



City of Phoenix

PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report Z-4-11-2

April 4, 2011

North Gateway Village Planning Committee Meeting Date April 14, 2011

Planning Commission Hearing Date May 11, 2011

Request From: C-2 SP NBCOD (83.92 Acres) and S-1 NBCOD (0.20 Acres)

Request To: PUD NBCOD (84.12 Acres)

Proposed Use Planned Unit Development with Health and Medical uses, Retail, Offices, Residential, and Auto Uses

Location Northeast corner of Interstate 17 and Sonoran Boulevard

Owner Westcor Black Canyon Motorplex LLC

Applicant/Representative Westcor Black Canyon Motorplex LLC/Beus Gilbert

Staff Recommendation Approval, subject to stipulations

General Plan Conformity

General Plan Land Use Designations		Commercial Residential 10-15 du/ac Higher Density Residential 5-10 du/ac Traditional Lot Parks/Open Space – Publicly Owned	
Street Map Classification	Sonoran Boulevard	Arterial	70-foot north half street right-of-way
	32 nd Avenue	Collector	100-foot total right-of-way
	Long Shadow Trail	Collector	100-foot total right-of-way
	Frontage Road	Future Freeway Frontage Road	As required by Arizona Department of Transportation (ADOT)

GROWTH AREA ELEMENT, GOAL 1, GROWTH - STRATEGIC EMPLOYMENT GROWTH: THE PHOENIX ECONOMIC DEVELOPMENT PLAN PROVIDES ECONOMIC DEVELOPMENT EFFORTS AND FOCUSES ON FOUR MAIN GOALS. 1) GROWTH IN JOBS, WAGES AND NUMBER OF BUSINESSES IN TARGETED BUSINESS CLUSTERS; 2) GROWTH IN PHOENIX RESIDENTS' INCOME; 3) IMPROVEMENT IN PHOENIX QUALITY OF LIFE; 4) GROWTH IN SALES TAX REVENUES.

The North Black Canyon Corridor is a targeted employment growth center. The proposed 84-acre Planned Unit Development is within the infrastructure limit line and will provide employment and service opportunities for the surrounding community.

LAND USE ELEMENT, GOAL 1, URBAN FORM: GROWTH SHOULD BE STRUCTURED INTO A SERIES OF URBAN VILLAGES CHARACTERIZED BY THE FIVE COMPONENTS OF THE URBAN MODEL: CORE, NEIGHBORHOODS, COMMUNITY SERVICE AREAS, REGIONAL SERVICE AREAS, AND OPEN SPACE.

The subject property is located within the North Gateway Village as defined by the city of Phoenix General Plan and is ideally located between the village core, Carefree Highway and Interstate 17, a major regional transportation corridor. This strategic location in the urban pattern is appropriate for regional service area land uses such as a hospital and medical uses, retail, offices, residential, and auto uses.

LAND USE ELEMENT, GOAL 2, EMPLOYMENT AND POPULATION BALANCE: DEVELOPMENT OF EACH VILLAGE'S POTENTIAL SHOULD BE ENCOURAGED BY DISTRIBUTING A DIVERSITY OF EMPLOYMENT AND HOUSING IN A WAY THAT ACHIEVES A BALANCED CITYWIDE PLAN AND THAT IS CONSISTENT WITH COMMUTE TRAVEL PATTERNS AND THE CURRENT CHARACTER OF EACH DEVELOPED VILLAGE

LAND USE ELEMENT, GOAL 5, INTEGRATION OF LAND USE AND TRANSPORTATION SYSTEMS: MINIMIZE THE ADVERSE IMPACT OF THE TRANSPORTATION SYSTEM THROUGH INTEGRATED URBAN DESIGN.

The development will serve as a service area supporting the village core and surrounding neighborhoods. It will also reduce the need for additional vehicle trips outside the village for employment and the purchase of goods and services.

LAND USE ELEMENT, GOAL 12, VILLAGE CHARACTER: THE UNIQUE CHARACTER AND IMAGE OF EACH VILLAGE SHOULD BE RETAINED AND ENHANCED.

The character of the North Gateway Village is described as the following: undeveloped Sonoran desert, mountains, and washes; regional employment center opportunity; scenic corridors and trails; visual linkages to open space; and large master-planned communities. Immediately east of the Planned Unit Development boundary is approximately 23 acres of land (which is not included in this rezoning request) located within the Skunk Creek Wash that will be dedicated to the city of Phoenix for the Sonoran Preserve pursuant to the requirements of the previous rezoning application (Z-78-05-2) for the auto mall.

NEIGHBORHOOD ELEMENT, GOAL 9, NEIGHBORHOOD AND FREEWAY COMPATIBILITY: FREEWAYS AND PARKWAYS WITHIN THE CITY SHOULD BE DESIGNED OR MITIGATED TO BE SENSITIVE TO ADJACENT NEIGHBORHOODS.

Commercial development is often an effective buffer between a freeway and existing and new residential development. The proposed zoning designation will allow freeway mitigation measures to be provided through a mix of land uses and innovative site design.

Background/Issues/Analysis

BACKGROUND

1. In 2006, City Council approved Rezoning Case No. Z-78-05-2 on the subject site for C-2 Special Permit to allow automobile dealerships and accessory auto repair uses. There were significant community concerns regarding glare, noise, and traffic that may have been generated by the proposed auto mall as well as the

aesthetics of the project. A neighborhood working group was established and met regularly to work through the outstanding concerns. This group consisted of city staff, concerned residents and the applicant. The meetings primarily focused on developing stipulations acceptable to all parties. Stipulations addressed the review of conceptual site plans, elevations, lighting, landscaping, and signage through the Planning Hearing Officer public hearing process. In addition, staff prepared the Black Canyon Corridor Commercial Design Booklet that communicated the design vision for the area. There were a total of 40 stipulations that address such issues as specific signage, landscaping, access, operation, notification, and screening issues.

In 2007, City Council approved PHO-1-07-Z-78-05-2, a Planning Hearing Officer request to review the conceptual site plan, elevations, lighting, landscaping, and signage as required by stipulation of Z-78-05-2. The Black Canyon Motoplex Project Book satisfied the stipulations by demonstrating compatibility with the vision principles illustrated in the Black Canyon Corridor Commercial Design Booklet and by addressing the community's concerns.

SUBJECT SITE

2. This request is to rezone an 84.12 acre site located at the northeast corner of Interstate 17 and Sonoran Boulevard, from C-2 SP and S-1 to PUD. The site is currently vacant.
3. The General Plan Land Use Map encompasses a mix of land use designations for the subject site. The subject site is designated Commercial, Residential 10-15 du/ac Higher Density, Residential 5-10 du/ac Traditional Lot, and Parks/Open Space – Publicly Owned. The request is consistent with the General Plan Land Use Map designations.
4. The site is located within the North Black Canyon Corridor Plan and the proposed Planned Unit Development with uses such as health and medical uses, retail, offices, residential, and auto uses are consistent with the intent of the following goals:
 - *Goal 2: Achieve a balance between employment and housing.* The requested zoning will allow for the development of employment generating uses as well as expanded housing opportunities.
 - *Goal 3: Concentrate growth within a defined corridor.* The site, while located adjacent to the village core, is located within the Interstate 17 corridor and is an appropriate location for commercial and higher density residential development. In addition, the site is located within the Infrastructure Limit Line.
 - *Goal 4: Preserve North Sonoran desert amenities and use these features to define community form and identity.* Immediately east of the Planned Unit Development boundary is approximately 23 acres of land (which is not included in this rezoning request) that is located within the Skunk Creek Wash. This area will be dedicated by the applicant to the city of Phoenix for the Sonoran Preserve pursuant to the requirements of the previous rezoning application (Z-78-05-2) for the auto mall. In addition, the eastern portion of the PUD boundary will be subject to the Sonoran Preserve Edge Treatment Design Guidelines outlined in the Zoning Ordinance.

SURROUNDING USES & ZONING

5. **North**

The parcel to the north is zoned C-2 PCD NBCOD and is currently vacant. The parcel was rezoned in 2005 (Z-70-05-2) to allow retail uses.

West

Interstate 17 is located on the west side of the subject site.

South

The parcel to the south is zoned C-2 NBCOD and is currently vacant. The parcel was rezoned in 2007 (Z-125-06-2) with the intent to allow the development of a mixed use commercial and multi-family residential project.

East

The Skunk Creek Wash is adjacent to the east side of the subject site and zoned FH PCD NBCOD.

PROPOSAL

6. The proposal was developed utilizing the PUD zoning designation which allows an applicant to propose uses, development standards, and design guidelines for a site. One of the goals of this process is to allow the applicant to develop standards that respond to the surrounding environment more so than conventional zoning districts allow. The end result is property rezoned with standards crafted specifically for the site.

Where the PUD narrative is silent on a requirement, the applicable Zoning Ordinance provisions will be applied.

7. Below is a summary of the proposed standards for the subject site as described in the attached PUD narrative date stamped March 22, 2011, Attachment B. Many of the proposed standards were derived from the standards of the C-1 and C-2 zoning districts.

Land Use

The narrative proposes permitted uses that include, but are not limited to, health and medical uses, retail, office, residential, and auto uses.

Performance Standards

Performance standards are provided to address additional requirements for specific land uses. The performance standards may include a requirement for a use permit through the public hearing process, limit hours of operation, or provide a buffer. Several performance standards are proposed for the auto related uses to incorporate previous commitments relating to the auto related uses.

Development Standards

The proposed building heights range from a maximum of 120 feet for a hospital use only, 56 feet for retail and office uses, and 30 feet for all auto related uses. The minimum building setback along the perimeter is 30 feet except 10 feet along the Skunk Creek Wash and the north property line. The landscape setback along the perimeter is a minimum of 20 feet except 10 feet along the north property line and 0 feet along the Skunk Creek Wash. The building and landscape setbacks along 32nd Avenue and Long Shadow Trail are a minimum of 15 feet in width.

Landscaping Standards

A mix of two-inch and three-inch caliper trees placed 20 feet on center along with shrubs and groundcover are proposed along the streetscape of the entire development to promote human comfort and visual interest surrounding the site.

Parking

Sufficient parking has been proposed for the site by meeting the minimum parking requirements for the individual uses. Parking space dimensions have been reduced from 9½ feet to 9 feet in width for retail and hospital uses.

Shading

The narrative proposes that 50 percent of all pedestrian walkways and sidewalks be shaded by a combination of shade trees, building canopies, overhangs, arcades, or other shade method as measured at 12 noon on the summer solstice. In addition, surface parking lots must provide 15% shade cover through a combination of shade trees and/or shade canopies. These standards exceed the requirements outlined in the Zoning Ordinance.

Design Guidelines

The Development Narrative does not propose any new design guidelines; therefore all applicable design guidelines outlined in the Guidelines for Design Review and the North Black Canyon Overlay sections of the Zoning Ordinance will apply. To maintain the intent of the vision principles outlined in the Black Canyon Motorplex Project Book, a stipulation will be added to address architectural consistency, shade, materials, and architectural detailing for auto related uses.

Phasing

Specific phasing is currently not being considered by the applicant.

Signage

Signs for this PUD will be in conformance with the Sign and North Black Canyon Overlay section outlined in the Zoning Ordinance. Any deviations to the sign section, in accordance with Ordinance Section 671.E.1, would require a major amendment be filed for the PUD narrative, not a comprehensive sign plan. Such a request would proceed through the rezoning public hearing process.

Sustainability

The narrative proposes several options to incorporate sustainability principles which may include building orientation, high roof solar reflective index, solar collection technologies, and design for effective water use.

DEVELOPMENT NARRATIVE

8. Staff has conducted a two reviews of the Development Narrative (first and second submittal) in which the applicant has addressed several comments made by staff. Staff still has concerns regarding the following items listed below:
 - a. Page 33, Section G.1.b(8), Automobile Retail Sales, New, Used, Leasing and Rental – Permanent pedestals would provide a more finished appearance with aesthetic appeal adjacent to public roads. Display racks are temporary in nature and can be easily moved which may be problematic.
 - b. Page 50, Section G.2.c., Landscape Setbacks – The eastern PUD boundary is adjacent to the Skunk Creek Wash and it is important that the interface between the subject site and the wash are addressed through the Sonoran Preserve Edge Treatment Guidelines. The commercial section addresses building form in relationship to the natural edge, pedestrian access, location of service areas, etc. “Commercial” should be removed from Figure 10 regarding the Sonoran Preserve Edge Treatment Guidelines so that the entire guidelines are applied to address treatment of the edge.
 - c. Page 59, Section G.4.c., Vehicular Drive Aisles – The proposed development will have to frequently accommodate large vehicles on-site. These vehicles may include semi-trucks, fire trucks, ambulances, delivery trucks, etc., that will need ample space to maneuver through the site. A reduction of vehicular drive aisles to 20 feet when the drive aisle is not loaded with parking stalls may not be wide enough to accommodate large trucks with an increased turning radius.
 - d. Page 67, Table, Project Identity Signage, Primary Monument Sign – The North Black Canyon Overlay limits the height of primary monument signs to 16 feet, but excludes signs along the freeway frontage. The proposed signage plan depicts primary monument signs (1.2) along Interstate 17 and Sonoran Boulevard. The height of the Primary Monument Signs along Sonoran Boulevard would need to be reduced from 20 feet to 16 feet to be consistent with the North Black Canyon Overlay.
 - e. Page 70, Item g. – Ground signs are limited to no more than 10 items of information. Grounds signs for a hospital could easily exceed 10 items of information. The applicant may want to exclude hospitals from this requirement. However, the ground sign would be limited by sign area as previously stated in the table for ground signs.
 - f. Page 75, Item g(2)d., Primary Project Monument Signs - The North Black Canyon Overlay limits the height of primary monument signs to 16 feet, but excludes signs along the freeway frontage. The proposed signage plan depicts primary monument signs (1.2) along Interstate 17 and Sonoran Boulevard. The height of the Primary Monument Signs along Sonoran Boulevard would need to be reduced from 20 feet to 16 feet to be consistent with the North Black Canyon Overlay.

- g. Page 102, Appendix D, Definitions – As defined by *Webster's Ninth New Collegiate Dictionary*, the term "civic" is defined as "of or relating to a citizen, a city, citizenship, or civil affairs". A religious institution (church, synagogue or temple) should not be included in the definition for "Civic Uses".

STREETS AND TRAFFIC

9. The Streets Transportation Department has indicated that the following right-of-way dedications need to be provided and a stipulation has been added to address these dedications:
 - Minimum 70 feet for the north half of Sonoran Boulevard
 - Total 100 feet, or 80 feet with 10 foot sidewalk easements for Long Shadow Trail
 - Total 100 feet, or 80 feet with 10 foot sidewalk easements for 32nd Avenue
 - Freeway Frontage Road as required by Arizona Department of Transportation (ADOT)
10. A Traffic Impact Study was submitted to the Street Transportation Department on March 23, 2011 for review. Right-of-way dedications for 32nd Avenue and Long Shadow Trail may be modified pending the results of the Traffic Impact Study. A stipulation is proposed to address requirements from the study.

MISCELLANEOUS

11. It has been determined that majority of the site is not in a Special Flood Hazard Area (SFHA), but is located in a Shaded Zone X, on panel 770 F of the Flood Insurance Rate Maps (FIRM) dated December 22, 2008; however portion of the site are located within several different SFHA's called Zone AE, Zone A, and Zone AFW; and within a Regulatory Floodway as designated by the Federal Emergency Management Agency (FEMA). SFHA's are areas subject to inundation by a 100 year flood as shown on panel 770 F of the Flood Insurance Rate Maps (FIRM) dated December 22, 2008.
12. The Aviation Department has requested specific information be submitted for the proposed helistop for the hospital or emergency center for review by the Aviation Department prior to the submittal to the Federal Aviation Administration for their approval. A stipulation addresses this request.
13. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements and other formal actions may be required.

Findings

1. The request is consistent with the mix of General Plan Land Use designations of Commercial, Residential 10-15 du/ac Higher Density, Residential 5-10 du/ac Traditional Lot, and Parks/Open Space – Publicly Owned and implements several goals of the North Black Canyon Corridor.

2. The development will be a service area supporting the village core and surrounding neighborhoods.
3. The proposed development will provide increased employment, retail, and residential living opportunities in the area.
4. The proposed development will potentially provide emergency services not currently provided in the immediate area.

Stipulations

1. That an updated Development Narrative for the North Black Canyon Crossings reflecting the changes approved through this request shall be submitted to the Planning and Development Department within 30 days of City Council approval of this request. The updated Development Narrative shall be consistent with the Development Narrative date stamped March 22, 2011, as modified by the following stipulations:
 - a. Page 33, Section G.1.b(3), Automobile Retail Sales, New, Used, Leasing and Rental – Add the following language, “This does not apply to the permanent display pedestals.”
 - b. Page 33, Section G.1.b(8), Automobile Retail Sales, New, Used, Leasing and Rental – Revise this item as follows: “ Vehicle display racks shall not exceed a height of fifteen (15) feet except that vehicular display racks within one hundred (100) feet of the perimeter lot line adjacent to a street shall be permanent display pedestals and shall not exceed a height of three (3) feet as approved by the Planning and Development Department.”
 - c. Page 50, Section G.2.c., Landscape Setbacks, Remove “Commercial” from Figure 10 regarding the Sonoran Preserve Edge Treatment Guidelines.
 - d. Page 59, Section G.4.c., Vehicular Drive Aisles – The vehicular drive aisle shall be a minimum of 24 feet in width when the drive aisle is not loaded with parking stalls.
 - e. Page 67, Table, Project Identity Signage, Primary Monument Sign – Reduce the height of the primary monument sign along Sonoran Boulevard to a maximum of 16 feet.
 - f. Page 70, Item g. – Add the following language that excludes the number of items of information for hospitals on ground signs as follows:
“3. Information on a hospital”.
 - g. Page 75, Item g(2)d., Primary Project Monument Signs - Reduce the height of the primary monument sign along Sonoran Boulevard to a maximum of 16 feet.

- h. Page 102, Appendix D, Definitions – Please remove “a religious institution (church, synagogue or temple)” from the Civic uses definition.
2. That development for all auto related uses shall include the following:
 - a. Elevations which provide architectural consistency in building style, wall treatments, lighting, and signage.
 - b. Primary finishing materials for buildings that are muted and blend with rather than contrast strongly with the surrounding desert environment.
 - c. Landscaping, arcades, or overhangs that provide shaded walkways and that are located in the vehicle display areas of each dealerships lot.
 - d. Shaded outdoor patio areas that serve employees and customers and are dispersed throughout the site and located at visible pedestrian areas.
 - e. Natural accent materials such as brick, stone, or tile.
 - f. Architectural detailing such as recesses, pop outs, shade walls, parapets, artistic insets, or pilasters.

RIGHT-OF-WAY IMPROVEMENTS

3. That right-of-way totaling a minimum of 70 feet from the street design centerline shall be dedicated for the north half of Sonoran Boulevard as approved by the Planning and Development Department.
4. That right-of-way totaling 100 feet, or 80 feet with 10 foot sidewalk easements on each side, shall be dedicated for 32nd Avenue as approved or modified by the Planning and Development Department and Street Transportation Department. Pavement width shall be determined by the approved Traffic Impact Study. Bikes lanes shall be required and on-street parking shall not be permitted on 32nd Avenue.
5. That right-of-way totaling 100 feet, or 80 feet with 10 foot sidewalk easements on each side, shall be dedicated for Long Shadow Trail as approved or modified by the Planning and Development Department and Street Transportation Department. Pavement width shall be determined by the approved Traffic Impact Study. Bikes lanes shall be required and on-street parking shall not be permitted on Long Shadow Trail.
6. That the developer shall construct all streets adjacent to the development with paving, curb, gutter, sidewalk, curb ramps, streetlights, landscaping and other incidentals as per plans approved by the Planning and Development Department. All improvements shall comply with all ADA accessibility standards.
7. That the applicant shall submit a revised Traffic Impact Study to the Street Transportation Department and the Planning and Development Department prior

to preliminary site plan review for the first phase of development. The applicant shall be responsible for any dedications and required improvements as recommended by the approved Traffic Impact Study and as approved by Planning and Development Department and the Street Transportation Department.

8. That the applicant shall complete and submit the Developer Project Information Form for the MAG Transportation Improvement Program to the Street Transportation Department.
9. That the applicant shall submit a Street Alignment Plan to the Street Transportation Department and the Planning and Development Department prior to preliminary site plan review for the first phase of development. The applicant shall be responsible for any dedications and required improvements as recommended by the approved street alignment plan as approved by Planning and Development Department and the Street Transportation Department.
10. That the developer shall construct the freeway frontage road and dedicate corresponding right-of-way adjacent to the PUD property frontage as per plans approved by the Arizona Department of Transportation.

AVIATION

11. In accordance with the City of Phoenix Zoning Ordinance Section (504.1.B.2.a) and prior to the submittal of the Federal Aviation Administration (FAA) Form 7480-1 for approval for a helistop, the applicant shall submit the following for review to the City of Phoenix Aviation Department, Planning and Environmental Division:
 - a. Aerial photograph of a scale no less than one inch equals four hundred feet indicating the approach and departure routes, the location of all residences, schools, churches, hospitals, and areas used for the open assembly of people as well as other noise sensitive areas within a radius of one-half mile of the proposed site.
 - b. Information on the type of use of the helistop or heliport and type and weight of helicopters that will use the facility.
 - c. Plot plan showing location in relation to adjacent land use and the size and general detail of the proposed facility.
 - d. For elevated helistops or heliports, the structural engineer shall verify that the structure will support the helicopter(s) using the facility.
12. Prior to preliminary site plan approval, the applicant shall submit the Federal Aviation Administration (FAA) Form 7480-1. "Notice of Landing Area Proposal" and obtain a letter of no objection from the Federal Aviation Administration for a helistop.

Writer

Tricia Gomes
April 4, 2011

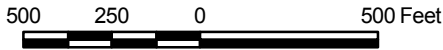
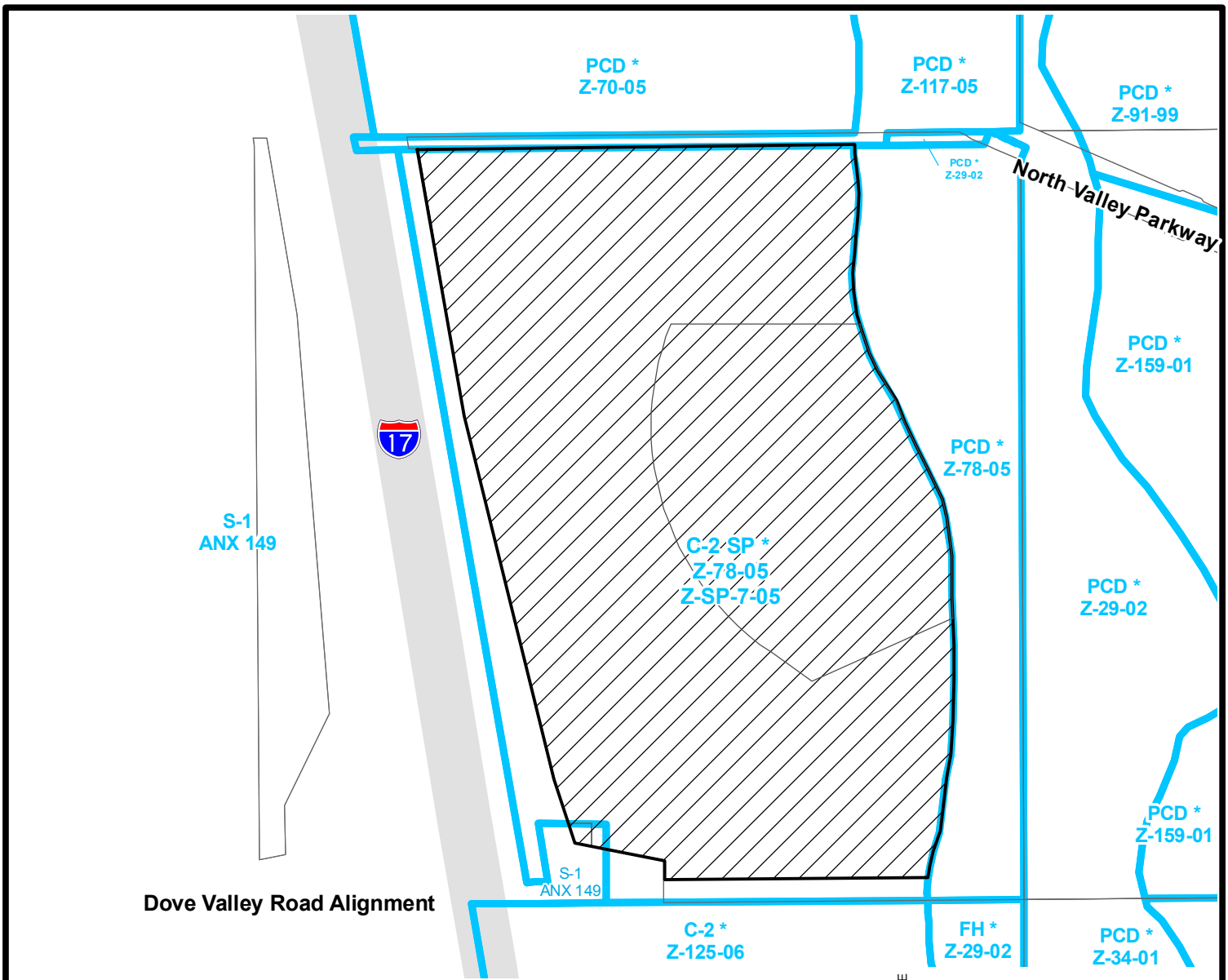
Team Leader

Michelle Dodds

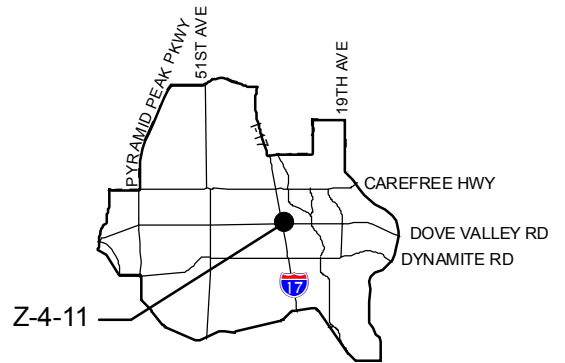
Attachments

Attachment A: Sketch Map

Attachment B: North Black Canyon Crossings PUD Narrative date stamped
March 22, 2011



CITY OF PHOENIX PLANNING DEPARTMENT
NORTH GATEWAY VILLAGE
 CITY COUNCIL DISTRICT: 2



APPLICANT'S NAME: Westcor Black Canyon Motorplex LLC		REQUESTED CHANGE:	
APPLICATION NO.: Z-4-11		FROM: C-2 SP NBCOD, (83.92 a. c.) S-1 NBCOD, (0.20 a. c.)	
<small>GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.</small> 84.12 Acres		TO: PUD NBCOD, (84.12 a. c.)	
<small>DATE:</small> 01/20/11 <small>REVISION DATES:</small> 3/22/11		<small>AERIAL PHOTO & QUARTER SEC. NO.:</small> Q57-21	
<small>ZONING MAP:</small> R-6		<small>* UNITS P.R.D. OPTION</small>	
MULTIPLES PERMITTED		CONVENTIONAL OPTION	
S-1, C-2		0, 0	
PUD		600	

* Maximum Units Allowed with P.R.D. Bonus