

CITY COUNCIL REPORT

DATE: January 26, 2018

TO: Mayor and Councilmembers

FROM: Mark Landsiedel, Community Development Director
Rick Barrett, City Engineer

CC: Josh Copley, Shane Dille, Barbara Goodrich, Leadership Team

SUBJECT: S. Fontaine Street Apartments

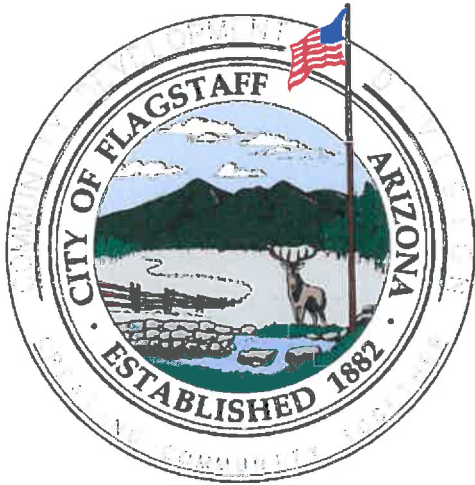
City Council has received several citizen concerns regarding recent developments on S. Fontaine Street. Staff has prepared the attached report to help interested parties better understand the thought process that goes into approval of development projects from the engineering perspective. The project that is summarized is the S. Fontaine Street Apartments.

RECOMMENDATION/CONCLUSION

This report is for information only.

Enclosures:

S. Fontaine Street Apartments Design Process Summary



S. FOUNTAINE ST APARTMENTS

Design Process Summary

CITY OF FLAGSTAFF
COMMUNITY DEVELOPMENT
ENGINEERING

Richard A. Barrett, P.E.
City Engineer



Introduction

Based on recent concerns expressed by the public regarding the application of a stacked triplex located at 605 S Fountaine St., Engineering has been asked to provide additional details on the requirements placed on this project. This document is intended to summarize the process this project went through, the requirements that were made, and the factors that were considered when making requirements.

Background

This application followed the City of Flagstaff's standard development review process that all private development projects are required to go through. The initial Concept Plan was submitted in October of 2016, followed by a Site Plan application submitted in February of 2017. During these reviews Engineering placed several requirements on the project for public improvements/infrastructure. These requirements were vetted with all departments on the IDS team which included Planning, Fire, Public Works and Transportation.

Justification

The majority of Engineering's requirements pertained to the required street improvements adjacent to the development. Typically these improvements consist of sidewalk, curb, gutter, and additional pavement as necessary. The main challenge faced by staff was developing a street section that meets the needs of the neighborhood and adjacent land uses, the intent of the Engineering Standards, all while staying within the existing platted 50' Right of Way of Fountaine Street. Keeping in mind that Transect zoning is a choice for most of this neighborhood, staff and the developer wanted to develop a street section that would work for both zoning options. Unfortunately, our minimum Right of Way requirements for street sections specified in the Engineering Standards exceed this 50' (Thoroughfare street section requires 65' of Right of Way, and a Residential Local street section requires 57' of Right of Way). The table below provides a list of options that were considered when developing a street section to follow for this narrow Right of Way width. Attached is the ultimate street section that staff came up with for this neighborhood entitled "Standard Cross Section for 50' Right-of-Way Within Downtown Regulating Plan Boundary," as well as a Vicinity Map and Existing Conditions Map for reference.

Factors Considered	Explanation	Pros and Cons / Decision
Queuing Street	A two way street that, when there are cars parked opposite each other and on both sides of the street, has only enough space for one vehicle to pass by. If there are two or more vehicles traveling in opposite directions, one of the vehicles needs to pull into an available parking space and wait for the other vehicle to pass. This type of street applies only where the traffic volumes are low and the normal daily demand for on-street parking is low.	-A queuing street was an acceptable section within the Engineering Standards for this low volume street until the adoption of the 2012 IFC which requires an unobstructed width wider than this street section provides. -For this reason a queuing section was not chosen.
Thoroughfare(Transect) Street Section	These street sections are designed to accommodate all users (pedestrians,	-This development utilized an optional transect zoning

	cyclists, public transit and automobiles) with an emphasis on walkability and pedestrian safety.	overlay for the area that also has traditional High Density Residential Zoning -The developer and staff sought to create a street section that could be utilized for either zoning option. -Compromises were made in regards to parkway. -For these reasons a hybrid street section was developed
Sidewalk Easements	When the existing ROW is not wide enough to accommodate the full street section, some improvements can be placed on private property within an easement.	-Staff was challenged by the developer to eliminate this need. -Easements for one developed parcel also makes it difficult to construct a consistent street section within the neighborhood as a capital project in the future. Additional property rights acquisition presents significant challenges for a capital project. -For these reasons sidewalk easements were not considered for this street section.
2 foot Level Bench	This part of the Right of Way is a requirement of all street sections within the Engineering Standards that is used for utility services, street lights if no parkway exists and transition to slopes when necessary.	-Effectively incorporated into a residence's front yard. -Works equally well as an easement for new infill developments (as in this case) -An easement was substituted in this case due to Right of Way and setback limitations
Elimination of On-Street Parking	When the existing ROW is not wide enough to accommodate a full street section consideration is made for eliminating parking on one or both sides of the street.	-Parking demand is high in this area. -Parking is a neighborhood expectation which is why it is included in all of our residential street sections. -Traffic has recognized that on-site parking requirements for this type of development are insufficient to accommodate the demand they are creating. -Zoning Code does not require a parking space for every

		<p>bedroom on-site, which creates on-street parking demand.</p> <p>-For these reasons parking was not eliminated from this street section.</p>
Sidewalk/Pedestrian Path	<p>Our typical sidewalk width for a neighborhood such as this is 5' for standard zoning, and 6' for transect zoning. Consideration could be given to reduce this width.</p>	<p>-Given this street's proximity to NAU and high density residential to the South, this area was identified to have higher than normal pedestrian traffic.</p> <p>-Sidewalk and parkway were combined into a wider sidewalk and planting area that meets ADA, provides higher pedestrian capacity and provides improved pedestrian safety.</p> <p>-The combined sidewalk and planting strip staff selected is similar to our thoroughfare street section standards used in Transect development.</p>
Parkway	<p>Parkway is the space between the sidewalk and the back of curb. This space provides a few functions such as pedestrian safety, snow storage, and space for planting street trees or other landscaping. Our minimum parkway width for this type of neighborhood is 5' wide for both standard and transect zoning.</p>	<p>-Parkway widths smaller than 4' wide become unusable and eventually end up growing weeds.</p> <p>-The 7' wide sidewalk with tree grates staff selected provides the required street trees, eliminates the narrow parkway, and provides additional space for pedestrians.</p>
Emergency Access	<p>The currently adopted IFC requires a minimum 20' wide unobstructed emergency access route to all buildings. In a residential neighborhood this is accommodated within the public street. Additionally, any structure in excess of 30' in height requires an unobstructed emergency access route 26' in width.</p>	<p>-Fire recognized the existing neighborhood and Right of Way constraints, and therefore waived the 26' wide emergency access requirement for this development which exceed 30' in height.</p> <p>-The two 10' travel lanes selected accommodate the needs of Fire for the minimum 20' wide unobstructed emergency access</p>

Trash/Recycle Cans	All residential refuse is picked up in large cans that are placed in the street at the face of curb on the day of pickup.	-Public Works reviewed the selected street section and determined it would be adequate to serve the needs of the neighborhood and development for refuse collection.
Minimum 24' pavement section	City of Flagstaff Zoning Code section 10-30.50.060 specifies that all developments are required to provide a minimum 24 ft wide street to accommodate two-way traffic and emergency vehicles.	The existing street condition already meets this requirement, therefore no street construction was required at this time.
Cash In Lieu of Construction	This is an option that is only allowed when it is unreasonable or unrealistic for a developer to install the required improvements. This option is also used when a planned Capital project will soon be constructed in the same area.	-Without a full design of the entire block, staff determined that construction of piecemeal improvements along this development's frontage, was unreasonable and unrealistic. -Staff has had similar recent experience in this neighborhood where improvements were required to be constructed, and issues have been identified with this approach

Throughout the review process, staff met on several occasions to develop the street section shown in the attached "Standard Cross Section for 50' Right-of-Way Within Downtown Regulating Plan Boundary." In developing this street section staff identified the need to develop a South Side Plan. While most of the Right of Ways in the neighborhood are 50' in width, each street has unique features and characteristics that may change what the street section will look like. Additionally, it would be beneficial for staff to have a plan to base their requirements on rather than going through this exercise for every application that is submitted in this neighborhood. However, staff is responsible for processing applications in a timely manner, and therefore cannot wait for a neighborhood plan to be developed. Recognizing this need, Long Range Planning was included in the discussion and decision making process for developing the street section.

Any increase in dwelling units will increase traffic on the street. On average, a single family home generates about 10 weekday vehicle trips, while a three-unit apartment building generates about 20 weekday trips. In this neighborhood, if a unit's residents are NAU students, vehicle trips can be expected to be somewhat lower, and pedestrian and bicycle trips higher due to the proximity to NAU. While the addition of a stacked triplex in place of a single family dwelling will increase traffic on S. Fountaine St., total traffic will remain well below the capacity of the street, even if each of the 18 lots on this section of S. Fountaine St. had a stacked triplex (18 lots x 20 trips/day = 360 trips/day). On local streets, traffic typically becomes unacceptable to residents at a volume well below Level of Service D, which is the standard for arterial and collector streets. Therefore the City's criteria for new construction calls for a maximum of 1,000 vehicles per day on a Residential Local "Wide" street, and a maximum of 500 vehicles

per day on a Residential Local street. Due to existing right of way, this section of S. Fontaine St. is planned to have a cross section that falls between these two standards.

Fontaine Street Capacity (vehicle trips per day)

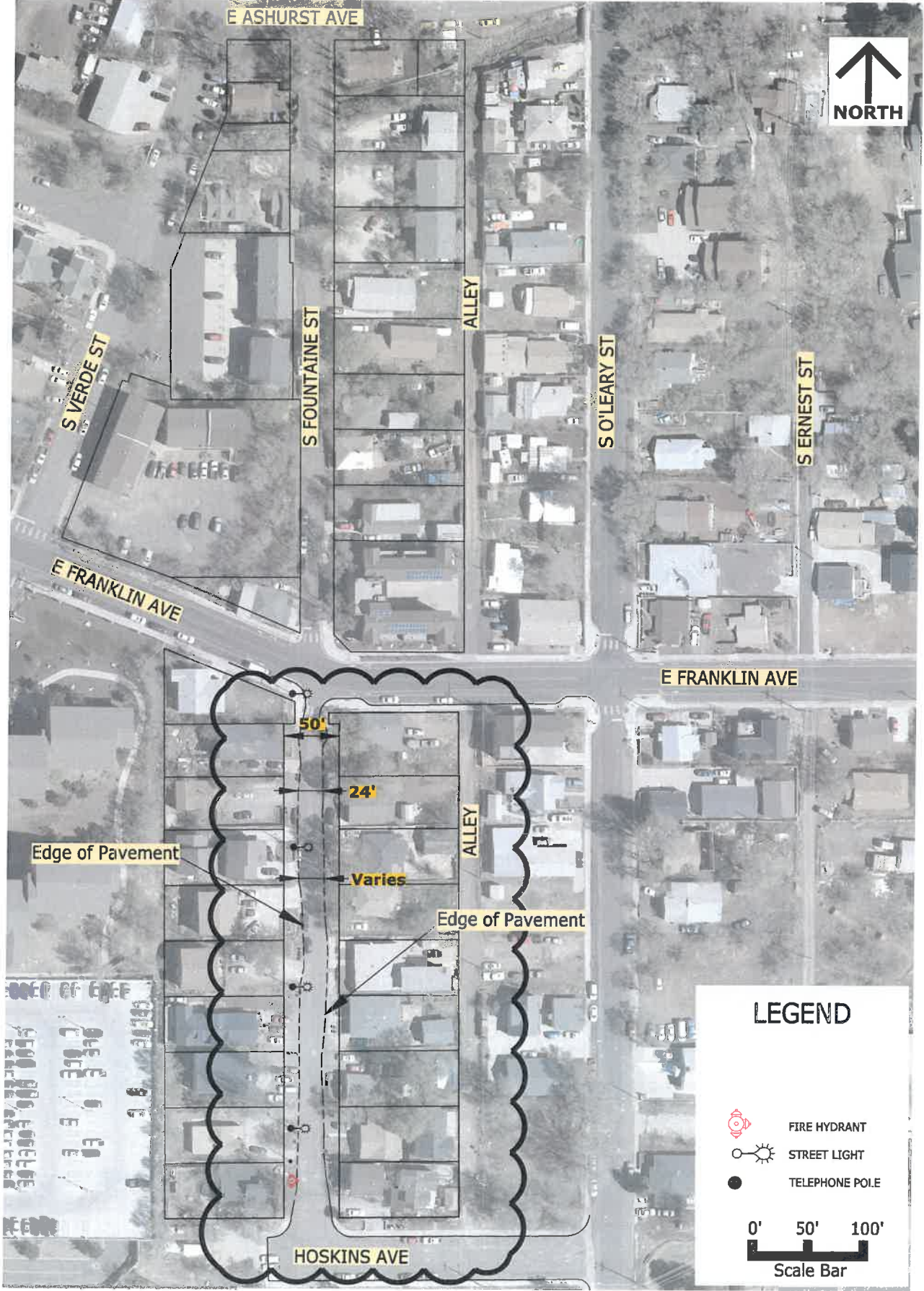
Residential Local Street Capacity (Per COF Engineering Standards)	Pre-Development Condition (18 lots *10 trips/day)	Post-Development Condition (17 lots *10 trips/day + 1 triplex * 20 trips/day)	Excess Capacity (Capacity – Post Dev Condition)
500	180	190	310
1000 (“Wide”)	180	190	810

Conclusion

This summarizes the process and considerations staff made in developing the “Standard Cross Section for 50’ Right-of-Way Within Downtown Regulating Plan Boundary” attached. Ultimately this street section was used as a guide to determine the amount of cash in lieu required from the developer in absence of the neighborhood plan that should be developed for this area.

VICINITY MAP

S FOUNTAINE ST



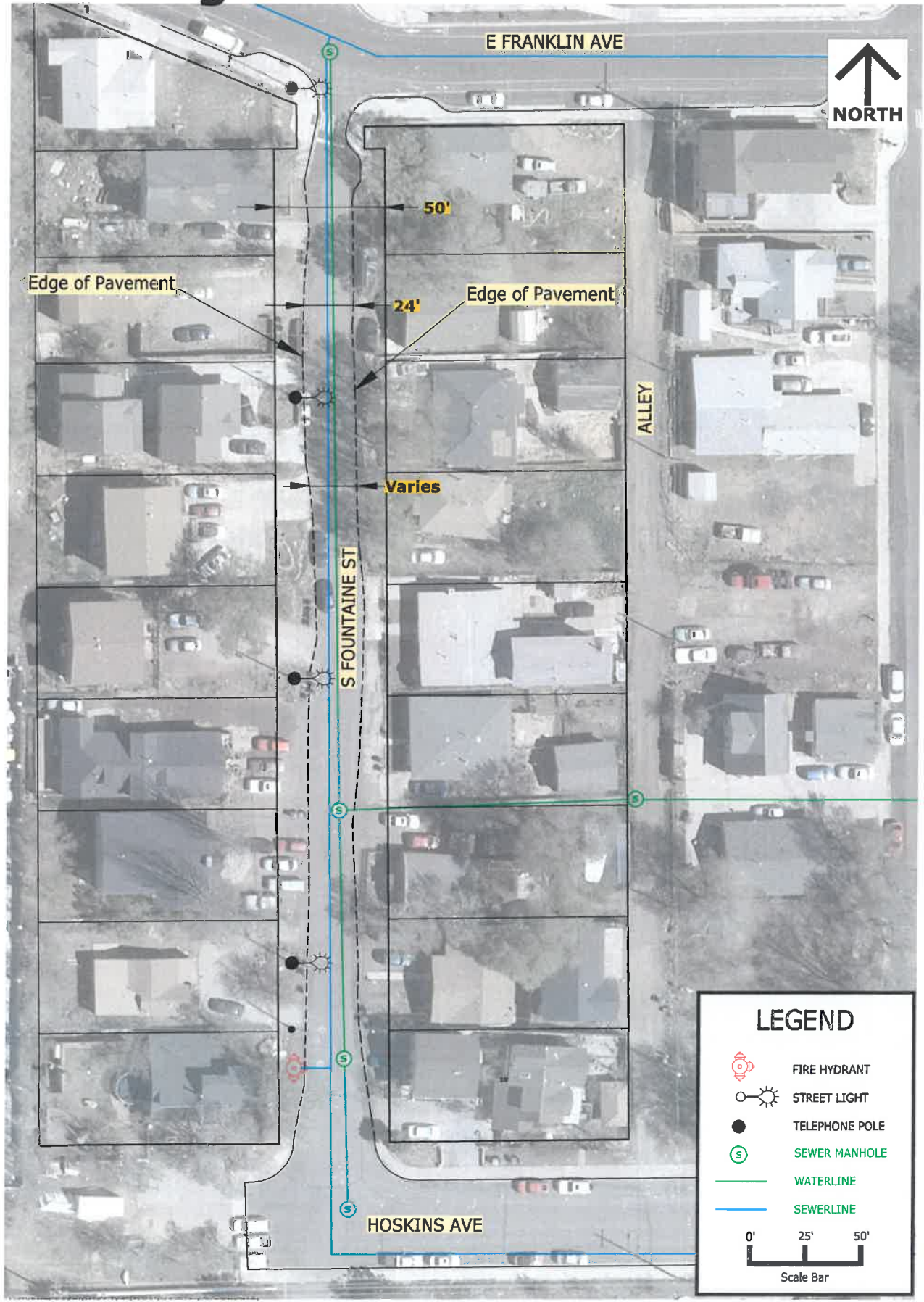
LEGEND

-  FIRE HYDRANT
-  STREET LIGHT
-  TELEPHONE POLE

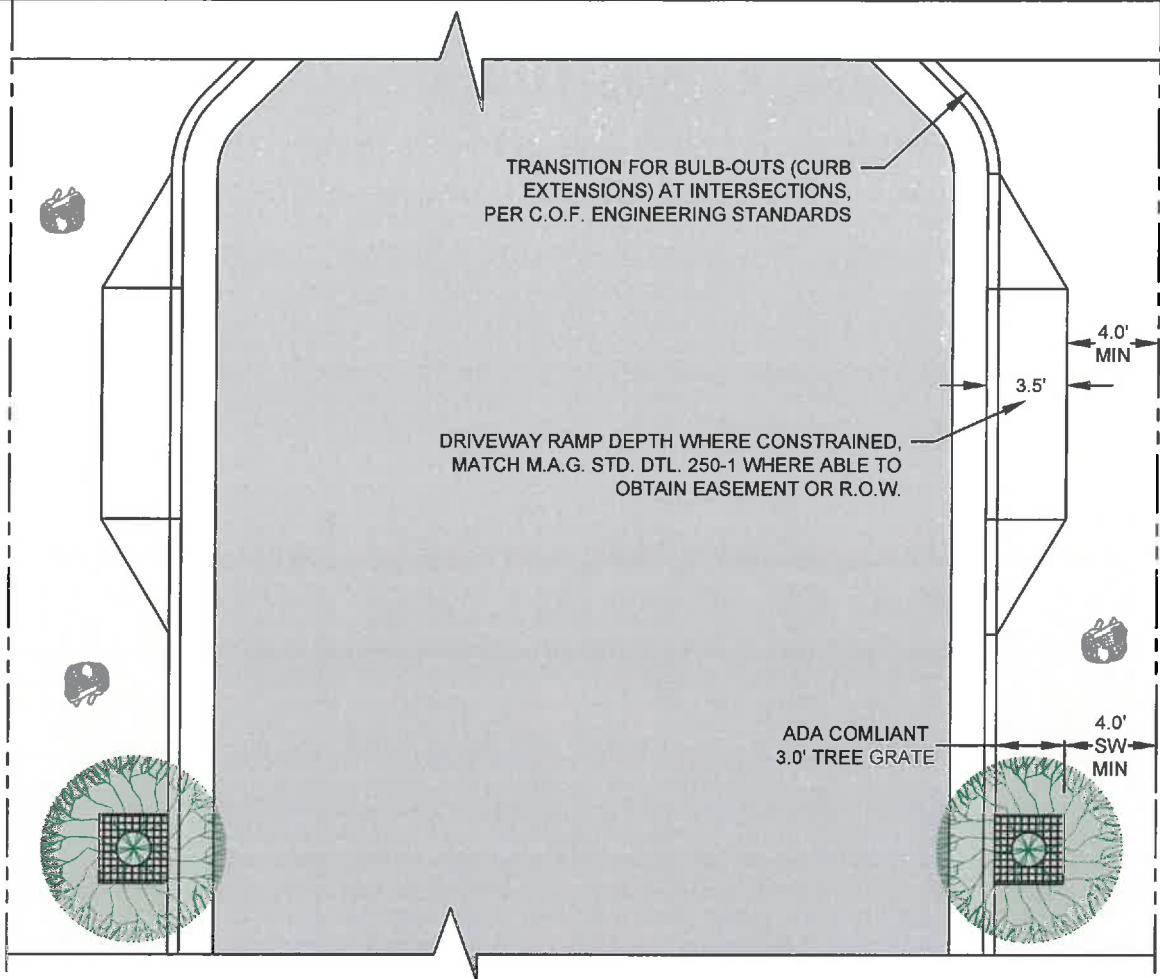


Existing Conditions

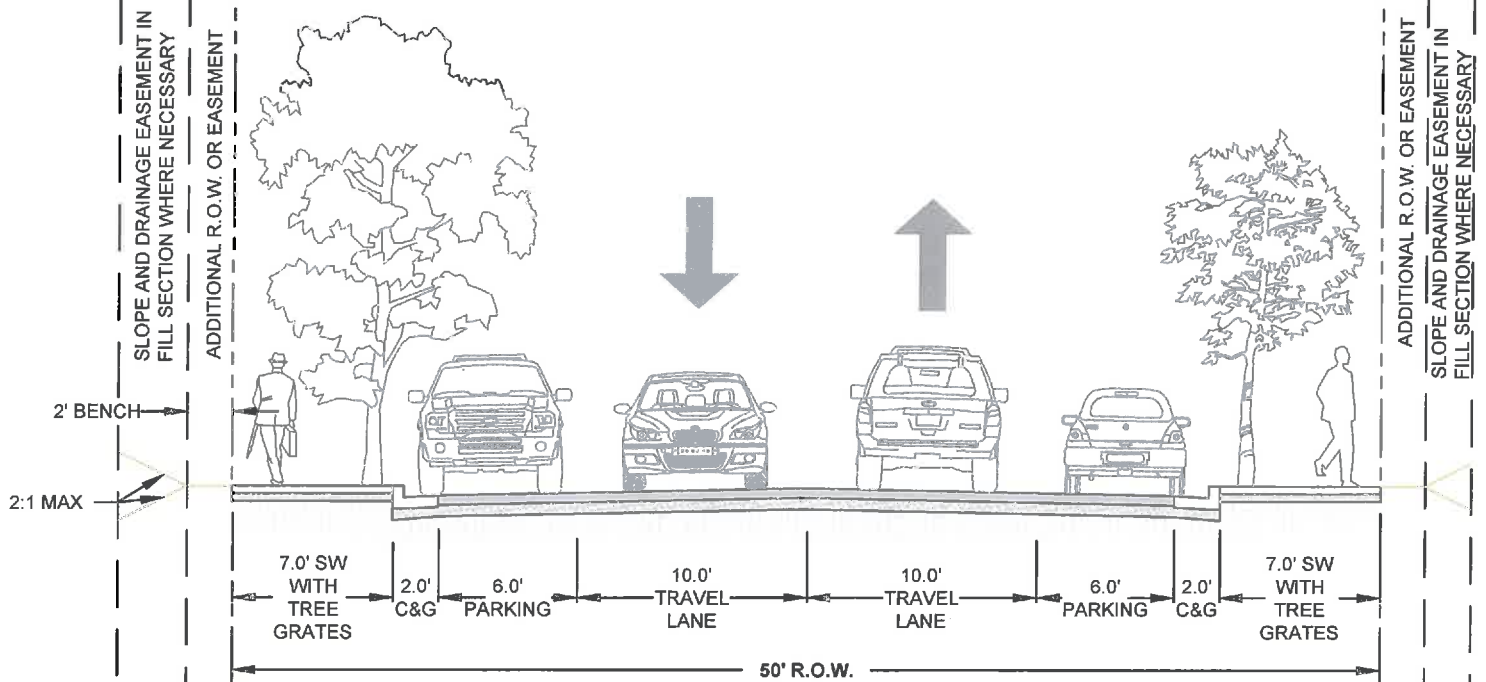
S FOUNTAINE ST



PREFERRED CROSS SECTION OPTION



ASSOCIATED PLAN VIEW OF SIDEWALK WITH TREE GRATE AND DRIVEWAY



STANDARD CROSS SECTION FOR 50' RIGHT-OF-WAY WITHIN DOWNTOWN REGULATING PLAN BOUNDARY