



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

**Staff Report Z-3-E-10-5
(Grand Canyon University PUD)
March 15, 2022**

Alhambra [Village Planning Committee](#) Meeting Date: March 22, 2022

[Planning Commission](#) Hearing Date: April 7, 2022

Request From: [PUD](#) (Planned Unit Development) (296.07 acres), [R1-6](#) (Single-Family Residence District) (1.45 acres), [R-3](#) (Multifamily Residence District) (5.34 acres)

Request To: [PUD](#) (Planned Unit Development (302.86 acres)

Proposed Use: Major amendment to the Grand Canyon University Planned Unit Development to include additional land area.

Location: Multiple locations generally bounded by Interstate 17 Freeway to 35th Avenue, and Missouri Avenue to Camelback Road (including lots south of Camelback Road)

Owner: Grand Canyon University, et al.

Applicant/Representative: Taylor Earl, Earl & Curley P.C.

General Plan Conformity			
General Plan Land Use Map Designation		Residential 10 to 15 dwelling units per acre, Public/Quasi-Public	
Street Map Classification	35th Avenue	Major Arterial	Varies, 33-41.56 foot east half street
	Camelback Road	Arterial	Varies, 40-55 foot north half street
	27th Avenue	Arterial	40-foot east half street / 40-foot west half street
	Missouri Avenue	Minor Collector	Varies, 15-40 foot south half street

	Black Canyon Highway	Freeway	Varies, Approximately 100-190 foot west half street
	Colter Street	Local	30 foot south half street / 30 foot north half street
	Georgia Avenue	Local	25-foot north half street / 30-50 foot full street
	Medlock Drive	Local	25 foot south half street / 25 foot north half street
	28th Drive	Local	25 foot west half street / 25 foot east half street
	29th Avenue	Local	30 foot west half street / 30 foot east half street
	30th Drive	Local	30 foot west half street / 30 foot east half street
	Orange Drive	Local	25 foot south half street

STRENGTHEN OUR LOCAL ECONOMY CORE VALUE; EDUCATION AND TRAINING FACILITIES (HIGHLY SKILLED WORKFORCE); LAND USE PRINCIPLE: Support the expansion of education and training facilities where appropriate.

The proposed expansion of Grand Canyon University will expand the educational opportunities and social services in the west valley.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CONNECTED NEIGHBORHOODS; LAND USE PRINCIPLE: Provide neighborhood-based social services (senior centers, Head Start Programs, job training, counseling) appropriate to the area's needs in convenient facilities compatible in scale and character with the surrounding neighborhood.

Grand Canyon University has developed and will continue to expand elementary and high school student tutoring programs, free college for local high school students, affordable housing through partnerships with Habitat for Humanity, crime reduction campaigns, and other efforts to support and enrich the community.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND CHARACTER; DESIGN PRINCIPLE: Create new development or redevelopment that is sensitive to the scale and character of the surrounding neighborhoods and incorporates adequate development standards to prevent negative impact(s) on the residential properties.

The development standards, unchanged with this request, include building and landscape setbacks and building stepback standards to promote compatibility with the surrounding land uses.

CONNECT PEOPLE AND PLACES CORE VALUE; OPPORTUNITY SITES; LAND USE PRINCIPLE: Promote and encourage compatible development and redevelopment with a mix of housing types in neighborhoods close to employment centers, commercial areas, and where transit or transportation alternatives exist.

The development will consolidate several underutilized parcels and redevelop them into an asset for the community in close proximity to the I-17 Black Canyon Freeway.

BUILD THE SUSTAINABLE DESERT CITY CORE VALUE; TREE AND SHADE; DESIGN PRINCIPLE: Integrate trees and shade into the design of new development and redevelopment projects throughout Phoenix.

The development will create shaded pedestrian ways and gathering places throughout the Grand Canyon University Campus through regulatory shade standards for both architectural and vegetative shade.

Applicable Plans, Overlays, and Initiatives

[Tree and Shade Master Plan](#): See Background Item No. 6.

[Complete Streets Guidelines](#): See Background Item No. 7.

[Black Canyon/Maricopa Freeway Specific Plan](#): See Background Item No. 8.

[27th Avenue “To Do List”](#): See Background Item No. 9.

[Housing Phoenix](#): Background Item No. 10.

[Reimagine Phoenix](#): See Background Item No. 11.

Background/Issues/Analysis

SUBJECT SITE

1. This request will add multiple parcels totaling 6.79 acres at the interior of the Grand Canyon University campus to the Grand Canyon University Planned Unit Development (PUD). Including the additional parcels, the request includes 302.86 acres generally bounded by Interstate 17 Freeway to 35th Avenue, and Missouri Avenue to Camelback Road (including lots south of Camelback Road). The request does not change any previously approved permitted uses or development standards.

The current zoning of the subject site is as follows:

- PUD (Planned Unit Development) (296.07 acres);
- R1-6 (Single-Family Residence District) (1.45 acres); and
- R-3 (Multifamily Residence District) (5.34 acres).

- This request will expand the PUD boundary from 296.07 acres to 302.86 acres without any changes to the development standards or uses. The subject request is the fifth major amendment to the original PUD (Z-3-10-5), which established new zoning standards for the University in 2010. The additional land areas are annotated on the below map with an orange dot.

Proposed Addendum E with new land annotated; Source: Planning and Development Department



The first major amendment to the PUD (Z-3-A-10-5) expanded the boundaries of from 101.90 acres to 110.85 acres by adding two sites, one of which was previously part of the Little Canyon Park, and the other a former apartment complex at the northwest corner of 30th Drive and Colter Street.

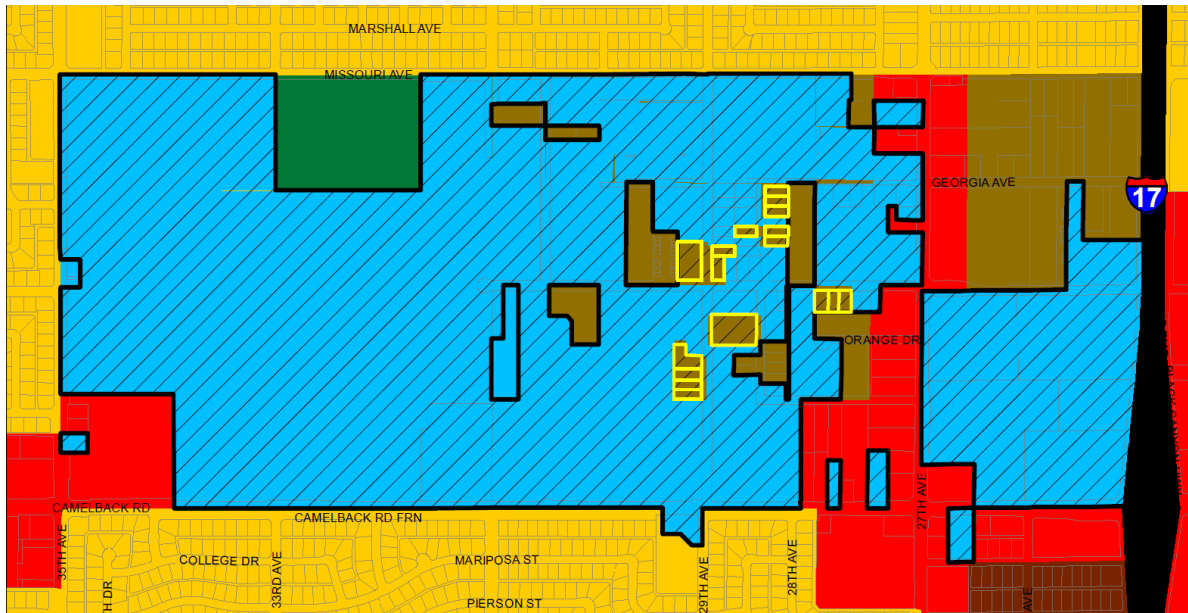
The second major amendment to the PUD (Z-3-B-10-5) expanded the boundaries to approximately 205.62 acres, changed the development standards to include provisions which reduce heights and increase setbacks near residential properties, and included additional sign standards, and additions to the approved uses list.

The third major amendment to the PUD (Z-3-C-10-5) further expanded the boundaries to approximately 259.36 acres, changed the development standards to include provisions pertaining to height and setbacks, signage, and additions to the permitted use list.

The fourth major amendment to the PUD (Z-3-D-10-5) further expanded the boundaries to 296.07 acres, changed the development standards to include provisions pertaining to height and setbacks, signage, and additions to the permitted use list.

- The General Plan Land Use Map designation for the subject site is Residential 10 to 15 dwelling units per acre and Public / Quasi-Public. A General Plan Amendment is not required because the proposed rezoning area that deviates from the Quasi-Public designation does not exceed 10 acres. The additional land areas are annotated on the below map with yellow borders.

*General Plan Land Use Map with proposed Major Amendment E land area annotated;
 Source: Planning and Development Department*



SURROUNDING USES AND ZONING

4. **North of Missouri Avenue**

The area immediately north of Missouri Avenue primarily consists of single family homes with a small multifamily property at the northeast corner of 35th Avenue and Missouri Avenue. The request does include any sites north of Missouri Avenue. The zoning districts adjacent to the subject site at this location include R1-6 and R-5.

West of 35th Avenue

The area immediately across 35th Avenue from the subject site consists of single-family homes with a small multifamily property at the southwest corner of 35th Avenue and Missouri Avenue. The request does not include any sites west of 35th Avenue. A small portion of the existing PUD area is across from commercial properties used for a restaurant and commercial retail and service uses. The zoning

districts adjacent to, or near, the subject site at this location include R1-6, R-4, and C-2.

South of Camelback Road

The south side of Camelback Road is composed of primarily single-family homes, with limited commercial uses east of 28th Avenue. While the subject site includes several parcels south of Camelback Road, no new parcels are located at this location.

Within the Core Campus (Missouri Avenue to Camelback Road and 35th Avenue to the Black Canyon Freeway)

Within the Core Campus Area, several properties exist under private ownership which are not associated with Grand Canyon University and are not part of the request. This area consists of single-family homes, multifamily properties, small commercial businesses, vacant land, and the Little Canyon Park (a city facility). The zoning districts adjacent new parcels being added to the PUD include R-3 and C-3 (General Commercial).

A small piece of Little Canyon Park was previously removed from the park and added to the GCU PUD through rezoning case Z-3-A-10-5 which was approved by City Council on July 3, 2012. The remainder of Little Canyon Park has remained a park, and the city has no plans to remove it from the citywide park system.

PROPOSAL

5. The proposal was developed utilizing the PUD zoning district. The Planned Unit Development (PUD) is intended to create a built environment that is superior to that produced by conventional zoning districts and design guidelines. Using a collaborative and comprehensive approach, an applicant authors and proposes standards and guidelines that are tailored to the context of a site on a case by case basis. Where the PUD Development Narrative is silent on a requirement, the applicable Zoning Ordinance provisions will be applied.

The proposed major amendment to the Planned Unit Development adds multiple sites located at the interior of the Grand Canyon University Campus and does not change any permitted uses or development standards. Pages 11 through 26 of the PUD Development Narrative contain the permitted uses, development standards, and guidelines that provide the regulatory and policy framework for the PUD area. The standards and guidelines address everything from building height maximums to minimum landscape requirements.

STUDIES AND POLICIES

6. [Tree and Shade Master Plan](#).

The Tree and Shade Master Plan encourages treating the urban forest as infrastructure to ensure the trees are an integral part of the City's planning and development process. Sidewalks on the street frontages should be detached from the curbs to allow trees to be planted on both sides of the sidewalk to provide thermal comfort for pedestrians and to reduce the urban heat island effect.

The Planned Unit Development contains regulatory standards for enhanced tree plantings and architectural shade over a portion of the parking area and sidewalks. These standards will enhance thermal comfort and generally reduce the urban heat island effect.

7. [Complete Streets Guidelines](#)

In 2014, the City of Phoenix City Council adopted the Complete Streets Guiding Principles. The principles are intended to promote improvements that provide an accessible, safe, connected transportation system to include all modes, such as bicycles, pedestrians, transit, and vehicles. The Planned Unit Development contains regulatory standards to require detached sidewalks in new development along perimeter streets to facilitate pedestrian travel as a comfortable and viable transportation option.

8. [Black Canyon/Maricopa Freeway Specific Plan](#)

The Freeway Mitigation Program, created in the City of Phoenix by the 1988 approval of Proposition 17, authorized general obligation bonds to prepare plans and fund projects to mitigate the blighting effects on neighborhoods from existing and proposed freeway construction. The Black Canyon/ Maricopa Freeway Specific Plan study area is 32 miles long from Pinnacle Peak Road to Pecos Road. The width of the study area is one-quarter mile on each side of the freeway. The proposed amendment to the PUD does not include any new parcels in the vicinity of the freeway.

9. [27th Avenue "To Do List"](#)

The 27th Avenue "To Do List" was developed by the community with assistance by the Planning and Development Department. The guide applies to the area from 23rd Avenue to 29th Avenue and from Indian School Road to Dunlap Avenue.

The neighborhood led effort is focused on achieving the vision for "an active, safe, and welcoming community with vibrant retail and sustainable housing." The guide articulates goals and strategies focused on pedestrian-friendly design and connectivity, pedestrian safety on roadways, branding, advocacy, and placemaking initiatives. The proposed amendment to the PUD includes new parcels within the

27th Avenue corridor, along 29th Avenue, and between 29th Avenue and 27th Avenue.

10. **Housing Phoenix**

In June 2020, the Phoenix City Council approved the Housing Phoenix Plan. This Plan contains policy initiatives for the development and preservation of housing with vision of creating a stronger and more vibrant Phoenix through increased housing options for residents at all income levels and family sizes. Phoenix's rapid population growth and housing underproduction has led to a need for over 163,000 new housing units. Current shortages of housing supply relative to demand are a primary reason why housing costs are increasing.

The narrative permits housing and dormitories at a maximum density of 50 dwelling units per acre within close proximity to campus services, employment, and transportation; therefore, the proposal supports the goal of preserving or creating 50,000 housing units by 2030 by contributing to a variety housing types that will address the supply shortage at a more rapid pace.

11. **Reimagine Phoenix**

As part of the Reimagine Phoenix Initiative, the City of Phoenix is committed to increasing the waste diversion rate to 40 percent by 2020 and to better manage its solid waste resources. The provision of recycling containers was not addressed in the applicant's submittals.

COMMUNITY INPUT SUMMARY

12. As of the writing of this report, staff has not received any written community correspondence on this matter.

INTERDEPARTMENTAL COMMENTS

13. The Fire Department commented that the site plan must comply with the Phoenix Fire Code and further indicated there are no problems anticipated with the case. Further, the Department commented that they do not know what the water supply is at this site and noted that additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
14. The Street Transportation Department provided a series of stipulations related to constructing all on-site and street improvements related to development and a requirement for a Traffic Impact Study or Statement being provided to the Street Transportation Department. These items are addressed in Stipulation Nos. 2 and 3.

OTHER

15. The site has not been identified as being archaeologically sensitive. However, in the event archaeological materials are encountered during construction, all ground disturbing activities must cease within 33-feet of the discovery and the City of Phoenix Archaeology Office must be notified immediately and allowed time to properly assess the materials. This is addressed in Stipulation No. 4.
16. Staff has not received a completed form for the Waiver of Claims for Diminution in Value of Property under Proposition 207 (A.R.S. 12-1131 et seq.), as required by the rezoning application process. Therefore, a stipulation has been added to require the form be completed and submitted prior to preliminary site plan approval. This is addressed in Stipulation No. 5.
17. Development and use of the site are subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements. Other formal actions such as, but not limited to, zoning adjustments and abandonments may be required.

Findings

1. The proposal would consolidate and redevelop several smaller parcels into one larger development.
2. Through the use of landscape and building setbacks, the proposal will be appropriately buffered from the surrounding single-family residential development.
3. The proposed expansion of Grand Canyon University would create additional educational opportunities for area residents.

Stipulations

1. An updated Development Narrative for the Grand Canyon University PUD reflecting the changes approved through this request shall be submitted to the Planning Department within 30 days of City Council approval of this request. The updated Development Narrative shall be consistent with Development Narrative date stamped January 18, 2022 as modified by the following stipulations.
 - a. Front Cover: Add "City Council adopted: [Insert Adoption date]" below "Hearing Draft: January 18, 2022."

2. The applicant shall submit a Traffic Impact Study/Statement to the City for this development. No preliminary approval of plans shall be granted until the study is reviewed and approved by the City. The Development will be responsible for all associated dedications and improvement funding as stipulated within the approved study.
3. The developer shall construct all streets within and adjacent to the development with paving, curb, gutter, sidewalk, curb ramps, streetlights, median islands, landscaping and other incidentals as per plans approved by the Planning and Development Department. All improvements shall comply with all ADA accessibility standards.
4. In the event archaeological materials are encountered during construction, the developer shall immediately cease all ground-disturbing activities within a 33-foot radius of the discovery, notify the City Archaeologist, and allow time for the Archaeology Office to properly assess the materials.
5. Prior to preliminary site plan approval, the landowner shall execute a Proposition 207 waiver of claims form. The waiver shall be recorded with the Maricopa County Recorder's Office and delivered to the City to be included in the rezoning application file for record.

Writer

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March 15, 2022

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Exhibits

Zoning sketch map

Aerial sketch map

[GCU PUD date stamped January 18, 2022](#)

