

# ***Major General Plan Amendment Lakin Park Area***



## **Project Narrative**

### **A. Introduction**

The City of Goodyear Development Services Department is proposing a Major General Plan Amendment to the City of Goodyear General Plan – Goodyear 2025 – for an area referred to as the “Lakin Park Area.” This area consists of 2,283 acres and is bounded by MC85 on the north and west, the Sarival Avenue alignment on the east and the Gila River on the south.

### **B. Purpose**

This proposed Major Amendment is being proposed in cooperation with several property owners within the amendment area. More specifically, the Lakin Cattle Company owns approximately 750 acres along both sides of Cotton Lane between MC85 and the Gila River. This owner is working with Quantum Capital to develop the property and had filed a rezoning request with the city in December of 2018. At about the same time, the owners of 82 acres of land (Ironline Partners – Goodyear 82 LLC), which formerly was part of the Riverside Park project, also filed a rezoning request for their property.

Both developments proposed some type of residential land uses, based on the Neighborhood Land Use Category shown on the General Plan for most of these properties. During the review of these rezoning requests, City staff expressed concerns as to how the proposed residential uses would be protected from the potential adverse impacts that might be caused by the freeways planned for this area. In addition to the impact of the freeways, there also were concerns regarding how certain development issues would be addressed, such as, the Gila River flood plain and floodway, the high voltage electric transmission line corridor, the proximity of residential uses to the Union Pacific Railroad line on the north side of MC85, the high pressure natural gas transmission pipeline, the Buckeye Irrigation District canal, and the Maricopa County Flood Control District’s Loop 303 Outfall Channel.

After discussions with the property owners, it was proposed that the current land use designations of these properties be changed from residential to non-residential land uses, and the city would prepare and process a proposed Major Amendment to the General Plan that would be necessary to implement these changes. The owners of the Lakin Cattle Company property and Ironline Partners – Goodyear 82 LLC, have agreed to allow the city to proceed with this proposal. In addition, the owner of the 60 acres east of and adjacent to the Goodyear 82 parcel (Insight Holdings, LLC; Regency Goodyear, LLC; Goodyear 142, LLC; and Ideal Staple Company) has also agreed to support this proposal. The cooperating owners represent 892 acres of the total of 2,283 acres, or about 39%.

It should also be noted that about 345 acres within the amendment area are owned by the Flood Control District of Maricopa County, who purchased property in this area in the early 1990’s to have better control over the main channel of the Gila River. Another 212 acres are owned by the Arizona State Land Department and 40 acres are owned by the Bureau of Land Management. A total of 597 acres are owned by a public entity which represents about 26% of the amendment area. When combined with the area owned by participating property owners, about 1,489 acres, or a little over 65%

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of the amendment area, are either owned by a public entity or a participating property owner. Of the remaining 794 acres, 402 acres are owned by a sand and gravel company, and 392 acres are owned by about a dozen other property owners.

### **C. Proposed Amendment**

As proposed, this amendment will change the land use categories for these properties from a residential category (Scenic Neighborhood and Neighborhood) to a non-residential land use category (Business & Commerce or Industrial) which is considered to be more compatible with the planned development of freeways through this area. The proposed amendment also will change certain lands located within the floodway of the Gila River from a residential land use category (Scenic Neighborhood and Neighborhood) to the Open Space land use category which is considered more compatible with the floodway designation. The Open Space land use category would still allow development at a density of at least one residential unit per acre, as provided by state law, but any such development would still need to comply with all applicable federal, state and local codes and regulations related to floodplains and floodways.

In addition to changing the land use categories in this area, the Land Use and Transportation Plan Map, Figure 8.12 in Chapter 8, is being amended to more accurately represent the future location of the SR303L and SR30 freeways, as depicted in the Final Location/Design Concept Report (L/DRC) and its associated Final Environmental Assessment (EA) that were prepared by the Arizona Department of Transportation (ADOT) for ADOT Project No. 303 MA 100 H6870 01L and for which a Finding of No Significant Impact (FONSI) was Issued by the Federal Highway Administration (FHWA) in November 2018.

### **D. Existing Land Use**

The existing land use in the amendment area primarily consists of undeveloped lands, many of which are in agricultural use and actively being farmed. Of the 2,283 acres within this area, 1,160 acres are located within the floodway of the Gila River, and an additional 700 acres are located within the flood plain of the Gila River. This results in over 1,860 acres, or 81% of the amendment area, being located in floodway or flood plain of the Gila River.

Within the amendment area there are 7 single family dwelling units, and only two of those are located within the city limits.

### **E. Existing Zoning**

The existing zoning in the amendment area is predominantly agricultural. Most of the land within the city limits is zoned AU Agricultural Urban, with the exception of 142 acres that are zoned Preliminary Planned Area Development (PAD) District for the previously proposed Riverside Park project. However, a Final PAD was never submitted for that project. All of the land outside the city limits zoned RU-43 district under the Maricopa County Zoning Ordinance. Both of these districts have a one-acre minimum

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lot size requirement and generally allow agricultural uses and keeping of animals on a non-commercial basis. Of the 2,283 acres in the amendment area, about 1,217 acres are located within the city limits and about 1,066 are located outside of the city limits. The current zoning of the amendment area is provided in more detail in Table 1.

<b>Table 1. – Existing Zoning</b>				
City Zoning		County Zoning		Total
AU	1075	RU-43	1,066	2,141
PAD	142	R-5	0	142
AG	0	C-2	0	0
-	-	C-3	0	0
Total	1,217	Total	1,066	2,283

### **F. Utilities**

**WATER:** The Lakin Park Area is located within the Central Planning Area Pressure Zone, as identified in Figure 3.1 of the City of Goodyear *2016 Integrated Water Master Plan*. Existing water infrastructure in the amendment area includes a 16-inch water line located north of and parallel to MC85 from Sarival Avenue to Cotton Lane. There also is a 30-inch water line in Cotton Lane south of MC85 that connects to a 20-inch line just south of the Buckeye Canal and which continues south to serve the Estrella community. The nearest existing storage and booster facilities to serve this area include Sites 7 and 12 of the City of Goodyear water system. Site 7 is located along Eddie Albert Way, east of Sarival Avenue, and Site 12 is located along 173rd Avenue, south of Lower Buckeye Road. Improvements to these facilities may be necessary to serve this area as it develops.

Water lines will need to be extended to serve this area. In addition, a new water system pressure zone boundary is planned near the Gila River. This proposed pressure zone boundary would begin along Lower Buckeye Road to serve development both in West Goodyear and the amendment area. This would be achieved by the installation of pressure reducing valve stations (PRVs) along Lower Buckeye Road. Until such time as the City of Goodyear implements this pressure zone break, any development in this area that is predicted to exceed 80 psi will need to have an individual PRV installed on its service line.

The city is pursuing the construction of a new surface water treatment plant that will be located south of MC85 and east of Sarival Avenue, just east of the amendment area. The new plant is expected to be completed by December 2021 and will deliver up to 8 mgd of potable water.

**SEWER:** The Lakin Park Area is located in the sewer basin service area for the Goodyear Water Reclamation Facility (WRF), as identified in Figure 4.1 of the City of Goodyear *2016 Integrated Water Master Plan*. There is no existing wastewater infrastructure in the amendment area. The closest existing wastewater infrastructure consists of an 8-inch and a 12-inch gravity sewer main located north and west of the intersection of Cotton Lane and MC85 (North of the Union Pacific Railroad ROW). These sewer mains collect wastewater flows from the north and convey them to the east to the existing

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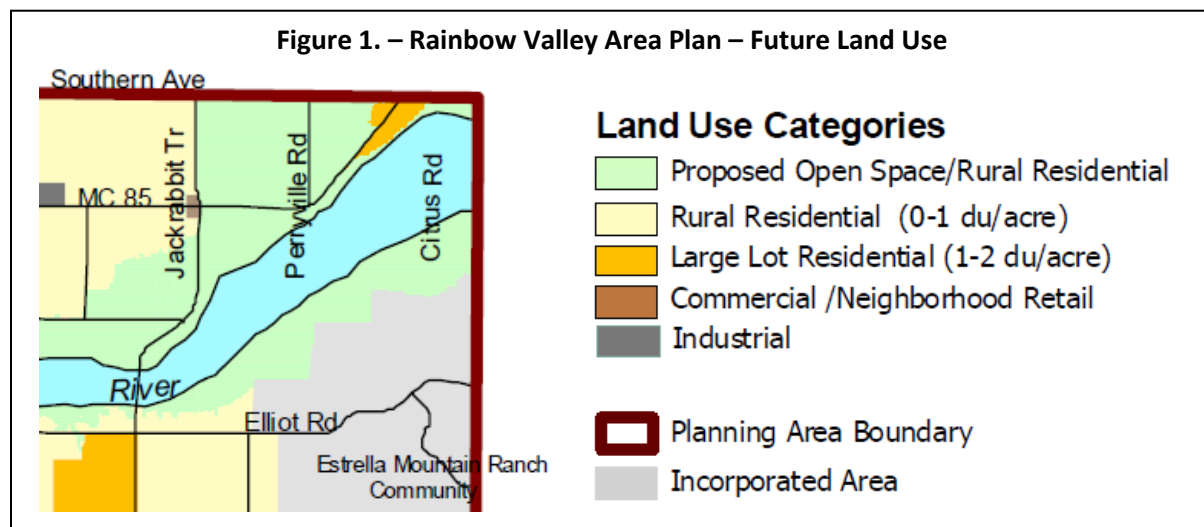


Rubbermaid Lift Station located at the northeast corner of MC85 and Cotton Lane. This lift station lifts the wastewater flows to a shallower existing 12-inch gravity sewer main, which continues east along the north side of the UPRR ROW to the Bio Flora lift station that is about ¼ mile east of Sarival Avenue. From there, wastewater flows are conveyed by a 6-inch force main to an 18-inch gravity sewer main in the 159th Avenue alignment that conveys these flows to the Goodyear WRF for treatment. The Rubbermaid Lift Station is currently at capacity of its design flow.

In addition to these sewer mains and lift stations, there is also an existing 54-inch sewer main located along Elwood Street, north of the amendment area. This 54-inch sewer main flows east along Elwood Street to a 60-inch line in the 159th Avenue alignment which outfalls to the Goodyear WRF. The City's *2008 Integrated Water Master Plan* recommended that wastewater flows from the amendment area be directed to a new lift station (Lakin LS) which would then convey these flows by a new force main to the 54-inch interceptor sewer line in Elwood Street and on to the Goodyear WRF. There is a considerable amount of sewer infrastructure (lines and lift stations) that will need to be designed and constructed before development could occur within the amendment area. In terms of treatment, the Goodyear WRF has a current treatment capacity of 4.0 MGD; however, the City is in the process of expanding the treatment capacity to 6.0 MGD and has room for future expansion.

### G. Future Land Use

About 1,066 acres of the amendment area are located in the County. The Maricopa County Comprehensive Plan defers to the Rainbow Valley Area Plan to identify the future land uses in that portion of the amendment area that is under the County's jurisdiction. The Rainbow Valley



Area Plan, adopted in 2003, shows this area as predominantly County Proposed Open Space/Rural Residential with some Large Lot Residential (1-2 du/ac). The Rainbow Valley Area Plan did not consider the impacts of any future freeways through this area. The future land uses for that portion of the Rainbow Valley Area Plan which includes most of the amendment area is depicted in Figure 1.

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The entire amendment area is located within the City of Goodyear's Municipal Planning Area, including the area currently under the jurisdiction of Maricopa County. The land use categories shown on the Land Use and Transportation Plan Map (Figure 8.12 in Chapter 8 of the Goodyear 2025 General Plan) are detailed in Table 2 below, along with the land uses proposed by this major amendment.

<b>Table 2. – Land Use Comparison – Existing v. Proposed</b>					
Land Use Categories	Existing (acres)	% of Total	Proposed (acres)	% of Total	Inc/Dec (Acres)
Scenic Neighborhood	880	38.5%	138	6.0%	-742
Neighborhood	742	32.5%	115	5.0%	-627
Business & Commerce	41	1.8%	297	13.0%	256
Industrial	0	0%	685	30.0%	685
Open Space	620	27.2%	1048	45.9%	428
Total	2,283	100.0%	2,283	100.05	-

With respect to the existing land use categories, the predominant land use in the amendment area currently is residential with the Scenic Neighborhood and Neighborhood categories representing 38.5% and 32.5% of the total area respectively, or 71% combined.

Less than 2% of the amendment area, or 41 acres, are designated for Business & Commerce land uses, and are mainly located in the vicinity of the intersection of the future SR30 freeway and Sarival Avenue. No lands were shown in the Industrial land use category and about 620 acres, 27.2%, were designated as Open Space due to the presence of the floodway and flood plain of the Gila River in the southern portion of the amendment area.

The proposed Major Amendment to the General Plan would change most of the lands currently designated for residential land use categories to non-residential land use categories. This change is being proposed due to the fact that the Location/Design Concept Report for the Loop 303 was recently completed by ADOT, and it identified the planned alignment for this freeway, as well as the location of the future Traffic Interchange for the Loop 303 and SR30. It is believed that non-residential land uses would be more compatible with the future freeways.

The amount of land previously proposed for Scenic Neighborhood would be reduced by 742 acres from 880 to 138 acres. Most of this change removes land from the Scenic Neighborhood designation and designates it Open Space due to its location in the floodway of the Gila River. The 138 acres that will remain after this change are outside of the floodway, but will still be impacted by the flood plain which will make it difficult, but not impossible to develop. The General Plan states that the Scenic Neighborhood land use category provides areas for the preservation and growth of neighborhoods that include large lots or cluster development with large open spaces and a more rural character. Residential development in the Scenic Neighborhood land use category typically will have one-acre lots or larger, but may be clustered on small lots when combined with preservation of open space areas and natural significant land features.

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Likewise, the amount of land proposed for Neighborhood will be reduced by 627 acres from 742 to 115 acres. This reduction is primarily due to a change from residential uses to non-residential uses along the planned SR30 freeway corridor. The 115 acres that will remain in the Neighborhood land use category are primarily located along the east side of MC85 from the intersection at Southern Road to the intersection with Perryville Road and are outside of the flood plain.

The amount of land that is proposed for the Business & Commerce land use category will increase by 256 acres from 41 to 297 acres. The land proposed for inclusion in this category is located south of the north line of the electric transmission line corridor that crosses this area and the southern boundary of the Lakin property. It also includes the land north of the electric transmission line corridor between the Loop 303 Outfall Channel and MC85 which may be considered for multi-family development. The Business & Commerce land use category is being recommended for this area due to its potential access to the SR30 at Sarival Avenue and to serve as a transition land use between the future SR30 freeway and the river. This area presently is impacted by flood plain issues that makes it less desirable for residential uses.

The Industrial land use category is being proposed for 685 acres located south of MC85 and north of the electric transmission line corridor from Sarival Avenue to the Loop 303 Outfall Channel. The Industrial land use designation is being recommended for this area because of its proximity to the planned freeways and MC85 and access to natural gas and electric power. The presence of a natural gas transmission line, high voltage electric transmission lines, flood plain designation and railroad are impediments to residential development, but would not be as much of a negative factor for non-residential development.

In addition to the changes in the land use categories proposed by this Major Amendment to the General Plan, the Land Use and Transportation Plan Map (Figure 8.12 in Chapter 8), is being amended to more accurately represent the future location of the SR303L and SR30 freeways, as depicted in the Final Location/Design Concept Report (L/DRC) and its associated Final Environmental Assessment (EA) that were prepared by the Arizona Department of Transportation (ADOT) for ADOT Project No. 303 MA 100 H6870 01L and for which a Finding of No Significant Impact (FONSI) was Issued by the Federal Highway Administration (FHWA) in November 2018. The future freeways were shown in the same approximate location on the Land Use and Transportation Plan Map in the Goodyear 2025 General Plan, but the location of these freeways was further refined by the L/DCR and environmental documents.

The current alignment for these freeways shown in the Goodyear 2025 General Plan appear to occupy approximately 87 acres, while the new alignment may occupy as much as 306 acres due to a more detailed depiction of the right-of-way needed for the new Traffic Interchange. The property underlying the ROW will still carry a land use designation in case the alignment moves as construction plans are developed.

The amendment area is also subject to complying with the “El Rio Design Guidelines and Planning Standards” document that was adopted by the Goodyear City Council through Resolution No. 16-1761 on May 23, 2016. This area is identified in that document as the “Goodyear North Bank Development

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Character Area.” The future land uses shown in this area were taken from the Goodyear 2025 General Plan, but it was acknowledged that this character area may be heavily impacted by the future Loop 303 and SR 30 system to system interchange.

Within this character area, the design guidelines encouraged providing unique entry features along the north-south roadways, meandering shared use trails along arterials, maintaining the view corridor where possible, residential development that support the employment and commercial core, and neighborhood trail systems to connect to regional open space and trails. These recommendations will need to be addressed during the rezoning process that will follow the approval of the general plan amendment.

These design guidelines also promote the use of a Flood Risk and Viewshed Transects. The Flood Risk Transect focuses on the flood risk associated with property within the floodway and flood plain of the river and encourages little to no development in the floodway. Intensity of development is allowed to increase with the distance of the property from the river and with the decrease of flood water depth. The land uses proposed in the proposed amendment is are compatible with these concepts and likewise should be addressed during the rezoning process that will follow the approval of the general plan amendment.

### **H. Conformance with General Plan Amendment Criteria**

Chapter 9, Amendments and Public Participation, specifies the criteria for determining if an amendment is a major amendment, a minor amendment, or no amendment. It also outlines the Amendment Review Criteria for amendments. Major and minor amendments to the General Plan must address certain standards in order to be considered for approval. The following information identifies these criteria and how this proposed amendment to the General Plan complies with those criteria.

***1. The amendment must forward the vision for Goodyear as described in Chapter 3 of the General Plan.***

The vision statement for Goodyear is to “create a highly desirable and sustainable place for all to live, work, visit, and play.” The vision statement is supplemented by nine Fundamental Strategies which in turn are implemented by twenty-three community goals that were identified during the General Plan planning process and are reflected in Chapter 4 of the General Plan. The changes proposed support Strategy 5, Advance Economic Opportunity, since they will provide more acres of land in the Business & Commerce and Industrial categories which, when developed, will help build a strong economic base and strengthen the local economy.

***2. The amendment must be consistent with the goals, objectives, and policies contained within the General Plan.***

The proposed amendment does not conflict with the goals, objectives and policies in the Goodyear 2025 General Plan, and, more specifically, it supports the following goals, objectives and policies:



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## **Goal GD-1.**

***A compatible mix of land uses that fosters a quality community, with livable and safe neighborhoods, a healthy population, a strong economy and a sustainable environment.***

**Objective GD-1-2.** *Integrate land use planning with transportation planning to establish fiscally sustainable, environmentally sustainable and healthy community.*

This amendment promotes the establishment of commercial and industrial land uses along freeway corridors to avoid the potential negative impacts highways can have on residential development.

**Objective GD-1-3.** *Create an appropriate jobs-to-housing ratio within the community to provide new opportunities to residents and increase sales tax revenue.*

This amendment promotes the establishment of commercial and industrial land uses instead of residential uses which will provide more opportunity for employment uses and would benefit the jobs-to housing ratio.

## **Goal GD-3.**

***A connected community with a well-functioning roadway network of complete streets that meets the needs of its residents, workforce, and visitors. (Transportation/Circulation)***

**Objective GD-3-1.** *Establish and maintain a well-functioning roadway network.*

This general plan amendment serves to acknowledge the work done by ADOT in planning future freeways and provides notice to developers where ROW is likely to be needed and preserved.

## **Goal ED-1.**

***A resilient and diversified economy. (Economy)***

**Objective ED-1-2.** *Ensure that infrastructure and the Land Use and Transportation Plan enhance economic development and job growth.*

The proposed amendment designates land near important assets such as the Loop 303 and SR30 for employment uses.

- 3. *The amendment must align with at least one of the fundamental strategies identified in Chapter 3 and shall not conflict with any of the fundamental strategies.***

The proposed amendment supports Strategy 5. Advance Economic Opportunity. The changes proposed support this strategy by providing more acres of land in the Business & Commerce and Industrial categories which, when developed, will help build a strong economic base and strengthen the local economy.

- 4. *The amendment must not negatively impact the implementation of any City-approved Master Plan or shall provide mitigation measures to alleviate the potential impact.***



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The amendment will not negatively impact the implementation of any Master Plan. The projected potable water demand and wastewater flows for commercial and industrial uses are likely to be greater than if the property were to develop in accordance with its current residential land use designations, based on the generation rates from the 2008 Integrated Water Master Plan and City of Goodyear Engineering Design Standards and Policies Manual. The amendment area is close to existing water and wastewater treatment facilities that have sufficient land and can be expanded to meet demand when needed. Distribution system and collection system lines will be constructed by the new developments when they are ready to commence.

***5. The amendment must constitute an overall improvement to the General Plan.***

Changing the future land use categories in the Lakin Park Area from residential to non-residential will result in an overall improvement to the General Plan by better matching appropriate non-residential land uses with the high capacity roadways planned in the Transportation Plan. Non-residential uses are less likely to be negatively impacted by the planned freeways and will more likely benefit from their proximity and access to the regional transportation network.

***6. The amendment will not adversely impact a portion of, or the entire community, by:***

***a. Significantly reducing the balance of residents and jobs.***

The proposed amendment will not reduce the balance of residents and jobs, but rather would improve the jobs to housing ratio by changing the area from residential to non-residential land uses and resulting in less dwelling units and more jobs.

***b. Increasing traffic without mitigation.***

While it is likely that traffic will increase with the development of industrial or commercial land uses, this area will be well-served by highway infrastructure and the planned roadway system in this area will be able to handle this increase in traffic.

***c. Requiring additional and more expensive improvements to infrastructure without mitigation.***

The proposed changes in land use categories are compatible with the planning for infrastructure improvements in this area which includes the city's new surface water treatment plant, an existing natural gas transmission line, high-voltage electric transmission lines, and the city's existing water reclamation facility.

***d. Significantly altering the existing character of an area in a negative and unplanned way.***

The proposed changes in land use categories will not significantly alter the character of the area in a negative way. While more land is being designated for non-residential use adjacent to the freeways and highways, a significant amount of land is also being designated for open space, or very low density residential, to promote preservation of

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the natural environment in the river corridor. The character of the area will also be addressed as properties go through the rezoning and development review process.

***e. Diminishing the environmental quality of the air, water, land, or cultural resources.***

The change from residential to non-residential land uses should not diminish the environmental quality of the air, water, land, or cultural resources in this area. All new development will have to meet existing development standards for non-residential uses that are designed to minimize the negative impacts of new commercial or industrial developments. Land that is located in the flood plain or floodway of the Gila River will not be developed unless the laws, rules and regulations pertaining to such development have been met.