

AGENDA ITEM #: _____

DATE: May 14, 2018

CAR #: 2018-6326

**CITY OF GOODYEAR
COUNCIL ACTION REPORT**

**SUBJECT: Rezoning of the approved
Pradera residential development**

STAFF PRESENTER: Karen Craver, AICP
Planner III

CASE NUMBER: 17-200-00007

OTHER PRESENTER: Taylor Earl, Earl,
Curley & Lagarde representing Pradera
Partners 160, LLC

PROPOSED ACTION:

1. Conduct a public hearing to consider a request to rezone the approved Pradera residential development.
 - a. Open public hearing
 - b. Staff presentation
 - c. Receive public comment
 - d. Close public hearing
2. ADOPT ORDINANCE NO. 2018-1385 CONDITIONALLY REZONING APPROXIMATELY 160.78 GROSS ACRES LOCATED AT THE NORTHWEST CORNER OF CITRUS ROAD AND LOWER BUCKEYE ROAD, KNOWN AS PRADERA, BY REZONING APPROXIMATELY 72.50 ACRES FROM FINAL PLANNED AREA DEVELOPMENT (PAD) ZONING TO R1-4 SINGLE FAMILY DETACHED RESIDENTIAL ZONING, AND BY REZONING APPROXIMATELY 88.28 ACRES FROM FINAL PLANNED AREA DEVELOPMENT (PAD) ZONING TO R1-6 SINGLE FAMILY DETACHED RESIDENTIAL ZONING, AMENDING THE ZONING MAP OF THE CITY OF GOODYEAR; PROVIDING FOR NON-ABRIDGMENT; PROVIDING FOR CORRECTIONS; PROVIDING FOR SEVERABILITY; PROVIDING FOR AN EFFECTIVE DATE; AND PROVIDING FOR PENALTIES.

BACKGROUND AND PREVIOUS ACTIONS:

On July 10, 2006, the City Council approved the Pradera PAD with the adoption of Ordinance No. 2006-1021, conditionally rezoning the subject property from the Agricultural Urban (AU) zoning district to the Final Planned Area Development (PAD) zoning district. The Planning and Zoning Commission had recommended approval of the rezoning on June 21, 2006. To date, no residential development has occurred at Pradera.

The current rezoning request has not previously been presented to the City Council.

STAFF ANALYSIS:

Current Policy

Pursuant to Section 1-3-1 B, of the city of Goodyear Zoning Ordinance, any amendment establishing or changing the zoning district applicable to property within the city through the amendment of the boundaries of a Zoning District shall be decided by the City Council following

receipt of a recommendation from the Planning and Zoning Commission. Furthermore, Section 1-3-1 C, states that any amendments shall be processed and reviewed in accordance with the procedures contained in the Zoning Ordinance which shall comply with the posting requirements, publication requirements and Citizen Review Process as required by law.

Details of the Request

The applicant is requesting a rezoning from Final PAD to R1-4 and R1-6 Single Family Detached Residential to modify lot sizes. Currently, the Pradera PAD is approved for the mix of lot sizes and product below:

Current PAD Zoning	
Lot Sizes & Product	Dwelling Units
60' x 125' single family detached	197
75' x 130' single family detached	160
Court homes (2,320 sq. ft. product)	114
TOTAL	471

With the requested R1-4 and R1-6 zoning, Pradera will develop in accordance with the standards below from the recently updated Article 3-1 and Article 3-2 of the City of Goodyear Zoning Ordinance rather than the project specific standards approved in the PAD. Removal of the PAD designation is beneficial and efficient in that there will no longer be a set of development standards pertaining only to the Pradera development. Pradera will follow the same development standards as all other properties in the city zoned R1-4 and R1-6.

Article 3 Single Family Districts		
	R1-4 Single family detached	R1-6 Single family detached
Lot standards		
Minimum lot area (sq ft)	4500	5500
Minimum lot width (ft)	45	55
Minimum lot depth (ft)	100	100

The court homes previously approved in the 2006 Pradera PAD will be deleted to provide additional single-family detached product, with the total number of dwelling units remaining at 471 with the rezoning to R1-4 and R1-6.

The applicant is also requesting to take advantage of the allowed reduction in the Article 3 side yard setback standard reflected below:

Article 3 Single Family Districts		
	R1-4 and R1-6	Reduced R1-4 and R1-6
Setback standards		
Side (ft)	5	5
Total both sides (ft)	15 (5)	10 (5)

In order to achieve reduced side yard setbacks (5 feet on each side rather than 5 and 10), the development must include the number of design elements required under Article 3-2-3D of the Zoning Ordinance. Pursuant to the ordinance, the R1-4 parcels must include two amenity elements, four connectivity elements, and four streetscape elements and the R1-6 parcels must include one amenity element, two connectivity elements, and two streetscape elements. The applicant only need identify which elements will be provided at this time. The specifics of how all the elements will be provided must be approved prior to preliminary plat approval. Pradera reviewed the menu of options available and selected to enhance the development by providing and implementing the following elements:

Amenity Elements (2 required)

1. Adjacent to Community Amenity, i.e., the project is adjacent to an open space amenity or community facility and reasonable access has been provided to the amenity
2. Additional Internal Park Amenities

Connectivity Elements (4 required)

1. Infill Development
2. Trail System Connections
3. Lot Diversity, i.e., at least 30% of the lots within the project exceed the minimum lot width by 5 feet
4. Additional Connectivity Elements

Streetscape Elements (4 required)

1. Detached Sidewalk
2. Shared or Clustered Driveways, i.e., driveways may be clustered (but need not share the same curb cut) so that there is at least 36 feet of uninterrupted curb between the clustered driveways
3. Paving Material
4. Porches and Courtyards
5. Additional Streetscape Elements

Staff Evaluation

Per the city of Goodyear Zoning Ordinance, the city's review and recommendation shall be guided by the following considerations:

1. *Consistency with the General Plan.*

The property is designated as Neighborhoods on the General Plan Land Use Plan. This land use permits residential development with a wide range of densities and housing products.

Development Standard 25

Single family, detached and attached, residential uses with densities up to five dwelling units per acre are appropriate throughout the Neighborhoods category.

The purpose of the rezoning is to permit the development of detached single family homes on the subject property at an approximate density of 2.94 du/ac. This is consistent with the Neighborhoods land use category.

2. *Suitability of the subject property's physical and natural features for the uses permitted under the proposed zoning district.*

The subject property's physical and natural features are suitable for single family development. The property will be required to be graded and developed in accordance with all applicable engineering design guidelines and standards.

3. *Compatibility of all potential uses allowed in the proposed zoning district with surrounding uses and zoning.*

Uses and development surrounding the subject property include:

North – The approved Paseo Ridge development zoned R1-6 with a density of 2.93 du/ac, and unincorporated County land developed with 1 acre lots and farming

South – The approved undeveloped Levinson PAD

East – The approved La Jolla Vista PAD with a density of 2.89 du/ac

West – Unincorporated County land developed with 1 acre lots and farming

The proposed rezoning from PAD to R1-4 and R1-6 does not change Pradera's compatibility with the surrounding area.

4. *Proposed zoning district's consistency with other land uses within the immediate area and whether uses allowed under the proposed zoning district would be better suited to the subject property than the uses allowed under the current zoning.*

The proposed rezoning from PAD to R1-4 and R1-6 with a density of 2.94 du/ac is consistent with other land uses in the area; although the proposal to develop only R1-4 and R1-6 detached single family residential product does eliminate the previously approved court home product that added housing diversity to the area. Removal of the PAD designation is,

however, beneficial in that there will no longer be a set of development standards pertaining only to the Pradera development. Pradera will follow the same development standards as all other properties in the city that are zoned R1-4 and R1-6.

5. *Demand for the types of uses permitted in the proposed zoning district in relation to the amount of land currently zoned and available to accommodate the demand.*

The General Plan designates the subject property for residential development. The applicant has indicated that lot sizes similar to Pradera's proposed R1-4 and R1-6 sizes are the most in-demand sizes, as current inventory in the area is selling out quickly. The table below indicates the diversity of lot sizes in West Goodyear.

WEST GOODYEAR LOT DIVERSITY		
Lot Sizes	Current Number of Lots	Number with Rezoning
Court homes	393	279
50 ft wide or less	949	1185
51 to 60 ft wide	3640	3715
61 to 70 ft wide	1221	1221
71 ft wide plus	804	607
TOTAL	7007	7007

6. *Demands for public services that will be generated by the uses permitted in the proposed zoning district.*

School Districts:

Pradera is located within the Buckeye Union High School District and the Liberty Elementary School District #25. High school students will attend the Estrella Foothills High School, located at 13033 S Estrella Parkway in Goodyear. Elementary school students will attend the Las Brisas Elementary School. An Agreement of Understanding was signed on June 7, 2006 between the two school districts and Pradera. The owner is obligated to provide financial resources to the school districts for each dwelling unit to be constructed.

The proposed rezoning from PAD to R1-4 and R1-6 does not change Pradera's impact on the school districts.

Fire Department:

Emergency response times and distances are provided below:

Nearest Fire Station	Shortest path		Longest path		2nd Nearest Fire Station	Shortest path		Longest path	
	Mins	Miles	Mins	Miles		Mins	Miles	Mins	Miles
#184/181	7.24	3.62	8.24	4.12	#182	13.38	6.69	14.38	7.19

The proposed rezoning from PAD to R1-4 and R1-6 does not change Pradera's impact on the fire department.

Police Department:

The subject property is located within an existing patrol beat and the current level of service within the patrol beat can accommodate development of the property. The proposed rezoning from PAD to R1-4 and R1-6 does not change Pradera's impact on the police department.

Solid Waste/Recycling:

Solid waste and recycling will be provided by the city of Goodyear. The proposed rezoning from PAD to R1-4 and R1-6 does not change Pradera's requirements for solid waste/recycling services.

Water/Wastewater:

Pradera and the city of Goodyear entered into the Second Amended and Restated Development Agreement, as adopted by Resolution No. 16-1753 in April of 2016 as one of several properties participating in construction of regional infrastructure improvements. The development agreement reflects a development strategy that includes common core terms applicable to the West Goodyear Central Planning Area. The Second Amended and Restated Development Agreement outlines the infrastructure improvements, dedications and in-lieu payments for utilities and street improvements.

Water: Pradera is located within the water service area of the city of Goodyear and will be served with water from the city's existing booster/storage facility number 12, located south of Lower Buckeye Road between Cotton Lane and Citrus Road. The existing storage facility connects with a 24" waterline and then to a 16" water line that exists in Lower Buckeye Road from 173rd Avenue to the 183rd Avenue intersection; a 16" water line is also located in Citrus Road from Lower Buckeye to Yuma Road. An 8" "zonal" or project specific water line will be installed in Lower Buckeye Road, as well as an 8" waterline along the 183rd Avenue alignment along the western boundary of the site, to connect to the 12" water line currently under construction along the Durango alignment north of the site. Any/all phases of the project will provide a looped water supply system required in the event of interruption of water supply from one direction.

Wastewater: The wastewater generated by the Pradera development and its neighboring properties will be conveyed east by gravity with outfall to manhole recently constructed at the intersection of Lower Buckeye Road and Citrus Road. A 12" Sewer line is currently in construction along the Durango Street alignment and in Citrus Road along the east boundary. 15" and 18" sewer lines also recently constructed in Lower Buckeye Road tie to the existing trunk line in Cotton Lane.

The proposed rezoning from PAD to R1-4 and R1-6 does not change Pradera's requirements for water and wastewater services.

Stormwater:

All project stormwater runoff will be contained on the site. The required on-site retention volume will be provided for the 100-year, six-hour storm event in accordance with the engineering design standards. The proposed rezoning from PAD to R1-4 and R1-6 does not change Pradera's requirement to contain stormwater runoff.

Streets/Transportation:

The Pradera site is bordered by Durango Street on the north, Lower Buckeye Road on the south, Citrus Road on the east, and 183rd Avenue on the west. Access to the development will be provided on Durango and Lower Buckeye at the 181st Avenue alignment, and on Citrus at the Watkins Street alignment. Future traffic signals will be located at the development entrances at Lower Buckeye and 181st and at Citrus and Watkins. Additional future signals will be located on Citrus at Durango and Lower Buckeye, and on Lower Buckeye at 183rd.

The proposed rezoning from PAD to R1-4 and R1-6 does not change the access to the development or the future location of traffic signals.

7. *Potential adverse fiscal impacts that will result from providing services to areas not in proximity to where existing public services are provided.*

Public services are being developed adjacent to and in the vicinity of Pradera pursuant to the Second Amended and Restated Development Agreement pertaining to the West Goodyear Central Planning Area. The proposed rezoning from PAD to R1-4 and R1-6 does not change the provision of the Second Amended and Restated Development Agreement.

8. *General public concerns.*

Pursuant to the Citizen Review Process, a neighborhood meeting was held on March 21, 2018. Approximately 30 residents of the unincorporated neighborhood to the north attended the meeting. The neighbors reiterated the following concerns that they had voiced during the original 2006 approval process for the Pradera PAD zoning:

- A concern that Durango Road would be developed as a 4-lane roadway
 - At the meeting, staff told the residents that Durango Road adjacent to their neighborhood will be developed as a two-lane roadway; one lane in each direction. Further to the west, it will be developed with an additional center turn lane.
- A concern that their property will be condemned to develop Durango Road
 - At the meeting, staff told the residents that the two-lane Durango Road will be developed within the existing 30 feet of right-of-way that had been dedicated by Pradera, south of their neighborhood.
- A concern that drivers from outside their neighborhood would utilize an existing RID canal maintenance easement road within their neighborhood as a shortcut from Durango north to Yuma Road
 - At the meeting, the owner of Pradera agreed to work with RID in an effort to get the easement road gated.

- A concern that the development of Durango Road and Pradera would hinder the removal of tail water from the farms in their neighborhood
 - At the meeting, the owner of Pradera told the residents that with the development of Durango Road and Pradera, the tail water from the neighborhood will be re-routed to a new tiled RID canal being constructed by and through Pradera.

The residents did not voice any concerns with the rezoning from PAD to R1-4 and R1-6.

A smaller group of the residents attended the Planning and Zoning Commission public hearing on the Pradera rezoning on April 11, 2018, to show their concern about the issues identified above. Three residents addressed the Commission. Staff and the owner of Pradera responded to questions from the Commission related to the residents' concerns as they had responded to the residents at the meeting on March 21st.

The residents did not voice any concerns with the rezoning from PAD to R1-4 and R1-6.

On May 1, 2018, city staff took the TOM van to the southwest corner of Durango Road and Citrus Road after having reached out to the residents. Six of the residents joined staff to walk the Durango alignment as it had been staked by Pradera, and also to discuss how the farming tailwater would be handled with the improvement of the RID canals being done with the development of Pradera.

- The residents asked that the city require an additional 30 feet of r-o-w be dedicated by Pradera so that should Durango Road need to be widened to a 4-lane roadway in the future, the 60 feet of r-o-w would be available. They also asked that the "future r-o-w by others" designation on the Pradera Durango Road improvement plans indicating that the additional 30 feet of r-o-w would come from their neighborhood, be removed from the plans.
 - Staff told the residents that Pradera is only required to dedicate the 30-foot half-street r-o-w per the City Engineering Design Standards, but that removing the "future r-o-w by others" designation on the Pradera Durango Road improvement plans would be considered.
- The residents asked that the city staff continue to work with Pradera and RID to ensure that the tailwater is handled so that their farming operations can continue and to ensure that the RID easement road be gated.
 - Staff agreed to continue to work with Pradera and RID.
- The residents asked that the city staff work with Pradera to ensure that Durango Road is paved, or an interim alternative is provided, as soon as possible. The request was made because the existing chip-sealed roadway is now covered in dirt from the grading occurring on the Pradera site.
 - Staff agreed to work with Pradera on the residents' request.

The residents did not voice any concerns with the rezoning from PAD to R1-4 and R1-6.

9. *Whether the amendment promotes orderly growth and development.*

The proposed rezoning from PAD to R1-4 and R1-6 will not alter the planned orderly growth and development of the area.

10. *Any other factors related to the impact of the amendment on the general health, safety and welfare of the citizens of the City and the general public.*

The development of the R1-4 and R1-6 parcels will be required to adhere to all applicable design, building, and engineering standards of the city of Goodyear. Adherence to these standards will be evaluated during the platting, civil engineering, and building plan review processes.

FISCAL ANALYSIS:

Although a fiscal impact analysis has not been conducted on this specific project, all new development will have an ongoing fiscal impact on the city. The development is responsible for construction of infrastructure necessary to serve the site and will generate one-time revenue for the city through payment of permits, construction sales tax and development impact fees. Longer term fiscal impacts include increased demands for municipal services, the costs of which may or may not be offset by increased property values/tax levies, city sales tax, state shared revenues and the increased demand for commercial and retail development.

The following specific future fiscal impacts are anticipated:

1. The developer shall be required to construct traffic signals at the following locations when warranted:
 - a. Lower Buckeye Road and Citrus Road (25%);
 - b. Lower Buckeye Road and 183rd Avenue (25%);
 - c. Durango Street and Citrus Road (25%);
 - d. Watkins Street and Citrus Road (50%);
 - e. Lower Buckeye Road and 181st Avenue (50%).

An in-lieu payment for the traffic signals at Lower Buckeye Road and Citrus Road, Lower Buckeye Road and 183rd Avenue, and Durango Street and Citrus Road shall be paid in accordance with an approved phasing plan.

At the time of 80% of the building permits have been issued within Pradera, the developer shall prepare a traffic warrant study for submission to and approval by the city for the traffic signals at Watkins Street and Citrus Road, and Lower Buckeye Road and 181st Avenue. Any traffic signal that the traffic study identifies as being warranted at that time shall be constructed by the developer and subject to cost recovery. For any traffic signal that is not warranted at that time, but is projected to be warranted within the study period, the developer shall submit an in-lieu payment to the city for the proportionate cost share of the signals as shown in parenthesis. The city shall have the right to withhold the issuance of additional building permits until

such in-lieu payment is made or such warranted traffic signals either are constructed or their construction otherwise guaranteed.

2. This development includes the dedication of public streets that will be constructed by the developer and then maintained by the city of Goodyear.
3. This development includes landscape areas that will be constructed by the developer and then maintained by the city of Goodyear.

RECOMMENDATION:

Staff, and the Planning and Zoning Commission, find that the rezone request is consistent with the General Plan, the Zoning Ordinance, and best serves the public interest, health, comfort, convenience, safety, and general welfare of the citizens of Goodyear. Staff, and the Commission, recommend approval of the request to rezone approximately 72.50 acres from PAD to the R1-4 zoning district and approximately 88.28 acres from PAD to the R1-6 zoning district, as set forth in the attached ordinance.

ATTACHMENTS:

1. Ordinance
 - A. Exhibit A – Supplementary Zoning Map
 - B. Exhibit B – Legal Descriptions for R1-4 Zoning
 - C. Exhibit C – Legal Descriptions for R1-6 Zoning
2. Aerial Photo
3. Project Narrative