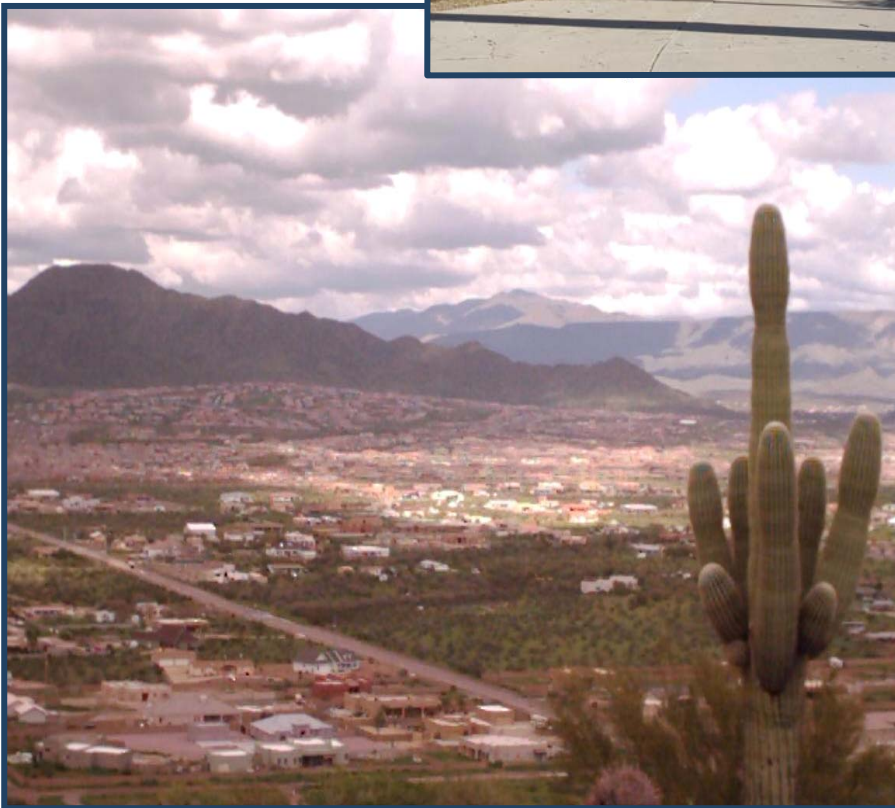




GREENWAY ROAD LAND USE STUDY

Deer Valley Village

April 26, 2010



City of Phoenix
PLANNING DEPARTMENT



ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

The Greenway Road Land Use Study was written as a request from Councilman Bill Gates, District 3. The focus of this study is to investigate if the Greenway Road area's Residential designation [General Plan] is still a valid designation. The catalyst for the study was the transition of the Arizona Game and Fish headquarters into a new police precinct and whether or not this transition warranted a change of land use for the study area.

The study's recommendation is that no action be taken at this time and that the current General Plan designation of Residential 3.5-5.0 dwelling units per acre be preserved. This recommendation is also supported by the Deer Valley Village Committee.

Staff's recommendation is based on:

- A. Fewer impacts from the loss of visitor traffic at the old Arizona Game and Fish site,*
- B. Input from property owners,*
- C. Limitation of the current General Plan Land Use categories,*
- D. Data analysis and site visits.*

INTRODUCTION

The Deer Valley Village is generally bounded by 16th Street to 67th Avenue and from Greenway Road to the Central Arizona Project Aqueduct (CAP) Canal [Figure 1]. The Village is characterized by its desert setting and mountains, and it is a vibrant, growing community. The northeast portion of the Village has become a thriving commercial center supporting the Deer Valley Airport, while the northwest portion is the home to the 1,526-acre Adobe Dam Regional Park.

The study area is located in the southeast portion of the Deer Valley Village, east of I-17 along Greenway Road.

The neighborhood is characterized by a mixture of new and established single-family residential neighborhoods originally built in the mid 1970's. The surrounding area is also characterized by large commercial developments and auto-malls fronting Bell Road, and hotels, commercial, offices and industrial uses along I-17.

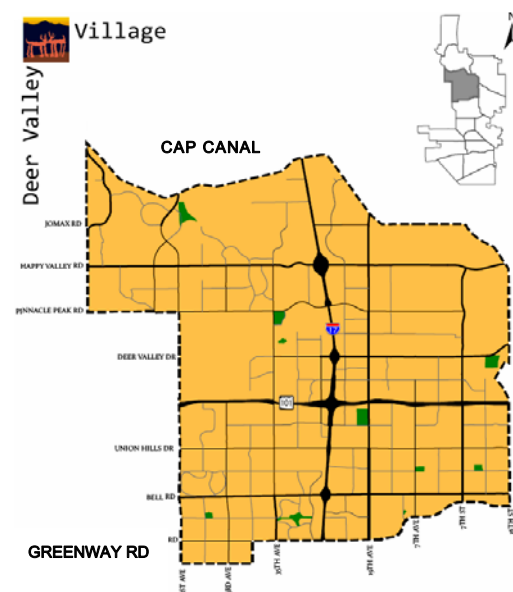


Figure 1: Deer Valley Village Boundary



PURPOSE OF STUDY

The Phoenix Planning Commission initiated the Greenway Road Land Use Study on December 9th, 2009 at the request of Councilman Bill Gates. Over the last forty years, the city has received some inquiries and zoning requests for parcels located within the study area, and with the largest non-residential use currently under transition, the purpose of this study is to review the area for potential changes in land use and to determine whether the current General Plan land use designation should transition to a different designation.

Study Area Boundary

The study area is bounded by Greenway Road on the south, Waltann Lane on the north, 23rd Avenue on the west, 19th Avenue on the east [Figure 2]. The study area also abuts the Deer Valley Municipal Golf Course, which is part of the northern boundary of the North Mountain Village.



Figure 2: Greenway Road Study Area Boundary



Study Overview

In order to determine if the current *General Plan* land use designation is appropriate, and to develop a study document that reflects existing conditions and trends, it is essential to utilize all planning tools available. Staff undertook field work and site visits, and researched information relating to current land uses, current and previous zoning and General Plan history, along with transportation data. In addition, two property owner workshop meetings and one community-wide meeting were held, and throughout the entire process the public was encouraged to provide input.

To gain a broader perspective of the Study Area, additional research and field work encompassed a 2-mile 'neighborhood area' radius surrounding the Greenway Road study area [Figure 3], in order to incorporate development activity in the surrounding area, from 35th Avenue to 7th Avenue and from Thunderbird Road to Bell Road.

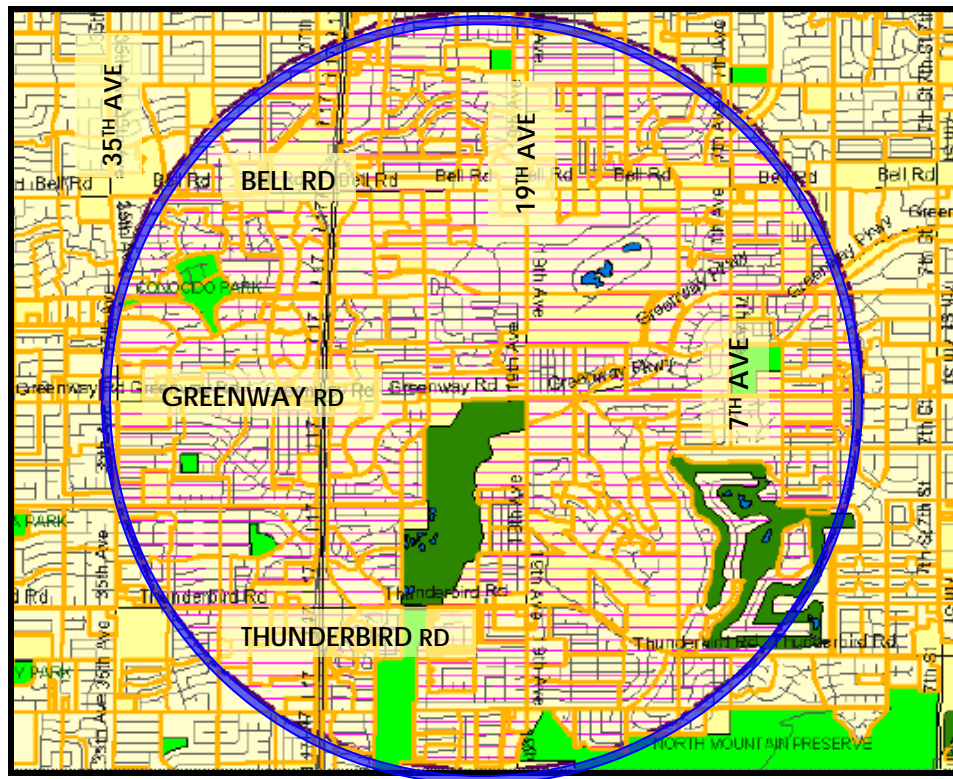


Figure 3: Two-Mile Radius – Neighborhood Commercial

Current commercial and residential conditions were analyzed, opportunities and challenges to the study area were evaluated, and along with property owner and community input, findings and recommendations are presented in this document.



GENERAL PLAN

The City of Phoenix *General Plan 2002* provides comprehensive direction for the growth, conservation and redevelopment of all physical aspects of the city through goals, policies, and recommendations. The document is intended to be both long range and visionary and to provide guidance for future development.

The *General Plan Land Use Map* is an integral part of the General Plan. The map provides guidance to decision makers such as planners, Village Planning Committees, Planning Commission, Hearing Officers and the Mayor and City Council, by helping to answer the question of what developments are desired within a certain land use designation.

Planning staff ensures that rezoning decisions are in conformance with the *General Plan Land Use Map* in accordance with the policies and goals outlined in the General Plan's Land Use Element. Yearly, staff reviews the General Plan and may request that the Planning Commission initiate updates to the Land Use Map and Street Classification Map for consistency with development that may have occurred, but did not require a General Plan amendment.

Study Area General Plan History

The study area has been designated residential since the first *Comprehensive Land Use Map* was approved in 1969. It classified the study area as *Residential, Medium-Low Density, with a maximum 1.7 to 5.0 dwelling units (du) per acre*, with a commercial designation at the corner of 19th Avenue and Greenway Road [Figure 4].

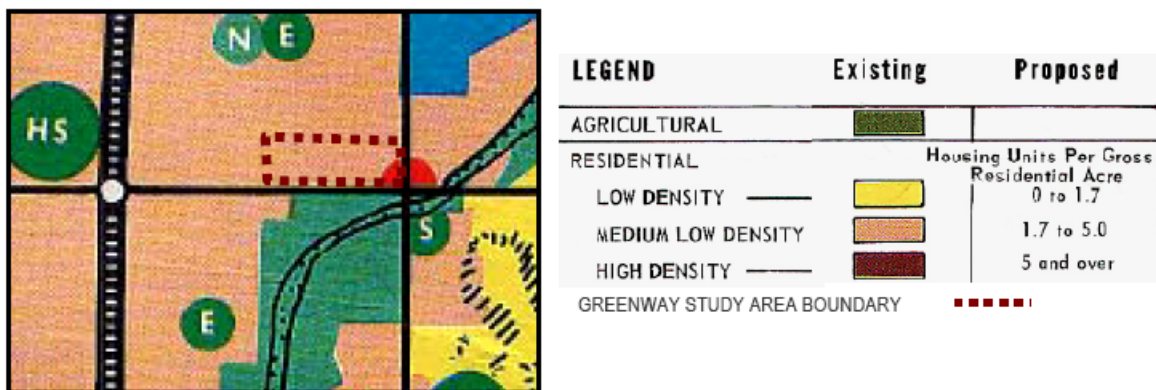
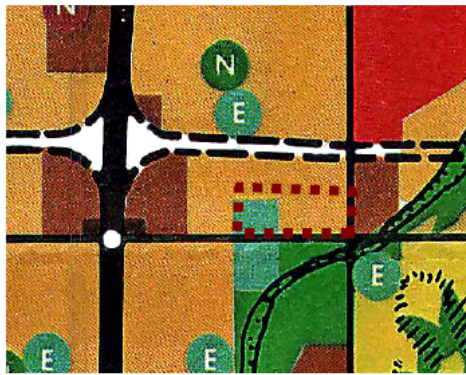


Figure 4: Study Area Designation. Detail, 1969 General Plan Land Use Figure

The *Land Use Map* was amended in 1972 when the commercial designation was removed [Figure 5]. At the same time, the Arizona Fish and Game Headquarters property (corner of 23rd Avenue and Greenway Road) was designated as *Other Public Uses*, but the designation was removed from the map in 1985.



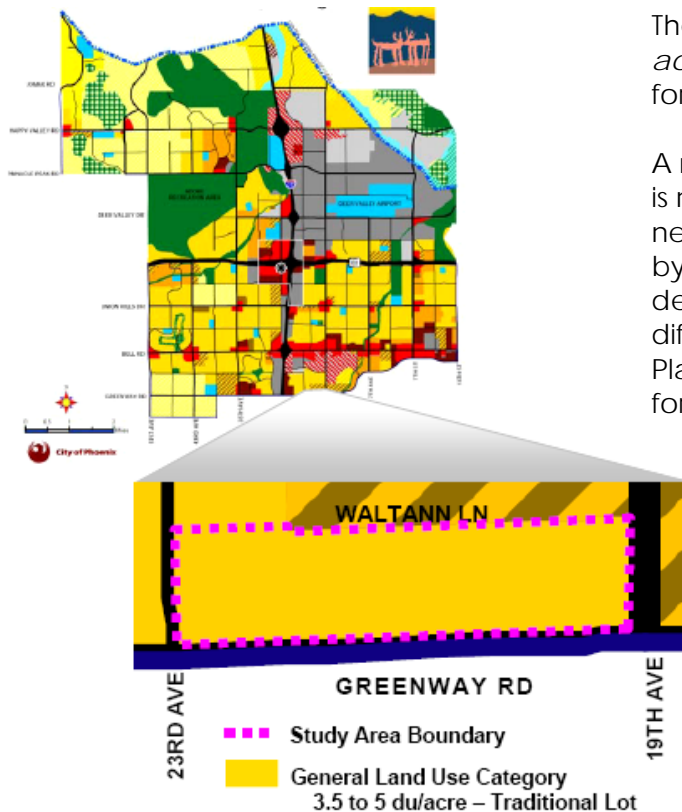
Although these changes and increases in the minimum density have taken place over time, the core designation has always been residential, and the maximum density has remained the same at a maximum of 5.0 dwelling units per acre.



LEGEND		Existing
AGRICULTURAL		
RESIDENTIAL	HOUSING UNITS PER GROSS RESIDENTIAL ACRE	
LOW DENSITY	0 TO 1.7	
MEDIUM LOW DENSITY	1.7 TO 5.0	
MEDIUM	5 TO 15	
HIGH DENSITY	15 & OVER	
OTHER PUBLIC USES		
GREENWAY STUDY AREA BOUNDARY		

Figure 5: Study Area Designation. Detail, 1972 General Plan Land Use Map

Current Land Use Designation



The *Traditional Lot Residential*, 3.5 to 5.0 du/acre is the current General Plan designation for the study area since the 2002 Map.

A residential designation covering large areas is not meant to preclude appropriate neighborhood commercial services needed by the population. Therefore, a land use designation may incorporate properties with different zoning districts. In addition, General Plan amendments are generally not required for acreage less than 10 acres.

Figure 6: Current General Plan land use designation.



The current *General Plan Land Use Map* shows that a 2.3 mile segment of Greenway Road, between I-17 and Central Avenue is overwhelmingly residential in nature [Figure 7]. The sole exception is the General Plan commercial designation on the southeast corner of Greenway Road and 19th Avenue, a development that is currently over 40% vacant, excluding its vacant supermarket anchor building. Nearby, another vacant site is the commercial designation abutting the Deer Valley Municipal Golf Course on 19th Avenue. Overall, the bulk of the General Plan commercial designation for this area emerged with the *General Plan Land Use Map* in 1985. The early designations covered a major portion of Bell Road, from I-17 to 7th Street.

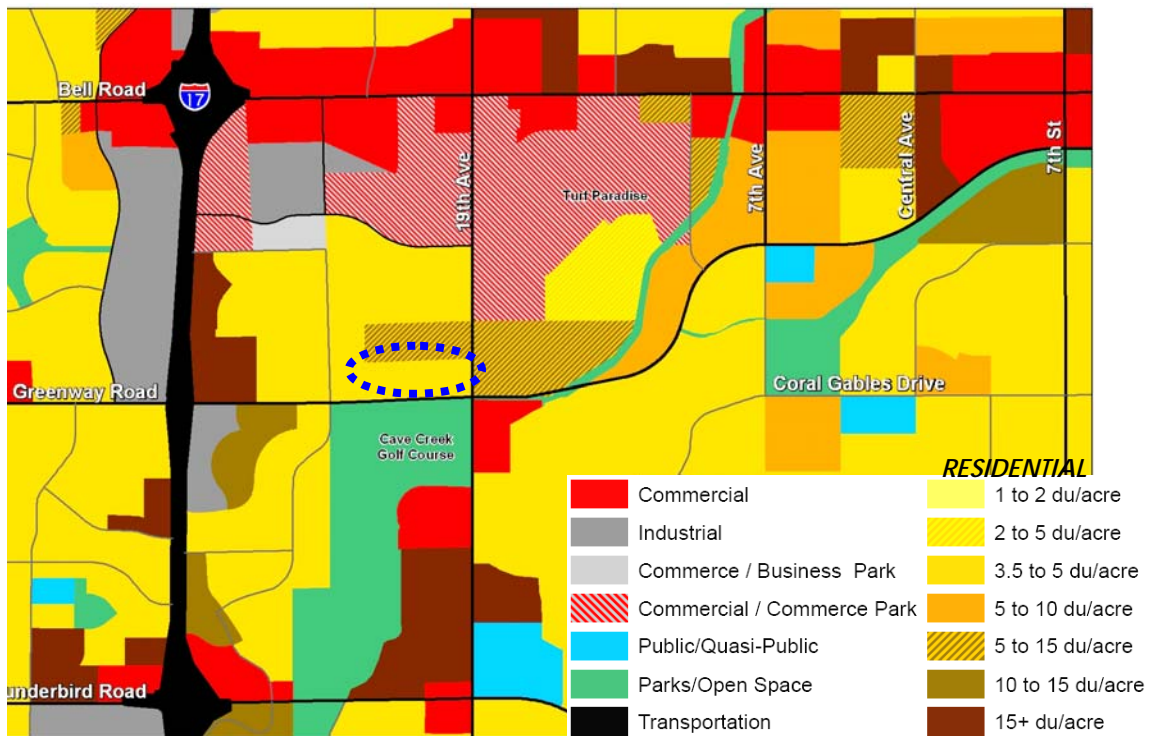


Figure 7: Greenway Road General Plan designations

Because rezoned sites less than 10 acres in size do not normally require General Plan amendments, staff reviewed existing zoning districts along Greenway Road to see if a commercial redevelopment trend was occurring along it. Figure 8 shows the current zoning for this stretch of Greenway Road, which is mostly residential. Properties fronting Greenway Road have been developed with residential single-family home subdivisions, dating between mid-1970's to mid 1990's and the area is almost fully developed.



Hotel, industrial and commercial development has occurred on Greenway Road, but mostly on properties close to I-17, otherwise commercially zoned properties are not the norm on this stretch of road. Greenway Road and the study area are mostly developed, and there are no vacant parcels zoned for commercial uses. Rezoning date from the late 1970's, one in 1993, and the latest in 2001.

Although there are a few rezoned properties, either for commercial or office uses, there is no clear indication that a trend towards new commercial or business redevelopment is occurring along Greenway Road.

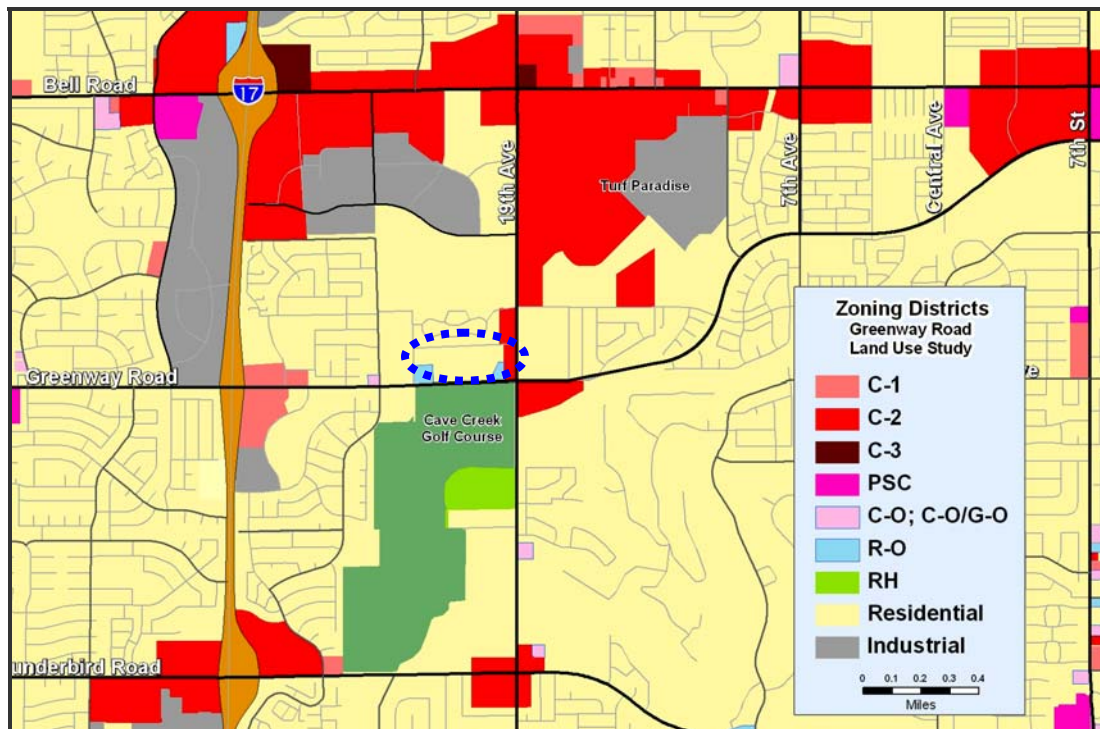


Figure 8: Greenway Road Zoning Districts



LAND USE

The Greenway Road study area was annexed from Maricopa County into the city of Phoenix in 1965 as part of a larger annexation. The original Maricopa County's zoning for the area was Rural County 43, and the newly annexed properties were rezoned to the City of Phoenix equivalency zoning of RE-43.

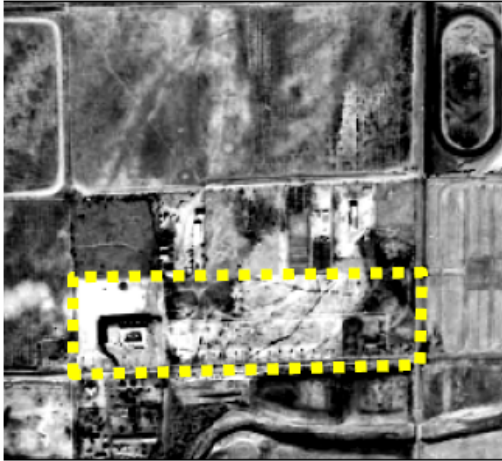


Photo 1: Aerial Survey Photo, January 1970

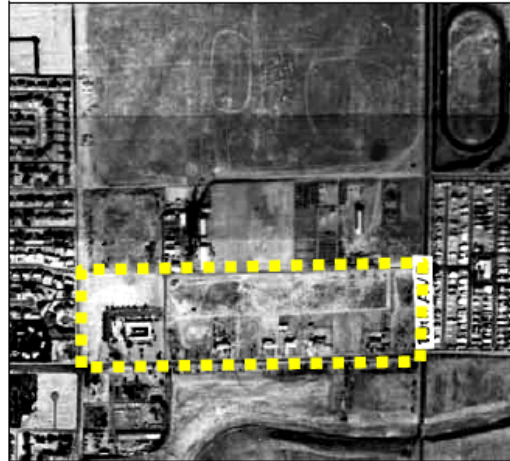


Photo 2: Aerial Survey Photo, January 1974

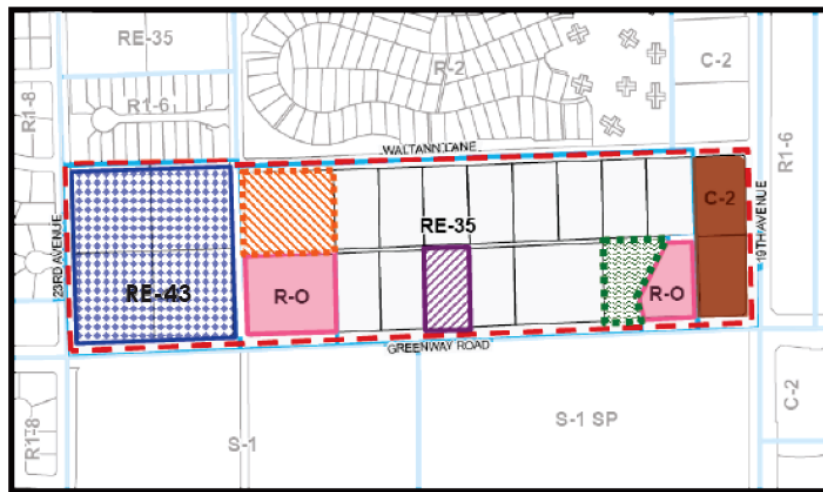
Development in the study area didn't take off until the mid 1970's. The aerial photos taken in January 1970 and 1974 [Photos 1 & 2] show how development in the study area began. Over time, rezoning requests led to the area's current zoning districts for residential, office and commercial uses.

Current Zoning Districts and Uses

All properties zoned residential office or commercial within the study area are the result of rezoning requests. The most recent rezoning occurred in 2001, the residential office [R-O] complex at the northeast corner of 22nd Avenue and Greenway Road. Figure 9 on page 13 shows the current zoning districts and current/proposed non-residential uses within the study area, followed by a short summary of the basic uses for each zoning district. Public or quasi-public uses such as the old Arizona Fish and Game headquarters, churches and schools are allowed in all zoning districts by right.

As of March 2010, there was only one request pending for rezoning, from residential to Residential Office [R-O], along Greenway Road. For a detailed list of rezoning and zoning adjustment cases, see Appendix 1 and 2.

Abutting the study area are single-family subdivisions and the Deer Valley Municipal Golf Course south of Greenway Road, plus a commercial (C-2) property with an Arizona Public Service (APS) substation at the corner of 19th Avenue and Waltann Lane.



ZONING DISTRICTS AND NON-RESIDENTIAL USES









- | | | | |
|---|---|---|-----------------------|
|  | Residential Office Use (R-O Zoning) |  | Study Area Boundary |
|  | Preschool (RE-35 Residential Zoning) |  | Parcel Boundary |
|  | Future Police Precinct (RE-43 Zoning) |  | Church (RE-35 Zoning) |
|  | Intermediate Commercial (C-2) – Commercial Strip Mall | | |
|  | Tile Business (RE-35, proposed rezoning to R-O) | | |

Figure 9: Study area current Zoning Districts

Zoning Districts Summary

RE-43 -Residential Estate

Uses: Single family dwellings and some limited non-residential uses such as churches, schools, and public facilities. Minimum lot size: 43,560 square feet. Lot coverage: 20%

RE-35 -Single Family Residence

Uses: Single family dwellings and some limited non-residential uses such as churches, schools, and public facilities. Minimum lot size: 35,000 square feet for subdivision option. Lot coverage: 25%

R-O – Residential Office District – Restricted Commercial

Uses: Professional and administrative offices, one residential unit for owner or employees of the business. Access to and from the site shall be from arterial or collector streets, and no commercial maneuvering in the alley is allowed. No parking is permitted in the front set-back. No outdoor storage is permitted. Lot coverage excluding carports: 30%

C-2 – Intermediate Commercial

Uses: Uses permitted in C-1, multi-family (R-3 standards and density), retail, offices and other uses. Access to and from site shall be from arterial or collector streets, and no commercial maneuvering in the alley is allowed. Generally, no outdoor storage is permitted. No parking in the landscape setback. Lot coverage: 50%



GREENWAY ROAD STUDY – EXISTING CHARACTER

The *Greenway Road study area* covers 23 parcels, slightly over 30 acres, and although small in size, it has four distinct character areas [Figure 10]. The existing conditions and the character of each area will be described separately in this section.

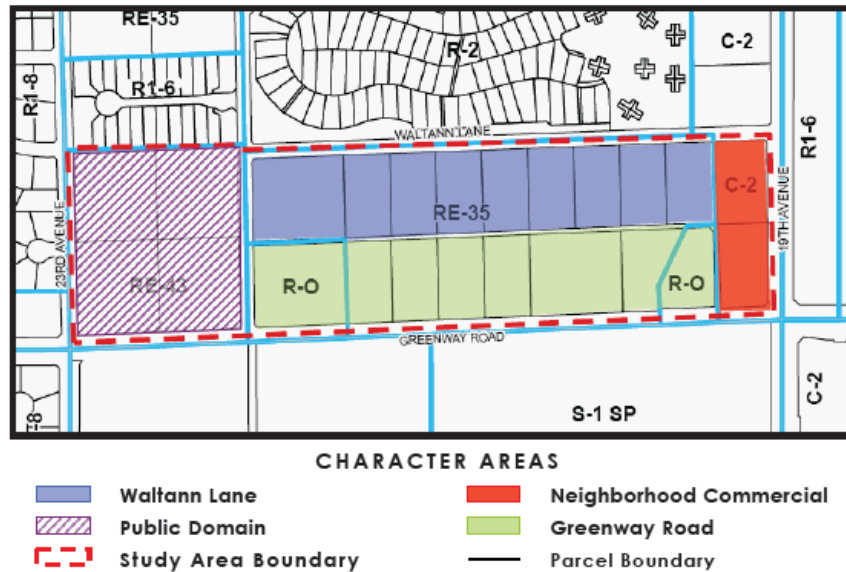


Figure 10: Character Areas

Neighborhood Commercial



Developed in the late 1970's, the Moon Mountain Shopping Center, located along 19th Avenue between Greenway Road and Waltann Lane, is a typical Phoenix strip mall, the standard form of localized neighborhood retail in the Valley. With over 20,000 square feet of commercial space, its tenants are mom-and-pop shops, providing a variety of services to the neighborhood. Site visits by staff have shown this strip mall to be very well kept and also busy, especially at lunch time.



Although the Moon Mountain Shopping Center parcels are zoned for intermediate commercial (C-2 zoning), the uses in this center are more compatible with the neighborhood commercial zoning district uses (C-1). The center is completely occupied by long-standing businesses such as non-chain restaurants, barber shop and beauty salons, pet grooming, tack shop, shoe repair, smoothie shop, a popcorn specialty production and retail shop, all connected by a shaded arcade, and a convenience market at the corner of Greenway Road and 19th Avenue.

Greenway Road



Over the years, properties located along Greenway Road from 19th to 22nd Avenues have transitioned from strictly residential to a mix of uses including a preschool in an existing single-family home [use allowed by right], and through the rezoning process, two residential offices: one restricted to the existing single-family home and a large multi-office complex built in 2001. As noted previously, there is one current request to rezone a mid-block parcel with a single-family home, to the R-O zoning district.

This transition has not affected its character since many non-residential uses take place in existing homes. In fact, the new multi-office complex, located at 2140 W. Greenway Road, utilized the exiting character as the basis for its design, including the deep front setbacks. Across the street is the Deer Valley Municipal Golf Course.

This section of Greenway Road is characterized by large lot one-story single-family residences built between the early 1970's to 1982, with most lots approximating one acre. The minimum front yard building setback requirement for properties located in this zoning district is 40 feet.



Front yard setbacks are of generally uniform depth along the street, averaging 45 feet with circular driveways and desert landscaping as the dominant features. There is a look and feel of openness since solid walls at the property line are features not common to this section of Greenway Road. There are only two properties with solid fences which do not exceed 42" in height, while another has a combination of wrought-iron and brick.



Multi-office building at the corner of Greenway Road and 22nd Avenue



Single-family home on Greenway Road



Preschool on Greenway Road



View of Deer Valley Municipal Golf Course from Greenway Road



Waltann Lane



Waltann Lane is characterized by large-lot, one-story single-family residences, many remaining as horse properties. The exception is a one-story church located at the corner of Waltann Lane and 22nd Avenue. Most properties are approximately one acre in size with front yard setbacks averaging 50 feet in depth. Circular driveways, desert landscaping and lush, mature trees are the dominant features throughout Waltann lane. The same landscaping and deep setback has been repeated on the north side as the landscaping setback for a new subdivision that backs up to Waltann Lane.



Single-family home on Greenway Road



Waltann Lane looking west to 22nd Avenue



Public Domain



For over 30 years this site of approximately 10 acres, on the corner of Greenway Road and 23rd Avenue, was the Arizona Fish and Game headquarters and the wildlife research center of the State. Serving most of Maricopa County and beyond, the facility was one of two in the valley providing services from fishing and hunting licenses and informational materials, to scheduling classes, and providing boat inspections. The Arizona Fish and Game headquarters was very much public-oriented in nature. Attendance by the public varied from 50 in off-times to over 2,500 visitors per day during license season, which forced the police to be on site to facilitate traffic in-and-out of the facility.

The facility closed at the end of 2007 and was subsequently sold to the city. The site will be developed as a new police precinct, replacing the precinct at 302 E. Union Hills and providing support for the precinct at 39th Avenue and Cactus Road. As explained by project manager Charlie Brueggeman, the new police precinct station, once fully operational, will have three shifts and will accommodate approximately 250-300 police officers, detectives, and employees. The project is in its design stage, although the existing buildings are to remain. Unfortunately, due to budget constraints the new station is projected to partially open in late 2011.

Unlike the previous tenant, the new police precinct will not be a public-oriented facility and will not create the type of visitor traffic that the Game and Fish facility experienced.

Since the facility's closure, property owners mentioned a definite decrease in vehicular traffic, including a decrease in customers at the Moon Valley Shopping Center. Unfortunately property owners reported an increase in property vandalism, including at the old Fish and Game facility, which had been vandalized a few times. They also reported an increase in the number of transients around the area.



COMMERCIAL AND SOCIO-ECONOMIC ANALYSIS

Staff determined that the Deer Valley Village has approximately 51 million square feet of commercial property as of October 2007. Commercial, in this context, includes not only typical commercial retail, but also office, industrial, and business parks.

The highest concentration of commercial property and employment centers are located around Deer Valley Drive east of Interstate 17, which is the commercial hub supporting the Deer Valley Airport, and at the intersection of SR-101 and I-17.

Near the study area, commercial development is concentrated along I-17 and especially along Bell Road, which is the main auto, commercial and services support for the area [Figure 11].

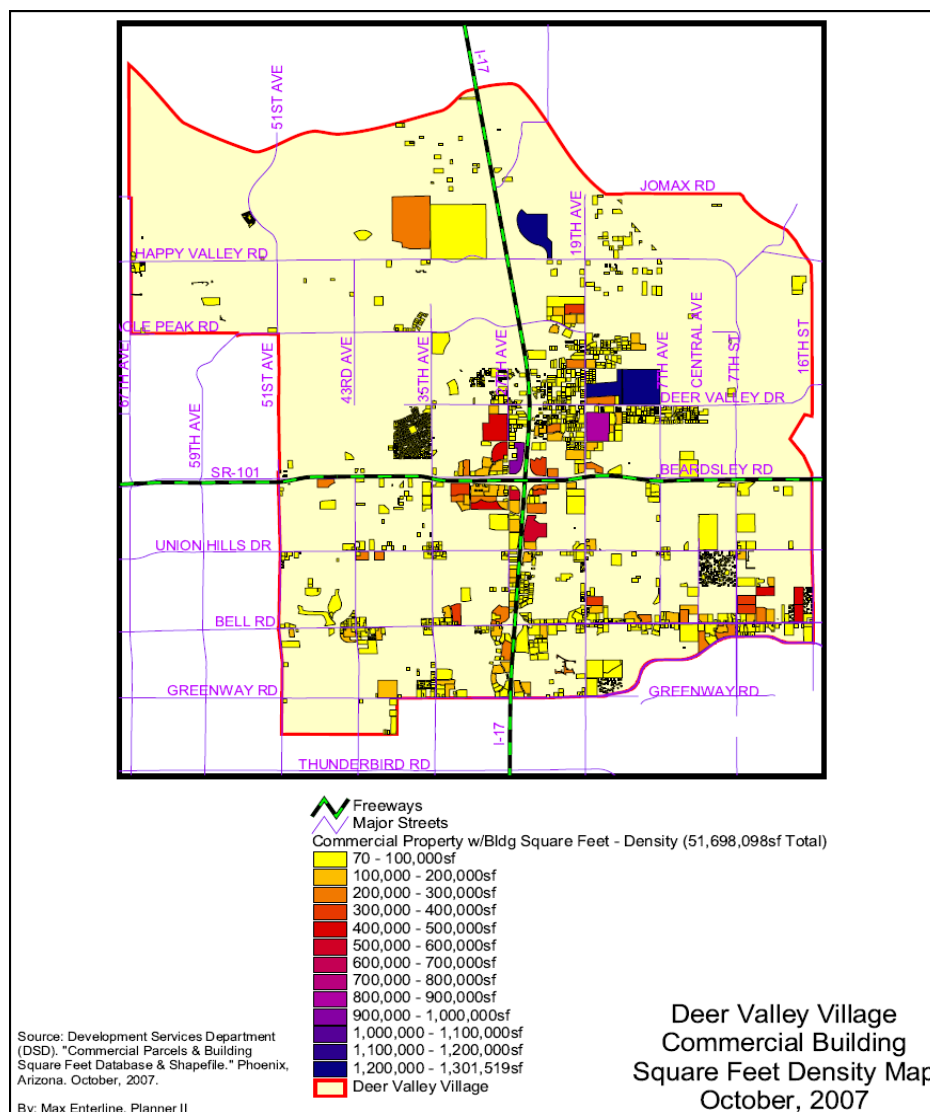


Figure 11: Commercial Building Square Feet Map



District 3

Staff reviewed the *Retail Market Analysis Update, June 2008*, a study written by Applied Economics for the Community & Economic Development Department. Their research focused on economic development and activity in each of the Phoenix Council Districts.

Based on figures provided, the northern portion of the Deer Valley Village (located in Council District 2), is expected to increase dramatically in population. The projection is for a 54% increase in population in that area (2007-2020), and employment increases are projected since commercial uses are under-capacity and development is expected to grow to meet demand.

In comparison, the study area, located at the southernmost edge of the Deer Valley Village, is actually an integral part of Council District 3 [Figure 12], a well established area dating from the mid 1970's and located next to Moon Valley.

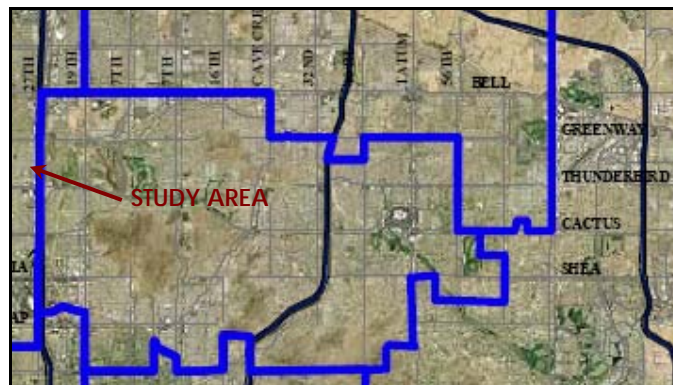


Figure 12 : Greenway Road study area with District 3

Based on the study's findings, all of District 3 is largely built-out and stable, population is expected to increase only about 5%, growing from 185,569 in 2007 to 195,653 in 2020. Commercial activity currently shows sales surpluses (market saturation) in nearly every retail category, "with very little additional potential – probably only enough to fill space that is already available." In addition, from 1996 to 2007, auto sales in the Bell Road auto mall corridor decreased by 25.5% [Table 1]. The study also notes that new retail development to the north in Phoenix and east in Scottsdale will likely continue to challenge established commercial centers.

"As the City has expanded over the past several decades, the pattern has been that retail market areas become abbreviated and older centers lose appeal with customers in their primary market areas. Given the current set of circumstances it appears that the focus for District 3 should be on support the revitalization of existing centers. The scope of these efforts could be expanded to include smaller centers, helping retail property owners to renovate properties and identify new types of users". *Retail Market Analysis Update, 2008*



**COUNCIL DISTRICT 3
CURRENT RETAIL MARKET LEAKAGES AND GROWTH THROUGH 2012
(Millions of 2007 Dollars)**

	Market Demand	Estimated Sales	Surplus / (Leakage)		Growth by 2012	Area Saturation	Total Potential
			Amount	Percent			
General Merchandise	698.2	851.9	153.7	22.0%	67.6		29.7
Apparel	190.0	242.5	52.5	27.7%	19.4	Yes	0.0
Household Furnishings	201.0	260.6	59.5	29.6%	15.6	Yes	0.0
Major appliances & electronics	136.7	164.5	27.9	20.4%	8.8	Yes	0.0
Entertainment equipment	50.2	75.1	24.8	49.4%	5.1	Yes	0.0
Speciality	120.2	109.2	(11.0)	(9.2%)	18.7	No	29.7
Food at home	372.6	435.6	63.0	16.9%	10.9	Yes	0.0
Food and alcohol out	504.2	532.6	28.4	5.6%	12.2	Yes	0.0
Drugs and supplies	71.6	37.4	(34.2)	(47.8%)	4.5	No	38.7
Home Improvement	67.9	65.3	(2.6)	(3.9%)	2.6	No	5.2
Personal care products/services	83.9	86.2	2.3	2.8%	13.1	Yes	10.8
Cars & trucks	422.7	872.4	449.7	106.4%	15.6	Yes	0.0
Vehicle repair & maintenance	99.1	70.6	(28.5)	(28.8%)	3.2	No	31.7
Entertainment fees & admissions	89.2	77.1	(12.0)	(13.5%)	2.4	Yes	2.4
Retail & Service Total	\$2,409.4	\$3,029.2	\$619.8	25.7%	\$132.0		\$118.5

Source: Applied Economics, 2008.

Table 1: Current Retail Market Leakages and Growth Through 2012

To verify current commercial conditions surrounding the study area, staff looked at compiled commercial data and conducted site visits concentrating on commercial, industrial and office developments within a 2-mile radius surrounding Greenway Road. Data from October 2007 shows that within a 2-mile radius of the study area there were over 8.5 million square feet of commercial, industrial and office space. The highest concentration of development is along Bell Road and I-17, and a neighborhood commercial node on Thunderbird Road from 35th to 25th Avenues [Figure 13].

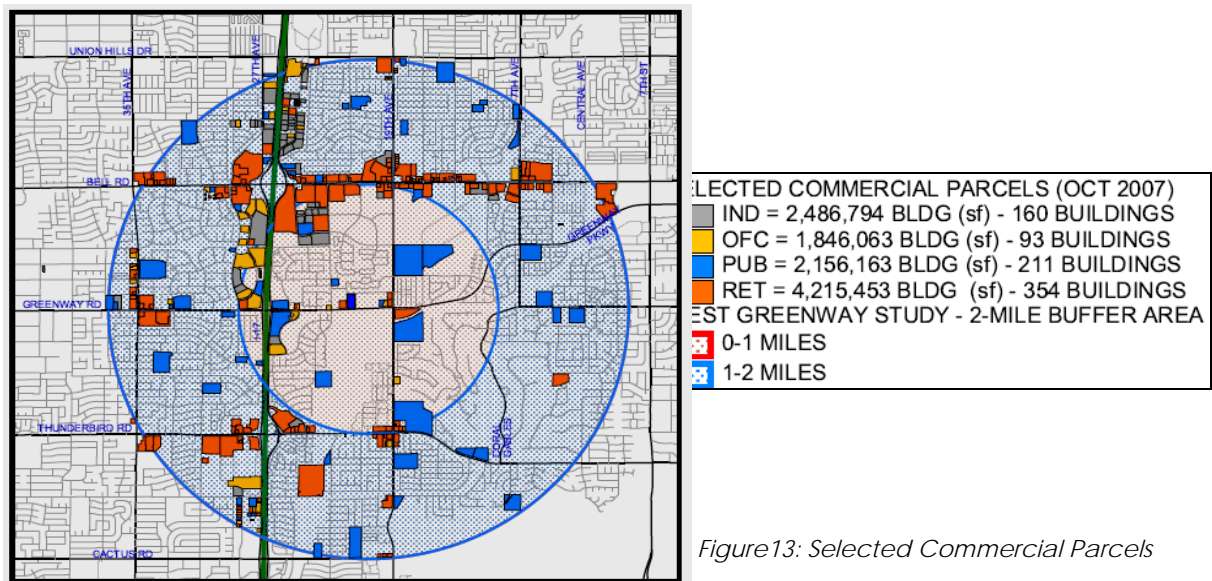


Figure 13: Selected Commercial Parcels



During site visits, staff observed that development within the 2-mile radius followed certain characteristics. Development areas were major commercial, industrial-office and neighborhood commercial nodes or strip centers [Figure 14]. Most commercial properties in the 2-mile area are zoned for intermediate commercial (C-2).

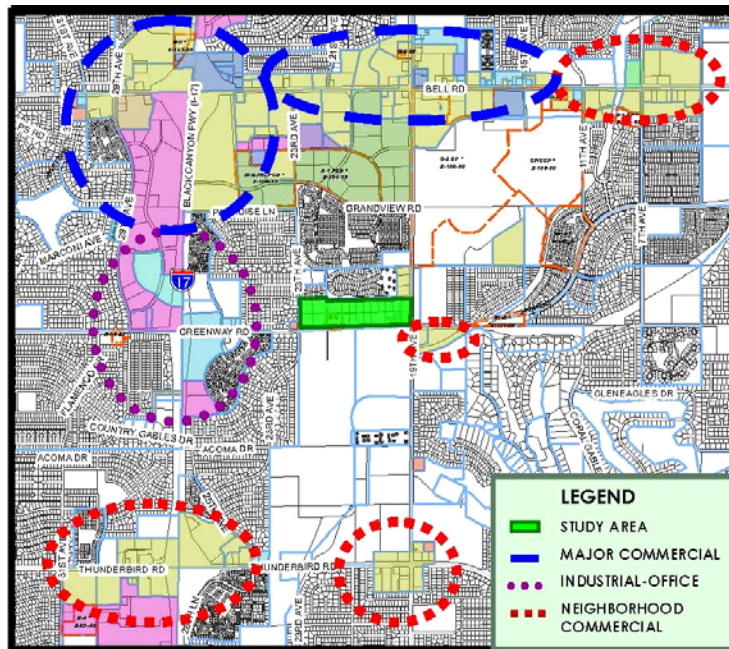


Figure 14: Commercial Nodes

Major commercial developments are large retail or shopping centers, such as the retail centers along Bell Road and the North Black Canyon Gateway Shopping Center at the corner of I-17 and Bell Road. Staff noticed that developments with vacant stand-alone or anchor buildings also had a high number of vacant suite spaces. The old Wal-Mart site and the partially vacant Safeway building at the southwest corner of Thunderbird Road and 19th Avenue are examples of vacant stand-alone buildings.



Vacant Wal-Mart retail center on Bell Road and 7th Avenue



Neighborhood commercial nodes are smaller developments that also have an anchor store, usually a supermarket. The newest one, rezoned in 2001 is just across the study area, in the southeast corner of 19th Avenue and Greenway Road. The site was developed with an ABCO supermarket as the anchor store, later occupied by Albertson's, and now vacant for quite some time. There are also two smaller buildings on site, and at the time of staff's visit, eight out of the other twenty-one suites were vacant. These suites can be leased for many uses other than services and retail, it may include office, medical and dental as well.



Vacant supermarket anchor store at 19th Avenue and Greenway Road

Developments that were exclusive for office uses were the least prevalent type of development in the 2-mile radius. As stated above, business offices may locate in any area zoned commercial. The office complex located in the study area (Greenway Road and 23rd Avenue) was completely leased, but the two other sites had vacancies: the Deer Valley Professional Plaza on Greenway Road and 25th Avenue advertised over 35,000 square feet of vacant space, while a single-family dwelling (rezoned from residential to commercial office) on the corner of Greenway Road and 23rd Avenue was also vacant. The dwelling had been used as a doctor's office.



Above: Professional Plaza on Greenway Road and 25th Avenue



Right: Vacant medical office on Greenway Road and 23rd Avenue



Neighborhood commercial centers consisting of older, small strip malls, with an average of 15-30,000 square feet of retail, seemed to be doing better than their large competitors. Site visits showed that these neighborhood retail strip malls had fewer vacancies, such as the old strip mall seen in the photo below. These locations offer a good variety of neighborhood services, retail, office, grocery, and restaurant uses.



Older strip mall with a new façade on Bell Road

The main characteristic of these properties are location and placement. Most strip centers are built parallel to and very visible from the street they front. The only exception is India Plaza, located on Thunderbird Road. Designed perpendicular to Thunderbird Road, it has no visibility from the street and it is currently 60% vacant. Other important characteristics are the smaller leasable spaces which allows for a good mix of services that might not be as badly affected if one of the businesses was to fail, since these strip malls don't usually have a major anchor store. Even when small anchor stores are present, they tend to be restaurant chains, and although many are vacant, there was evidence that some were already under new leases.

As for vacant commercially zoned properties, there are a couple of parcels located on 19th Avenue, just north of the study area. These two parcels are adjacent to an APS substation and have never been developed.

Staff noticed evidence of vacancies in industrial centers located on streets parallel to Interstate 17, particularly in stand-alone buildings, some as large as 44,000 square feet. Many buildings seemed to have been occupied by tech firms.



Vacant industrial site on 25th Avenue



TRANSPORTATION AND DATA ANALYSIS

The *Street Classification Map* maintained by the Street Transportation Department and Planning Department identifies the classification of all arterial and collector streets within the city of Phoenix. Streets not specifically represented in the Figure are classified as local streets. This hierarchy of streets consisting of arterial, collector and local streets, each with a distinct traffic service function, provides the balance between intensity of land development and travel demands.

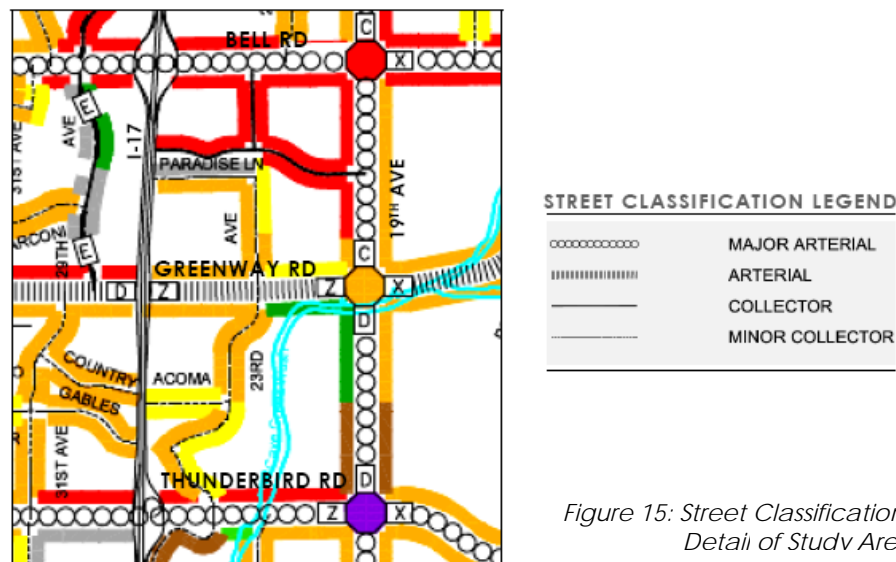


Figure 15: Street Classification Map
Detail of Study Area

The *Street Classification Map* [Figure 15] identifies 19TH Avenue as a major arterial and Greenway Road as an arterial, while 22ND Avenue and Waltann Lane are classified as local streets. The Street Transportation Department has no plans to re-classify 22ND Avenue or Waltann Lane. The *City of Phoenix Ordinance* prescribes that, beginning with the Restricted Office [R-O] Zoning district, non-residential use access to and from the site is permitted from arterial or collector streets only, as defined on the Street Classification Figure. Specific non-residential uses such as churches, government buildings and utilities, schools [some requiring use permits], and home occupations, are allowed in all residential zoning and may be accessed from local streets.

The *Arterial Street and Storm Drain Program* is a five-year schedule of street and storm drain construction and upgrading based on priorities. The new program begins in 2010 and as of now, there are no scheduled upgrade projects for 19TH Avenue or Greenway Road. It is anticipated that the overall arterial street network will expand and based on historical trends Maricopa Association of Government (MAG) 2028 long-range projection shows Greenway Road may become a six-lane road, but there are no plans scheduled for the near future.



Pedestrian Improvements

The Cave Creek Wash Trail is a part of the city of Phoenix trail system and connects to the larger Maricopa County Regional Sun Circle Trail. A new bridge will connect the east side of 19th Avenue and the multi-use trail within the Cave Creek Golf Course. The pedestrian bridge (still to be named) will also close a gap in the 140-mile Valley-wide Sun Circle Trail, and will provide a safe crossing across a very busy 19th Avenue. Below is an initial rendering of the bridge across 19th Avenue. The project is a partnership between the city of Phoenix Street Transportation Department and the Office of Arts and Culture.



Figure 16 : Rendering of the new bridge across 19th Avenue

A new pedestrian path easement is also proposed in order to connect the new bridge to the existing multi-use trail within the Cave Creek Municipal Golf Course. This improvement will certainly be a welcome addition for residents of the area [Figure 17].

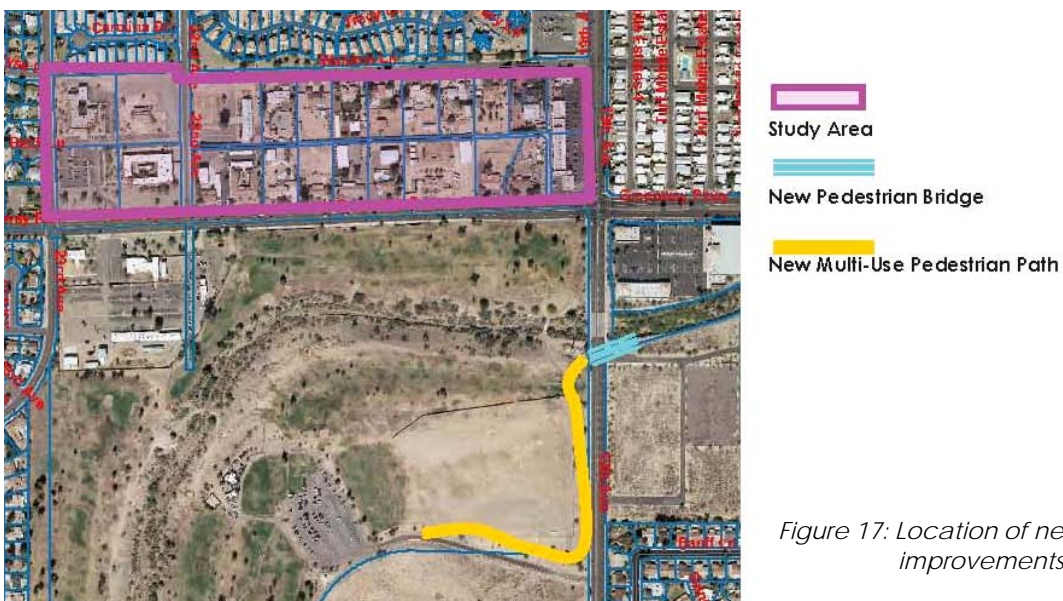


Figure 17: Location of new pedestrian improvements



PUBLIC PARTICIPATION PROCESS

First Property Owners Meeting

Planning staff met with property owners within the study area on January 19th. Staff introduced the Greenway Land Use Study, reviewed the study area's current General Plan designations and zoning districts. A comments session followed, and findings are:

- a) A difference in opinion between the existing Greenway Road and Waltann Lane land uses: Waltann Lane is truly residential, while the uses along Greenway Road are transitioning into residential office uses.
- b) Property owners were concerned that non-residential uses would impact the properties on Waltann Lane. These are not newcomers to the area, most are long-time residents and many living in the same home anywhere from 14 to over 30 years. They spoke of the need to protect the homes and their horse properties on Waltann Lane, and to buffer them from any potential non-residential uses on Greenway Road. Property owners also stated that Waltann Lane already suffers from speeding vehicles, and voiced the desire for traffic calming devices.

A positive outcome of this meeting came when planning staff was able to assist property owners in establishing contact with the Streets Transportation Department. As a result, in early February, Streets Transportation began a radar trailer deployment on Waltann Lane to determine the level of vehicular traffic and speed on the street.

Character of the study area:

As part of the meeting, property owners participated in a *Character Exercise*. Designed as a series of questions, the exercise asked for input from property owners regarding the character of the area, what they liked most, and what they want to see preserved. Staff reviewed all comments and discussed initial findings with property owners during the meeting.

Based on answers and comments received during the exercise, having large lots was the most important characteristic for all participants – this was voiced over and over. Other major characteristics that property owners felt strongly about it were the 'country feeling', protecting Waltann Lane, and horse property rights.

Second Property Owners Meeting

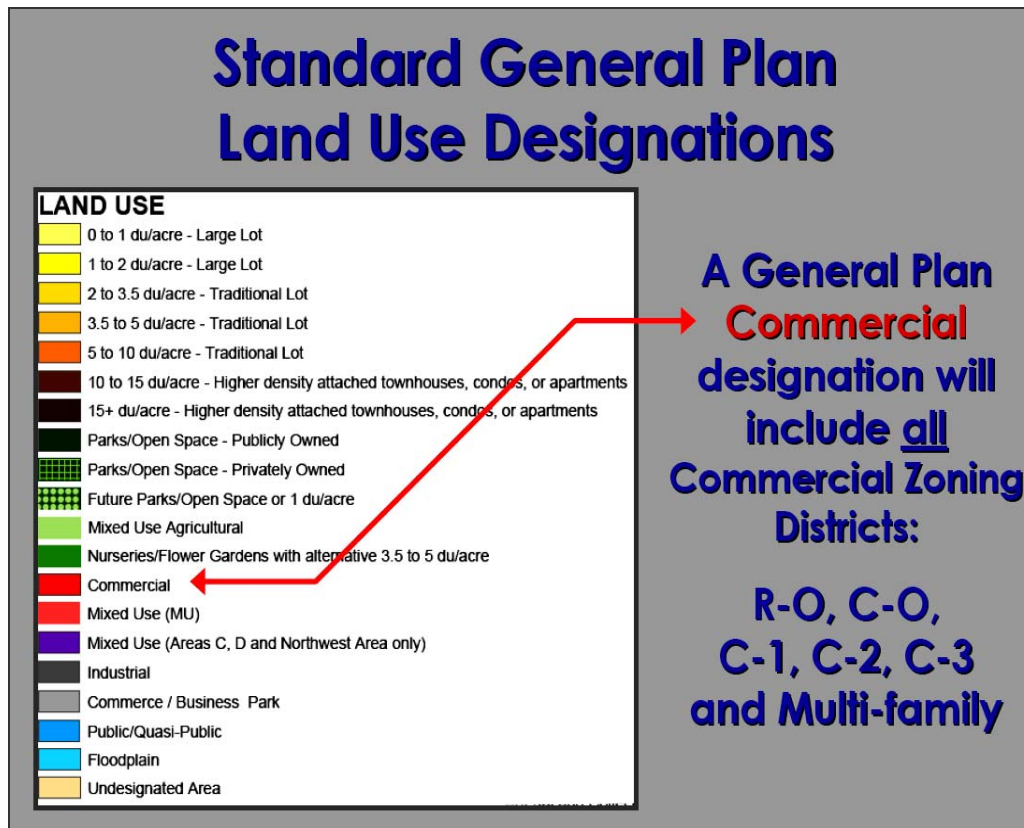
Planning staff met with the study area property owners for a second time on February 2nd to follow-up on their comments and conduct a mapping exercise. Prior to the exercise, staff gave an in-depth review of the differences between General Plan designations and Zoning Districts. Staff also provided handouts showing the different types of General Plan designations and summaries of commercial zoning districts and those within the study area.



It was important that property owners understand those differences, since a change in General Plan designation does not mean a change in zoning districts. In addition, regardless of General Plan designation, a rezoning is required for any density increases above what is allowed by right in the district.

Some property owners voiced concerns over the type of businesses that could be located on Greenway Road. Planning staff provided hand-outs and explained that there was only one General Plan designation for **Commercial** [Figure 18]. Some property owners would accept office uses but nothing more intensive. Staff explained that currently there is no commercial designation that is less intensive and more compatible with a residential neighborhood.

Staff finds that the current General Plan Commercial designation would include not only residential and commercial offices, but all the more intensive uses under the Commercial Districts: C- 1, C-2, and C-3. In addition, a commercial zoning would also allow multi-family dwellings.





Participants were also asked to individually map their desired designation for the study area. Staff analyzed the individual mapping exercises and combined their answers, resulting in three different scenarios, which were discussed with property owners during the meeting.

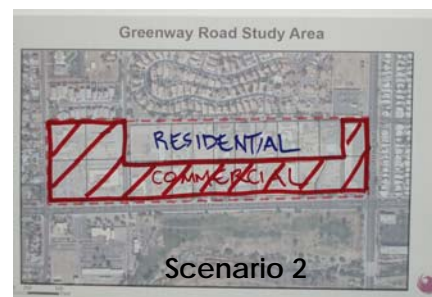
Scenario One:

No changes to the current General Plan Land Use Map, maintain the residential designation of Traditional Lot, 3.5 to 5.0 dwelling units per acre.



Scenario Two:

Maintain the current residential General Plan designation for Waltann Lane but change the designation along 19th Avenue and all of Greenway Road to a commercial designation.



Scenario Three:

Waltann Lane

Maintain the current residential General Plan designation on Waltann Lane and the police precinct site.

Greenway Road:

Some participants felt that residential and commercial offices were appropriate uses, but not more intense commercial uses such as those found in commercial zoning districts. In this scenario, the preference was for a designation that would allow only a mixture of residential and residential/commercial offices [R-O and C-O zoning]. One property owner would consider commercial but with "no commercial activity that would degrade residential quality of life....commercial activity should have a minimum 500 ft buffer zone...."





General Plan Mapping Exercise Findings

In reviewing the three scenarios and individual mapping exercises, the only consensus formed was a 100% agreement by property owners that Waltann Lane should continue to have the current General Plan residential designation and should be buffered from potential non-residential uses along Greenway Road.

There was less consensus regarding Greenway Road. Some participants felt that Greenway Road should be designated commercial while others felt that only low-intensity residential and commercial office uses would be appropriate. Results for Greenway Road were as follows:

- | | |
|--|-------------|
| ▪ Retain current residential designation | 3 responses |
| ▪ Change to commercial designation | 2 responses |
| ▪ Restricted Residential & Commercial Office | 2 responses |

Community-Wide Meeting

A community-wide meeting was held on February 16th. Planning staff gave a presentation outlining the study area boundary, the purpose of the study, and a review of historical and current zoning and General Plan conditions.

The General Plan mapping exercise was completed by two participants who lived outside the study area. The results of this exercise mirrored those of the property owners, while there was consensus over Waltann Lane but no consensus over Greenway Road. The participants did not want the future police precinct site to be designated commercial in fear that it could redevelop as a large commercial development in the future.



CONCLUSIONS

Staff analysis concluded that:

- ⇒ The General Plan Land Use Map has maintained a residential designation for the study area since 1969.
- ⇒ The neighborhoods surrounding the study area are well-established, single-family residential districts, mostly built between mid 1970's and mid 1980's.
- ⇒ There is no clear indication that a trend towards new commercial or business redevelopment is occurring along Greenway Road, between Interstate 17 (I-17) and 7th Street.
 - Existing commercial data indicates saturation of commercial
 - Commercial and office vacancies exist in the surrounding area
 - Never developed commercially zoned parcels also exist immediately north of the study area
- ⇒ The closure of the Arizona Game and Fish headquarters has resulted in less visitor traffic to the area, and a transition to a new police precinct will not result in additional visitor traffic.
- ⇒ Property owners want to maintain the large lots, country feeling and horse property character of the study area.
- ⇒ Property owners want properties on Waltann Lane to be protected and buffered from any potential non-residential development along Greenway Road.
- ⇒ There is a consensus among property owners for keeping the residential designation along Waltann Lane.
- ⇒ There is lack of consensus among property owners about which General Plan designation should apply to properties along Greenway Road. At issue is the type of commercial uses that could potentially be allowed along Greenway Road.
- ⇒ Currently, the city of Phoenix has only one General Plan commercial designation that could be applied to the study area. The commercial designation incorporates all commercial zoning districts and would allow multi-family uses.
 - There is no designation that would allow only less-intensive neighborhood office/commercial zonings, which would be more compatible with residential character of the study area.



DEER VALLEY VILLAGE PLANNING COMMITTEE

On March 18th, Planning staff met with the Deer Valley Village Planning Committee and introduced the study, research and data collection. Planning staff's recommendation to the Committee was that the current General Plan designation be maintained at this time. The Committee concurred and approved planning staff's recommendation for the Greenway Road Land Use Study.

The Deer Valley Village Planning Committee is also recommending that during the General Plan update process planning staff research and identify new commercial designations that would be more appropriate for residentially designated neighborhoods and less-intensive than the current General Plan Commercial Designation.

PLANNING STAFF RECOMMENDATION

Based on stated conclusions, Planning staff is recommending that no action be taken at this time and that the current General Plan designation of Residential Traditional Lot, 3.5 to 5.0 dwelling units per acre be preserved.



**APPENDIX 1 – ZONING HISTORY OF STUDY AREA
GREENWAY ROAD LAND USE STUDY**

CASE #	CASE TYPE	APN	ADDRESS	Request From	Request To:	Action	Action Date
Z-186-65	Rezoning	Study Area	North of Greenway Rd, between 19 th and 23 rd Avenues – approx. 50 acres	Rural County 43	RE-43	APPROVED	12/28/65
Z-87-68	Rezoning	4 LOTS	Between 22 nd & 23 rd Avenues, north side of Greenway Rd,	RE-43	C-O	DENIED [The Arizona State Game and Fish, as a public owned and operated facility, is allowed under RE-43]	09/04/68
Z-109-68-3	Rezoning	16 LOTS	Between 19 th & 23 rd Avenues, north side of Greenway Rd [41.96 acres]	RE-43	RE-35	APPROVED	09/11/68
Z-113-70	Variance		2222 W GREENWAY RD		VARIANCE request to delete fence around parking area adjacent to res. zone. 4-6' fence required. SECTION 601 B,6,C.	Granted 5 years	02/18/70
Z-133-70	Rezoning	208-14-011	Northwest corner of 19 th Ave and Greenway Rd	RE-35	C-1	DENIED	11/04/70
Z-2-72	Rezoning	208-14-011	Northwest corner of 19 th Ave and Greenway Rd	RE-35	C-1	DENIED	03/15/72
Z-40-77-3	Rezoning	208-14-813B	SWC Waltann Lane & 19 th Ave	C-1	C-2	DENIED [site plan denied]	05/02/77
Z-245-78-3	Rezoning	208-14-011 & 208-14-813B	NWC 19 th Ave and Greenway Rd -= 3.5 acres	C-1	C-2	APPROVED [site plan approved under Z-14-78]	12/04/78
Z-31-93	Rezoning	208-14-014A	Parcel located 235 feet west of the NWC of 19 th Ave and Greenway Rd	RE-35	R-O [Residential Office]	APPROVED w/stipulations -	05/05/93
Z-130-00	Rezoning	208-14-022	NEC 22 nd Ave. & Greenway Road	RE-35	R-O [Residential Office]	APPROVED w/stipulations	05/02/01
ZA-472-87	Variance	208-14-018B	2036 W. Greenway Road		VARIANCE requested to allow maneuvering area in the required front yard	APPROVED [Maneuvering for pick-up and drop-off only. Site shall contain 2 surface parking spaces along east property line.]	06/02/87 [request date]
Z-216-07	Variance	208-14-017A	2015 West Waltann Lane	RE-35	VARIANCE : allow street frontage for a school on a local street. Must be on an arterial street.	WITHDRAWN	08/30/07 [request date]
Z-50-09	Rezoning	208-14-018B	Approximately 650 feet east of the NEC of 22 nd Ave and Greenway Rd	RE-35	R-O [Rezone existing home into residential/ administrative /accounting]	PENDING	



APPENDIX 2 GREENWAY ROAD LAND USE STUDY - Use Permits and Zoning Adjustment History

ADDRESS	APN	CASE #	TYPE	REQUEST	ACTION	REQUEST DATE
15404 N 19TH AVE	N/O APN	ZA-381-76	Use Permit	USE PERMIT REQUESTED FOR SALE OF ALCOHOLIC BEVERAGES (#16 LICENSE) AS ACCESSORY USE TO RESTAURANT. USE PERMIT REQUIRED. SECTION 416 C.	APPROVED - STIPULATIONS	06/08/76
15410 N 19TH AVE	N/O APN	ZA-563-77	Use Permit	USE PERMIT REQUESTED FOR SALE OF ALCOHOLIC BEVERAGES (#16 LICENSE) AS ACCESSORY USE TO RESTAURANT. ZA #381-76. USE PERMIT REQUIRED. SECTION 416 C.	APPROVED - STIPULATIONS	06/30/77
1907 W WALTANN LN	208-14-813	ZA-503-92-3	Time Extension	Time extension for Use Permit #28-92-3 [Approved Use Permit to allow Patron Dancing and live entertainment as accessory to a lounge/bar - Crescent Club.]	EXTENSION GRANTED	12/22/92
1907 W WALTANN LN	208-14-813	ZA-164-93-3	Use Permit	1. Enlarge a use permitted by a Use Permit (ZA 503-92; PATRON DANCING & LIVE ENTERTAINMENT); 2. Allow sales of alcohol within 300' of a residential zoning district [expansion of Crazy Horse Bar]	APPROVED	05/06/93
1907 W WALTANN LN	208-14-813	ZA-28-92-3	Use Permit	PATRON DANCING	APPROVED [w/stipulations]	01/16/92
1907 W WALTANN LN	208-14-813	ZA-325-89-2	Use Permit	USE PERMIT REQUESTED FOR LIVE ENTERTAINMENT AND PATRON DANCING AS AN ACCESSORY USE TO A BAR (STEGGY'S). USE PERMIT REQUIRED.	APPROVED [w/stipulations]	05/02/89
1907 W WALTANN LN	208-14-813	ZA-75-88	Use Permit	USE PERMIT REQUESTED TO ALLOW PATRON DANCING AND LIVE ENTERTAINMENT AS AN ACCESSORY USE TO A COCKTAIL LOUNGE (GERKFORDS). USE PERMIT REQUIRED.	APPROVED [w/stipulations]	02/02/88
1907 W WALTANN LN	208-14-813	ZA-772-86	Use Permit	USE PERMIT REQUESTED TO ALLOW PATRON DANCING AND LIVE ENTERTAINMENT AS AN ACCESSORY USE TO A COCKTAIL LOUNGE (GERKFORDS). USE PERMIT REQUIRED.	APPROVED - STIPULATIONS	10/14/86
1907 W WALTANN LN	208-14-813	ZA-1089-84	Time Extension	TIME EXTENSION REQUESTED FOR ZA 476-84, A USE PERMIT REQUESTED FOR LIVE ENTERTAINMENT AND PATRON DANCING AS AN ACCESSORY USE TO A COCKTAIL LOUNGE (QUARTER POLE). USE PERMIT REQUIRED. (ZA 476-84 EXPIRES ON 11/30/84.)	APPROVED FOR ONE YEAR SUBJECT TO THE CONDITIONS OF CASE 476-84.	12/20/84
1907 W WALTANN LN	208-14-813	ZA-130-86	Use Permit	USE PERMIT REQUESTED TO ALLOW PATRON DANCING AND LIVE ENTERTAINMENT AS AN ACCESSORY USE TO A COCKTAIL LOUNGE (GERKFORDS). USE PERMIT REQUIRED.	APPROVED FOR ONE YEAR SUBJECT TO THE CONDITIONS OF CASE 476-84.	02/27/86
1907 W WALTANN LN	208-14-813	ZA-476-84	Use Permit	USE PERMIT REQUESTED FOR LIVE ENTERTAINMENT AND PATRON DANCING AS AN ACCESSORY USE TO A COCKTAIL LOUNGE (QUARTER POLE). USE PERMIT REQUIRED.	APPROVED SUBJECT TO STIPULATIONS: 1. APPROVAL IS FOR A PERIOD OF SIX MONTHS 2. THERE SHALL BE NO MUSIC DISCERNIBLE OUTSIDE THE BAR. 3. APPROVAL IS FOR A 5-PIECE BAND TO PLAY NO MORE THAN 4 DAYS PER WEEK. 4. THERE SHALL BE NO LIVE MUSIC	05/31/84

APPENDIX 3 – Greenway Road Land Use Study Request



City of Phoenix
OFFICE OF THE CITY COUNCIL

September 30, 2009

Debra Stark
Planning Department
200 West Washington, 6th Floor
Phoenix, AZ 85003

CITY OF PHOENIX

OCT 01 2009

PLANNING DEPT.
ADMIN.

Dear Ms. Stark,

With the transformation of the old Game & Fish building at 22ND Avenue and Greenway Road to a new police precinct in the near future, the landscape in the area bounded by 23rd Avenue to the west, 19th Avenue to the east, Greenway Road to the south and Waltann Lane to the north is sure to change.

I am requesting that the Planning Department initiate a study of this area be reviewed for potential changes in land use. Additionally, I would like any recommended changes to be considered as part of the General Plan update.

Sincerely,

A handwritten signature in black ink, appearing to read "Bill Gates".

Bill Gates
Councilman
District 3

200 West Washington Street, 11th Floor, Phoenix, Arizona 85003
Office: 602-262-7029, TTY: 602-534-5500

746 p. 010 2 1009