

**CITY OF GOODYEAR  
PLANNING AND ZONING COMMISSION REPORT**

<b>SUBJECT: Rezoning to Planned Area Development (PAD) for the Goodyear Civic Square at Estrella Falls</b>	<b>STAFF PRESENTER:</b> Katie Wilken, Planning Manager  <b>CASE NUMBER:</b> 19-210-00004  <b>APPLICANT:</b> Ed Bull, Burch & Cracchiolo, representing Globe Land Investors
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**PROPOSED ACTION:**

1. Conduct a public hearing to consider a rezoning from Planned Area Development (PAD) to Planned Area Development (PAD).
  - a. Open the Public Hearing
  - b. Staff Presentation
  - c. Applicant Presentation (10 Minutes)
  - d. Receive Public Comment (3 Minutes)
  - e. Close the Public Hearing
2. Recommend approval of the Goodyear Civic Square at Estrella Falls Planned Area Development (PAD) as set forth in the draft of Ordinance No. 2019-1440, attached hereto.

**BACKGROUND AND PREVIOUS ACTIONS:**

The subject property consists of approximately 104 acres generally located east of the Bullard Wash, between McDowell Road and Virginia Avenue/Encanto Boulevard.

The General Plan Land Use Plan designates the subject property as ‘Business and Commerce’. The ‘Business and Commerce’ land use category provides for the growth and development of shopping, office and entertainment areas along with high density residential and public and community facilities.

The subject property is currently a part of the Goodyear Planned Regional Center PAD. The PAD was approved on February 14, 2000 with the adoption of Ordinance No. 00-679. Per the PAD, the property is designated as Mixed Use Commercial and Regional Center. Both of these PAD land uses are intended for commercial use. No development has occurred on the subject property. The property intended for the Estrella Falls Regional Center is not a part of the subject property.

**STAFF ANALYSIS:**

**Current Policy:**

A request to rezone property requires public review and approval by the Planning and Zoning Commission and the City Council through the public hearing process. The rezoning must be in

conformance with the General Plan and should not adversely impact the surrounding area as outlined in the Zoning Ordinance.

### **Details of the Request:**

The request is to rezone the approximately 104-acre subject property in order to create a new Planned Area Development (PAD) that will permit the development of a mix of uses on the property. The PAD will be known as the Goodyear Civic Square at Estrella Falls. The intent of the PAD is to create an urban, pedestrian-oriented development that will be a center for civic administration, services and events. The area is also intended for the development of higher intensity office and commercial development. Another key component of the PAD is the provision for higher density residential development, which will support the commercial development anticipated in the area and help activate the civic spaces.

As proposed within the PAD, the subject property has been divided into three separate development parcels – A, B and C. An overview of each parcel is provided below:

1. **Parcel A**

Parcel A is approximately 48 acres. This parcel is bounded by McDowell Road, 150<sup>th</sup> Drive, Monte Vista Drive and the Bullard Wash. Parcel A will contain the core area intended for city hall and the two-acre civic park. Uses permitted within the core area are intended to support a more pedestrian-oriented, urban environment, with such uses including government and professional offices, services and retail, and entertainment, among other uses. Prohibited within the core area will be drive-through uses, such as drive-through restaurants, with the exception that a financial institution may have a drive-through subject to use permit approval. Outside of the core area, uses may include educational uses, multi-family residential, hospitals, trade schools, office, general commercial and retail uses.

2. **Parcel B**

Parcel B is approximately 39 acres. This parcel is bounded by Monte Vista Drive, 150<sup>th</sup> Drive, Virginia Avenue and the Bullard Wash. Uses permitted within this parcel include single family and multi-family residential. Properties and/or units may be offered for sale or rent. Maximum residential densities are not established. Instead, development standards, such as maximum height and setbacks, will control and guide development.

3. **Parcel C**

Parcel C is approximately 17 acres. This parcel is bounded by the Estrella Falls Regional Center to the south and east, 150<sup>th</sup> Drive and Encanto Boulevard. Uses permitted within Parcel C include all of those uses permitted outside the core area of Parcel A along with urgent care facilities.

### **Evaluation Criteria:**

Per the city of Goodyear Zoning Ordinance, the city's review and recommendation on a zoning amendment is to be guided by the following criteria:

## *1. Consistency with the General Plan*

As previously mentioned, the General Plan designates this area as ‘Business and Commerce’. As such, the following standards from the General Plan are applicable to the request:

### Business and Commerce Development Standard 36

Commercial and office uses are appropriate throughout the ‘Business and Commerce’ category.

The PAD will permit and provide for the development of commercial and office uses within Parcels A and C in conformance with this standard.

### Business and Commerce Development Standard 39

Businesses with high employment density are encouraged to locate adjacent to high capacity roadway corridors (freeways, parkways, arterials) and transit corridors (light rail and arterials with bus service) to leverage high visibility and vehicular/pedestrian access.

The PAD is located within close proximity to several arterials as well as having direct access to I-10.

### Business and Commerce Development Standard 40

Walking and biking should be accommodated and encouraged by providing trails, bike lanes, sidewalks and paths to allow for safe pedestrian movement. Linkages to nearby residential developments should be provided in conformance with Standard 28.

The PAD includes land uses and development standards that are intended to create a walkable, urban environment. Buildings will be placed close to the street while the streets themselves will be configured to an urban standard (i.e. reduced street width, wide sidewalks) so as to promote pedestrian traffic and public interaction. The PAD also includes development standards and design guidelines requiring integration with adjacent streets, open spaces, including the Bullard Wash, and neighboring uses.

### Business and Commerce Development Standard 41

High density (multi-family) residential development is permitted in the ‘Business and Commerce’ category when located adjacent to a community or regional park, open space area, single family residential, commercial area or used as a buffer between the ‘Neighborhoods’ category and ‘Business and Commerce’ category. Circulation and access to necessary amenities such as schools and grocery stores, and compatibility with surrounding existing and planned uses shall be taken into account when considering this type of use in the ‘Business and Commerce’ category.

The residential development proposed within the PAD is located adjacent to open space and park area as provided by the Bullard Wash. Other amenities, including retail and service uses, are located in close proximity to the PAD. The proposed

residential development will also serve as a buffer between the commercial development within the PAD and the existing single family neighborhoods to the north of Virginia Avenue/Encanto Boulevard. Densities transition from low density, single family adjacent to these existing neighborhoods to higher densities along Monte Vista Drive. While the General Plan calls for high density residential development within the 'Business and Commerce' land use, some low density development is proposed. However, the overall density of the project will achieve the high density recommendation of the General Plan, while the proposed low density development will provide an appropriate buffer for the existing neighborhoods.

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

The subject property is relatively flat and currently undeveloped or utilized for agricultural purposes. The property's physical and natural features are suitable for the proposed uses intended with this rezoning application. Furthermore, the property will be required to be developed in accordance with all applicable design guidelines and standards, including those for grading and drainage.

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 – Virginia Avenue/Encanto Boulevard and various neighborhoods within Rio Paseo.

South – McDowell Road and portions of the Estrella Falls Regional Center.

East – 150<sup>th</sup> Drive and portions of the Estrella Falls Regional Center.

West – Bullard Wash.

The proposed development should not adversely affect the areas surrounding the subject property. The uses and development intended with this PAD rezoning will be compatible with the commercial uses planned and existing in the surrounding area. They will be of like intensity and use, and should therefore not result in any adverse impacts on these commercial operations. The traffic analysis submitted as part of this PAD rezoning generally indicates that the number of vehicular trips will be less when compared to the number of trips that could be generated under the existing zoning. As such, the PAD rezoning will not result in any additional adverse impacts, as a result of traffic generation, to the surrounding area. Further, the PAD proposes to locate residential uses within Parcel B, adjacent to the residential neighborhoods north of Virginia Avenue, where the existing PAD zoning currently allows mixed use commercial. As such, the PAD proposes greater land use compatibility since residential uses of similar density will be located in proximity to each other (see below). For the existing residential areas north of Encanto Boulevard, which are higher density court home and town home developments, the PAD proposes to locate multi-family residential or commercial within Parcel C. This is consistent with the

commercial uses currently allowed under the existing zoning, and will therefore not introduce any additional incompatibility. And as previously stated herein, the addition of multi-family housing to Parcel C will provide for increased land use compatibility with the existing residential areas located to the north.



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.*

Luke Air Force Base:

The subject property is located within the vicinity of a military airport. A stipulation of approval will require the developer to provide notice of base operations to future residents and tenants of any proposed residential development.

Phoenix-Goodyear Airport:

The subject property is located within the Traffic Pattern area of the Phoenix-Goodyear Airport. A stipulation of approval will require the developer to provide notice of airport operations to future residents and tenants of any proposed residential development.

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 applicant has indicated that market demand for the types of commercial and residential uses proposed within the PAD is strong in this area of the city.

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

School Districts:

The subject property is located within the Litchfield Elementary School District and the Agua Fria Union High School District. The school districts were notified of the application and no comments have been received to date.

Fire Response:

Emergency response times and distances are provided below:

Nearest Goodyear Fire Station	Shortest path		Longest path		2nd Nearest Goodyear Fire Station	Shortest path		Longest path	
	Mins	Miles	Mins	Miles		Mins	Miles	Mins	Miles
#185	3.43	1.71	5.19	2.59	#183	3.52	1.75	5.98	2.99

Police Response:

The property is located within an existing police patrol beat and the current level of service within the beat can accommodate the development of the property.

Streets/Transportation:

The subject property will have access to several existing, fully improved public roadways. As previously noted herein, the traffic analysis generally indicates that there will be a reduction in the number of vehicle trips generated by the proposed development compared to the number of trips that could occur under the existing zoning.

Prior to any development within Parcel A, a comprehensive streetscape package will be required to be submitted and approved by the Development Services Director. The streetscape package will establish the design to be used for the streets, including the width and configuration, landscaping and associated hardscape improvements. The intent of the comprehensive streetscape package will be to ensure the streets reflect the desired aesthetics and walkable, pedestrian-oriented design intended with the Civic Square PAD.

Water/Wastewater:

The subject property will be served by Liberty Utilities.

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

The subject property is adjacent to existing public services. The property owner and/or developer will be responsible for the costs of making the necessary connections to these existing services.

8. *General public concerns.*

Public Participation:

A neighborhood meeting was held on June 5, 2019. Approximately 14 residents from the surrounding neighborhood were in attendance. Residents were generally in support of the civic and commercial development proposed within Parcel A. However, residents were opposed to any additional multi-family development within the area. Concerns included increased traffic and crime and the potential for adverse impacts to schools and surrounding amenities. Attached are notes from the neighborhood meeting.

Notice for the public hearings before the Planning and Zoning Commission and City Council included a postcard mailed to the owners of property within 500 feet of the subject property, including the HOAs for Rio Paseo, Palm Valley and PebbleCreek; a legal notice published in the Arizona Republic on June 7, 2019; and two notices of public hearing signs posted on the property. To date, staff has received one email in opposition to the PAD rezoning (attached).

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

The area subject to this PAD rezoning is an infill property located within the proximity of existing public infrastructure and services. The property is suitable for the type of development proposed with this PAD rezoning.

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 subject property 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 site plan, 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.

**RECOMMENDATION:**

With the recommended stipulations, the requested PAD rezoning is found to be in conformance with the General Plan and to not adversely impact the surrounding area. As such, staff recommends conditional approval of the PAD rezoning, pursuant to the draft of Ordinance No. 2019-1440, attached hereto.

**ATTACHMENTS:**

1. Draft Resolution No. 2019-1978
  - a. Exhibit A – Supplementary Zoning Map No. 19-04A
  - b. Exhibit B – Legal Description
  - c. Exhibit C – Goodyear Civic Square at Estrella Falls Planned Area Development
2. Draft Ordinance No. 2019-1440
3. Aerial Photo
4. Rezoning Narrative
5. Correspondence Received