for a distance of 514.25 feet to a set  $\frac{1}{2}$  rabor w/Cap 14671, said point being a point of parvature:

thence Northeosterly blong saint South Right—at-Way line, along a curve to the right, having a central angle of 021.4.3' 57'' one a reafus of 2,192.56 feet, for a distance of 104.36 feet, the chord of sold curve bears N 58' 58' 09" E for 104.35 feet, to a set  $\}$ " rebarw/Cae 14671, sold point also being a point of compound curve:

thence continue Northeostery along sold South Right- or Way line, along a converte the right. having a central angle of  $20^{\circ}$  52'  $16^{\circ}$  and a radius of 1,048.28 feet, for a distance of 490.70 feet. the chard of sold curve began N 73"  $46^{\circ}$  03"  $\mathbb Z$  for 486.21 feet, to a set  $1/2^{\circ}$  robor w/Gau 14671, halo point using an the Fast acction and paid Section  $48^{\circ}$ .

tection S DM  $12^{\circ}$   $04^{\circ}$  W, along solid base Scation line, for a distance of 255.58 test to the POINT OF REGINENCE.

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P.E. BDX 1401 / Flagstaff, Adizona 86002 / (928) 774-5058 / FAX (928) 774-3089

Co

City of Flagstaff, AZ - 11/5/2008 CRESTVIEW SITE

Disclaimor; Map information is believed to be accurate but accuracy is not guaranteed. No portion of the information should be considered to be, or used as, a legal document. The information is provided subject to the express condition that the user knowingly walves any and all claims for damages against the City of

### PLANNING AND DEVELOPMENT SERVICES REGIONAL LAND USE AND TRANSPORTATION PLAN AMENDMENT REPORT

PUBLIC HEARING PC RLUTP 08-003

DATE:

October 30, 2008 MEETING DATE: November 12, 2008

REPORT BY:

Neil Gullickson

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### REQUEST:

PC RLUTP 08-003; A request for an Regional Land Use and Transportation Plan by amending the Land Use Plan to change a 32-acre property located at 1700 South Northwestern Street from Parks to Medium Density Residential category.

### STAFF RECOMMENDATION:

Staff recommends approval of RLUTP 08-003.

### PRESENT LAND USE:

Undeveloped forested property.

### PROPOSED LAND USE:

Manufactured home subdivision consisting of 119 lots.

### NEIGHBORHOOD DEVELOPMENT:

North:

Burlington Northern and Santa Fe rail lines.

South:

Single-family, manufactured home subdivision, MH zoning district,

East:

Clay Avenue regional detention facility, Coconino County,

West:

Single-family, manufactured home subdivision, MH zoning district.

### REQUIRED FINDINGS:

The Planning and Zoning Commission shall find that the proposed Regional Land Use and Transportation Plan amendment meets the requirements of Section 10-12-001-0001 of the City of Flagstaff Land Development Code.

In considering the request for an amendment to the City's Regional Plan, the goals and policies set forth as guidelines should be weighed against the requested change. However, the plan embodies long-term policy determination and guiding principles. "General Plans are not static documents; the recognize growth as a dynamic process, which will require revisions to the Plan as circumstances, prudent, and compelling reasons warrant."

### STAFF REVIEW:

### Introduction/Background Discussion

The developer, Mark Voigt, is processing several applications for Crestview subdivision. This is the first of three applications that are being considered; the second is the zoning map amendment; the third is a review of the preliminary subdivision plat

This parcel of land is 31.9 acres in size and is part of a parcel that was recently purchased from the Arizona State Land Department at auction. The purchase included one parcel of 53.5 acres that has been divided into two parcels. These parcels are divided on a north/south access by the city limit boundary. The thirty-two acres proposed for the Crestview Subdivision are located within the city limits and are is the subject of this Plan amendment. The remaining 22-acres are proposed to be donated by the developer to the city and will be used for the Clay Avenue detention basin, which is currently under construction by the Corps of Engineers and the City of Flagstaff. The subdivision includes 119 lots that will each support a single-family manufactured home and a garage.

The site is located north of West Route 66 and south of the railroad tracks. The existing Railroad Springs subdivision abuts the development on the south and east. The Clay Avenue Detention Basin is located to the west, and the property boarders the rail lines on the north.

A development agreement and affordability covenant have been developed by staff and the applicant to address on-and off-site development criteria and the terms regarding the affordable housing units. These documents are attached to the zoning amendment report for the Commission's review.

### Regional Land Use Plan Amendment Request

The request is to change the site's land use designation from Parks to Medium Density Residential to reflect the density of the proposed Crestview Subdivision. The Medium Density Residential category calls for densities of five to twelve units per acre. The density of the proposed project is 6.36 dwelling units per acre.

The Medium Density Residential category is intended for a variety of housing types. Fifteen different types of housing are identified by the Land Development Code as potential housing types for the land use category. Manufactured housing units are identified as an appropriate housing type. This category is located at a number of sites throughout the city including all phases of the adjacent Railroad Springs Subdivision. In some areas a mix of single-family, duplexes, townhouses, and low-rise apartments would also be suitable provided that the average density of such an area does not exceed twelve dwellings per acre. This classification may also include such supporting land uses as neighborhood shops and services, parks and recreation areas, religious institutions and schools. A full range of urban services and infrastructure is required. The development as proposed will be in conformance to the Medium Density Residential land use category.

As noted above the existing designation is Parks. Staff believes that when the Regional Plan was adopted in 2001, the city was aware that this area would be impacted by the Clay Avenue detention basin and a regional park. At that time a parks master plan was not available nor was the specific location of the detention basin known. The resulting designation was applied to this property in anticipation that it may be needed for one or the other of those projects. We know today that the detention basing is located to the west of this site and will not directly impact this development. We also have reviewed the parks master plan; it reveals that this

site has not been considered for a park and that a regional park is recommended for the 100-acre site located to the west of this site and the detention basin. The city currently owns this proposed park location. The Parks and Recreation Director have verified that they are not interested in this property as a park site.

The proposed amendment does not fall into any of the categories that define major amendments as listed in the Regional Plan and the LDC and is, therefore, considered a minor amendment. Minor amendments involve changes of a localized nature usually affecting relatively small land areas. They do not substantially alter the substance or intent of Regional Plan goals and policies.

Staff has included excerpts from the Land Use and Growth Management Element of the Flagstaff Area Regional Land Use and Transportation Plan that are applicable to the request. The applicant has also included a narrative regarding the proposed land use amendment, which is attached to this report.

### Applicable General Plan Elements, Sub-Elements and Goals

The following goals are applicable to the proposed land use amendment.

### GOAL LU-1, LAND USE

Greater Flagstaff will have a compact, land-use pattern within a well-defined boundary that shapes growth in a manner that preserves the region's natural environment, livability, and sense of community. Flagstaff will continue to offer the primary types of housing design developments that have defined its land use patterns: the conventional and traditional neighborhood scale which provides a choice of housing types and supporting non-residential uses within walking distances.

### POLICY LU1.4—ENCOURAGE DEVELOPMENT WITHIN THE URBAN GROWTH BOUNDARY

"Lands designated for compact development shall be made more attractive to develop than lands outside the Urban Growth Boundary (UGB). By aligning public policies and investments with this policy, the Regional Plan can assure preservation of open space lands outside the UGB, thus preserving the character of the community and minimizing sprawling development."

### POLICY LU1.5—PROVIDE FOR NEW MIXED-USE NEIGHBORHOODS

"The Regional Plan designates new development areas within the Urban Growth Boundary for development as mixed-use neighborhoods. The criteria for these areas include average densities, a mix of mutually supportive and integrated residential and non-residential land uses, and a network of interconnected streets, and pedestrian and bicycle connections. Designated areas include Canyon del Rio and the West Side Areas, and may include other future areas identified as Planning Reserve Areas. Additionally, existing older neighborhoods, such as Southside, Sunnyside, and parts of downtown, may be suitable for limited and sensitively designed mixed-use development."

### POLICY LUL7—PROMOTE INFILL DEVELOPMENT

"If properly designed, infill development can serve an important role in achieving quality, mixed-use neighborhoods. The Regional Plan promotes infill development in the city's Urban Growth Boundary, in preference to development of outlying or more remote lands adjacent to the city. Development of infill areas in the city shall occur in a manner that is in character and context with existing, surrounding development. In

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some instances, sensitively designed, high quality infill development can help stabilize and revitalize existing older neighborhoods."

### GOAL HN 1, HOUSING AND NEIGHBORHOODS

The supply of affordable home ownership, rental, and special needs housing units affordable to low- and moderate-income households will be increased.

#### GOAL HN2

"New neighborhoods will be built and support will be given to existing neighborhoods that integrate a variety of housing types and densities with amenities, services, and retail to ensure opportunities for a variety of household income levels."

### GOAL OSPR 1, OPEN SPACE, PARKS, RECREATION & TRAILS

The region will have a balanced system of open lands, natural areas, wildlife corridors and habitat areas, trails, greenways, parks and recreation facilities as guided by the *Greater Flagstaff Area Open Spaces and Greenways Plan*, the City of Flagstaff Urban Open Spaces Plan, the City's *Long Range Master Plan for Parks, Recreation and Open Space*, and County Area Plan Open Space Objectives.

### POLICY LU1.9, PROPMOTE QUALITY DESIGN

"The Regional Plan promotes quality design and development. Particular emphasis shall be placed on improved character of the public realm, including attention to streetscape design and sensitivity to neighborhood character and context for new development in or near existing neighborhoods...."

### Policies Analysis

Crestview demonstrates a compact design that compliments the existing development near the site. The development further provides primary type of housing, which can be delivered at somewhat lower final cost than traditional, single-family construction.

The project is to be located on a 31.9-acre parcel that is surrounded by urban growth, primarily retail and residential uses. Furthermore, the property is located within the West Route 66 corridor, thus the property is located very close to a wide range of services and employment, which reduces the length of shopping/service/work trips of day-to-day goods/services/employment. Additionally, a neighborhood center consisting of 10,500 square feet exist at the northeast corner of the intersection of Railroad Springs Boulevard and Route 66, combined with a completed 3,600 square foot convenience store with a fueling facility, which will provide additional day-to-day goods/services/employment

The proposed development of 119 manufactured hosing is additional housing to an existing mixed land use neighborhood. The existing and proposed addition to the neighborhood allows residents to walk and bicycle to parks, work, shopping, other supporting land uses and other neighborhoods through a coordinated pedestrian system of sidewalks and existing and proposed expansions of the Flagstaff Urban Trail System. Currently, the FUTS trail is constructed adjacent to Railroad Spring Boulevard and connects the subdivision to recreational/open space areas within the subdivision as well as Observatory Mesa. The City is currently designing a FUTS extension that will connect the neighborhood to Plaza Vicjo/Old Town Spring and

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Downtown neighborhoods though a separated crossing under the railroad, as well as an overpass adjacent to the existing railroad crossing of Route 66/Milton Road.

Crestview will add to the FUTS system by providing connections with the exiting Tunnel Springs system, continue to and through the site and ultimately make connection to the Clay Avenue detention basin access way and to West Route 66.

The developer has agreed to participate by providing twelve (12) developed lots where initial sales price will be available to purchasers that can qualify for loans based on incomes that will support 125 to 150-percent of the Area Median Income. The developer will also provide fifteen (15) sites with accessory dwelling units.

On-site, three (3) open space areas are provided. These spaces include rock outcroppings, forested areas and trails. The developer will provide amenities within the open spaces, which are intended to encourage daily use by the residents of the subdivision.

Crestview has worked to provide quality design elements that will both integrate this development with the adjacent developments by incorporating similar housing types, lot sizes and amenities. He is also providing unique qualities to this development by pushing the primary structures forward and incorporating front porches and locating detached garages to the rear of the lots, taking the emphasis off of the vehicle when these lots are viewed from the street.

While it is not necessary to list all the possible policies or strategies of the Regional Land Use Plan, it should be apparent that several policies address the need for additional housing, particularly when the neighborhood is developed with compatible and interconnected land uses, such as townhomes/manufactured housing/neighborhood commercial. This land use combination creates a mixed land use neighborhood.

### PUBLIC FACILITIES AND SERVICE IMPACT ANALYSIS:

### Traffic/Access/Pedestrian/Bicycle Impact

Please review the accompanying zoning amendment report of this item.

#### Water System Analysis

Please review the accompanying zoning amendment report of this item.

#### Sewer System Analysis

Please review the accompanying zoning amendment report of this item.

### OTHER REQUIREMENTS

### Site Concept Plan (if applicable)

A copy of the concept plat is attached to the zoning amendment report.

### Review and Recommended Actions by other Boards and Commissions

The Development Review Board reviewed this land use change. The minutes from the meeting are attached.

### Public Input

Public hearings before the Planning and Zoning Commission and City Council are conducted in conjunction with request-for-land-use amendments. 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 300 feet of the site. Please review staff's comments regarding the Citizen Input Plan that was submitted as part of the zoning amendment application.

Staff has received four letters (attached), three from residents opposing the development and one from Mark Winkelman, State Land Commissioner in support of the Plan amendment. A summary of concerns from the applicant's public meeting is also attached for the Commission's review.

### **RECOMMENDATION:**

Staff believes that the proposed amendment is supportable under the guidelines of the Flagstaff Area Regional Land Use and Transportation Plan, and recommends recommend approval of the amendment to the City Council.

### ATTACHMENTS:

- Regional Plan Amendment Application
- Applicants Narrative Analysis
- · Location Map.
- DRB Minutes of October 9, 2008.
- Four letters regarding the development.
- Summary of Concerns.

### JUSTIFICATION FOR THE MINOR AMENDMENT

### TO THE REGIONAL PLAN

### FOR THE CRESTVIEW COMMUNITY

#### BACKGROUND

The parcel known as Crestview was formerly State of Arizona Land designated for auction for the benefit of the State Public School fund. The parcel has been planned as an extension of the current Railroad Springs Development which is adjacent to Crestview to the east and south. The developer of Railroad Springs submitted a planning permit and a request to the State to auction this property for private development and the continuation of their project. As Railroad Springs units 2 and 3 were developed, streets and utilities were extended to the border of the Crestview/State property. The publicly dedicated streets of Adirondack and Northwestern were stubbed out and barricaded at the property boundary in anticipation of the continued development onto the Crestview/State property.

The current owner of the property bought the 54 acres of State Land in the summer of 2008. The Crestview community is proposed as a continuation of the adjacent manufactured home community of Railroad Springs. In 2001, the City of Flagstaff adopted the Regional Land Use and Transportation Plan in November of 2001. At that time the plan designated all of the State land as open space despite the obvious intent of the State to target this parcel for auction and private development. There is no evidence or correspondence to or from the City of Flagstaff and the State Land Department to designate this as open space. In discussions with City staff and members of the Regional Plan Committee, there is a suggestion that the boundaries of the "Clay Avenue Detention Project" were not known at that time.

The total land area owned by Crestview is 54 acres. Of the 54 acres approximately 32 acres are contained within the proposed Crestview community and represent the minor amendment request to the Regional Land Use and Transportation Plan. The balance of the acreage is intended to be donated to the City of Flagstaff since it is encumbered by the Detention

Basin project. It is assumed this will be designated open space as part of this flood control project.

# JUSTIFICATION FOR THE MINOR AMENDMENT TO THE REGIONAL LAND USE AND TRANSPORTATION PLAN

Notwithstanding the obvious reasons for the amendment as stated in the previous background section, the proposed Crestview community respectfully request that the minor amendment be granted based on the following factors:

- 1. The proposed plan would easily accommodate the proposed zoning and conform to current and past development and land uses in the immediate area. Crestview's boundaries are contiguous with compatible manufactured home zoning on the east and south. The existing "Hidden Hollow" mobile home park touches the southwest corner of the Crestview community.
- 2. This region of west Flagstaff has traditionally contained manufactured home, commercial and employment uses in the immediate area of Crestview. This area generally includes land both north and south of Route 66 and west of Woodland Village Blvd and east of Woodly Mountain Road. The Crestview proposal is a compatible and complimentary use in this regional context.
- 3. Railroad Springs is built out and is no longer selling new units. Railroad Springs contained almost 600 home sites and was completed in approximately 7 years. There are a few manufactured homes being completed just to the east of Railroad Springs. The proposed manufactured zoning category for Crestview, does create any kind of over supply of this zoning category in this region. For the most part, the manufactured housing inventory has been exhausted.
- 4. The 119 proposed manufactured housing sites on 32 acres meets the current land needs within the general area and environs of the community. The proposed product and even design guidelines and home owner association standards are to be identical to the adjacent Railroad Springs community in order to provide a seamless transition of land use.
- 5. When Crestview was an anticipated extension of the Railroad Springs land use, traffic impact was included into the design and construction of streets connected Crestview to Railroad Springs. Traffic impact studies were completed when both Adirondack and Northwestern

- were extended and then barricaded to the Crestview property as part of the adjoining Railroad Springs community.
- 6. Impacts on existing facilities and systems have been accounted for in the planning for the Crestview community. Water, sewer, streets and dry utilities have already been sized and extended to the site.

  Assuming approval of the plan, Crestview will extend an oversized sewer line through its community to serve a greater area west of the project and the Detention Basin Open Space which lies to the west of Crestview. In summary major service connections are in place and existing utilities have been sized to serve the proposed land use.
- 7. The proposed 119 units of manufactured housing will provide a much needed supply of affordable housing not only within the immediate area but to the entire Flagstaff community.

# IMPACT ON GOALS AND POLICIES CONTAINED WITHIN THE REGIONAL LAND USE AND TRANSPORTATION PLAN

The proposed Crestview community will advance the goals and objectives of the Regional Land Use and Transportation Plan in the following key areas:

- 1. The proposed Crestview community will increase "the supply of affordable home ownership, rental and special needs housing units to affordable to- low and moderate income households". The proposed 119 home sites are intended to be priced well within the 150% of adjusted median income for the Flagstaff area. Home pricing is projected within the \$225,000 to \$250,000 range on average. In addition, Crestview has pledged to reserve 10% of its home for the formal "Affordable Housing" program that will ensure affordability to qualified potential home owners that need but cannot afford housing at the current time.
- 2. Crestview will add to "a balanced system of open lands, natural areas, wildlife corridors and habitat areas, trails greenways, parks and recreation facilities" as set forth in the "Greater Flagstaff Area Open Spaces and Greenway Plan" and the City's "Long Range Master Plan for Parks, Recreation and Open Space". It should be noted that the Crestview property is not identified as a site for potential open space or a park. However, Crestview anticipates being a part of these objectives by donating approximately 22 acres within in the Clay Avenue Detention Basin and Park. Contained within the donated basin area are several stands of forest that will remain untouched by

the basis construction including one rather large lava dome that is quite unique and a natural asset well worth saving in perpetuity. An additional key feature of the proposed Crestview community is to provide and construct a major portion of the "Flagstaff Urban Trail System" (FUTS) across Lowell Observatory property and continuing the trail across the north boundary of Crestview and actually building a trail connection into the adjoining "Detention Basin/Park project. This will provide much needed connectivity to the FUTS project in providing this connection that does not presently exist. Moreover, there are several interesting major rock outcropping and stunning formations that will be preserved as a buffer to the northern boundary of Crestview that are adjacent and can be enjoyed when using the FUTS improvement. On site, Crestview will have a central spine trail that connects to the FUTS improvements. In addition a smaller lava dome will be preserved as natural open space near the entrance to the community. In summary, Crestview will provide a great deal of open space, trail improvements and onsite trails and natural areas. All of these components serve the goals and objectives of the various planning documents that affect this area.

In light of the proposed open space elements as described above, the proposed Crestview community complies with the Regional Plan objectives on the implementation of "Urban Open Spaces Plan" and its functions in designating open space and corridors:

- Preservation of significant natural areas characterized by unusual terrain, scenic vistas, unique geologic formations, dense or unique vegetation, or wildlife habitat. (Crestview is preserving two major lava cones, rock outcroppings on northern boundary and several large stands of trees within its donation to the Clay Avenue Detention Basin/Open Space.)
- The greenbelt principle; that is, the use of linear open space to define and control development. (Crestview is providing property to create open space on its northern border which contains a linear FUTS improvement)
- Preservation of open space for recreational use such as hiking skiing, bicycling, nature studies, and other similar uses. (Again, Crestview proposes to complete a section of the FUTS which connects the trail to the east across Lowell Observatory property along the northern border of the property and a connection on the new retention basin

- property. Hiking and biking opportunities will be expanded in this entire region with this improvement.)
- Utilization of open space lands to prevent encroachment into floodplains. (Crestview proposes to donate 22 acres of setback floodplain acres within the new detention basin.
- Utilization of open space lands for retention of aesthetic and recreational values of such land in proximity to and within the city. (The donated "basin/open space acreage is located on the city limit boundary and is intended to be a City of Flagstaff open space/park facility.)
- Preservation of open space lands for future land use needs. (The donated property and FUTS trail and setback area of Crestview, represent a preservation of open space lands for the future.
- Utilization of open space lands as non-motorized transportation corridors between various land uses. (The proposed FUTS connection provides linkage from the western boundary of Flagstaff to parts to the east along the "railroad FUTS" trail.)
- Preservation of "soft edge" to the city. (With Crestview's western border on the city limits boundary, the donation of 22 acres provides this area of Flagstaff with a "soft edge" with the detention basin/open space area lying to the west.)
- Preservation of wildlife corridors. (Crestview with a clear connection on its northern boundary of a setback/open space area, as well as FUTS trail, does provide this connection through the property as opposed to blocking access.)

### CONCLUSION

While the inclusion of this former state land parcel and now private parcel's inclusion into the 2001 Regional Land Use and Transportation Plan remains somewhat of a mystery, the merits of the proposed Crestview community fit well within this overall master plan for the City of Flagstaff. Obvious on key element is the affordability of the proposed housing offered within the Crestview proposed community. Also, Crestview is proposing to donate approximately 22 acres of what will be permanent open space as well as connected a much need FUTS element and accompanying open space.

### II. PUBLIC HEARING

### Regional Plan Amendment

Address:

1700 S. Northwestern St.

Assessors Parcel Number:

112-01-022

Property Owner:

Voyager Flagstaff 54 Investors, LLC

Applicant:

Turner Engineering

**Application Number:** 

PC RLUTP 08-003

City Staff:

Neil Gullickson

**Action Sought:** 

Regional Plan Amendment

A request for a minor amendment to the *Flagstaff Regional Land Use and Transportation Plan* to change a 31.9-acre parcel from Parks to Medium Density Residential.

RECOMMENDED ACTION: Approve with conditions.

Presentation of this item was made by Mr. Neil Gullickson. He also covered the next two items on the agenda since they were all dealing with the same issue.

Questions/comments by the commission:

Commissioner Moore disclosed to the Commission and those present that he would be involved with the affordable housing component of this project and that he had met with the City attorney to discuss whether there would be any conflict with his participation. He was told that there would be no conflict since he would not benefit directly.

Chair Barotz also commented that the Commission had been invited to meet with the developer and that both she and Vice Chair Leary had met with the developer. Commissioner Drumright stated that he also met with the developer.

Question whether the new proposed city maintenance facility to be built would have any affect on this subdivision. Mr. Gullickson response was that this was being proposed west of this area and would have no affect.

Question on setbacks, and whether there was a requirement in the maximum coverage of the lot. Mr. Gullickson's response was that for manufactured homes it is 43%. This is in addition to the setback.

Question where the location of the three acre lot was and whether it would be accessible for pedestrians? Mr. Gullickson pointed this out on the map and said it was just west of the southwest corner. The FUTS trail will run adjacent to the three acres which would allow pedestrians access to the area.

Question whether there would be a fence on the north side of the subdivision by the railroad tracks? Fencing may be put along the FUTS trail, but there will be no fence along the railroad.

Whether the FUTS trail would go under the railroad tracks? Mr. Mark Sawyers explained that during the time that the Rail Road Springs subdivision was being built, a waterline to the reservoir on Observatory Mesa was put in along with an access road. At this time the City was able to get a permit from the State Land Department for access to public land on top of the hill. The City has plans to extend the trail system to downtown through a series of under and over passes of the railroad. This is in discussion with the railroad.

What is happening with Presidio and if the water tank would be constructed? Mr. Sawyers responded that the Presidio development team is about to commence construction. They will proceed first with the water tank. The condition in the development agreement with the current developer is we can move forward with the subdivision improvements, but cannot obtain a building permit until the water tank is built and connected to the city system. Mr. Mark Voigt, Developer, further explained that this was an agreement that has been approved by the City Council and subject to the bankruptcy court approval. The construction of water tank is a top priority and is scheduled for completion by March, 2009 weather permitting. He would not be ready for housing construction until late 2009 or 2010.

Whether Lowell Observatory had been contacted and if they were involved in regards to the lighting. Mr. Sawyers responded that the developer has met the zoning requirement. Mr. Voigt stated that he had met with Lowell Observatory and they had requested that the developer identify lighting limitations in the developer's CC&R and this was agreed to by the developer.

If this area was included in the Parks Department's master plan and whether the staff was aware that the master plan for Parks & Recreation was up for a rewrite? Mr. Gullickson responded that this was not included in the Park's master plan. He was also not aware that their master plan was due for a rewrite.

Question on the letter from the State Land Commission? Whether this was a lack of communication? Mr. Sawyers responded that before the Regional Land Use and Transportation Plan there was a document titled the Growth Management Guide of 2000. In this document this area was designated as medium density, which recommends a density of 6-12 lots per acre. During the time the Clay Avenue Detention Basin was being constructed, an easement was obtained from the State Land Department for this area it was unknown how much land would be needed. Only a portion of the easement was needed to complete the basin and the rest was designated as parks and open space when the Regional Land Use Plan was adopted. This is why the developer is asking to change the Regional Land Use Plan designation from open space to medium density residential.

Whether the city has any plans for the twenty two (22) acres that the developer has donated to the city? Mr. Gullickson's response was no.

Change in designation of parks from medium density; is there information that would confuse anyone to think this would be a park? Mr. Gullickson responded that if anyone reads the Regional Land Use Plan, they would think it was a park. However, the Parks Department is not interested in developing this into a park. They are looking at another site to the west.

Who will pay for the water tank? The response was Presidio would pay for part of it as would the City. This has been budgeted several years ago and is still available.

Whether the detention basin would offer any recreational use or if it would be fenced off? This would be answered later.

Question whether people were informed that there would be more development in this area when they were purchasing lots in the Rail Road Springs subdivision? Chair Barotz responded that the Department of Real Estate issues a public report when the property is initially subdivided. They are required to inform the initial buyers, but not the subsequent buyers.

Whether there was public notice given on the detention basins? Mr. Gullickson responded that four public meetings and workshops were conducted by the City in 1997 thru 1999. The fourth workshop was held in conjunction with the Flagstaff Regional Land Use Transportation Plan and ADOT Corridor Study, the last one held in 1999. All public meetings and workshops were advertised by the different media; newspaper, radio announcements, mailing list. There was adequate public notice.

Whether there will be any changes to the process in bonding. Mr. Gullickson responded that he has not heard anything officially, but there will be some changes.

**Motion:** Move to open to public meeting, **Action:** Approve, **Moved by** Avtar Khalsa, **Seconded by** Georgia Duncan. Motion carried unanimously.

At this time the meeting was opened to the public. Those making comments for and against the proposal were:

Don Stewart

Michael Vacovsky

Susan Brown

Craig Monroe

Karen Johnson

Andy Fox

Jeremy Morse

Helen Hudgen Ferrell

Their major concerns dealt with:

- Adequate available water
- · Increase in traffic
- If there will be funding available to construct the water tank.
- Decrease in the value of their houses.
- Commitment on the part of the developer, so that it would not turn into another empty lot like Presidio.

**Motion:** Move to close public hearing, **Action:** Approve, **Moved by** Avtar Khalsa, **Seconded by** Steve Drumright. Motion carried unanimously.

A five minute break was called by Chair Barotz.

After the meeting was reconvened, Chair Barotz stated that she would like to convene into executive session to obtain some legal advice.

**Motion:** Move to adjourn into executive session, **Action:** Adjourn, **Moved by** Avtar Khalsa, **Seconded by** Georgia Duncan. Motion carried unanimously.

The Commissioned adjourned into executive session at 5:55 p.m.

The Regular Meeting reconvened at 6:20 p.m.

Commission discussion:

Commissioner Drumright stated that he thought this was a great project and that he was in supported of the project.

Commissioner Moore was in consensus with Commissioner Drumright and wanted it noted in the minutes that it would be to no one's interest to move forward with the project if the water tank is not built.

Commissioner Khalsa stated that since this piece of land has been identified as phase four, and that people are aware of this, he is prepared to support the project.

Commissioner McCarthy expressed concern about the water tank not being available. The developer has stated he will not begin construction until the water tank is built. There is some assurance from the City Council Representative that the water tank will be built and so he is generally supportive of proposal.

Chair Barotz stated that she is supportive of the proposal and echoed Commissioner Moore's concern about the water tank. The issue of the water is of great concern and that Mr. Voigt recognizes the investment requires the infrastructure and without water, there will be no houses built. She supports the request for amendment.

**Motion:** Move to recommend to the City Council approval of PC-RLUTP 08-003 with conditions and to forward the Commissioners concerns about the issue of the water tank being built before any construction of houses begins, **Action:** Approve, **Moved by** Steve Drumright, **Seconded by** Jim McCarthy. Motion carried unanimously.

### 2. Crestview Rezoning Request

Address:

Assessors Parcel Number:

Property Owner:

Applicant:

Application Number:

City Staff:

Action Sought:

1700 S. Northwestern Street

112-01-022

Voyager Flagstaff 54 Investors, LLC

Turner Engineering

PC REZ 08-003 Neil Gullickson

Rezone

A request by Voyager Flagstaff 54 Investors, LLC to rezone approximately 31.9 acres from RR, Rural Residential, to MH, Manufactured Home zoning district. The request would allow for the development known as Crestview, a subdivision of one-hundred-nineteen, single-family-residential, manufactured-home lots.

RECOMMENDED ACTION: Approve with conditions

This item was presented by Mr. Neil Gullickson.

**Motion:** Move to open public hearing, **Action:** Approve, **Moved by** Avtar Khalsa, **Seconded by** Georgia Duncan. Motion carried unanimously

The meeting was open to public comments: Those speaking to the issue were:

Susan Brown - Her comments were in reference to the water tank and whether there would be sufficient funds to build the water tank.

**Motion:** Move to close public hearing, **Action:** Approve, **Moved by** Avtar Khaisa, **Seconded by** Paul Moore. Motion carried unanimously.

Commission Discussion:

Commissioner Moore raised the question of buffer yard requirements. Mr. Gullickson response was they look at two segments, density of plants and distance. Performance standards are built into that. The narrower the buffer yard the more plants are put in and the wider the buffer yard less plant volume is put in. In this case they are looking at a ten foot buffer yard and this would be met with the existing tree resources.

Chair Barotz asked Mr. Voigt if he had considered incorporating any sustainability measures into the housing project? Mr. Voigt's response was that the manufactured housing has all kinds of upgraded sustainability items such as increased insulation, low flow water, low wattage lamps.

**Motion:** Move that the Planning and Zoning Commission recommend approval to City Council of PC REZ 08-003 with conditions as stated., **Action:** Approve, **Moved by** Avtar Khalsa, **Seconded by** Steve Drumright. Motion carried unanimously.

### III. OTHER BUSINESS

### 1. Crestview Subdivision

Address:

1700 S. Northwestern Street

Assessors Parcel Number:

112-01-022

Property Owner:

Voyager Flagstaff Investors, LLC

Applicant:

Mark Voigt

Application Number:

PC SUB 08-009

City Staff:

Neil Gullickson

Action Sought:

Preliminary Plat

A request for preliminary plat approval for Crestview subdivision, a one-hundred-nineteenlot, single-family, residential subdivision on 31.9 acres located in the RR, Rural Residential zoning district.

RECOMMENDED ACTION: Approve with conditions

**Motion:** Move that the Planning and Zoning Commission recommend to the City Council approval of PC SUB 08-009, **Action:** Approve, **Moved by** Avtar Khalsa, **Seconded by** Steve Drumright. Motion carried unanimously.

## IV. MISCELLANEOUS ITEMS TO/FROM COMMISSION MEMBERS

Mr. Sawyers wished everyone a happy Thanksgiving.

The next Planning and Zoning meeting will be held on December 9, 2008.

The agenda will include the second hearing on the major amendment. Mr. Sawyers asked if the Commission would consider holding this meeting at the Aqua Plex. The staff will look at the Aqua Plex to see whether it would be adequate for this hearing.

Mr. Sawyers said that the draft Wind Turbine ordinance will be sent to the Commission for their review. It was asked if he could provide a list of sites that the Commission can go look at for their own information.

Chair Barotz invited the Commission to the next Toast Master's open house on November 20, 2008 in the Council Chambers from 12:00 noon -1:00 p.m.

### **ADJOURNMENT**

Chair Barotz adjourned the meeting at 6:45 p.m.