



**Planning and Zoning Commission**

AGENDA

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**STAFF REPORT**

**TO:** PLANNING AND ZONING COMMISSION

**FROM:** James Gagliardi, AICP City Planner

**MEETING DATE:** June 6, 2019

**REQUEST**

**Public hearing and consideration of a request by EPS Group on behalf of Trekell-Kortsen 17, LLC** for the following land use approval for five acres of land located east of Trekell Rd, south of Kortsen Rd, abutting Cottonwood Ranch:

**DSA-19-00037: Zone Change** from B2 (General Business) and CO (Commercial Office) to R-2 (Multi-Family Residential).

**APPLICANT/OWNER**

EPS Group Inc  
1130 N Alma School Rd. No. 120  
Mesa, AZ 85201  
480-503-2250  
[Natalie.griffin@epsgroupinc.com](mailto:Natalie.griffin@epsgroupinc.com)

Trekell-Kortsen 17 LLC  
PO Box 11190  
Casa Grande AZ 85130  
480-625-5628

**HISTORY**

- September 15, 1986: The City Council adopted Ordinance No.119 known as the Gilbert Farms Annexation into the City of Casa Grande, which included the subject site known by file no. DSA-10-00145. The initial zoning was UR (Urban Ranch).
- November 20, 1986: The subject property was part of a zone change from UR to PUD (Planned Unit Development) associated with Ordinance No. 558.102 adopted by City Council, file no. CGPZ-042-086.
- December 20, 1999: The City Council adopts Ordinance No. 1178.113, zoning the subject property from PAD (PUD) to B-2 and C-0 districts, CGPZ-125-099.

| PROJECT DESCRIPTION      |   |
|--------------------------|---|
| Site Area                | Five acres (of a larger, 14.17-acre parcel)     |
| Zoning                   | CO (Commercial Office) & B-2 (General Business) |
| General Plan Designation | Neighborhoods                                   |
| Current Use              | Undeveloped                                     |

**SURROUNDING LAND USE AND ZONING**

|       | General Plan Designation | Existing Zoning   | Current Uses   |
|-------|--------------------------|---|--|
| North | <i>Neighborhoods</i>     | B-2 (remnant of 14.17 acre parcel), Kortsen Rd. then R-3                      | Undeveloped, then Kortsen Rd., then Courtyard Apartments |
| East  | <i>Neighborhoods</i>     | Cottonwood Ranch PAD (Planned Area Development)                               | Single-family residences/Cottonwood Ranch open space     |
| South | <i>Neighborhoods</i>     | Cottonwood Ranch PAD  | Single-family residences                                 |
| West  | <i>Neighborhoods</i>     | B-2 and CO (remnant of 14.17-acre parcel), Trekel Rd., then Tierra Palmas PAD | Undeveloped, then Trekel Rd. then office park.           |

**SITE AERIAL –Existing Zoning**



## SITE AERIAL –Proposed Zoning



### Overview

The applicant is requesting a zone change from B-2 (General Business) and CO (Commercial Office) to R-2 (Multi-family Residential) for this undeveloped 5-acre site. This site is currently part of a larger, 14.17-acre parcel. These five acres would be severed from this larger parcel prior to any development. The 9.17-acre remnant would stay zoned as B-2 and CO (See Exhibit 1, proposed legal description/zoning map). The existing CO and B-2 zones are non-residential districts. The CO zone primarily allows for medical and general office uses with a maximum height of 30 ft., and a building setback from residential zone districts of 30 ft. with no specified distance for parking spaces from residential zones. The B-2 zone allows offices as well as uses such as neighborhood-scale retail and service establishments including liquor stores, sit-down restaurants, car dealerships and RV storage. With the approval of a Conditional Use Permit in the B-2 zone, uses including gas stations, fast-food restaurants, and schools can occur. B-2 allows a maximum height of 35 ft. and a building setback from residential zone districts of 45 ft. with a parking space setback from residential zones of 3 ft.

R-2 zoning, the district requested, is primarily intended to provide for medium-density housing. It permits single, two, three, and four-family dwellings, as well as townhouse clusters. In addition to these permitted *residential* uses, the R-2 zone conditionally allows for certain *non-residential* uses such as churches, schools, and group homes. Per the applicant's narrative, Exhibit 2, the purpose for requesting the R-2 zone district is for ultimate approval of a Conditional Use Permit and Major Site Plan for a single-story skilled nursing facility. The

Conditional Use Permit has been submitted for review for this facility. It will be forwarded to Planning Commission upon receipt of the Major Site Plan, subject to the approval of this requested R-2 zone.

Skilled nursing facilities are not listed among the permitted nor conditional uses in the B-2 and CO zones, but they are allowed with the approval of a Conditional Use Permit in residential zones. R-2 is requested to accommodate this facility instead of the City’s other residential districts of R-1 and R-3 because if the property were not to ultimately develop as the intended skilled nursing facility and yet was zoned R-1, it would primarily only allow single-family dwellings on 7,000 sq. ft. parcels. Though this scenario would provide ideal compatibility with the adjacent Cottonwood Ranch single-family neighborhood to the east and south, it would also be abutting future CO and B-2 next to Kortsen and Trezell Roads to the north and west. This would create compatibility challenges for this R-1 zone once the commercial areas between it and these arterial roadways develop. If the property were requested to be R-3, it would primarily allow high-density apartment complexes. Though this would be compatible to the adjacent B-2 and CO next to Kortsen and Trezell Roads, it would not be a compatible and desirous use next to the Cottonwood Ranch neighborhood. Therefore, R-2 offers the best transitional and intervening zone district between the Cottonwood Ranch single-family neighborhood and the commercial zone districts abutting Trezell and Kortsen.

In addition to specific permitted and conditional uses in the R-2 zone, development within this zone district would be subject to the following standards:

| <b>DEVELOPMENT STANDARDS in R-2</b>   |   |   |
|---|---|---|
| <b>BUILDING SETBACKS</b>  |   |   |
| Front/ Corner sides   | 20 ft.  | 50 ft. for schools, civic, cultural and religious intuitions)   |
| Rear  | 20 ft.  | 50 ft. for schools, civic, cultural and religious intuitions  |
| Sides   | 10 ft.  | <ul style="list-style-type: none"> <li>• 50 ft. for schools, civic, cultural and religious intuitions</li> <li>• One side setback can be 5 ft. for single-family (other side 10 ft.)</li> </ul> |
| Other   | A minimum of 20 ft. is required between principle buildings upon same lot |   |
| <b>Setback from other zone districts:</b> None specified  |   |   |
| <b>Parking</b> (number of required spaces determined by City Code Parking table 17.56.220).   |   |   |
| No specified setback from parking lot and property line, except covered parking structures would be subject to the above setbacks.  |   |   |
| <b>Landscaping</b>  |   |   |
| 15 ft. front yard landscaping (parallel to Trezell), Minimum 10% of parcel shall be landscaped open space, specific number of trees/shrubs required per parking space.  |   |   |
| <b>Height</b>   |   |   |
| 35 ft.  |   |   |
| Note: uses subject to a Conditional Use Permit may entail more restrictive development standards imparted by the Planning & Zoning Commission; or otherwise restricted at time of zoning, per Conditions of Record. |   |   |

Developments details, such as conformance to setbacks, utilities, drainage, placement of parking, landscaping, access easements and driveway location are matters that typically occur during Major Site Plan /Conditional Use Permit review; however neither are typically required for single-family, two-family, or three family developments. As this location is intended to be a skilled nursing facility, Planning Commission consideration of a Major Site Plan and Conditional Use will occur, with additional public notice provided at that time.

**Recommended Conditions of Record:**

Phone calls, office visits, and correspondence have been received from Cottonwood Ranch homeowners who had received public notification or otherwise heard from other residents. Although it is the opinion of staff that R-2 is generally appropriate for this site, there are reasonable neighborhood concerns about compatibility issues that an R-2 zone district can pose for this neighborhood (Exhibit 3, neighborhood correspondence), especially if the site does not develop as a skilled nursing facility. Accordingly, staff is recommending modifications to the R-2's development standards applicable to this site to ensure compatibility between the proposed site and the existing Cottonwood Ranch single-family neighborhood to allay these concerns.

The modified development standards that are recommended as Conditions of Record associated with the zone change ordinance are as follows:

1. Except for single-family dwellings on individual lots, a Major Site Plan shall be required to be considered for approval by the Planning Commission prior to construction of any use on this property.
2. Development is limited to single-story structures with a maximum height of 20 ft. for residential uses and a maximum height of 28 ft. for principle non-residential uses.
3. Principle buildings shall be setback a minimum distance of 75 ft. from this property's south and east boundary.
4. A minimum 20 ft. landscape buffer shall be provided along this property's south and east boundaries. Quantity, minimum spacing, and varietal type of landscaping shall be determined at the time of Major Site Plan/Preliminary Landscape Plan consideration by the Planning Commission.
5. Appropriate screening by means of a wall or landscaping shall be provided between the Cottonwood Ranch open space Tract 'P' and the development located on this property, to be determined at the time of Planning Commission consideration of the Major Site Plan.
6. Four-sided architecture is required, which is to include the use of masonry; door and window detail such as popouts, recesses, or ledges; and wall articulation of on all sides

of principle buildings.

7. Prior to any development, the subject property shall be placed in its own parcel or parcels, all of which shall be completely contained within the new R-2 zone boundary.
8. Vehicular, utility and emergency access easements to the property, where needed, meeting City standards shall be recorded prior the issuance of any building permits on this property.

Many of the letters received indicated a desire for limiting the height to 20 ft. for all buildings. There was also concern about the proximity of parking and drive areas to the Cottonwood Ranch neighborhood. Staff feels that recommending that no structure can exceed one story, with a height limit of 20 ft. for residential structures, and no taller than 28 ft. for non-residential buildings is adequate. The R-2 zone would otherwise allow a height of 35 ft.; therefore, this recommended condition by staff lowers this height for either building type while still affording reasonable use of the property. It also assures adequate compatibility measures to maintain quality of life for the abutting residential neighborhood. In addition, development of non-residential development requires a Conditional Use Permit where more restrictive standards than what is permitted in the zone district can be placed at the time of that particular consideration. This means that there is further opportunity to analyze height and placement of buildings, screening, parking areas, and drive aisles preceding any proposed development. The R-2 zone would not ordinarily require a specific setback from other residential zone districts other than the prescribed rear, side, and front setbacks. With this requested R-2 zone, however, staff is recommending a minimum building setback of 75 ft. for any principle building. This is also more restrictive than what is currently allowed in the present zoning of B-2 and C-0 districts, where a required setback from a residential zone is 45 ft. and 30 ft., respectively.

It should also be noted that the Cottonwood Ranch provided bolstered compatibility measures in the anticipation of abutting non-residential uses by providing approximately 30 ft. of landscaped area as part of its development beyond the north-south perimeter wall that backs the lots along Vista Lane, north of Prickly Pear.

|   |
|---|
| <b>CONFORMANCE WITH ZONE CHANGE REVIEW CRITERIA</b> |
|---|

The criteria for zone changes largely relate to the property's General Plan Designation. This property is within the *Neighborhoods* category. This designation accommodates neighborhood-scale businesses and services, as well as residential development.

## General Plan 2020 Land Use Map



In accordance with Section 17.68.480 of the Zoning Code the Planning and Zoning Commission shall consider the following in review of Rezoning requests:

- 1. The action is consistent with the City's General Plan; including, the goals, policies and applicable elements.**

**Goal: C-4.8 Encourage compatible land uses with the Planning  
Policy C-4.8.1: Minimize Lane Use Conflicts**

*Staff suggests that the above-recommended conditions of approval provide sufficient measures to minimize anticipated land use conflicts between the proposed R-2 zone district and the existing single-family neighborhood to the east and south, as well as from the existing B-2 and CO zone districts to the north and west.*

**Goal C-4.1: Respect Casa Grande's desert environment and landscape**

**Policy C-4.1.4: Support infill development in areas where infrastructure capacity and services are already in place and available.**

*Though the subject area possesses no significant desert features, staff is sensitive to the fact that the adjacent neighborhood developed nearly 20 years ago and has been surrounded by this undeveloped area during that time. Regardless, this site is a great infill opportunity where very little utility or significant infrastructure extension is needed. As a result, this is a low-impact development since there are no public road*

*extensions necessary, nor does it require significant expansion of utilities that City and other agencies would be responsible to maintain.*

**Applicable elements**

- *Land use: R-2 complies with the General Plan’s Neighborhoods land use designation.*
- *Cost of development: Costs are minimized due to the readily available and nearby infrastructure necessary to serve the site.*

**2. A rezoning conforms to the General Plan if it proposes densities and intensities within the range of identified uses of the General Plan.**

**Densities and Intensities within the Neighborhoods land use designation:**

- ***The Citywide net target density shall be four dwelling units per acre***
- ***Residential densities up to 18 dwelling units per acre net are permitted on single site developments of less than 25 acres and in conformance with the Citywide target.***

*Note: This rezoning proposal complies with this Neighborhoods Land Use category requirement in that if it were to be developed residentially, the density would be significantly less than 18 du/acre. Additionally, this zone change provides a neighborhood-scale development opportunity that can meet the needs for residents of the community.*

**3. The proposed zone change is necessary and proper at this time to meet the land use needs of the residents of the city.**

*The R-2 zone district is ideal between areas zoned commercially and areas zoned for single-family residential purposes. As a skilled nursing facility, it will provide a needed service. Should it develop residentially, the site will provide medium density housing, and it will have easy access to nearby already-developed amenities such as grocery stores and restaurants.*

**PUBLIC NOTIFICATION/COMMENTS**

**Notification**

Public hearing notification efforts for this request those requirements set out by City Code. They include:

- Notification of the June 6, 2019 Planning Commission public hearing and July 8, 2019 City Council public hearing was mailed out on May 15, 2019 to all owners of property within 300 ft. of the affected parcel. An affidavit of this mailing is located within the project file.

- The applicant posted a public hearing notice sign for this item on May 22, 2019.
- Publication in the Casa Grande Dispatch for this item occurred on May 21, 2019.

### **Inquiries/Comments**

See Exhibit C for the neighborhood correspondence received.

|                             |
|-----------------------------|
| <b>STAFF RECOMMENDATION</b> |
|-----------------------------|

**Staff recommends that Planning Commission forward to City Council a recommendation to approve the Zone Change request (DSA-19-00037) from B-2 and C-0 to R-2 with the following Conditions of Record:**

1. Except for single-family dwellings on individual lots, a Major Site Plan shall be required to be considered for approval by the Planning Commission prior to construction of any use on this property.
2. Development is limited to single-story structures with a maximum height of 20 ft. for residential uses and a maximum height of 28 ft. for principle non-residential uses.
3. Principle buildings shall be setback a minimum distance of 75 ft. from this property's south and east boundary.
4. A minimum 20 ft. landscape buffer shall be provided along this property's south and east boundaries. Quantity, minimum spacing, and varietal type of landscaping shall be determined at the time of Major Site Plan/Preliminary Landscape Plan consideration by the Planning Commission.
5. Appropriate screening by means of a wall or landscaping shall be provided between the Cottonwood Ranch open space Tract 'P' and the development located on this property, to be determined at the time of Planning Commission consideration of the Major Site Plan.
6. Four-sided architecture is required, which is to include the use of masonry; door and window detail such as popouts, recesses, or ledges; and wall articulation of on all sides of principle buildings.
7. Prior to any development, the subject property shall be placed in its own parcel or parcels, all of which shall be completely contained within the new R-2 zone boundary.

8. Vehicular, utility and emergency access easements to the property, where needed, meeting City standards shall be recorded prior the issuance of any building permits on this property.

**Exhibits**

- A- Legal Description/Zoning Map.
- B- Narrative
- C- Neighborhood Correspondence (not embedded within staff report)

**Exhibit A – Legal Description/Zoning Map**

**BOUNDARY EXHIBIT  
CASA GRANDE SKILLED NURSING FACILITY**

Job No. 18-477

March 14, 2019

A PORTION OF LAND LYING WITHIN THE NORTHWEST QUARTER OF SECTION 16, TOWNSHIP 6 SOUTH, RANGE 6 EAST OF THE GILA AND SALT RIVER MERIDIAN, PINAL COUNTY, ARIZONA, MORE PARTICULARLY DESCRIBED AS FOLLOWS:

**COMMENCING** AT THE WEST QUARTER CORNER OF SAID SECTION 16, FROM WHICH THE NORTHWEST CORNER THEREOF BEARS NORTH 00 DEGREES 00 MINUTES 46 SECONDS EAST, 2666.00 FEET;

THENCE NORTH 00 DEGREES 00 MINUTES 46 SECONDS EAST, 1394.09 FEET ALONG THE WEST LINE OF THE NORTHWEST QUARTER OF SAID SECTION 16;

THENCE LEAVING SAID WEST LINE SOUTH 89 DEGREES 59 MINUTES 14 SECONDS EAST, 55.00 FEET TO A POINT ON THE EAST RIGHT OF WAY LINE OF TREKKEL ROAD;

THENCE LEAVING SAID EAST LINE NORTH 89 DEGREES 20 MINUTES 13 SECONDS EAST, 253.30 FEET TO THE **POINT OF BEGINNING**.

THENCE NORTH 00 DEGREES 00 MINUTES 46 SECONDS EAST, 636.00 FEET;

THENCE NORTH 89 DEGREES 20 MINUTES 13 SECONDS EAST, 341.70 FEET;

THENCE SOUTH 00 DEGREES 00 MINUTES 46 SECONDS WEST, 636.00 FEET;

THENCE SOUTH 89 DEGREES 20 MINUTES 13 SECONDS WEST, 341.70 FEET TO THE **POINT OF BEGINNING**.

SAID PORTION OF LAND CONTAINING 217,308 SQUARE FEET OR 4.989 ACRES, MORE OR LESS, AND BEING SUBJECT TO ANY EASEMENTS, RESTRICTIONS, RIGHTS-OF-WAY OF RECORD OR OTHERWISE.

THIS DESCRIPTION SHOWN HEREON IS NOT TO BE USED TO VIOLATE SUBDIVISION REGULATIONS OF THE STATE, COUNTY AND/OR MUNICIPALITY OR ANY OTHER LAND DIVISION RESTRICTIONS.

The image shows a circular professional seal for a Registered Land Surveyor. The text within the seal includes "REGISTERED LAND SURVEYOR", "CERTIFICATE NO. 37495", and "ROBERT A. JOHNSTON". A date "3/14/19" is stamped over the seal. A handwritten signature in black ink is written across the seal.



## Exhibit B-Narrative

### Introduction and Project Request

This request is for the City of Casa Grande to approve a Zone Change of ± 5-acres of Commercial Office (C-O) and General Business (B-2) to Multi-Family Residential (R-2). A Conditional Use Permit will be requested along with a Major Site Plan in order to develop this site as a Skilled Nursing facility. The site is generally located on the southeast corner of N. Trezell Road and E. Kortsen Road and is a portion of Assessor Parcel Number: 505-016-84A. See Appendix A: Zone Change Exhibit

EPS Group, Inc., on behalf of Diamond Care Health Network, is proposing a Skilled Nursing facility, which will contain over 88 private patient rooms, amenities and offices, a private street and a meandering pedestrian path. This rehabilitation center is intended to provide short-term services for patients suffering from conditions such as strokes, hip injuries, knee injuries, and head injuries. A sister operation, Oasis Pavilion, located on the southeast corner of W. Rodeo Road and N. Pinal Avenue, currently serves both short and long-term patients. With the approval of this request Diamond Care Health Network will be able to expand their services, availability, and employment opportunities.

| Existing Zoning         | Proposed Zoning                |
|-------------------------|--------------------------------|
| General Business (B-2)  | Multi-Family Residential (R-2) |
| Commercial Office (C-O) |                                |

### General Plan Compliance

The proposed site is in conformance with the City's General Plan 2020, which designates this area as "Neighborhoods". Within this category appropriate land uses include single-use residential, retail, neighborhood and community retail developments. Appropriate zoning within the "Neighborhoods" category includes Planned Area Developments, Residential zones, Neighborhood Business zones, and General Business zones. The proposed skilled nursing facility fits with these uses, serves the community, and its design and characteristics will be at a scale that is compatible with the adjoining residential land uses to the west and south and with the commercial sites to the east.

### Development Standards

The site development standards and uses will be the same as those provided under the Multi-Family Residential Zone R-2 district; however, a Conditional Use Permit will be filed with a Major Site Plan to request the use of a skilled nursing facility. The proposed site will be subject to compliance with all provisions of the City Code. Development of the site, or any portion thereof, shall require review and approval of the preliminary plat, final plat, and landscape plan.

| Casa Grande City Code Article IV. Multi-Family Residential R-2 Development Standards |                       |                                     |                                  |
|--|-----------------------|-------------------------------------|----------------------------------|
| Use  | Minimum Area Per Unit | Minimum Lot Dimensions <sup>1</sup> | Outdoor Living Area <sup>2</sup> |
| Two-Family Dwelling  | 3,000 sq. ft.         | Width: 70'<br>Depth: 90'            | 600 sq. ft./<br>dwelling unit    |

| Three-Family Dwelling  | 3,000 sq. ft.  | Width: 80'<br>Depth: 90' | 500 sq. ft./<br>dwelling unit |      |
|--|--|--------------------------|-------------------------------|------|
| Four-Family Dwelling   | 3,000 sq. ft.  | Width: 80'<br>Depth: 90' | 400 sq. ft./<br>dwelling unit |      |
| Townhouse Cluster  | 3,000 sq. ft. <sup>3</sup>   | Width: 90'<br>Depth: 90' | 400 sq. ft./<br>dwelling unit |      |
| Other Permitted Uses   | Minimum area and lot dimensions to be determined by building area, parking requirements and required setbacks. |                          |                               |      |
| <sup>1</sup> These dimensions apply to the initial lot size per structure. Initial lots may be divided to accommodate individual ownership of the structures' dwelling units.  |  |                          |                               |      |
| <sup>2</sup> Outdoor Living Area in the minimum amount specified above must be provided on any lot occupied by the multiple residence or townhouse building. The space must be easily accessible for daily recreational use by the occupants of the building. Driveways, parking areas, ornamental landscaped areas (having a width of less than 20-feet), and required side or front yards shall not be considered as an Outdoor Living Area, except in the case of interior townhouse units where said unit is less than 20-feet in width, in which case the minimum width of the outdoor living area shall be the width of the lot. |  |                          |                               |      |
| <sup>3</sup> May be calculated as average lot size per unit per structure.   |  |                          |                               |      |
| A. Minimum Setbacks from Property Line   |  |                          |                               |      |
| Use  | Front  | Interior Side            | Corner Side                   | Rear |
| Two-Family Dwelling Structure  | 20'  | 10'                      | 20'                           | 20'  |
| Three-Family Dwelling Structure  | 20'  | 10'                      | 20'                           | 20'  |
| Four-Family Dwelling Structure   | 20'  | 10'                      | 20'                           | 20'  |
| Townhouse Cluster Structure  | 20'  | 10'                      | 20'                           | 20'  |
| Schools, civic, cultural and religious institutions (including their accessory use structures over 675 sq. ft.)  | 50'  | 50'                      | 50'                           | 50'  |
| Structures Accessory to Two-Family Dwelling Structures   | 20'  | 3'                       | 20'                           | 3'   |
| Structures for All Other Principle Accessory or Conditional Uses   | 20'  | 10'                      | 20'                           | 20'  |
| *No side shall be less than 5-feet; at least one side yard shall be 10-feet.   |  |                          |                               |      |
| B. Maximum Building Height: 35-feet  |  |                          |                               |      |

#### Relationship to Surrounding Properties

The majority of the surrounding land use within a one-quarter mile radius of the site may be characterized as residential and commercial. The residential property surrounding the site to the east and south is the developed Planned Area Development (PAD) of Cottonwood Ranch. To the east of the site is undeveloped, Commercial Office (C-O) zoned land. North of the site is undeveloped General Business zoned land. See Appendix B: Context Map.

| Adjacent Land Use |                  |                                |
|-------------------|------------------|--------------------------------|
| Location          | Use              | Zoning District                |
| North             | Vacant           | General Business (B-2)         |
| South             | Cottonwood Ranch | Planned Area Development (PAD) |
| East              | Cottonwood Ranch | Planned Area Development (PAD) |
| West              | Vacant           | Commercial Office (C-O)        |

**Conclusion**

The owner and consultant team look forward to working with the City of Casa Grande. We respectfully request your favorable consideration of the rezoning from General Business (B-2) and Commercial Office (C-O) to Multi-Family Residential (R-2) to allow the development of a Skilled Nursing Facility.





**Exhibit C – Neighborhood Correspondence**

**(Provided as a separate attachment)**