

	Planning and Zoning Commission STAFF REPORT	AGENDA # _____
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TO: CASA GRANDE PLANNING AND ZONING COMMISSION

FROM: James Gagliardi, AICP, Planner

MEETING DATE: December 1, 2016

REQUEST

Request by AndersonBaron on behalf of the Walton Arizona, LLC, for the following land use approval on 591 acres:

- 1. DSA-16-00104: Major Amendment to the Casa Grande Regional Shopping Center Planned Area Development**, to allow a re-arrangement and refinement of land uses and development standards to be known as Casa Grande Commons PAD (excepting The Promenade at Casa Grande) establishing four distinct land use areas: Transitional Commercial, Regional Business & Commerce, Complementary Commercial, and Medium Density Residential.

APPLICANT/OWNER

AndersonBaron	Walton Arizona, LLC
50 N McClintock Suite 1 Chandler, AZ 85226	4800 N Scottsdale Rd. Suite 4000 Scottsdale, AZ 85251
480-699-7956	480-856-9347
Chris.jones@andersonbaron.com	pnosky@walton.com

HISTORY

July 5, 1989: City Council approved a 5.88 square-mile expansion of the city limits through the adoption of Ordinance No. 1280 via CGPZ-033-089, encompassing a portion of the subject site. UR (Urban Ranch) was the property’s initial zoning designation.

July 18, 2005: Ordinance No. 2328, CGPZ-158-05, was adopted annexing additional land consisting the remainder of the subject site.

August 1, 2005: City Council approved CGPZ-109-05, the zone change from Urban Ranch to Planned Area Development (PAD) for the

Casa Grande Regional Shopping Center via Ordinance No. 1178.236.

February 20, 2007: Ordinance No. 1178.236.1 was adopted, approving CGPZ-292-06, a Major Amendment to *the Casa Grande Regional Shopping Center* PAD, adding low, medium and high density residential uses as well as commercial, office/business and regional commercial uses within an approximate 721-acre area.

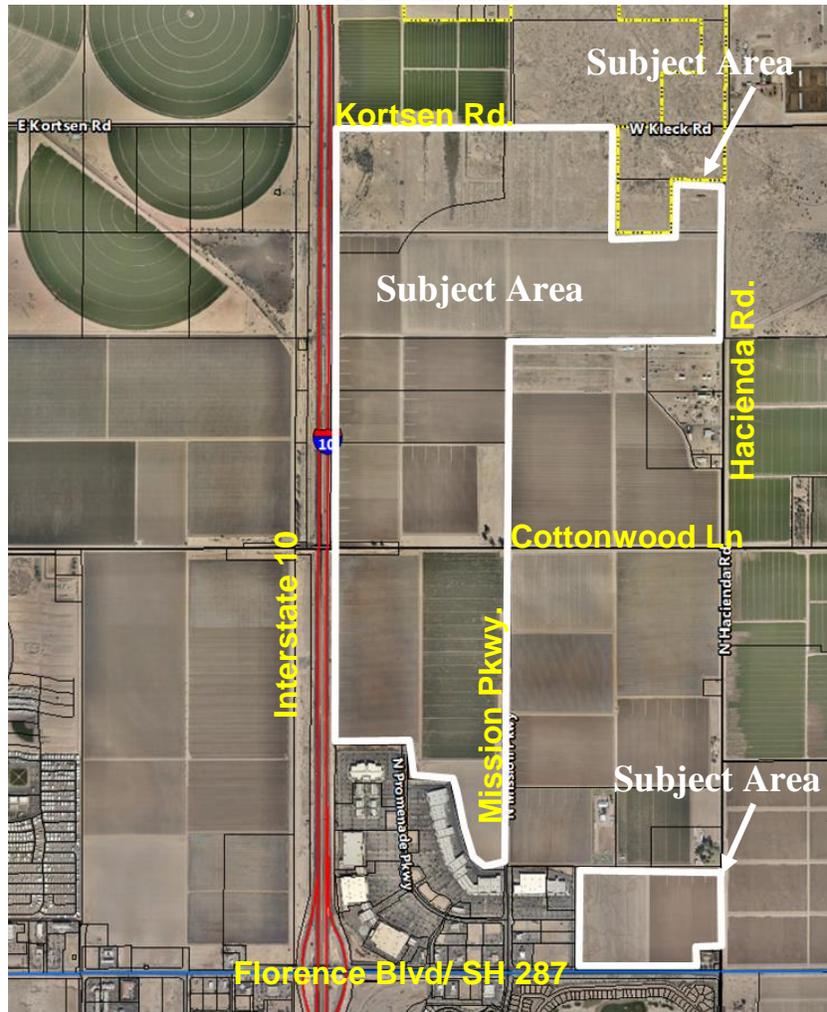
January 6, 2014: City Council adopts Resolution No. 4360.12.1 amending Resolution No. 4360.12, originally approved November 4, 2013 to correct the approved General Plan amendment requested by applicant removing approximately 175 acres of *Neighborhoods* Land Use from the subject PAD and replacing it with *Commerce & Business* Land Use.

September 1, 2016: City Planning Commission recommends that City Council approve of a Major Amendment to the Casa Grande Regional Shopping Center PAD, DSA-15-00143; however, prior to the City Council hearing, the applicant withdrew application to address concerns about General Plan compliance and compatibility of commercial uses with adjacent neighboring rural and single family properties

PROJECT DESCRIPTION	
Site Area	591 acres
Zoning	Planned Area Development (PAD) <i>Casa Grande Regional Shopping Center</i>
General Plan Designation	<i>Commerce & Business / Neighborhoods</i>

SURROUNDING LAND USE AND ZONING			
Direction	General Plan Designation	Existing Zoning	Current Uses
North	<i>Commerce & Business/ Neighborhoods</i>	UR / <i>Addison Park</i> PAD (Residential)	Kortsen Rd/ Farmed land/ Undeveloped land
South	<i>Neighborhoods</i>	<i>Mission Royale</i> PAD (Residential)	Florence Blvd / Developing single-family residential.
East	<i>Neighborhoods / Rural</i>	<i>Overfield Farms</i> PAD (Residential and Commercial)/ <i>Volare</i> PAD (Residential) / County Zoning (General Rural)/ UR	Hacienda Rd. & Mission Pkwy /Undeveloped land / single-family residential / farmed land.
West	<i>Commerce & Business</i>	UR	Interstate 10 / farmed land

SITE AERIAL



Overview

A similar amendment to the Casa Grande Regional Shopping Center was presented to the Planning and Zoning Commission on September 1, 2016. Planning Commission accepted staff's recommendation and voted to recommend that City Council approve the PAD amendment subject to minor revisions. Prior to the PAD amendment being presented to City Council, however, concerns from staff and from adjacent property owners prompted the applicant to withdraw DSA-15-00143. This new PAD amendment submittal addresses those concerns.

The first concern was regarding conflict with the 2020 General Plan. This was brought to Staff's attention by the City Attorney's office. The PAD is mostly within the *Commerce & Business* land use designation, where commercial-only PADs are permitted (See Exhibit E within Exhibit 1). The City Attorney advised that the proposed amendment at the time was problematic in that it was written in a way that permitted multi-family residential in the *Commerce & Business* land use area, in the event that a future amendment to the General Plan took place. The City Attorney advised that the

appropriate measure would be to remove this language from the PAD and process a PAD amendment requesting multi-family land use, if a General Plan amendment occurred that allowed residential within PADs. While working with the applicant to address that concern, it was then realized that some of the light industrial uses within both the existing and proposed PAD amendment also conflicted with the General Plan due to the limitation of PAD's within the Commerce & Business land use designation being "commercial only" which would eliminate the ability to introduce industrial uses into this PAD.

Accordingly, the applicant has removed the multi-family residential land use area from the PAD. The new proposed PAD amendment does acknowledge that in order for residential to be permitted within *Commerce & Business*; a rezone to R-3 would have to occur, which the General Plan currently allows. Alternatively, a PAD amendment would be required to allow multi-family should the General Plan first be amended to allow a residential PAD within the *Commerce & Business* area.

The applicant also has removed the industrial uses that would conflict with the General Plan.

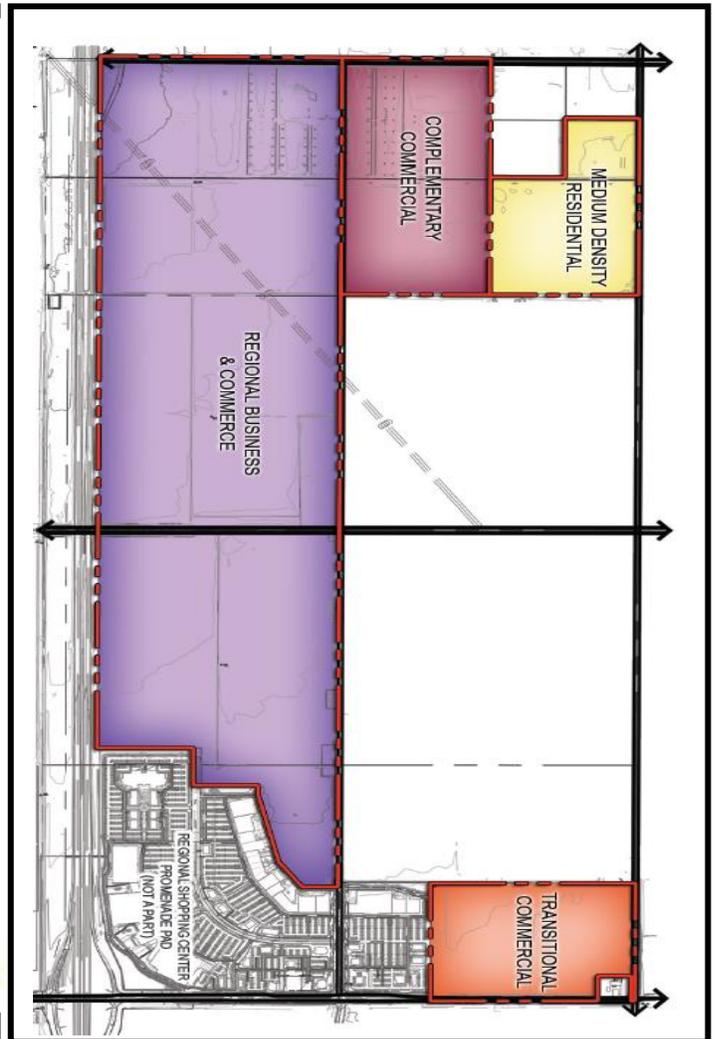
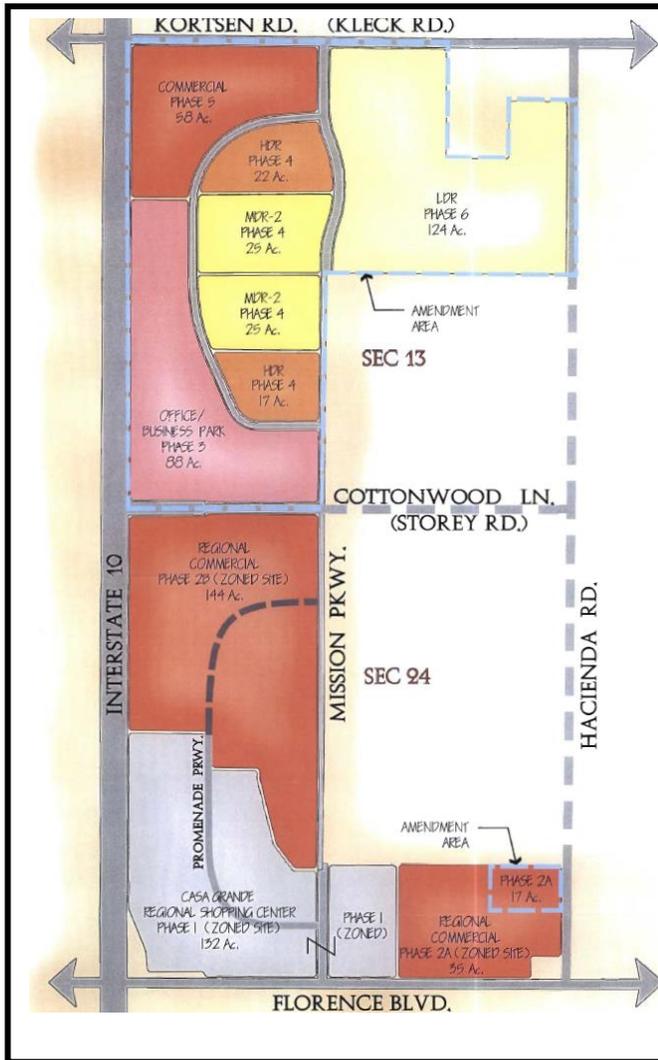
The second matter that led to the withdrawal of the previous PAD amendment was regarding the fact that both the current PAD and the proposed PAD allow for building heights up to 100 feet for offices, hotels and hospitals. This raised concerns by some adjacent rural and single family landowners. In general, staff supports this height standard other than within the areas of the PAD that are adjacent to existing or future residential or agricultural/rural development. In these areas there should be a lower building height where the new urban uses border the agricultural/rural and/or single family uses for a specific distance to achieve land use compatibility and to create a better land use transition. In order to improve this use to use relationship, the new PAD amendment proposes a maximum height of 30 ft. for all non-residential structures within 200 ft. of properties within either the Rural or Neighborhoods land use category. This restriction only applies to properties designated as Rural or Neighborhoods that are located outside of the Casa Grande Commons PAD.

Having addressed both those issues, the remainder of the amendment as presented in September remains the same. It entails 591 acres of the 721-acre *Casa Grande Regional Shopping Center* PAD (See PAD Guide, Exhibit 1). Excluding the portion that developed as the Promenade at Casa Grande Shopping Center, the PAD that is part of the amendment is to be renamed *Casa Grande Commons*. The proposed amendment is driven by the planned interchange at Kortszen Rd. and Interstate 10; and to propose uses that are more in-line with the 2013 General Plan amendment that replaced 175 acres of *Neighborhoods* land use designation with *Commerce & Business* in an area between Mission Pkwy and Interstate 10.

As existing, there are six distinct land uses within the PAD; and the proposed amendment, Casa Grande Commons, refines this to four land-uses areas.

Existing PAD Land Use Map:

Proposed PAD Land Use Map (Exhibit F of Exhibit 1 for a larger image):



*The **existing** approved land uses, in the PAD that is being replaced, are as follows:*

- Regional Commercial: Same uses as permitted in B-1, B-2, CO, and B-4 districts of the City Code specifically permitted for warehousing, large single retail use or large multi-use use shopping center.
- Commercial: Same as above
- Office/Business Park: Same uses as permitted in B-2, B-3, CO, B-4, and I-1 districts of the City Code.

- Thirty-nine acres of High Density Residential: Same uses as permitted in the R-2 and R-3 districts of City Code.
- Fifty acres of Medium Density Residential: Same uses as permitted in the R-2 district of the City Code.
- One hundred and twenty-four acres of Low Density Residential: Same uses as permitted in the R-1 district of the City Code.
- *Exceptions: Pool halls, sexually oriented business, tattoo parlors, pawn shops, outside storage/repair, meeting halls, fraternal lodges, or private clubs, coin-operated laundry mats, liquor stores, bottling plant, building and material sales yard, contractors storage yard, machinery manufacturing, exterminator shop, feed yard, food processing, frozen food locker, bottling plant, ice and cold storage plant, impound yard, liquefied petroleum gas storage, machine shop, recycling center, swap meet/flea market, taxidermist, truck stop.*

The phases specified in the approved PAD provide development standards, specific to the particular phase.

The proposed land uses are as follows:

Instead of defaulting to zone districts per the City Code, the Casa Grande Commons PAD proposes specific use tables for non-residential and residential areas per Exhibits G and H of the PAD Guide, respectively (see Exhibit 1).

- Regional Business & Commerce (See Exhibit G of Exhibit 1): Within this land use area, there will be the most intense of regional-nature commercial uses and a potential for auto mall use among other uses that serve a regional market such as single or multi-use shopping centers and warehousing.
- Complementary Commercial (See Exhibit G of Exhibit 1): This area would allow a range of uses that are accommodating to office and commercial uses that relate to or support those uses within the Regional Business and Commerce area.
- Transitional Commercial (See Exhibit G of Exhibit 1): Uses in this area will be mixture of office, regional and neighborhood commercial land uses.
- Medium Density Residential (See Exhibit H of Exhibit 1): This is the only area within the Neighborhoods land use designation of the General Plan that will permit residential within a PAD at this time. It is to accommodate development of single-family residential detached and attached as well as multi-family residential, allowed to be up to 18 dwelling units per acre, per the 2020 General plan, so long as the developing site is 25 acres or less.

Casa Grande Commons PAD proposes development standards per non-residential and residential land use areas within tables on Exhibits I & J of the PAD Guide, Exhibit 1.

Any development of non-residential uses and multi-family residential would be subject to the approval of a Major Site Plan. All development, including residential, would require the approval of a preliminary and final plat.

City Code Criteria for Planned Area Developments

In accordance with Section 17.68.290 of the Zoning Code, the Planning and Zoning Commission shall consider the following in review of a PAD Zone/Preliminary Development Plan application:

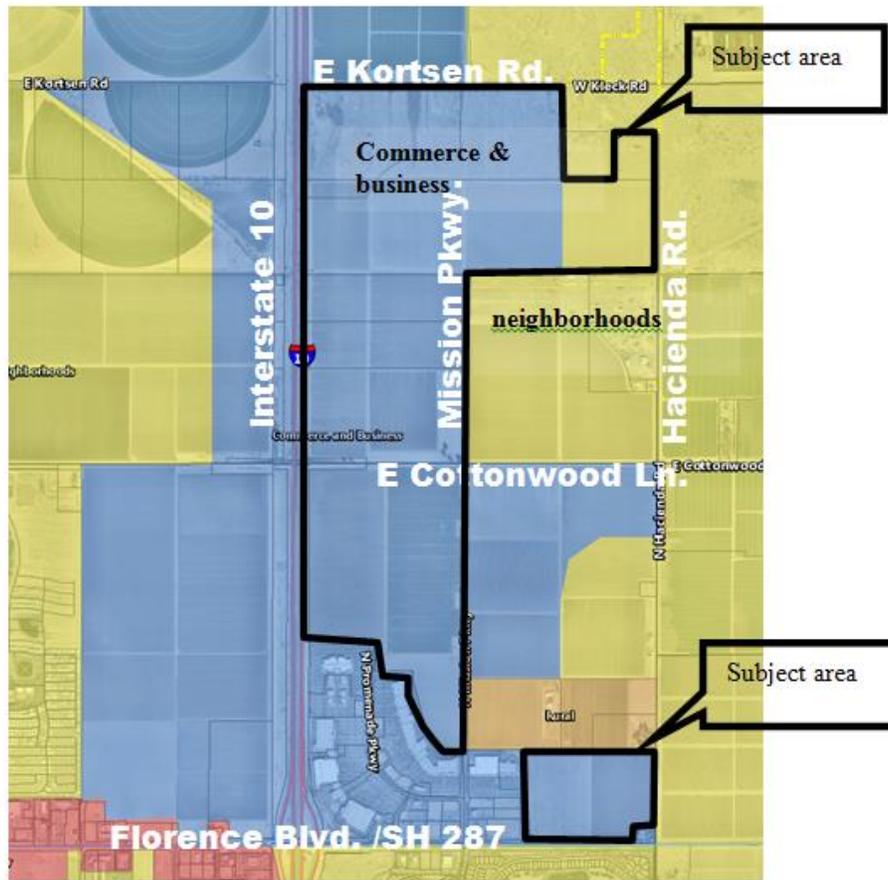
Relationship of the plan elements to conditions both on and off the property;

The property is situated between two major arterial roads (Florence Blvd and Kortsen Rd), adjacent to Interstate-10. Cottonwood Ln, also a major arterial road, bisects the PAD through the middle. The exposure from these major thoroughfares and given its relatively level, unimpeded terrain lends itself to the PAD as proposed. The Regional Business and Commercial section provides for the most intense of commercial uses closest to the Interstate, with transitioning commercial uses and residential uses proposed further east, away from this high traffic center.

Conformance to the City's General Plan;

This site falls into two designations within the General Plan 2020 (See Exhibit E within Exhibit 1). 549.32 acres are designated as *Commerce & Business* and 50.66 acres are designated as *Neighborhoods*. *Commerce & Business* provides for highly visible and accessible areas for intense commercial, retail and warehousing, and the services necessary to support such uses. *Neighborhoods*, provides primarily for residential land uses with neighborhood-scale commercial development designed to serve the residences nearby. The proposed land uses within the PAD respective of their General Plan designations are appropriate, especially since this new proposal removes industrial uses that aren't or can't be considered light manufacturing or commercial-related; and since it has removed residential as a potential use within the Commerce & Business zone, unless a future General Plan and PAD amendment occurs.

General Plan 2020



Conformance to the City's Zoning Ordinance:

As a PAD, the proposed uses and development standards require compliance with Section 17.40.020: General requirements and standards, and 17.40.015: Residential Design Standards for Planned Area Developments within the City Code.

Section 17.40.020 provides for assurances such as setbacks of buildings adjacent to the perimeter of the PAD shall approximate the building's height, inclusion of architectural guidelines, and establishment of minimum open space. This PAD amendment accounts for these standards. Specifically, it requires a minimum of 10% open space within the non-residential areas and 15% open space within the residential areas. Architectural character for non-residential and residential uses are provided within the PAD Guide's Exhibits N through S, see Exhibit 1.

Section 17.40.015 refers to the required compliance with the 2003 edition of "*Design*

Standards for Planned Area Developments"; adopted via Resolution No. 2694.2. These standards cover various requirements such as front yard landscaping, housing product, lot sizes, and setbacks.

The residential portion of the proposed Casa Grande Commons PAD is designated as *medium density* and is comprised of 50 acres. The currently-approved PAD provides for 213 acres of residential acreage. Though the proposed standards comply with the majority of the residential design standards, the applicant is requesting an exception with regard to height of multi-family development adjacent to single-family development.

Within the *Design Standards for Planned Area Developments*, it is stated that the Planning and Zoning Commission and Council may depart from some of these standards if it can be demonstrated that the development proposal is so unique to the City that strict conformance with all of the design standards would be counter-productive to achieving the diversity, creativity, and sustainability sought in the PAD. Council may alternatively approve the use of unlisted requirements if the desired diversity objectives are achieved.

Within "*Section 4: Multi-family and single-family attached development*" of the PAD Design Standards, there is a requirement that states:

- ***Multi-family buildings adjacent to single-family residential parcels are limited to a height of two stories.***

The applicant proposes to deviate from this standard. The proposal would allow multi-family buildings greater than 2-stories to be adjacent to single-family development if 75 ft. from single-family development is provided in these instances. The maximum height proposed for multi-family is 50 ft. Staff supports this modification because the 75 ft. setback proposed is 50% greater than the height of the building. Any multi-family residential product, regardless of height, that is adjacent to single-family residential would have to provide a 25 ft. landscape buffer separation.

Development and design standards for single-family attached homes shall be consistent with the requirements for single-family detached homes, except for some reasonable and expected departures in lot sizes, densities, and setbacks. The PAD provides architectural standards for the single-family attached and multi-family that demonstrates the intended development (See Exhibits J, Q and R within the PAD Guide, Exhibit 1).

Density of the residential area will be per the General Plan, which stipulates that development on sites between 40 and 160 acres may be permitted to achieve up to net target densities of four dwelling units per acre or less. For single-site developments of less than 25 acres, densities up to 18 dwelling units per acre are permitted, which would apply to multi-family or single-family attached developments if proposed on single sites less than 25 acres within the development.

The impact of the plan on the existing and anticipated parking and traffic conditions;

A Master Circulation Study was reviewed and found acceptable by the City Traffic Engineer. Future reviews of development within the PAD at the time of Major Site Plan review will require more in-depth Traffic Impact Analysis to ensure adequate provision of access points and signalization.

Exhibit K within the PAD Guide, Exhibit 1 demonstrates a circulation plan.

The adequacy of the plan with respect to land use;

A land use plan was provided as Exhibit F within the PAD Guide, see Exhibit 1. Among the list of permitted uses within the non-residential portions of the PAD; several uses are requested that entail outdoor storage. Due to the variety of land uses proposed within this PAD, any outdoor storage shall require masonry-wall screening to a height as determined necessary by staff and Planning Commission in addition to other screening and compatibility measures as determined appropriate by staff and Planning Commission at the time of Major Site Plan review.

Extra consideration has been proposed with this new PAD amendment that addresses compatibility between land uses. Maximum height within non-residential areas shall be limited to 30 ft. for all structures within 200 ft. from properties outside of the PAD designated in the General Plan as being within either the Rural or Neighborhoods land use category. Additionally, a minimum 30 ft. landscape buffer along any property line abutting a property with a residential use is to be provided. This will include two rows of minimum 36" box trees planted in a triangulated pattern. The minimum number of trees shall be one per 30 linear feet of buffer and 50% of the trees shall be of evergreen species.

The PAD as proposed also accounts for attached single-family and multi-family when adjacent to existing or designated single-family residential property by requiring a minimum 25 ft. landscape buffer, with the same size, spacing and species mix as above.

Pedestrian and vehicular ingress and egress;

The PAD proposes an internal street network found acceptable by staff. A circulation plan within Exhibit K of the PAD guide, with specific street sections proposed as part of Exhibit L within the PAD Guide (See Exhibit 1). More specified circulation will be reviewed at the time of individually developed parcels. The site proposes well-planned pedestrian connectivity to areas within and adjacent to the PAD by incorporating the planned Cottonwood Ln Community Trail (Storey Ln. Trail) that traverses the site as part of the cross-section provided for Cottonwood Ln. (See Exhibit L of Exhibit 1). Trails internal to the development are to be provided within the residential section linking housing areas to one another.

Building location, height & Building Elevations;

Building elevations will be submitted as part of Major Site Plan submittal and housing

product package submittals, both to be considered for approval by Planning Commission. Setbacks and height are to be established by the development standards provided within the PAD Guide within exhibits I and J for non-residential and residential, respectively. Maximum heights are:

- Regional Business and Commerce / Complementary Commercial: 45 ft. or otherwise 100 ft. for hospitals, hotel and offices campuses.
- Transitional Commercial: 30 ft. except that hospitals, hotel and office campuses can be 100 ft.

In all of these areas, however, height for all structures is limited to 30 ft. within the first 200 feet of property adjacent to a rural or neighborhoods land use.

- Single-family: 30 ft.
- Single-family attached: 42 ft.
- Multi-family: 50 ft.

Landscaping:

Landscaping detail has been proposed for the PAD (See Page 18 and Exhibit T of the PAD, provided as Exhibit 1). As each parcel develops, specific landscape plans will be provided and reviewed for adherence to the PAD and City Code in conjunction with the Preliminary Plat review. Per the *Design Standards for Planned Area Developments*, a landscape package will be provided at the time of housing product review for individual front yard landscaping.

Lighting:

Streetlights will be evaluated in conjunction with the submittal of Major Site Plans or improvement permit plan sets for single-family residential areas as part of its platting process. The PAD guide specifies that City Code Section 15.48, Outdoor Light Control will be followed.

Provisions for utilities:

The site may be serviced by the following utility providers:

- Sanitation Services (trash & sewer) - City of Casa Grande
- Water - Arizona Water Company
- Electricity - ED2
- Gas - Southwest Gas
- Communications - Cox Cable/CenturyLink

Site drainage; Grading:

A grading and drainage Exhibits, U & V were provided with the PAD guide (Exhibit 1) and were reviewed by the City Drainage Engineer. They were found acceptable at this stage of analysis. As individual areas within the PAD develop, further analysis will be

required. None of the PAD is within a flood plain or hazard area.

Open space:

The PAD proposes a minimum of 15% open space within the residential area and 10% open space within the non-residential area. Exhibit M of the PAD guide (Exhibit 1) details the Open Space character intended for Casa Grande Commons. As discussed within the PAD guide, there are to be both active and passive recreational opportunities within the development through a combination of parks and trails.

Parking:

The parking requirement within the PAD defaults to the City Code section regarding the number of on-site parking spaces required.

Loading and unloading areas:

Areas for loading and unloading will be more applicable with the review of Major Site Plans at the time of individual site development.

Signage, Walls; Screening:

Signage will be submitted separately as a Comprehensive Sign Plan for the consideration of the Planning Commission. There may also be subdivision signage incorporated into the residential areas at the time of platting, considered by Planning Commission.

Walls will be provided as required per 17.52 of the City Code and where specifically detailed within the PAD guide.

Setbacks

Setbacks are disclosed within the development standard tables for the non-residential and residential development (Exhibits G and H of the PAD guide, See Exhibit 1).

PUBLIC NOTIFICATION/COMMENTS

Notification

Public hearing notification included:

- A notice of time, date, place, and purpose of the public hearing was published in the Casa Grande Dispatch on Wednesday November 16, 2016.
- A notice was mailed on Monday November 14, 2016 to the property owners within 300 ft. of the PAD. An affidavit confirming this mailing is within the project file.
- A notice was posted by the applicant at the subject site fifteen days of the public hearing in two locations. An affidavit confirming this posting was also supplied by the applicant.

Inquiries/Comments

At the time of writing, there have been no inquiries about this recent PAD submittal.

STAFF RECOMMENDATION

Staff recommends the Commission forward to City Council a recommendation to approve the Major Amendment to a PAD Zone/Preliminary Development plan (DSA-16-00104) for Casa Grande Commons, including a recommendation that City Council approve the PAD Residential Design Standard deviation allowing multi-family residential adjacent to single-family residential to be more than 2-stories with a minimum of 75 ft. separation.

Exhibits

1 – PAD Guide (As separate document)

Exhibit 1 – PAD Guide

Provided as a separate document
“Casa Grande Commons Planned Area Development”

(this can be viewed by visiting www.tinyurl.com/newcgccommons)

