



City of Phoenix

PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report Z-15-16-8 (Navarro Groves PUD) July 26, 2016

South Mountain Village Planning Committee Meeting Date August 9, 2016
Planning Commission Hearing Date September 1, 2016

Request From: R1-14 BAOD (24.78 acres)
Request To: PUD BAOD (24.78 acres)
Proposed Use Planned Unit Development to allow single family residential and accessory uses.

Location Northwest corner of 32nd Street and Highline Canal

Owner Andrew Kunasek & E. & M. Navarro Trust
Applicant Keith Nichter, LVA Urban Design Studio
Representative Burch & Cracchiolo, PA
Staff Recommendation Approval, subject to stipulations

General Plan Conformity			
General Plan Land Use Designation		Mixed-Use Agricultural	
Street Map Classification	32 nd Street	Minor Collector	33-foot west half street
<p>CONNECT PEOPLE & PLACES CORE VALUE; CANALS & TRAILS; DESIGN PRINCIPLE: <i>Provide multi-use trail connections where appropriate.</i></p> <p>The development will include a multi-use trail located within a 30-foot multi-use trail easement along 32nd Street. This amenity will provide connectivity with the existing multi-use trail along 32nd Street north of the property.</p>			
<p>CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; CERTAINTY & CHARACTER; DESIGN PRINCIPLE: <i>Protect and enhance the character of each neighborhood and its various housing lifestyles through new development that is compatible in scale, design, and appearance.</i></p> <p>The proposal is compatible with the scale, design, and appearance of the surrounding area. Lot sizes vary from 10,127 to 17,998 square feet throughout the site; a range that is</p>			

consistent with the existing development pattern in the area. Design standards including landscaping, open space design, fencing, and entry features complement the rural character of the surrounding area and honor the historic agricultural use of the property.

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; CERTAINTY & CHARACTER; DESIGN PRINCIPLE: *Enhance the compatibility of residential infill projects by carefully designing the edges of the development to be sensitive to adjacent existing housing. Create landscape buffers and other amenities to link new and existing development.*

The proposal includes the provision of minimum 40-feet of active open space adjacent to the northern and western perimeter, where the property is adjacent to existing residential development. This open space will be landscaped and will mitigate the impact of the proposed development on nearby properties. The southern perimeter contains a minimum 10-foot landscape and minimum 30-foot common open space area with pedestrian access to the Highline Canal. The eastern perimeter provides a minimum 60-foot landscape setback along 32nd Street with robust landscaping standards that will mitigate potential impacts to property owners across 32nd Street.

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; CERTAINTY & CHARACTER; DESIGN PRINCIPLE: *Integrate into the development design natural features such as washes, canals, significant topography and existing vegetation, which are important in providing character to new subdivisions.*

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; CONNECTED NEIGHBORHOODS; DESIGN PRINCIPLE: *Design and locate new neighborhoods to promote access (both physical and visual) to parks and open space. New developments should also provide convenient pedestrian and bicycle access to transit stops, schools and other neighborhood amenities.*

The proposal includes a minimum 10-foot landscape setback and minimum 30-foot common open space area adjacent to the southern property line along the Highline Canal. Pedestrian access is provided to the canal right-of-way. Additionally, this area features an agrarian-style view fence, drainage channel, and two rows of trees which will help integrate the development with the canal and promote active uses of the canal right-of-way.

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; HEALTHY NEIGHBORHOODS; DESIGN PRINCIPLE: *Plan and design communities and neighborhoods to be pedestrian friendly and walkable.*

The proposal includes walking trails along the northern and western perimeters, located within 40-foot active open space areas. These trails are accessible from numerous points within the subdivision, including cross-cut access trails that originate in the central open space. The eastern perimeter includes a 30-foot multi-use trail that provides connectivity

to the Highline Canal. The central open space also features pedestrian-friendly trails that traverse the length of the development.

BUILD THE SUSTAINABLE DESERT CITY; TREES & SHADE; DESIGN PRINCIPLES:

- a) Integrate trees and shade into the design of new development and redevelopment projects throughout Phoenix.*
- b) Plant drought tolerant vegetation and preserve existing mature trees in new development and redevelopment.*

The proposal includes robust landscaping standards that meet or exceed the requirements of the MUA and R1-14 zoning districts. The proposal includes a dedication to 50% shading at maturity for all pedestrian walkways and gathering areas. The plant palette proposed for the development integrates the Mixed Use Agricultural District Plant List and the Baseline Area Master Plan Plant list. The majority of plants in this palette are drought tolerant.

BUILD THE SUSTAINABLE DESERT CITY; HEALTHY FOOD SYSTEM; DESIGN PRINCIPLE: Encourage neighborhood designs that incorporate community gardens, urban farms and other urban agriculture elements.

The central open space includes a dedicated area for a community garden, located at the nexus of four pedestrian pathways providing equitable access for all residents.

Area Plans

The property is located within the boundaries of the Baseline Area Overlay District (BAOD). The BAOD is designed to encourage and protect the rural, agricultural character of the area while allowing development in accord with the Baseline Area Master Plan. This rezoning request does not eliminate requirements for conformance with this overlay district. The proposal meets or exceeds all BAOD standards addressed in the Development Narrative. For BAOD standards not directly addressed in the Development Narrative, the BAOD standard will apply.

Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone a 24.78 acre site located at the northwest corner of 32nd Street and the Highline Canal from R1-14 BAOD (One-Family Residence, Baseline Area Overlay District) to PUD BAOD (Planned Unit Development, Baseline Area Overlay District) to allow single family residential and accessory uses.

2. The subject site is an assemblage of two parcels with separate ownership that previously housed the Navarro Family Citrus Farm. A large portion of the property is vacant, however the site retains vestiges of the prior use including a single-family home, various farm buildings, an orange grove, and a palm tree nursery.
3. The General Plan Land Use designation for the property is Mixed-Use Agricultural. The proposed use is not consistent with this designation and the subject property is greater than 10 acres in area. However, a General Plan amendment is not required as the proposal met and exceeded the criteria outlined in the MUA/PUD General Plan Amendment Policy. This policy outlines conditions under which a PUD request on property designated MUA on the General Plan Land Use Map does not trigger a General Plan Land Use Map amendment. These conditions include a maximum permitted density of 2.34 du/acre and that the proposal exceeds development standards from the MUA zoning district and the BAOD. From the MUA zoning district, the proposal must exceed 5 of 8 standards including those regarding building height, setbacks, lot coverage, open space, and agricultural character. From the BAOD, the proposal must exceed 3 of 5 standards including those regarding porches, garages, orientation, entry features, and character. The proposed density is 2.18 du/acre. Additionally, staff review indicated that the request exceeded the minimum requirements regarding MUA and BAOD development standards.

SURROUNDING USES & ZONING

4. **North**
North of the subject site are two single-family residential subdivisions zoned R1-14 BAOD (One-Family Residence, Baseline Area Overlay District). To the northeast is the 26-unit 32nd Street and Baseline subdivision. To the northwest is the 84-unit Blossom Hills II subdivision. Blossom Hills II is approximately 50% completed and remains under construction.

East

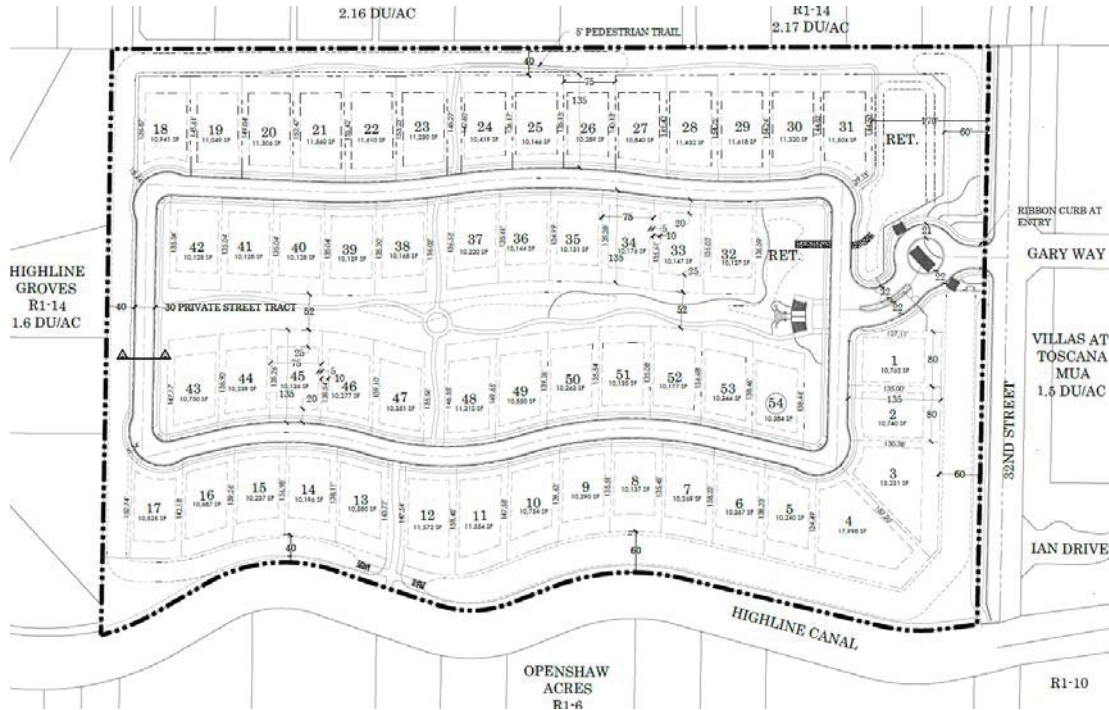
East of the subject site across 32nd Street is the 30-unit Villas at Toscana II single-family residential subdivision which is zoned MUA BAOD (Mixed Use Agricultural, Baseline Area Overlay District).

South

South of the subject site and across the Highline Canal are large-lot single-family residences with R1-6 BAOD (Single-Family Residence, Baseline Area Overlay District) zoning. Some of these parcels are currently vacant.

West

West of the subject site is the 37-unit Highline Groves single-family residential subdivision which is zoned R1-14 BAOD (One-Family Residence, Baseline Area Overlay District).



DEVELOPMENT STANDARDS

7. Land Use

The Development Narrative proposes to allow single-family detached residential uses for the entire site as well as a residential model home complex and sales office. Additionally, there are limited provisions permitting accessory uses such as guesthouses for the single-family residential lots, a community garden, and home occupations.

Unit Count and Density

The Development Narrative proposes a single-family residential Planned Unit Development consisting of 54 lots built at a density of 2.18 du/acre. Lot sizes vary considerably as a result of the unique shape of the property line adjacent to the Highline Canal and the curvilinear streets that mimic this line. 52 lots fall within the range of 10,127 to 11,618 square feet. Two corner lots in the southeast portion of the site have areas of 15,231 and 17,998 square feet, respectively. Both the unit count and density are consistent in scale and character with the surrounding area. The average lot dimensions are 75-foot wide by 135-foot deep.

Building Height

The Development Narrative proposes a maximum one-story and 22-foot high restriction on all residential units. This development standard is more restrictive than that found in both the R1-14 (2 stories and 30-feet) and MUA (30-feet) zoning districts. This building height is consistent with development in the surrounding area. Further, the Baseline Area Overlay District emphasizes the

need for protection of the views of South Mountain and downtown Phoenix. This self-imposed restriction will help to protect these views.

Setbacks

Proposed setbacks include a 20-foot front yard setback on interior streets, a 5-foot minimum and 15-foot combined side setback for interior property lines, 10-foot setbacks for street-side property lines, and a 25-foot rear yard setback. The rear yard setback exceeds the 20-foot requirement found in the MUA zoning district. The configuration of the interior street-side setbacks on the site plan exceeds the minimum 10-foot requirement found in the BAOD. The remainder of the setbacks are less restrictive than the standards found in the MUA zoning district and the BAOD contains no comparable standard.

Lot Coverage

Lot coverage is limited to 28% of the net site area, to be distributed proportionally between all 54 lots. The net area is equivalent to the gross site area, exclusive of perimeter right-of-way and interior street tract areas. This development standard is more restrictive than the maximum 35% lot coverage allowance permitted in the MUA zoning district.

OPEN SPACE AND TRAILS

8. The Development Narrative proposes that all area not consisting of street tracts, lots, and landscape setbacks be designated as open space. There are two forms of open space provided in the proposal, active open space and common open space. Both active and common open space areas have corresponding landscaping standards detailed in Section 9. The R1-14 and MUA zoning districts and the BAOD do not have any requirement for the provision of active or common open spaces in a residential development.

Active Open Space

Active open space is defined by its provision of amenities accessible to all residents. The proposal requires that 20% of the net site area be active open space. The Development Narrative outlines eight potential amenities and a dedication to provide a minimum of six. Required amenities in the active open space include a network of trails, a primary ramada with trellises, seating areas, turf lawn, canal access, and gathering space. Other amenities identified include raised planter boxes in the community garden and a separate serenity garden. Active open spaces include the areas at the north and west perimeters of the site and the central open space.

Common Open Space

Common open space is not required to contain amenities or active uses and is found around the southern perimeter of the site. There is no development standard addressing the percentage of common open space required.

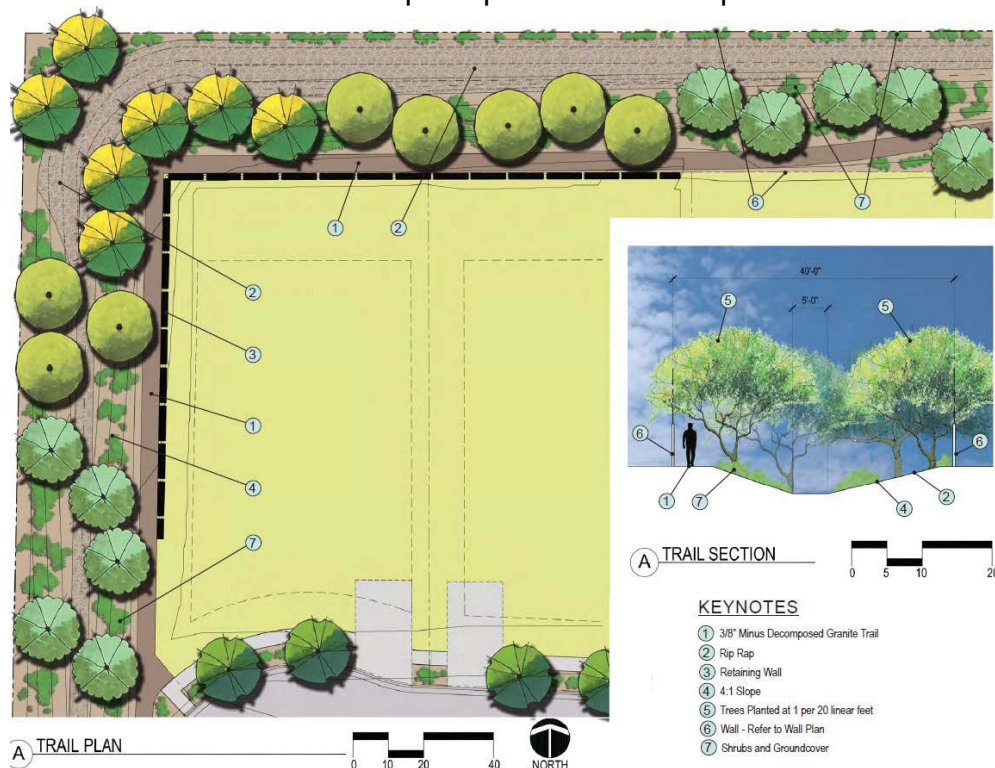
Trails

The proposal includes various trails designed to provide recreational opportunities and pedestrian connectivity throughout the site. Trails will be a minimum of 5-feet in width and located within designated active open space areas. Trail materials will vary based on their location. Staff stipulations require that the Development Narrative be revised to specify materials for all locations. No home shall be less than 250-feet from open space or a trail connection.

Required trails include a loop trail along the northern boundary of the site and a portion of the western boundary to be constructed of 3/8" minus decomposed granite.

Additionally, there are four trail locations that bisect the site, providing north/south access through the property and connecting the northern loop trail to the central open space and on to the Highline Canal. Ventral trails between Lots 37-38 and 47-48 will be located within minimum 30-foot wide active open space areas. Ventral trails between Lots 12-13 and 23-24 will be located within minimum 20-foot wide active open space areas.

Finally, trails will be provided within the central active open space that traverse the length of the property, offering pedestrian connectivity from the main project entry to the ventral trails, the Highline Canal, and the western perimeter of the site. Trails in the central active open space will be composed of concrete.



LANDSCAPING AND STREETScape STANDARDS

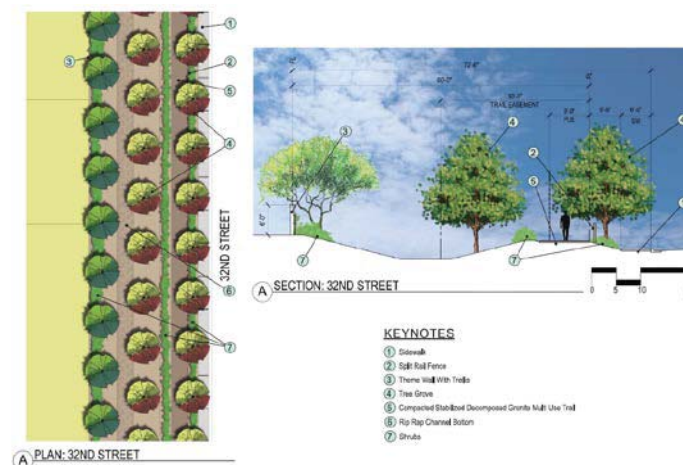
9. The Development Narrative proposes landscaping on all perimeter property lines, interior streets, retention areas, and active and common open spaces. Proposed landscaping standards meet or exceed the standards of the MUA zoning district and BAOD. In some cases, such as along the north and west perimeter property lines, the comparable landscaping standard is met or exceeded by equivalent language in a proposed open space requirement. The Development Narrative indicates that landscaping standards are intended to be consistent with and enhance the rural and agricultural character of the area and will primarily utilize drought-tolerant planting throughout the site. One exception is the limited provision of orange trees near the project entry. This landscape feature is intended to pay homage to the historic use of the property as the Navarro Family Citrus Farm.

The plant palette consists of a combination of the Mixed Use Agricultural District Plant List and the Baseline Area Master Plan Plant list. Additional plants were selected to complement the agrarian character of the surrounding area.

Adjacent to 32nd Street

The proposal includes the provision of a minimum 60-foot landscaped tract adjacent to 32nd Street. This standard exceeds the MUA requirement for an average 35-foot landscaped setback along arterial or collector streets. The tree mixture and shrub count meets the MUA standard. The proposal includes three rows of trees spaced 15-feet on-center. The first two rows of trees, closest to 32nd Street, includes Red Push Pistache trees intended to evoke a pecan grove. The third row of trees are evergreen and intended to provide screening in winter.

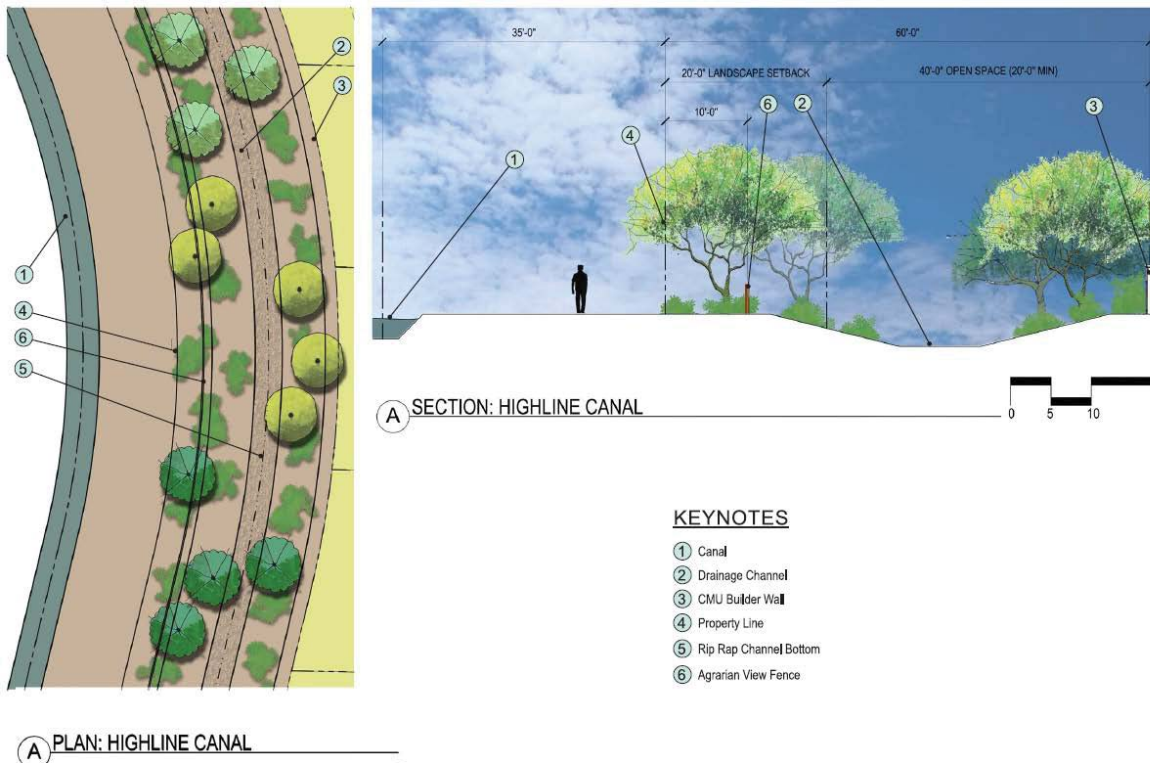
The proposal includes a 5-foot concrete sidewalk along 32nd Street. Staff stipulations require a 30-foot multi-use trail easement and multi-use trail in this area.



Adjacent to Highline Canal

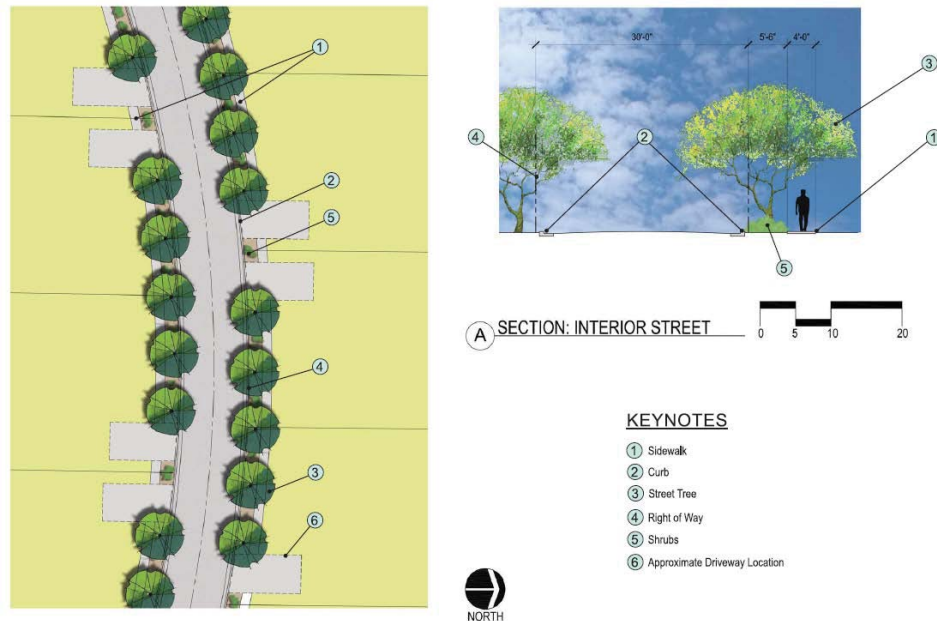
The proposal includes two access points to the Highline Canal right-of-way. The first is from 32nd Street and is accessible to users of the right-of-way. Along the southern perimeter of the site, there is also a pedestrian gate for residents to access the right-of-way. The trail connection to this gate originates at the northern portion of the site and bisects the central active open space providing equitable access to all residents.

Development standards include a minimum 20-foot landscape setback adjacent to the canal and a minimum 20-foot common open space area adjacent to the setback. Both the landscape setback and common open space have corresponding landscape standards, including a requirement for a single row of trees spaced at 20-feet on-center located in each.



Interior Streets and Private Accessways

The interior streetscape features 4-foot detached sidewalks and trees planted at 25-feet on center on both sides of the street.



Northern and Western Perimeters

The proposal includes minimum 40-foot active open space areas adjacent to the northern and western perimeters. These open space areas are required to contain a minimum of one row of trees planted 20-feet on-center.

DESIGN GUIDELINES

10. **Fencing**

The Development Narrative includes a Perimeter Wall and Fence Plan as well as elevations outlining fence height, type, and locations throughout the site. There is a corresponding Development Standard that requires conformance to these plans. The proposal includes a wide variety of fence styles including many chosen for their rural or agrarian character intended to complement design choices in the surrounding area.

Split-rail fencing at 3' 6" in height is proposed immediately adjacent to 32nd Street along the western perimeter. Tube-steel fencing at 6' in height is proposed behind this fence and will be partially screened by landscaping. Four lots which have interior side yards oriented towards 32nd Street will utilize the Navarro Groves theme wall with additional trellis installations on their outer faces.

Along the perimeter of the property, adjacent to the Highline Canal, a 3' 6" agrarian view fence is proposed. Staff recommends a stipulation requiring that the Development Narrative be updated to provide partial view fencing (2-foot view over 4-foot solid) for the rear yards of Lots 4-17. These yards are oriented

towards the canal. The majority of all development along the Highline Canal provides partial or full view fencing for both perimeter property lines adjacent to the canal and lot-lines oriented toward the canal, when set-back from the canal. The provision of view fencing for these lots will be consistent in scale and character with the surrounding area, promote active uses and activation of the canal right-of-way, and contribute to public safety by providing visibility through the proposed open space to the canal banks.

For Lots 32-54, which have rear yards adjacent to the central active open space, rear yard fences will be 6-foot tube-steel. The BAOD contains a design presumption indicating that for single-family developments that provide common-open space, 50% of homes along the perimeter should be oriented towards the common open space. In order to overcome this presumption, full view fencing will be provided for Lots 32-54. Additionally, the central active open space has been designed to promote a sense of openness and allow unrestricted access to the space.

For lots that have side yards fronting on active or common open space areas, a variation on the Navarro Groves theme wall is proposed. These fences include those for all side yards that front on the ventral trails connecting the loop trails, central open space, and canal access. The use of the theme walls will improve the aesthetics for pedestrian users of these connecting pathways.

Rear Yard Gates

For Lots 18-31, which front onto the loop trail contained in the active open space on the northern perimeter of the site, and Lots 32-54, which have rear yards adjacent to the central active open space, the Development Narrative provides for homebuyer optional rear yard pedestrian gates. These gates are intended to provide direct access to trails and open space and promote active use of these amenities.

Project Entry

The sole entry to Navarro Groves is located along 32nd Street aligned with the existing intersection of Gary Way. There is a full turn-around provided on-site, before reaching the entry gates to the property. This turn-around contains a landscaped island featuring annual flowers and a decorative trellis. The trellis feature is repeated on either side of the drive aisles. The entry gates feature an orange crate logo inspired by the Navarro Family Citrus Farm. The entry to the project features robust landscaping standards outlined in detail in Section 9. Past the front entry gates, the entrance to the central open space features a ramada and trellis feature, flanked by orange trees, with stairs leading to the open space area. Throughout the entry area, a variety of building materials are utilized for the aforementioned features including brick, recycled wood, mesh fencing, split-woof rail, and stucco. Many of these materials are highlighted in the MUA zoning district as contributing to a rural or agrarian character.

Lighting

The Development Narrative indicates that any exterior landscape or bollard lighting will conform to relevant Zoning Ordinance regulations. Select architectural, landscape, and hardscape features may feature accent lighting. The primary entry sign will be back-lit. Lighting throughout the site will be designed to be consistent with the character of the MUA zoning district and prioritize low-level lighting which is shielded and directed down.

PARKING

11. The Development Narrative does not address parking. Parking shall be in conformance with Section 702 of the Zoning Ordinance.

SIGNAGE

12. The Development Narrative proposes conformance with the single-family residential sign standards outlined in Section 705 of the Zoning Ordinance.

SHADING

13. Pedestrian walkways and gathering areas should be shaded a minimum of fifty percent (50%) at maturity per Section 507 of the Zoning Ordinance.

SUSTAINABILITY

14. The Development Narrative proposes a list of seven sustainable development tactics to be employed in the project's development. Developers will be required to employ two specific elements from this list and a total of four elements overall. The two specific elements include utilization of LED lighting fixtures in common areas and the incorporation of "Smart" irrigation control systems within the community open spaces. Other proposed sustainable elements include the use of low-flow plumbing fixtures, drought tolerant plants, a community garden, energy-efficient appliances, and the use of recycled and/or salvaged building materials.

STREETS AND TRAFFIC

15. The Street Transportation Department requires that the developer update all existing off-site street improvements to current ADA guidelines.
16. The Street Transportation Department commented that a Traffic Statement is not required for the request.

MISCELLANEOUS

17. The Aviation Department requires that the property owner record a Notice to Prospective Purchasers of Proximity to Airport in order to disclose the existence, and operational characteristics of City of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property.

18. The Phoenix Fire Department has noted that they do not anticipate any problems with this case and that the site and/or buildings shall comply with the Phoenix Fire Code.
19. The City of Phoenix Floodplain Management division of the Street Transportation Department has determined that this parcel is not in a Special Flood Hazard Area (SFHA), but is located in a Shaded Zone X, on panel 2685 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
20. The Public Transit Department provided no comments or proposed stipulations on the request.
21. The Water Services Department stated that there are no water or sewer infrastructure concerns with the proposed zoning change.
22. 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 proposal is not consistent with the General Plan Land Use Map designation of Mixed Use Agriculture and the site's gross acreage exceeds 10 acres, however a General Plan amendment is not required as the request meets the conditions of the MUA/PUD General Plan Amendment Policy.
2. The proposal includes landscaping standards and design guidelines that in many cases exceed Zoning Ordinance standards in the MUA zoning district and BAOD and are consistent with the rural and agricultural character of the surrounding area.
3. The proposed development is consistent in scale and character with the surrounding land use pattern.

Stipulations

1. An updated Development Narrative for the Navarro Groves PUD 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 July 26, 2016, as modified by the following stipulations:

- a. Revise all graphics and references to fences and walls (including Section H.1 and Figures 7, 8, and 10) to provide a minimum of 2-feet of view fencing over 4-feet of solid wall for the rear yards of Lots 4-17, as approved by the Planning and Development Department.
2. The developer shall update all existing off-site street improvements (sidewalks, curb ramps, and driveways) to current ADA guidelines.
3. The developer shall dedicate a 30-foot wide multi-use trail easement (MUTE) along the west side of 32nd Street and construct a multi-use trail within the easement as indicated in Section 429 of the City of Phoenix MAG Supplement, and as approved by the Parks and Recreation Department and Planning and Development Department.
4. The property owner shall record a Notice to Prospective Purchasers of Proximity to Airport in order to disclose the existence, and operational characteristics of City of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property. The form and content of such documents shall be according to the templates and instructions provided which have been reviewed and approved by the City Attorney.

Writer

Adam Stranieri

July 26, 2016

Team Leader

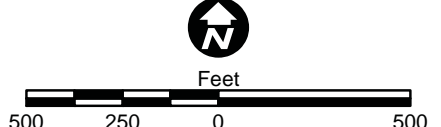
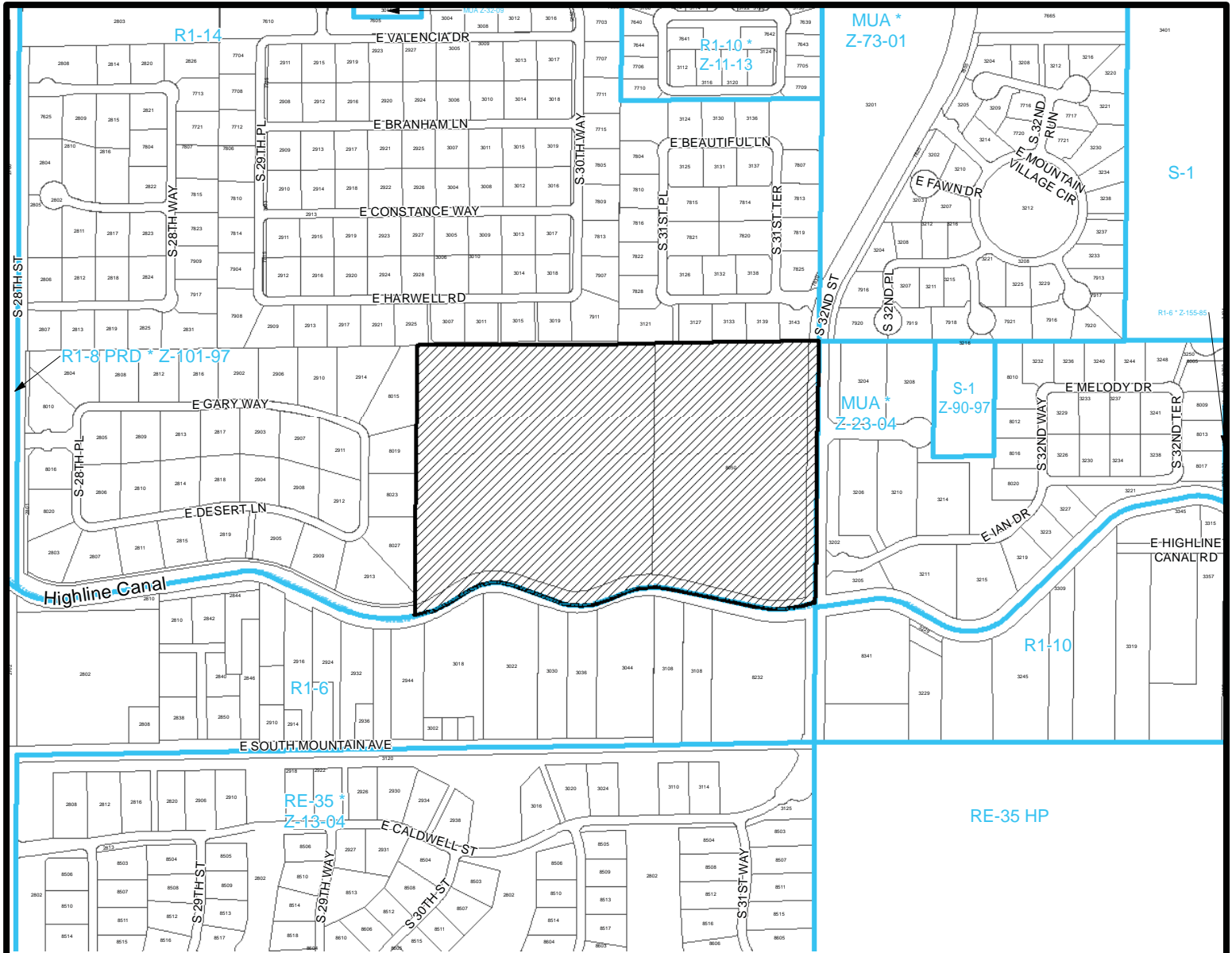
Joshua Bednarek

Attachments

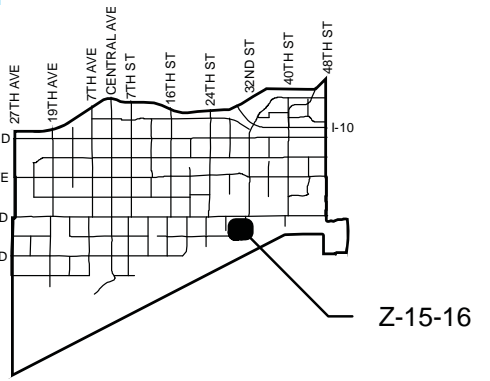
Attachment A: Sketch Map

Attachment B: Aerial

Attachment C: Navarro Groves PUD Development Narrative date stamped July 26, 2016

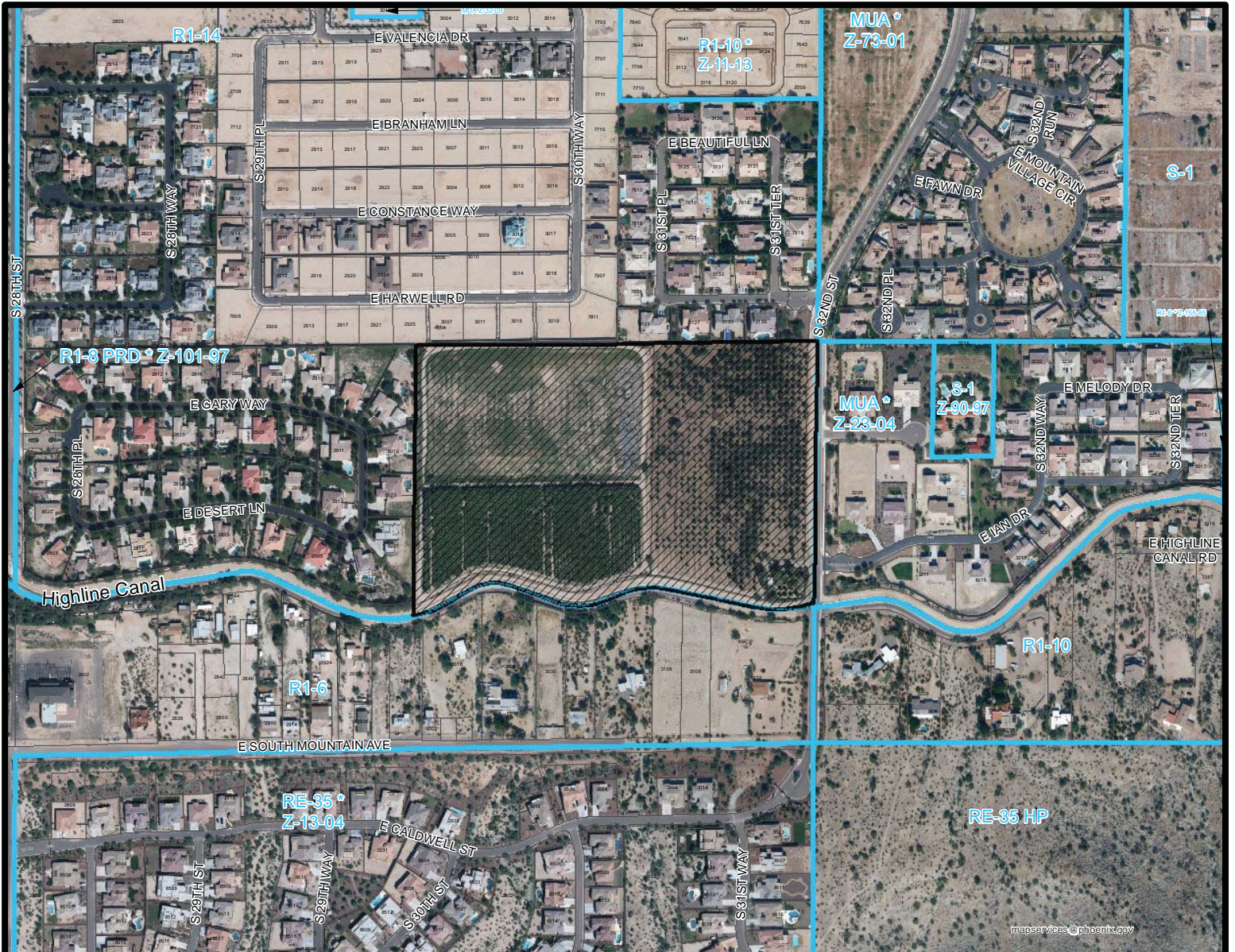


SOUTH MOUNTAIN VILLAGE
CITY COUNCIL DISTRICT: 8



APPLICANT'S NAME: Keith Nichter, LVA Urban Design Studio		REQUESTED CHANGE: FROM: R1-14 BAOD (24.78 a.c.) TO: PUD BAOD (24.78 a.c.)	
APPLICATION NO.: Z-15-16	DATE: 4/7/16 REVISION DATES:		
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 24.78 Acres	AERIAL PHOTO & QUARTER SEC. NO.: QS 01-34	ZONING MAP: D-10	
MULTIPLES PERMITTED R1-14 PUD	CONVENTIONAL OPTION 55 54	* UNITS P.R.D. OPTION 55 54	

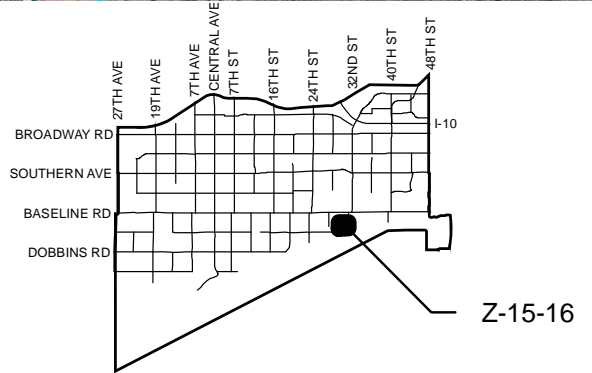
* Maximum Units Allowed with P.R.D. Bonus



Feet

500 250 0 500

SOUTH MOUNTAIN VILLAGE
CITY COUNCIL DISTRICT: 8



Z-15-16

APPLICANT'S NAME: Keith Nichter, LVA Urban Design Studio

APPLICATION NO. Z-15-16

DATE: 4/7/16
REVISION DATES:

GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.

24.78 Acres

AERIAL PHOTO & QUARTER SEC. NO. QS 01-34

ZONING MAP D-10

REQUESTED CHANGE:

FROM: R1-14 BAOD (24.78 a.c.)

TO: PUD BAOD (24.78 a.c.)

MULTIPLES PERMITTED

R1-14

PUD

CONVENTIONAL OPTION

55

54

* UNITS P.R.D. OPTION

55

54

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