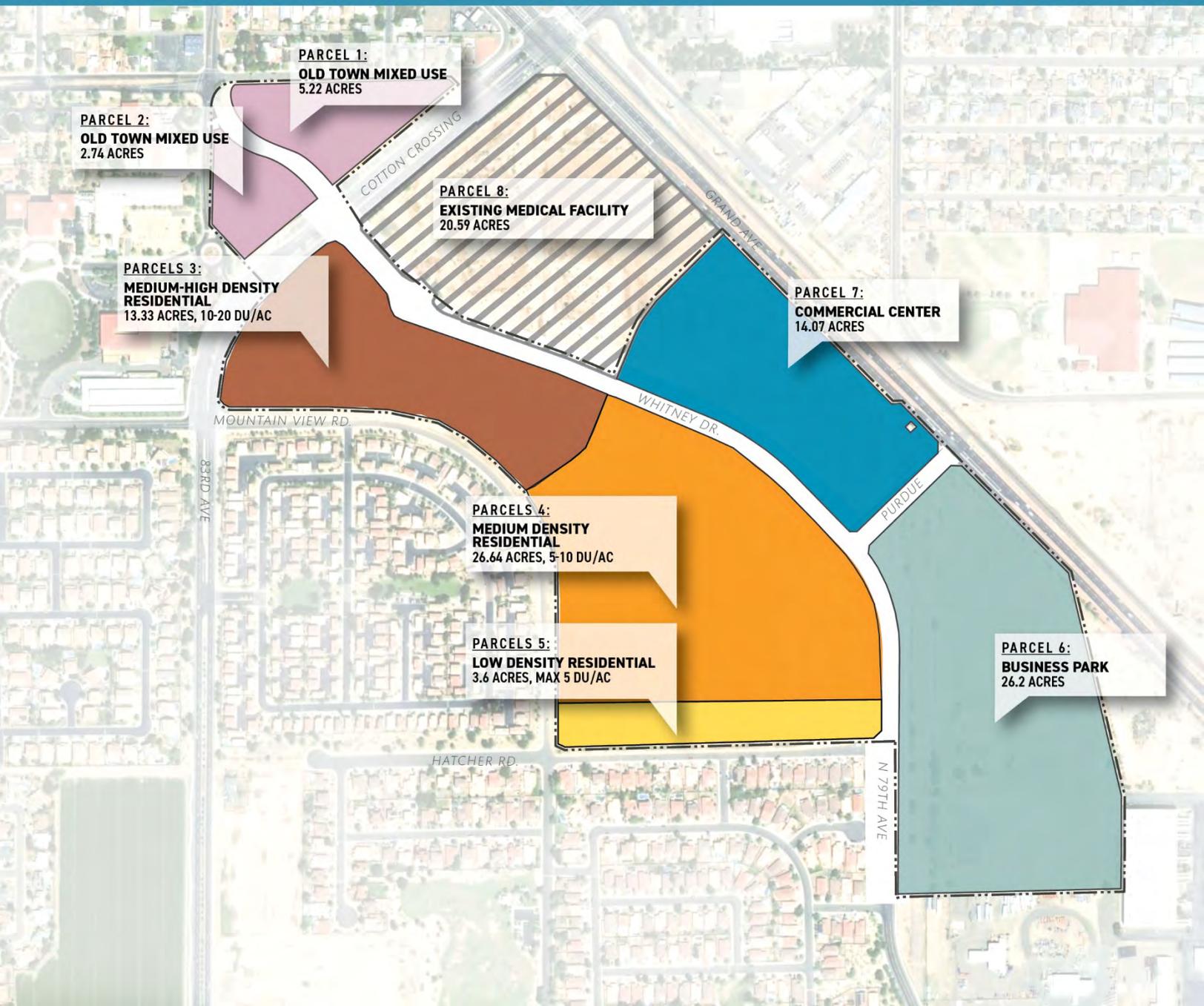


# PLANNED AREA DEVELOPMENT PROJECT NARRATIVE

May 2020



## 1. INTRODUCTION

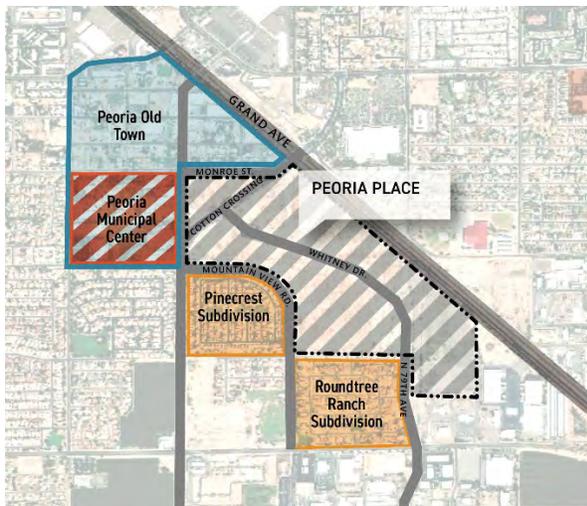
This is a request to amend the current Planned Area Development (PAD) plan for Peoria Place, a proposed mixed-use development located at the Southeast corner of 83rd Avenue and Monroe Street, comprising approximately 125 acres (this acreage includes the Valleywise Comprehensive Health Center).

## 2. LOCATION & CONTEXT

The subject property is located near historic Old Town Peoria on the southeast corner of 83rd Avenue and Monroe Street, bordered by Monroe Street and Cotton Crossing to the North, Grand Avenue to the east, W Mountain View and North 83rd to the west, and West Hatcher to the south. It contains approximately 125 gross acres spread over eight development parcels. The main arterial running through the site, Whitney Drive, has been constructed and landscaping and site furnishings have been installed.

As an urban infill site, it is surrounded by existing development on all sides; the historic Old Town to the north, the Pinecrest and Roundtree Ranch single-family residential subdivisions located to the southwest, industrial development to the south, and the Peoria Municipal Complex to the west.

*Figure 1: Context Map*



## 3. CONFORMANCE WITH REGULATORY DOCUMENTS

Peoria Place is currently designated as Flex Mixed-Use as established by the Old Town Specific Area Plan (SAP) and has an approved PAD, created in 2006. The PAD amendment is being done to change the allowable uses within the site. The predominant uses of the approved PAD, as indicated on the Conceptual Land Use Plan, are residential, commercial and business park.

#### **4. DEVELOPMENT HISTORY**

The current Peoria Place PAD was approved by the City of Peoria in 2006. The land use plan envisioned a mix of office, residential and commercial uses, anchored by a higher density Town Center flanking Cotton Crossing. The development was approved, and the project proceeded with the construction of primary roadways and trunk infrastructure which define any subsequent platting and/or lot organization that can occur.

The economic downturn in the late 2000s stalled the project and it was subsequently acquired by Highland Capital. In 2018, Parcel 8 was purchased by Maricopa County to enable the development of a Maricopa Integrated Health Systems facility (renamed Valleywise Comprehensive Health Center - Peoria), due to open in 2021. Since the property is now controlled by the County, it is not subject to municipal zoning and thus this parcel is exempt from any Peoria Place PAD regulations. While this parcel is no longer part of the Peoria Place PAD, the facility has a major presence and will contribute to the success of Peoria Place development.

The City of Peoria is working with the property owners and is sponsoring this amendment to the PAD. The intent of the amendment is to facilitate new activity that furthers the City's economic development goals on this high-profile property in close proximity to the Peoria Municipal Center and Old Town. The following development proposal outlines the amendments envisioned to further these goals.

#### **5. DEVELOPMENT PROPOSAL**

Peoria Place is envisioned as a unique, mixed-use district directly adjacent to Peoria Old Town that offers a wide range of housing, services and amenities to enable people to live, work, shop and play in one convenient location. This vision is similar to that established in the approved PAD, but has undergone several refinements to respond to current market demands and further the City's economic development goals appropriate for this infill site within the immediate Old Town area.

The overall land use category of the proposed PAD amendment remains Flex Mixed-Use as designated within the Old Town Specific Area Plan (SAP). The primary difference between the approved PAD and the proposed PAD amendment is the distribution of the allowed uses among the development parcels. Given the development of the new Valleywise Comprehensive Health Center, the designation of residential uses for prime development parcels along Grand Avenue no longer seems appropriate. The proposed amendment therefore introduces a larger range of non-residential uses in the parcels adjacent to Grand Avenue to ensure their highest and best use. The remaining parcels that are on the west side of Whitney Drive are designated for a variety of residential uses. Proposed changes to parcel-specific uses are detailed below:

- **Parcels 1 and 2**, (formerly Parcel 1) are re-envisioned as a mixed use town center that accommodates a variety of office, business, retail and residential uses rather than just office uses as proposed in the approved PAD. The introduction of an increased mix of uses and associated activities is deemed more appropriate to serve as a gateway to Peoria's Old Town.
- **Parcels 3-5**, (formerly Parcels 2-4), remain residential, with a change in allowable densities. Parcel 3 (formerly 2) increases in density to 10-20 du/ac. Parcel 4 (formerly 3) has a medium-density of 5-10 du/ac and Parcel 5 (formerly 4) remains unchanged with a maximum of 5 du/ac.

- **Parcel 6**, (formerly Parcels 5 and 6) of the approved PAD are consolidated into one parcel. The new Parcel 6 is designated for office and light industrial uses with support retail and commercial services rather than the high-density residential designation of the previous PAD. These uses are deemed more appropriate as the site is located adjacent to Grand Avenue and existing industrial uses to the south.
- **Parcel 7** is designated as a mix of office, restaurant and specialty retail uses as compared to high-density residential uses of the previous PAD. Commercial uses are deemed more appropriate for this parcel that fronts directly onto Grand Avenue in order to take advantage of commuters passing through and providing neighborhood-supporting services for adjacent communities.
- **Parcel 8** was designated as Town Center Mixed Use by the approved PAD. The parcel was purchased by Maricopa County to enable the development of the Valleywise Comprehensive Health Center.

This redistribution of land uses described above distinguishes the overall character of the Peoria Place development into four subareas that are more compatible with the surrounding site context, they are characterized as follows:

- **Peoria Place Plaza** subarea covers Parcels 1 and 2 as a mixed use higher intensity area with a variety of office, business, retail and residential uses. The “plaza” character is urban with a mix of uses where building placement and selected uses create an active pedestrian environment. Site amenities such as wide, shaded sidewalks and public plazas create an inviting atmosphere for pedestrians. This portion of the development serves as a gateway into Peoria’s Old Town as the built environment is respectful of the area’s historic character.
- **Peoria Place Commercial Center** subarea covers Parcel 7 and accommodates retail, commercial and office uses adjacent to Grand Avenue. Buildings are designed and sited together to create visual continuity in terms of size, scale, material and color.
- **Peoria Place Business Park** subarea covers Parcel 6 and accommodates a range of office and light industrial uses within a business park setting. Buildings are designed and sited together to create visual continuity in terms of size, scale, material and color. Generous street and buffer landscaping create a transition from the business park development to the less intensive residential land uses to the west.
- **Peoria Place Village** subarea covers Parcels 3-5 which accommodate residential uses. The Village subarea provides a variety of housing products ranging from single-family to medium- and high-density residential uses. Parcel 3 is designated as medium-high density residential ranging between 10-20 du/ac with multi-family or bungalow products. Parcel 4 is designated as medium-density residential ranging from 5-10 du/acre, with smaller traditional single-family, duplex, townhouse or brownstone units on zero and z-lot properties and operated and managed by a Homeowners’ Association, reflecting the density of the Pinecrest neighborhoods. Parcel 5 is designated as low-density residential within a maximum 5 du/ acre range, with traditional, detached single-family housing types, either front or alley-loaded. Parcel 5 serves as a buffer between medium-density residential uses to the north and the established single-family subdivisions to the southwest.

The amended PAD will integrate sustainable development practices that conserve natural areas where possible to manage runoff and increase infiltration rates to enhance water quality, the visual impact of the site and provide public amenities. These green infrastructure elements will help preserve, restore and create green space using soils, vegetation, and rainwater harvesting techniques with Low Impact Development (LID) features.

## 6. JUSTIFICATION

### 1. What type of development and uses are proposed by the rezoning request?

Peoria Place is proposed as a mixed-use development that accommodates a variety of uses including commercial/retail, office, light industrial and a range of low to medium and medium to high density residential uses. The Village subarea of the development will be comprised of single-family and multi-family uses ranging in densities from 2-20 dwelling units per acre. The Commercial Center and Business Park subareas will accommodate a range of commercial, retail, office and light industrial uses.

### 2. Peoria Place is proposed as a mixed-use development that accommodates a variety of uses including commercial/retail, office, light industrial and a range of low to medium and medium to high density residential uses. The Village subarea of the development will be comprised of single-family and multi-family uses ranging in densities from 2-20 dwelling units per acre. The Commercial Center and Business Park subareas will accommodate a range of commercial, retail, office and light industrial uses. State how your proposal is consistent with the Land Use Plan and other goals, policies and objectives (list each goal, policy and objective and how they are met) of the Peoria General Plan.

The following section outlines for the proposed amendment complies with the goals, policies and objectives of the Peoria General Plan: Goals, policies and objectives are in bold and underlined and response are italicized.

#### **General Plan Land Use Element**

##### a. **Objective 1.A: Manage and control development to facilitate orderly growth and an efficient urban form**

*As one of the largest vacant infill parcels within the urban core of the City, Peoria Place will strengthen the urban form of Peoria and contribute to orderly growth. With the design standards and overall land use proposed in this PAD, it will be developed in a coherent manner at densities appropriate to its location. It will contain an appropriate mix of land use types in an area where infrastructure is already in place.*

##### b. **Objective 1.F: Promote sustainable developments that elevate community identity and convenience, reduce vehicular trips, minimize infrastructure needs, improve air quality and provide a diversity of uses.**

*Peoria Place provides a mix of uses in a location close to the urban core of Peoria. It incorporates pedestrian amenities that promote walkability and consistent application of landscape and design standards that reinforce the community identity. The commercial uses along Grand Avenue both create local services within walking distance of the residential areas and serve as a buffer from the roadway.*

##### c. **Objective 1.G: Promote mixed-use development templates to advance the City's sustainability efforts.**

*Peoria Place incorporates placemaking strategies throughout the development with emphasis on project entrances and intersections to establish a unique sense of place. Signature streetscape treatments and pedestrian amenities in the form of public plazas, open space areas and pathways that are integrated*

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throughout create a walkable and pedestrian friendly environment. Walkability and connectivity are further enhanced by proximity to the existing connections to Old town and the adjacent neighborhoods.

**d. Objective 1.H: Encouraging infill development of vacant infill sites within the heart of the City.**

*Peoria Place PAD is facilitating the development of parcels of land that have been vacant for more than a decade. It utilizes a piece of land in the heart of the City that is serviced by existing infrastructure and has excellent vehicular, as well as pedestrian facilities. Within the site, Peoria Place is maintaining a multi-use path that connects the southeastern portion of the site with Old Town and the City of Peoria Municipal complex.*

**e. Objective 1.M: Provide a diversity of housing types to meet the needs of persons of all income levels and ages.**

*Peoria Place provides a mix of housing types. This is achieved by creating a range of densities from multi-family to single-family units. Housing options will vary from for-rent products to single-family detached homes that will be fee simple. Rental rates and home prices will be competitively priced to attract a wide demographic range.*

**f. Objective 1.N: Support healthy residential environments that provide for safe and convenient access, open space and recreational opportunities, access to public schools and services and protection from incompatible land uses.**

*The Peoria Place PAD incorporates a network of active and passive open space areas. A multi-use trail runs through the center of Peoria Place along Whitney Dr. This corridor serves as a recreational corridor to facilitate pedestrian circulation within and beyond the development. The trail serves to connect Peoria Place south to Olive Avenue and Roundtree Ranch. To the north, it creates a pedestrian connection to Old Town. Uses are regulated and placed deliberately to ensure that they are compatible with the existing neighborhoods. Buffers to the existing residential neighborhoods are provided as required by the City of Peoria Zoning code.*

**g. Objective 1.O: Support well-designed, high-quality multifamily residential development in appropriate areas which maintains compatibility between adjacent developments.**

*The Peoria Place PAD creates a framework to offer a variety of housing types, including Bungalow, Cottage, townhouse and traditional multi-family. The higher density residential uses are located in close proximity to Old Town and the City of Peoria Municipal Complex and existing employment center and community amenities. Appropriate buffering is incorporated along the southern and western boundaries of the property, adjacent to existing residential neighborhoods. With the central multi-use trail and trails that tie into this recreational facility, Peoria Place achieves a high level of active spaces that serve its residents and is accessible to adjacent neighborhoods.*

- h. **Objective 1.P: Support appropriate commercial, business park, industrial, and mixed-use employment centers within large-scale master planned areas.**

*The Peoria Place PAD incorporates a balanced mix of uses with commercial, business park and industrial uses located along Grand Ave and the residential uses located to the west. Over 30 acres are designated for commercial activities which constitutes over a third of the entire site.*

**General Plan Land Economic Development Element**

- a. **Objective 4.B: Promote the development of quality employment and retail opportunities in Old Town Peoria to support a high quality urban area.**

*The Peoria Place PAD creates a higher density mixed-use development in close proximity to the Old Town core. This will provide rooftops to support businesses located in Old Town and aid the revitalization of this area.*

**General Plan Land Growth Area Element**

- a. **Objective 1.A: Direct attractive development into identified growth areas, creating dynamic urban pockets with diverse economic, housing, cultural and entertainment opportunities.**

*Peoria Place is located in the Grand Avenue Gateway growth area identified in the General Plan. The PAD creates a framework to develop a mix of uses that provide employment opportunities and offer a variety of housing types.*

- b. **Objective 1.B: Promote attractive public spaces and streets that reduce automobile dependency and enhance the function and character of the community.**

*Peoria Place is designed to promote pedestrian activities. This is achieved by the installation of appropriate lighting, site furnishings and landscape areas as well as connections between the different parcels. In the commercial areas, pedestrian plazas are created by the deliberate placement of buildings which serve the users and workforce of these uses.*

**General Plan Revitalization and Redevelopment Element**

- a. **Objective 1.B: Encourage economic development in adopted revitalization or redevelopment areas.**

*The PAD provides a wide range of economic redevelopment opportunities, which when implemented will create a vibrant and resilient community near the historic core of the City. The vision of the PAD supports the revitalization efforts outlined within the Old Town Specific Area Plan.*

### **General Plan Housing Element**

a. **Objective 1.A: Promote quality residential development through diversity in housing type.**

*The Village subarea of the PAD accommodates a diverse variety of housing ranging from single-family to medium- and high-density residential uses. This mix of housing types provides affordable housing options across a broad spectrum of income levels and fosters resilient and livable neighborhoods.*

b. **Policy 1.B.2: Promote the development of quality workforce housing**

*The range of housing types allowed within the PAD promotes the development of quality workforce housing near established service and employment opportunities.*

### **General Plan Recreation and Open Space Element**

a. **Objective 1.F: Promote the development of parks, recreational, open space, and path and trail facilities, which encourage and support economic development throughout the City.**

*The PAD plans for a variety of open space and recreational spaces, most notably the multi-use path that runs through the center of Peoria Place along Whitney Drive. This corridor serves as an active and passive green belt as well as the designated route for pedestrian circulation within and beyond the development. The trail serves to connect Peoria Place south to Olive Avenue and Roundtree Ranch. To the north, it creates a pedestrian connection to Old Town. This connection and the attractive multi-use trail will attract new residents to this area to take advantage of the recreational opportunities and the proximity to Old Town.*

b. **Objective 2.C Include tailored site amenities within park, open space, and paths and trails facilities that are based on resident feedback and will enhance the user experience.**

*The open space and trail amenities within the PAD will incorporate ample pedestrian amenities including, but not limited, to seating, shade elements, play equipment, enhanced landscaping, outdoor fitness stations, and pedestrian lighting as appropriate.*

c. **Objective 5.B Develop a system of paths and trails that connects major recreational, educational and economic centers throughout the city and adjacent cities.**

*As mentioned above, the PAD contains a multi-use path that connects destinations within and adjacent to the development.*

3. ***Discuss your proposal's compatibility with the surrounding land use and zoning patterns. Include a list of surrounding zoning designations, land uses and conditions.***

As an urban infill site, it is surrounded by existing development on all sides; the historic Old Town to the north, the Pinecrest and Roundtree Ranch single-family residential subdivisions located to the southwest, industrial development to the south, and the Peoria Municipal Complex to the west.

<b>Table 1: On-site and Surrounding Uses</b>		
<b>Location</b>	<b>Existing Land Use</b>	<b>Zoning</b>
<i>Site</i>	Vacant	PAD
<i>North</i>	Peoria Old Town	CCM / CRM
<i>South</i>	Round Tree Subdivision Industrial	PAD I-1
<i>East</i>	Vacant land Commercial uses	I-1
<i>West</i>	Peoria Municipal Center	PAD

The conceptual land use plan for the site was planned to coordinate with the surrounding context of the site:

- **Parcels 1 and 2**, located directly adjacent to Peoria Old Town and its associated neighborhoods, are proposed as Old Town Mixed-Use with development of a comparable scale, pattern and use desired for the established Old Town area.
- **Parcel 6 and 7** will house the development’s more intense commercial/retail, office, and industrial uses as they are directly adjacent to Grand Avenue and the existing industrial uses to the south. This strategic location ensures distance of these more intense uses from the existing residences to the southwest.
- **Parcels 3-5** are anticipated to provide a diverse variety of housing products ranging from single-family to medium- and high-density residential uses. This mix of housing products provides workforce housing allowing affordable housing options across a broad spectrum of income levels. Further, these diverse housing options provide transitions between the established single-family subdivisions to the southwest and the more intense office, retail and industrial districts proposed to the east along Grand Ave.

This orientation responds to and sites uses based to ensure compatibility with their neighboring parcels.

**4. Indicate why the current zoning is not appropriate given the surrounding land use, zoning, and factors which have changed since the current zoning was established.**

Given that this request is an amendment to a previously approved PAD, the site is already zoned as a Planned Area Development (PAD). While the approved PAD identified itself as mixed-use community, the conceptual land use plan dedicated 93 of the total 125 acres, the equivalent of 74.5% of the developable land, to residential uses. The remaining acreage was dedicated to town center mixed-use, which also allows residential use with multi-family products. When taking into account the permissive residential uses allowed under the town center mixed-use designation, this percentage is increased further, resulting in the approved PAD allowing an approximate maximum number of 1738 dwelling units to be constructed within the Peoria Place development (see Table 2 for the assumption made to get to this number). This unbalanced mix of land uses within the approved PAD would have created a community that does not have efficient access to the services, employment and amenities required for daily living.

Given the construction of the Valleywise Health clinic and refinement of the City's economic development goals on this high-profile property in close proximity to the Peoria Municipal Center and Old Town, the large residential component of the project, particularly for prime development parcels along Grand Avenue, no longer seems appropriate. The proposed amendment introduces a larger range of uses from the approved PAD that will result in a truer mix of uses within the development and ensure prime parcels are allocated to uses that allow them to attain their highest and best use. This reallocation results in approximately 43 acres or 34.4% of the developable land to be designated for purely residential uses. The remaining acreage is allocated for mixed-use, commercial, office and light industrial uses. When taking into account the permissive residential uses allowed under the town center mixed-use designation, this results in the proposed amendment allowing an approximate maximum number of 750 dwelling units to be constructed within the Peoria Place development, less than half the maximum allowed under the existing PAD. The proposed amendment therefore establishes a more diverse, balanced mix of uses to establish the framework for a "complete community" capable of providing convenient access to the goods, services, employment and amenities needed to allow residents to be able to live, work, learn, shop and play in place.

The redistribution of uses within the proposed amendment is more compatible with the existing land uses that surround the PAD boundary. Parcels 1 and 2, located directly adjacent to Peoria Old Town and its associated neighborhoods, are proposed as Old Town Mixed-Use which would result in development of a comparable scale, pattern and use for the established Old Town area. Parcels 6 and 7, located adjacent to the new Valleywise Comprehensive Health Care facility and directly abutting Grand Avenue, a major arterial, will be designated for the more intense commercial, office, and industrial uses. These uses provide a higher and better use for the southern parcels fronting Grand Avenue than the residential uses under the approved PAD. The non-residential uses also are compatible with the Valleywise Health clinic to the north and existing industrial development to the south. These proposed commercial and business uses also provide potential job opportunities for the residents and neighborhoods surrounding Peoria Place. Parcels 3-5, located south of Whitney Drive, provide a diverse variety of housing products ranging from single-family to medium density residential uses. The retention of residential uses within these parcels will provide a smooth transition between the established single-family subdivisions to the southwest and the more intense office, retail and industrial districts proposed to the east. Screening measures in the form of perimeter walls and landscaping will be required adjacent to existing single-family residential lots to buffer the edges of the new neighborhoods being created.

**5. Describe any proposed unique design considerations, beyond Zoning Ordinance requirements, which create compatibility between the proposed use and adjoining developments.**

As Peoria Place is an urban infill site, the PAD provides a variety of standards to ensure compatibility between the proposed uses and adjoining development as outlined below:

- **Compatible land uses.** The conceptual land use map was laid out as it is to ensure compatibility between the uses proposed by the PAD and those that currently exist on adjacent parcels.
- **Four-sided architecture** is required for all mixed-use and non-residential buildings to ensure a high-quality aesthetic to all neighboring developments.
- **Height step-downs** for buildings that are adjacent to single-family residential districts to implement building height step-down requirements to ensure development that is compatible in scale.

- **Screening of service areas and mechanical equipment** is required by the PAD to ensure such areas aren't nuisances to adjoining developments.
  - Screening on incompatible uses is required for any non-residential development directly adjacent to residential development through measures such as walls, landscaping and/or berms.
- 6. Provide general site information and describe unusual physical features or characteristics of the site which present opportunities or constraints for development.**

The Peoria Place is an infill site within the immediate Old Town area will provide an opportunity to create a unique, mixed-use district that offers a wide range of housing, services and amenities to create a community in which people can live, work, shop, and play in place. The site is constrained by the network of thoroughfares that surround it: Monroe St and Cotton Crossing to the North, Grand Ave to the east, W Mountain View and N 83rd to the west, and W Hatcher to the south. Additionally, the primary thoroughfare through the site, Whitney Dr., has been constructed and limits the subsequent platting and /or lot organization that can occur. Maricopa Integrated Health System (MIHS) purchased Parcel 8 at Grand Avenue and Cotton Crossing and has developed the new Valleywise Comprehensive Health Center on the 20-acre site.

- 7. Other than the requested rezoning approval, what other approval processes are required to accomplish the development proposal, i.e., variances, site plans, subdivision plats, conditional use permits, comprehensive master plan amendments, State or County licensing or permits, etc.?**

The PAD document lays out the vision and development framework for the larger Peoria Place development. As the individual parcels are ready to develop, they will need to obtain subdivision (if necessary) and site plan approval. These review/ approval processes will ensure compliance of City and PAD standards and determine the final location, size and design for items such as building, parking and open space amenities.

## **7. IMPACT ON SCHOOL DISTRICT**

Peoria Place is an infill site within the immediate Old Town area. The proposed amendment provides an opportunity to create a unique, mixed-use district within the heart of Peoria that offers a wide range of housing, employment, restaurants, retail, services and amenities that allow people to live, work, shop and play in place. The amendment reduces the residential component of the approved PAD by approximately 988 allowable dwelling units within the development. Given this substantial decrease in housing units and the fact that the average household size in Peoria is 2.66, the proposed amendment will be less impactful to the Peoria Unified School District than the original PAD as approved.

<b>Table 2: COMPARISON OF ALLOWED RESIDENTIAL USES</b>					
<b>Approved 2006 PAD</b>			<b>Proposed 2019 Amendment</b>		
<b>Original Use</b>	<b>Original Acreage</b>	<b>Original Allowable DUs/AC</b>	<b>Proposed Use</b>	<b>Proposed Acreage</b>	<b>Proposed Allowable DUs/AC</b>
Low Density Residential (2-5 du/ac; target 3 du/ac)	3.6 +/-	18	Low Density Residential ( max. 5 du/ac)	3.6 +/-	18
Medium Density Residential (5-8 du/ac; target 3 du/ac)	46.4 +/-	371	Medium Density Residential (5-10 du/ac)	26.6 +/-	266
High Density Residential (15+ du/ac; target 18 du/ac)	43 +/-	774	High Density Residential (10-20 du/ac)	13.33	267
Town Center Mixed-Use (25 du/ac) *	23 +/-	575	Town Center Mixed-Use (25 du/ac) *	7.96	199
Total Allowable Dwelling Onsite Units		1738	Total Allowable Dwelling Onsite Units		750
<b>Change in Total Allowable Dwelling Units</b>				<b>Net Loss</b>	<b>- 988</b>
<i>Table shows only the parcels that allow residential uses. *Residential densities per Old Town Special Area Plan</i>					

**8. CONCLUSION**

Based upon the rationale presented in this letter, we respectfully request approval of the proposed Amendments to the Peoria Place PAD to facilitate the development of a unique, mixed-use district that offers a wide range of housing, employment, restaurants, retail and services in the heart of Peoria. This project will contribute to the goals and growth policies of the General Plan.