



Planning Commission  
Agenda  
Thursday, October 17, 2019

MUNICIPAL OPERATIONS SERVICE CENTER (MOSC)  
399 EAST LOWER BUCKEYE ROAD | AVONDALE, AZ 85323

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**REGULAR MEETING**

**6:00 PM**

**1. CALL TO ORDER**

**2. ROLL CALL**

**3. OPENING STATEMENT**

**4. APPROVAL OF MINUTES**

a. **AUGUST 15, 2019 MINUTES**

b. **SEPTEMBER 19, 2019 MINUTES**

**5. PUBLIC HEARING ITEMS**

**a. ENTRADA – MAJOR GENERAL PLAN AMENDMENT – APPLICATION PL-19-0054**

Planning Commission will hold a public hearing and consider a request by Ms. Toni Bonar, AICP, HILGARTWILSON, LLC, for a Major Amendment to the Avondale General Plan 2030 Land Use Map for Entrada, a proposed 191 gross acre planned development at the northwest corner of 107th Avenue and Broadway Road. The proposed Major General Plan Amendment, if approved, will amend the General Plan 2030 Land Use Map designations for the property from 166 acres of Estate Low Density Residential, 13 acres of Medium Density Residential, 9 acres of Local Commercial and 3 acres of High Density Residential to 181 acres of Medium Density Residential and 10 acres of Local Commercial. As required by Arizona Statute for Major General Plan Amendments, the Commission will conduct two separate public hearings at different locations within the municipality to promote citizen participation. The first public hearing is an opportunity for the public to comment; no action will be taken by the Commission as that will occur at the second public hearing. The second public hearing, scheduled for November 21, 2019, is another opportunity for public comment and the Commission will take action on the request.

Staff Contact: Ken Galica, Division Lead Planner

**6. COMMISSION ANNOUNCEMENTS**

## **7. PLANNING DIVISION REPORT**

## **8. CALENDAR**

November 21, 2019

## **9. ADJOURNMENT**

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Members will attend either in person or by telephone conference call.

Los miembros asistirán en persona o vía teleconferencia.

Individuals with special accessibility needs, including sight or hearing impaired, large print, or interpreter, should contact the City Clerk at 623-333-1200 or TDD 623-333-0010 at least two business days prior to the meeting.

Personas con necesidades especiales de accesibilidad, incluyendo personas con impedimentos de vista u oído, o con necesidad de impresión grande o intérprete, deben comunicarse con la Secretaria de la Ciudad al 623-333-1200 o TDD 623-333-0010 cuando menos dos días hábiles antes de la junta del Concejo.

## PLANNING COMMISSION REGULAR MEETING MINUTES

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CITY COUNCIL CHAMBERS  
11465 W CIVIC CENTER DRIVE  
AVONDALE, AZ 85323

Thursday, August 15, 2019  
6:00 P.M.

I. CALL TO ORDER

Rusty Van Leuven, Chair, called the Regular meeting to order at approximately 6:01 p.m.

II. ROLL CALL

The following members and representatives were present:

COMMISSIONERS PRESENT

Rusty Van Leuven, Chair  
Lisa Amos, Vice Chair (arrived at 6:04 p.m.)  
Christopher Thompson, Commissioner  
David Iwanski, Commissioner  
Linda Warren, Commissioner  
Maribel Guerrero, Alternate

EXCUSED

Lisa Osborne

UNEXCUSED

Denise Stanfield, Commissioner

CITY STAFF PRESENT

Jodie Novak, Planning Manager  
Ken Galica, Division Lead Planner  
Michelle Pelishek, Planner  
Nicholle Harris, Deputy City Attorney

III. OPENING STATEMENTS

Chair Van Leuven read the Opening Statement.

#### IV. APPROVAL OF MINUTES

Planning Commission to approve the July 18, 2019 meeting minutes.

Chair Van Leuven invited a motion to approve the minutes. Commissioner Thompson moved to accept the minutes from the July 18, 2019, regular meeting as presented. Commissioner Iwanski seconded the motion.

#### ROLL CALL VOTE

Chair Rusty Van Leuven Aye  
Vice Chair Lisa Amos Aye  
Commissioner Christopher Thompson Aye  
Commissioner David Iwanski Aye  
Commissioner Linda Warren Aye

The motion was approved 5 to 0.

#### V. ACTION ITEMS

##### **1. APPLICATION PL-19-0075 THE BLVD SPECIFIC PLAN (CITY CENTER SPECIFIC PLAN UPDATE)**

The Planning Commission will consider a request to approve The BLVD (The Boulevard) Specific Plan, previously named the City Center Specific Plan. This Plan is intended to reflect evolving conditions impacting the implementation of the adopted Vision for The BLVD. The intent of the update is to reflect the City's current level of expectation for a quality, unique, and pedestrian friendly. The BLVD area that will create a place of significance in Avondale. The Commission will take appropriate action.

Staff Contact: Jodie Novak, Planning Manager

Ms. Novak provided the following highlights:

- The original City Center plan adopted in 2008 included 402 acres of property.
- City Council approved the renaming of City Center to "The BLVD" on July 22, 2019, in an effort to meet the City's vision of a vibrant live/work/play area with a variety of uses and activity zones.
- One goal is to make the plan more flexible and appealing to the development industry.
- The update process included a market analysis and ad hoc committee meetings with various City staff and property owners. Review of the 402 acres was conducted and it was determined to remove the 80 acres on the far west side of Avondale Boulevard, due to its proximity to an area zoned for industrial use. An area of land was added on the northeast corner of The BLVD site.

- The site has been divided into new land use categories and districts.
- The street network concept design illustrates pedestrian-friendly multimodal areas and major access points.
- The plan is illustrative and is not expected to look exactly the same upon completion.
- There are opportunities to provide pedestrian crossings including HAWK lights or a bridge.
- If the Planning Commission approves The BLVD Specific Plan, the next step would be to take action on The General Plan Amendment and the Zoning Ordinance Text Amendment.

In response to a question from Vice-Chair Amos, Ms. Novak explained that "activated corner" means an area that has shade trees, seating opportunities, activities and/or art pieces that can be seen from the street.

Commissioner Warren asked what the process would be for developing the site. Ms. Novak explained that there will be multiple developers for the site. Staff will manage the overall design, which will come before the Planning Commission in segments. Economic Development has had many inquiries on the land.

In response to a question by Commissioner Thompson, Ms. Novak explained that the reason there are various sidewalk and street widths on the plan is because consideration has to be given to the different types of streets, including collector streets, arterial streets, boulevards, and local streets, as well as the types of development facing the streets. Sidewalk widths are also determined based on working around existing infrastructure.

Commissioner Iwanski asked for the name of the marketing consultant and whether their performance was to the City's satisfaction. He recalled that the last consultant fell short of expectations. Ms. Novak said that Economic Development partnered with Elliot Pollack to prepare the market analysis.

Ms. Novak said that property owners were included in the process to this point. Moving forward, the development community and commercial brokerage industry will be part of more in-depth conversations.

Commissioner Iwanski reiterated the Commission's desire to have class A office space brought into this area of Avondale.

In response to a question by Chair Van Leuven, Ms. Novak explained that the City Center zoning will remain in place and a new zoning district called "The BLVD" zoning district will be created. Property owners have the ability to use the opt-in process.

Commissioner Amos moved to approve the application PL-19-0075 The BLVD Specific Plan (City Center Specific Plan Update) as presented. Commissioner Thompson seconded the motion.

ROLL CALL VOTE

Chair Rusty Van Leuven Aye  
Vice Chair Lisa Amos Aye  
Commissioner Christopher Thompson Aye  
Commissioner David Iwanski Aye  
Commissioner Linda Warren Aye

The motion was approved 5 to 0.

VI. PUBLIC HEARING ITEMS

**1. APPLICATION PL-19-0151 GENERAL PLAN 2030 MINOR TEXT AMENDMENT AND MINOR MAP AMENDMENT, THE BLVD SPECIFIC PLAN**

Planning Commission will hold a public hearing and consider a request by the City of Avondale Planning Division for approval of a Minor General Plan Text Amendment and a Minor General Plan Land Use Map Amendment related to the City's The BLVD Specific Plan (formerly City Center Specific Plan). The proposed Text Amendment will replace the existing City Center land use category with a new The BLVD land use category that reflects the six new land use "Districts" proposed as part of The BLVD Specific Plan. The proposed Map Amendment will apply the new The BLVD land use designations to approximately 356 acres generally bounded by the I-10 Freeway, Coldwater Springs Boulevard, 113th Avenue, and 117th Avenue. Additionally, the proposed Map Amendment will revise the land use designation of approximately 87.6 acres located at the northeast corner of 119th Avenue and Van Buren Street to Mixed Use; this portion of land is proposed to be removed from the City Center/The BLVD area as part of the accompanying update. The Commission will take appropriate action.

Staff Contact: Ken Galica, Division Lead Planner

Ms. Novak provided the following highlights:

- Maps that were presented indicated existing land use categories included in City Center and the new "The BLVD".
- The General Plan would apply the new "The BLVD" category in accordance with the plan approved by Planning Commission during the previous agenda item.
- The map design was updated to be more user-friendly, both in print and on the City website.
- City Council is expected to review and adopt the General Plan Amendment on September 9, 2019.

Commissioner Iwanski moved to approve the General Plan 2030 Minor Text Amendment and Minor Map Amendment, The BLVD specific plan application PL-19-0151 as presented. Commissioner Amos seconded the motion.

**ROLL CALL VOTE**

Chair Rusty Van Leuven Aye  
Vice Chair Lisa Amos Aye

Commissioner Christopher Thompson Aye  
Commissioner David Iwanski Aye  
Commissioner Linda Warren Aye

The motion was approved 5 to 0.

## **2. APPLICATION PL-19-0156 ZONING ORDINANCE TEXT AMENDMENTS**

Planning Commission will hold a public hearing and consider a Staff initiated request for approval of text amendments to the Zoning Ordinance. The amendments to Avondale Zoning Ordinance Section 1 (Administration and Procedures), Section 2 (Residential Districts), Section 3 (Commercial Districts), Section 4 (Employment Districts), Section 5 (Special Districts; Overlays), Section 6 (Planned Area Development District), Section 7 (Supplementary Regulations), Section 8 (Parking), Section 9 (Signs), Section 11 (Required Public Art for New Planned Area Development [PAD], Commercial, Office, Employment, and Municipal Construction), Section 12 (Landscape, Walls and Fences), and Section 13 (Medical Marijuana Uses) will allow for continued refinement of the Zoning Ordinance to reflect changes in policies and procedures, new development trends, address changes to industry standards, enhance the overall usability and accuracy, and allow for general housekeeping and clerical corrections. The Commission will take appropriate action.

Staff Contact: Michelle Pelishek, Planner

Ms. Pelishek provided the following highlights:

- The Zoning Ordinance was first adopted into the City of Avondale in 1951. The most recent update was in January 2018.
- The purpose of this update is as follows:
  - Allow for continued refinement of the Zoning Ordinance.
  - Reflect changes in policies and procedures.
  - Reflect new development trends and changes to industry standards.
  - Enhance the overall usability and accuracy of the ordinance.
  - Allow for general housekeeping of the document.
- Recommended major changes to the Zoning Ordinance include:
  - Prohibit reduction in parking stall sizes or required parking with the administrative relief process, while offering applicants the opportunity to reduce parking if they get a parking demand study approved.
  - Revise the home occupation regulations. Changes include removing the restrictions limiting home occupations to 25% of the floor area of a home, changing the number of off-street parking spaces allowed on the property to one, revising the delivery requirements, and restricting certain services including massage parlors, veterinary hospitals and offices, and allowing beauty salons with restrictions.
  - Add mobile food vendors to the land use matrix for commercial and industrial zones and prohibit mobile food vendors from operating in an area zoned for residential use or within 250 feet of

an area zoned for residential use, except if they obtain a City-approved special event permit.

- Create a new zoning district called The BLVD and establish the uses allowed in that area.
  - Revise the process for the time expiration for the planned area development (PAD) zoning. Commissioners received a memo updating the report as part of the packet.
  - Update processes and regulations for new freestanding wireless communication facilities over 35 feet and additional requirements for cell towers, including 600-foot setback from residential properties.
  - Add a requirement for new single-family communities to have one visitor parking space per unit where on-street parking or driveway parking is not provided.
  - Add allowance for off-premise model home signs.
  - Change the hours of operation for medical marijuana dispensaries, allowing operation until 8:00 p.m.
- Amendments will clarify inconsistencies, correct typos, reflect new policies and procedures, and respond to new market trends.
  - City Council is expected to review and adopt the Zoning Ordinance amendments on September 9, 2019.

Commissioner Thompson inquired about the language prohibiting work-related vehicles. Ms. Novak explained that the text amendment does allow one work-related vehicle to be on property but would not permit parking of a vehicle that has advertising on it and is not being used. Mr. Galica added that it would allow for a work-related vehicle to be parked in a garage or otherwise screened from view.

In response to a question by Commissioner Warren, Ms. Pelishek explained that consideration is being given to eliminating the 25 percent requirement for home occupation, because it is difficult to regulate.

In response to a question by Vice Chair Amos, Ms. Pelishek explained that the use of garages for home occupation shall not occur, means the area can be used for storage, but not for conducting business. They must also reserve the ability to park vehicles in the garage.

In response to a question by Chair Van Leuven, Ms. Novak explained that the medical marijuana dispensary hours of operation were being changed to be more in line with hours of operation for other retail businesses and other dispensaries throughout the Valley.

## PUBLIC COMMENT

Carolyn Oberholtzer, from the law firm of Bergin, Frakes, Smalley & Oberholtzer, spoke on behalf of clients who are developing property in Avondale. She expressed concern about the PAD text amendment changing the requirement for commencement of construction from within four years to within two years. She opined that this type of policy would have unintended consequences that will

discourage property owners and developers from coming to Avondale with big visions and master plans.

Vice Chair Amos said that she has a background working with MCDOT Flood Control and now with the City of Glendale in land development, real estate and drainage. She said it is hard for a city to balance the smaller developments with the large, the entitlements and the challenges of the different utilities and other agencies. As the development community change and the economy change there will be a need for a middle ground on extensions that will satisfy the needs of developers.

Commissioner Iwanski agreed with Vice Chair Amos that even though the City does not want land sitting for years undeveloped, the City needs to do everything possible to encourage developers to invest their money in Avondale.

Commissioner Thompson moved to approve the Zoning Ordinance Text Amendments, application PL 190156, and incorporating the modifications included in the Development Services memorandum dated August 15, 2019, as presented. Commissioner Warren seconded the motion.

#### ROLL CALL VOTE

Chair Rusty Van Leuven Aye  
Vise Chair Lisa Amos Aye  
Commissioner Christopher Thompson Aye  
Commissioner David Iwanski Aye  
Commissioner Linda Warren Aye

The motion was approved 5 to 0.

#### VII. COMMISSION ANNOUNCEMENTS

There were no announcements.

#### VIII. PLANNING DIVISION REPORT

There was no Planning Division Report.

#### IX. CALENDAR

Next scheduled meeting September 19, 2019.

#### X. ADJOURNMENT

Commissioner Amos moved to adjourn the meeting. Commissioner Thompson seconded the motion.

#### ROLL CALL VOTE

Chair Rusty Van Leuven Aye  
Vise Chair Lisa Amos Aye

Commissioner Christopher Thompson Aye  
Commissioner David Iwanski Aye  
Commissioner Linda Warren Aye

The motion was approved 5 to 0.

**FOR SPECIAL ACCOMMODATIONS**

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Staff Signature

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Date

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CITY COUNCIL CHAMBERS  
11465 W CIVIC CENTER DRIVE  
AVONDALE, AZ 85323

Thursday, September 19, 2019  
6:00 P.M.

**I. CALL TO ORDER**

Chair Van Leuven called the Regular Meeting to order at approximately 6:04 p.m.

**II. ROLL CALL**

The following members and representatives were present:

COMMISSIONERS PRESENT

Russell Van Leuven, Chair  
Lisa Amos, Vice Chair  
Lisa Osborne, Commissioner  
Christopher Thompson, Commissioner  
Denise Stanfield, Commissioner  
Linda Warren, Commissioner

COMMISSIONERS ABSENT

David Iwanski, Commissioner

CITY STAFF PRESENT

Jodie Novak, Assistant Director  
Ken Galica, Lead Planner  
Michelle Pelishek, Planner  
Nicholle Harris, Deputy City Attorney

**III. OPENING STATEMENT**

Chair Van Leuven read the Opening Statement.

#### IV. PUBLIC HEARING ITEMS:

a. Southwest Lending Closet - Request for Historic Avondale Infill Overlay (HAIO) Application PL-19-0094

Planning Commission will hold a public hearing and consider a request by Ms. Ann DeVlaeminck, Southwest Lending Closet, to apply the Historic Avondale Infill Overlay (HAIO) zone to approximately 0.94 gross acres of property located at the southwest corner of Central Avenue and Madden Drive, 218 North Central Avenue. The subject property is zoned C-2 (Community Commercial). Approval of the request will modify development standards on the subject site, allowing for an expansion of the existing specialty service use occurring on the property. Development standards subject to modification through this request include, but are not limited to, reduced building setbacks adjacent to Madden Drive, reduced landscape improvements including elimination of required landscape setbacks along adjacent streets, and reduced parking space dimensions. The Commission will take appropriate action.

Staff Contact: Ken Galica

Mr. Galica reviewed the property details. It consists of approximately 0.94 acres located at the southwest corner of Madden Drive and Central Avenue, within Historic Avondale. It is developed with a building and zoned C-2, Community Commercial. Properties to the north and south is also C-2. To the east and west are residential neighborhoods zoned R1-6, single family residential. The property was annexed in 1955 and zoned C-2 at that time. Prior uses were a restaurant and a funeral home. It is currently used as home to Southwest Lending Closet, an organization that lends crutches, wheelchairs, scooters and other medical aid items to those in need on a temporary basis.

Mr. Galica stated that the purpose of the HAIO is to acknowledge the unique site constraints on smaller properties located within older areas. This includes the inability to meet the current development codes.

Mr. Galica said that with this particular request, without tearing down and building the structure, it would be difficult to meet the C-2 setback and landscaping requirements. The proposal would allow for the expansion of the existing building, essentially doubling the size of the facility. It would encroach into the Madden Drive required setback almost to the property line. It would also allow for the current condition, where there is no landscape setback provided adjacent to any of the streets. The proposal would allow the business to keep its slightly undersized parking spaces and not provide covered parking as well as landscape items in the parking lot, as is the current requirement. Potential conceptual design elevations were reviewed. The proposal is consistent with the purpose of the HAIO. Expansion of the building in accordance with C-2 would be unworkable with no building footprint left to expand the facility. It would represent a significant improvement to the surrounding area. The proposed building represents a new investment into the area and will be pedestrian-friendly with new sidewalks. All required notifications have been completed, including a neighborhood meeting. Four residents attended, all in support of the expansion. The aVOICE electronic platform had six viewers with no comments submitted. Staff recommends approval of the HAIO.

Commissioner Warren asked how much landscaping would remain after the setbacks are removed. Mr. Galica said the existing condition with no landscaping on the property would remain.

Vice Chair Amos asked how long the Southwest Lending Closet has been at the location. Mr. Galica stated that they have been at the location for five to seven years and were on Western Avenue for many years previously.

Chair Van Leuven opened the public hearing. Upon acknowledging no requests to speak, Chair Van Leuven closed the public hearing.

Vice Chair Amos invited a motion. Commissioner Osborne moved to accept the findings and recommend approval of Application PL-19-0094, a request to apply the Historic Avondale Infill Overlay (HAIO) to approximately 0.94 gross acres of property located at the southwest corner of Central Avenue and Madden Drive, subject to two conditions of approval as listed in the staff report as presented. Commissioner Stanfield seconded the motion.

#### ROLL CALL VOTE

|                           |        |
|---------------------------|--------|
| Russell Van Leuven, Chair | Aye    |
| Lisa Amos                 | Aye    |
| David Iwanski             | Absent |
| Lisa Osborne              | Aye    |
| Denise Stanfield          | Aye    |
| Christopher Thompson      | Aye    |
| Linda Warren              | Aye    |

The motion was approved by a 6 to 0 vote.

#### b. **PL-19-00066 - Preliminary Plat, River Run**

Planning Commission will consider a request by Mr. Shaine T. Alleman, Tiffany & Bosco, P.A., to approve a Preliminary Plat for River Run, a 103-lot single-family residential subdivision on approximately 14.52 acres located west of the southwest corner of 119th Avenue and Thomas Road. The Commission will take appropriate action.

Staff Contact: Ken Galica

Mr. Galica presented the Preliminary Plat for River Run. It consists of a 103-lot community, approximately 14 acres located south of Thomas Road, east of the Agua Fria River. The property is zoned PAD, approved in 2018. It was annexed at the same time it was rezoned and given a Medium High Density Residential General Plan land use designation. The PAD was approved allowing for alley-loaded single-family residential. The proposal is for a gated community with lots of 2,400 square feet minimum. All roads aside from 119th Avenue and Thomas will be private and maintained by the HOA. Access to the community for residents will be strictly from 119th Avenue. There will be an additional fire department access at Thomas Road. Usable open space is approximately 37.5 percent, over double the City's minimum requirement. Amenities include a community pool, tot lot with play equipment and ramada, basketball court and Agua Fria Levee

Trail. The proposed Preliminary Plat matches the River Run PAD reviewed last year. It is in conformance with the zoning ordinance, subdivision regulations and design manuals. The developer will construct all required site improvements. Staff recommends approval of the preliminary plat subject to the four conditions in the staff reports.

Vice Chair Amos asked about City concerns regarding the concept of private streets in terms of maintenance. Mr. Galica acknowledged a concern, especially with more traditional single-family subdivisions in circumstances where the HOA goes defunct or chooses not to fund necessary repairs. However, these concerns have been reduced since the City began requiring that all new developments, whether public or private, enter into a maintenance improvement district, which allows the City to activate a taxing mechanism in the event that an HOA goes defunct.

Chair Van Leuven opened the public hearing. Upon acknowledging no requests to speak, Chair Van Leuven closed the public hearing.

Chair Van Leuven invited a motion. Vice Chair Amos moved to accept the findings and recommend approval of Application PL-19-0066, a Preliminary Plat for the River Run residential subdivision as presented. Commissioner Thompson seconded the motion.

ROLL CALL VOTE

|                           |        |
|---------------------------|--------|
| Russell Van Leuven, Chair | Aye    |
| Lisa Amos                 | Aye    |
| David Iwanski             | Absent |
| Lisa Osborne              | Aye    |
| Denise Stanfield          | Aye    |
| Christopher Thompson      | Aye    |
| Linda Warren              | Aye    |

The motion was approved by a 6 to 0 vote.

**V. ACTION ITEMS:**

**c. PL-19-0074 - Multi-Family Residential Design Manual**

Planning Commission will consider a request to approve the Multi-Family Residential Design Manual, Application PL-19-0074. The Commission will take appropriate action.

Staff Contact: Jodie Novak, Assistant Director

Ms. Novak stated that the City is updating its existing manual, first adopted in 2008 as the Commercial, Industrial and Multi-Family Design Manual. The Manual is a policy document that serves as a guideline, focusing on building architecture and site design. Given the level of development in the Valley and in the City of Avondale, it is in the best interest of the City to bring its design guidelines for multi-family development up to current standards. The guidelines are intended to promote healthy, active initiatives, including City wellness, which ties to the General Plan in terms of development which provides opportunities for recreation, walkable spaces and outdoor spaces. The design manual contains various components, including green infrastructure,

which would focus on stormwater management and low impact development designs. These are special environmental designs that can be incorporated into projects, such as using the natural environment and natural materials, versus a more forced design with gravel and river rocks. Low impact development and green building incorporates various treatments on the property, including permeable pavement, rainwater barrels and other items. The manual includes both site and building design sections, including design criteria. There is information on open space and amenities. We have maintained the Crime Prevention Through Environmental Design (CPTED) in the manual as well, providing for safer areas and visibility into the project.

Ms. Novak addressed design guidelines and the goal of creating a sense of place. Projects should stand out, look appealing from a streetscape as well as appealing to the people residing in the development. Projects will include pedestrian interaction and connectivity with varied building materials, paint colors, rooflines, vertical and horizontal relief on buildings. Developments will provide usable outdoor spaces, have porches, balconies and community areas such as pools, dog parks, sports activities and multi-use trails.

Ms. Novak stated that a draft of the updates was provided to developers. It was also posted to aVOICE and provided to the Arizona Multihousing Association. The Arizona Multihousing Association provided comments and some items were eliminated upon their request. The Arizona Multihousing Association received a revised draft and still had concerns with document and were not in a position to support the manual. They are not in support of the City's intent to provide guidelines to developers on how projects would need to look and feel. This issue was discussed at City Council, during which time City Council provided guidance to staff that the items removed should be added back into the manual. Staff proceeded to replace the items. Upon approval by the Commission, the manual will be taken back to City Council for final approval and option on October 21st.

Chair Van Leuven invited questions from Commissioners. There were none.

Chair Van Leuven invited a motion. Commissioner Thompson moved to approve Application PL-19-0074, Multi-Family Residential Design Manual. Commissioner Warren seconded the motion.

#### ROLL CALL VOTE

|                           |         |
|---------------------------|---------|
| Russell Van Leuven, Chair | Aye     |
| Lisa Amos                 | Aye     |
| David Iwanski             | Absent  |
| Lisa Osborne              | Abstain |
| Denise Stanfield          | Aye     |
| Christopher Thompson      | Aye     |
| Linda Warren              | Aye     |

The motion was approved by a 5 to 0 vote.

## **VI. COMMISSION ANNOUNCEMENTS**

Chair Van Leuven congratulated Ms. Novak on her new position.

## **VII. PLANNING DIVISION REPORT**

Ms. Novak stated that there were no announcements at this time.

**VIII. CALENDAR**

Ms. Novak stated that there may not be a meeting in October. Commissioners will be notified in advance regarding confirmation. Chair Van Leuven asked whether Ms. Novak will still be overseeing the Commission in her new position. Ms Novak stated that she will serve as acting Planning Manager until the position is filled.

**IX. ADJOURNMENT**

Chair Van Leuven entertained a motion to adjourn the regular meeting. Commissioner Thompson moved to adjourn. Commissioner Osborne seconded the motion.

**ROLL CALL VOTE**

|                           |        |
|---------------------------|--------|
| Russell Van Leuven, Chair | Aye    |
| Lisa Amos                 | Aye    |
| David Iwanski             | Absent |
| Lisa Osborne              | Aye    |
| Denise Stanfield          | Aye    |
| Christopher Thompson      | Aye    |
| Linda Warren              | Aye    |

The motion was approved by a 6 to 0 vote.

With no further business, the meeting concluded at approximately 6:33 p.m.

**FOR SPECIAL ACCOMMODATIONS**

Individuals with special accessibility needs, including sight or hearing impaired, large print, or interpreter, should contact the City Clerk at 623-333-1200 or TDD 623-333-0010 at least two business days prior to the meeting.

Personas con necesidades especiales de accesibilidad, incluyendo personas con impedimentos de vista u oído, impresión grande o intérprete, deben comunicarse con la Secretaría de la Ciudad at 623-333-1200 o TDD 623-333-0010 cuando menos dos días hábiles antes de la junta.

\_\_\_\_\_  
Staff Signature

\_\_\_\_\_  
Date



## AGENDA ITEM REPORT

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**SUBJECT:** Entrada – Major General Plan Amendment – Application PL-19-0054

**MEETING DATE:** 10/17/2019

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**TO:** Planning Commission

**FROM:** Ken Galica, Division Lead Planner

**THROUGH:** Jodie Novak, Planning Manager

**PURPOSE:**

Planning Commission will hold a public hearing and consider a request by Ms. Toni Bonar, AICP, HILGARTWILSON, LLC, for a Major Amendment to the Avondale General Plan 2030 Land Use Map for Entrada, a proposed 191 gross acre planned development at the northwest corner of 107th Avenue and Broadway Road. The proposed Major General Plan Amendment, if approved, will amend the General Plan 2030 Land Use Map designations for the property from 166 acres of Estate Low Density Residential, 13 acres of Medium Density Residential, 9 acres of Local Commercial and 3 acres of High Density Residential to 181 acres of Medium Density Residential and 10 acres of Local Commercial. As required by Arizona Statute for Major General Plan Amendments, the Commission will conduct two separate public hearings at different locations within the municipality to promote citizen participation. The first public hearing is an opportunity for the public to comment; no action will be taken by the Commission as that will occur at the second public hearing. The second public hearing, scheduled for November 21, 2019, is another opportunity for public comment and the Commission will take action on the request.

**BACKGROUND:**

The 191 gross acre subject property (Exhibits A and B) is located at the northwest corner of 107th Avenue and Broadway Road, in the jurisdiction of Maricopa County. The irregularly-shaped site is relatively flat with several irrigation canals, including a regional SRP irrigation canal, bisecting the property. Above-ground utilities, including high voltage power lines, run along the property's 107th Avenue and Broadway Road frontages and through the property in a utility corridor.

The northernmost portion of the site, approximately 95 acres, is zoned in the county as Residential Unit Plan of Development (R1-6/RUPD). The R1-6/RUPD zoning allows for development of 6,000 square foot single-family residential lots. The remainder of the site features county Rural-43 (RU-43) zoning, a district that allows for agricultural and large lot single-family residential uses. It is the City's policy not to serve water or sewer to new developments in unincorporated areas; for the property to develop under its current county zoning, the developer would be required to provide private water and sewer services independent of the City's systems.

Approval of this Major General Plan Amendment request will revise the land use designations on the property as described later in this report. Presently, multiple General Plan 2030 land use categories are designated

over the subject property (Exhibit C), as follows:

- The majority of the site, approximately 166 acres, is designated Estate Low Density Residential (ELDR). The ELDR category allows for development of detached single-family residential homes, potentially including an equestrian component, at a density of 1 to 2.5 dwelling units per acre. The target density in ELDR is 1 unit per acre.
- Approximately 13 acres near the property's western edge are designated Medium Density Residential (MDR). The MDR category accommodates development of suburban detached single-family residential within a density range of 2.5 to 4.0 dwelling units per acre, with a target density of 2.5.
- Approximately 9 acres of the site at the northwest corner of 107th Avenue and Broadway Road are designated Local Commercial. The Local Commercial designation provides for the daily needs of goods and services to residents within the surrounding area. Uses allowed in this category include grocery stores, neighborhood retail and services, and medical or professional offices.
- The far western corner of the property, approximately 3 acres in total, are designated High Density Residential (HDR). The HDR designation accommodates patio homes, apartments, condominiums, townhomes and other single-family attached and multi-family residential product types at a density of 12 to 30 dwelling units per acre, with a target density of 12 units per acre.

The existing uses and zoning of surrounding properties include:

**North:** Multiple uses are occurring along the property's northern edge. From east to west:

- Multiple parcels, one to three acres in size, located within the City of Avondale, zoned R1-6 (Urban Residential). These parcels are mostly developed with single-family residences and related accessory structures.
- Multiple unincorporated parcels, two to three acres in size, mostly developed with single-family residences and related accessory structures. These properties are zoned County RU-43 (Rural-43).

**East:** Multiple uses are occurring east of the property on the opposite side of 107th Avenue. From north to south:

- A 37.4-acre property, owned by the Flood Control District of Maricopa County (FCDMC), to be developed by the FCDMC as a large stormwater retention facility related to the future Durango Regional Conveyance Channel (DRCC). The property is located within the City of Phoenix and is zoned S-1 (Suburban Ranch or Farm Residence).
- Lions Gate, a 39.6-acre, 96-lot single-family residential community, located within the City of Phoenix, zoned R1-10 (Single-Family Residence).
- An undeveloped 33.9-acre parcel located within the City of Phoenix, zoned PCD (Planned Community District). Development plans for this property are unknown.

**South:** Verde Trails I and II, a planned 248-acre, 891-lot single-family residential subdivision located within the City of Avondale, zoned PAD (Planned Area Development). Permits for the Verde Trails development are approved but construction has not yet commenced.

**West:** Multiple uses are occurring along the property's western boundary. From north to south:

- Multiple unincorporated parcels, three to five acres in size, mostly developed with single-family residence and related accessory structures. These properties are zoned County RU-43 (Rural-43).
- A 113.7-acre property located within the jurisdiction of Maricopa County currently in agricultural production. The property is zoned County R1-6/RUPD (Residential Unit Plan of Development), which allows for development of 6,000 square foot residential lots.

Separate applications to annex the subject property into the City of Avondale and rezone the site to Planned Area Development (PAD) have been filed and are in process. Because the General Plan Land Use Map encompasses all property within the City's Municipal Planning Boundary regardless of current jurisdiction, the proposed Major General Plan Amendment can be approved prior to annexation. The proposed rezoning; however, may not be approved until the annexation has been finalized.

#### **SUMMARY OF REQUEST:**

The applicant is requesting approval of a Major General Plan Amendment (GPA) to the General Plan 2030 Land Use Map in order to facilitate development of a planned single-family residential community called Entrada. As previously noted, the property presently features four General Plan land use designations: Estate Low Density Residential (166 acres), Medium Density Residential (13 acres), Local Commercial (9 acres), and High Density Residential (3 acres). The requested Major GPA (Exhibit E) will revise the General Plan Land Use Map as it applies to the subject property, as follows:

- The Medium Density Residential (MDR) designation which currently covers 13 acres will be expanded to cover most of the property, approximately 181 gross acres in total. The MDR category accommodates development of suburban detached single-family residential within a density range of 2.5 to 4.0 dwelling units per acre, with a target density of 2.5. The ultimate density and lot sizes are determined as part of the rezoning process.
- The Local Commercial designation at the northwest corner of 107th Avenue and Broadway Road, currently 9 acres, will be expanded by one acre to create a 10-acre commercial site. The Local Commercial designation provides for the daily needs of goods and services to residents within the surrounding area. Uses allowed in this category include grocery stores, neighborhood retail and services, and medical or professional offices.
- The Estate Low Density Residential and High Density Residential designations currently applied to the property will be eliminated.

This proposed GPA is the first step in the development process for the site. As indicated in the preceding section, separate applications to annex the property and rezone the site to Planned Area Development (PAD) have been submitted and are currently in review. Ideally, all three applications (GPA, Annexation, Rezoning) would proceed forward for approval on the same schedule to allow the Commission and Council a full understanding of the planned development. However, due to a statutory requirement that Major General Plan Amendments be heard by the Council during the same calendar year as when the application is filed, this GPA has been separated from the other applications to allow the applicant additional time to refine those documents to address Staff comments.

It is likely that the proposed annexation (Council) and rezoning (Commission and Council) will be brought forward to public hearings in early 2020.

#### **Process**

The General Plan 2030 outlines criteria for what constitutes Minor and Major GPAs. The proposed request is

considered a Major Amendment because it is necessary for the establishment of a Planned Area Development (PAD) encompassing over 80 gross acres and impacts over 10 percent of the total land area of the PAD being established. Major GPAs vary from the more common Minor GPAs in a few ways, as follows:

- **60-Day Review:** For major GPAs, Statute requires cities to identify a 60-day period in which notice is provided to potentially impacted adjoining jurisdictions and public agencies and comments are solicited from those jurisdictions and agencies. Though notice is often provided out of courtesy, no such formal interagency review is required for minor GPAs.
- **Planning Commission Hearing Process:** To encourage greater citizen participation, Major GPAs require two Planning Commission public hearings, one of which must be held at an off-site location. The first hearing is for public comment, and the second hearing is when Commission will take action on the request. Minor GPAs require a single Planning Commission public hearing.
- **Approval by City Council:** Major GPAs require approval by two-thirds majority vote of the City Council. Minor GPAs require approval by a simple majority of the City Council.

#### **PUBLIC PARTICIPATION:**

The required 60-day notification of potentially impacted adjoining jurisdictions and public agencies, as required by State Statute, was transmitted on April 29, 2019. Sixteen cities, school districts, and other public entities were provided with a short summary of the proposal and a copy of the proposed amendment and asked to provide comments, if any, by June 29, 2019. These entities were: the City of Goodyear, City of Tolleson, City of Phoenix, City of Litchfield Park, Maricopa County Planning & Development Department, Arizona Department of Transportation (ADOT), Flood Control District of Maricopa County (FCDMC), Arizona Commerce Authority, Maricopa Association of Governments (MAG), Gila River Indian Community (GRIC), Agua Fria Union High School District, Tolleson Union High School District, Avondale Elementary School District, Pendergast Elementary School District, Littleton Elementary School District, and Litchfield Elementary School District. Mr. Tim Murphy, Project Management Branch Manager for FCDMC, provided informational comments to guide development of the property, indicating that a portion of the site is located within an identified Special Flood Hazard Area (SFHA), commonly referred to as the floodplain. Mr. Murphy also requested that the City work with the developer to preserve a corridor for the future Durango Regional Conveyance Channel as it crosses through the subject property. Ms. Katie Wilken, City of Goodyear Planning Manager, responded that Goodyear had no concerns with the proposal. No other agencies, jurisdictions, or districts commented on the proposal.

A neighborhood meeting to discuss the proposal with neighboring property owners and other interested parties will be held at 6:00 P.M. on Tuesday, October 22nd. The meeting will take place in the cafeteria of Quentin Elementary School, 11040 West Whyman Avenue. All notices of the meeting, including mailings to owners within 1,000 feet of the site, public hearing notice signs on the property, and display ads in the Arizona Republic, were completed in at least fifteen days prior to the meeting as required. A summary of the neighborhood meeting will be included in the Staff report for this item provided prior to the November Planning Commission hearing.

No comments related to the proposal have been posted on the City's aVOICE digital forum; one person has viewed information about the request on that site.

All required notifications for the Planning Commission and City Council public hearings have been completed. All property owners within 1,000 feet of the subject site were notified of the time, date, and location of the Planning Commission and City Council meetings via postcards sent on September 26, 2019. The meetings were advertised in the Wednesday, October 2, 2019 edition of the Arizona Republic. Lastly, two public hearing notice signs identifying meeting dates, times, and locations were installed on the property on October 1, 2019. No public comments have been received to date.

### **CERTIFICATE OF ADEQUATE SCHOOL FACILITIES:**

The property is located in the service areas of the Littleton Elementary School District (LESD) and the Tolleson Union High School District (TUHSD).

The LESD no longer assigns students to particular elementary schools based upon geographical location. As such, elementary age students living in the future Entrada community would have an opportunity to choose which school they will attend within the LESD system. Quentin Elementary, generally located at the northwest corner of Lower Buckeye Road and 107th Avenue within the Sanctuary neighborhood, is geographically closest to the Entrada property. High school aged students will attend La Joya Community High School located at the southwest corner of Avondale Boulevard and Durango Street.

LESD has provided the City with a Certificate of Adequate School Facilities signed by Superintendent Roger Freeman (Exhibit F) which states that the district does not have adequate capacity to accommodate the estimated enrollment from the proposed Entrada development. At this time there is not a donation agreement or other form of assistance in place.

TUHSD has provided the City with a Certificate of Adequate School Facilities signed by Superintendent Nora Gutierrez (Exhibit F) stating that the district has adequate capacity and no school site within the development is needed.

### **ANALYSIS:**

The Planning Commission must determine that the proposed amendment meets four findings prior to recommending approval. Staff's analysis of each of the required findings is presented below.

#### **1. The development pattern contained on the Land Use Plan inadequately provides the appropriate optional sites for the use or change proposed in the amendment.**

- Most of the City's inventory of undeveloped Medium Density Residential (MDR) land has been planned over the past 2-4 years, with Alamar (formerly Lakin Ranch), Verde Trails, and Del Rio Ranch III all under construction or moving towards construction. Even with these planned communities, there is significant additional demand for development of single-family residences at a suburban density in the southern portion of Avondale.
- The proposed MDR land use is compatible for the area; however, the City's goal is to achieve a density of 2.5 dwelling units per acre, the lower end of the MDR designation, promoting subdivisions with larger lots sizes.
- As stated in the General Plan 2030, the City greatly supports development of Estate Low Density Residential in order to diversify Avondale's housing stock and attract a wider demographic of potential residents. Significant amounts of land to develop estate sized lots will remain in Avondale, primarily in two locations: the north bank of the Gila River and south of the Estrella Mountains. These alternate sites are more isolated and feature fewer visual obstructions (e.g. power lines, future freeways, etc.), making those parcels more attractive to large lot subdivisions and custom home developers.

#### **2. The amendment constitutes an overall improvement in the 2030 Plan and is not solely for the good or benefit of a particular landowner or owners.**

- Compared to low density or rural residential uses, suburban residential densities such as those allowed in the MDR category are more appropriate and compatible with the future SR30 freeway that is expected to be constructed less than a mile south of the Entrada property. As noted in the General Plan, Estate Low Density Residential is most appropriate in locations where homeowners are afforded

significant privacy and isolation; the future freeway limits the privacy and isolation of the subject property, reducing the likelihood it can effectively be developed as originally intended.

- It is in the best interest of all parties, including the City, for the property to develop. Development of this property will include undergrounding large irrigation canals and rectifying drainage issues. Physical benefits of developing the site include beautification of a large power line corridor, mitigation of a regional flood plain issue by reserving land for the future Durango Regional Conveyance Channel (DRCC), undergrounding of unsightly irrigation canals, and improvement to adjacent arterial streets. Less noticeably, development will generate additional tax revenue and create additional spending power to support local businesses.

**3. The amendment will not adversely impact the community as a whole and/or a portion of the community by: (1) significantly altering acceptable land use patterns; (2) requiring large and more expensive public infrastructure improvements including, but not limited to roads, water, wastewater, and public safety facilities than would otherwise be needed without the proposed change, or (3) adversely impacting the existing land use.**

- Development of the property with residential uses has always been envisioned. Under the property's current land use designations, 557 dwelling units could be built on the site. With the proposed GPA, up to 724 units could be constructed on the property. This 167-unit increase in density does not represent a significant alteration to the City's desired development pattern.
- The Engineering Division has reviewed the requested changes to the Land Use Map. The increase in potential units over the existing designations will be accommodated within the planned capacity of the City's systems. The amendment is not likely to require any larger or more expensive public infrastructure improvements over what would be needed if the area was developed under the existing land use designations. In the event larger infrastructure is required, the developer will be required to construct said infrastructure.
- The proposal will not adversely impact the existing land uses in the area. The amendment will assist in facilitating development of a planned community that will deliver enhanced infrastructure, a connected roadway network, and regional drainage improvements that benefit all surrounding properties.
- Staff will work with the applicant to ensure the PAD provides for appropriate and adequate transitions to existing lower density residential uses occurring to the north of the site and takes steps to limit traffic impacts to Miami Avenue to the extent possible.

**4. The amendment is consistent with the overall intent of the General Plan 2030 and other adopted plans, codes, and ordinances.**

- The proposed amendment furthers several goals of the General Plan 2030, including, but not limited to:
  - Land Use Goal #3, Policy D "Ensure adequate transitions and/or buffers are provided when adjacent land uses vary in character and intensity".
  - Housing Goal #4, Policy B "Support creatively designed subdivision layouts, particularly layouts in which open space and recreation areas containing amenities are thoughtfully integrated throughout.
  - Facilities Goal #3, Policy D "Participate, to the extent feasible, in regional flood control planning

and improvement projects.”

**Conclusion:**

Per the requirements of the State of Arizona, two public hearings before the Planning Commission are required for items processed under major General Plan Amendment procedures. This meeting, the first of the two required meetings, is for public hearing and discussion only. The Planning Commission will make a recommendation on this request to the City Council after the second public hearing on this item, scheduled for November 21, 2019.

**DISCUSSION:**

The proposal meets the four required findings for General Plan Amendments as detailed in the Analysis section, above.

**STRATEGIC PLAN:**

INITIATIVE: Encourage and support creative innovation in development and service delivery

- STRATEGIC GOAL: Encourage a flexible environment responsive to market trends.

INITIATIVE: Foster sustainable community development

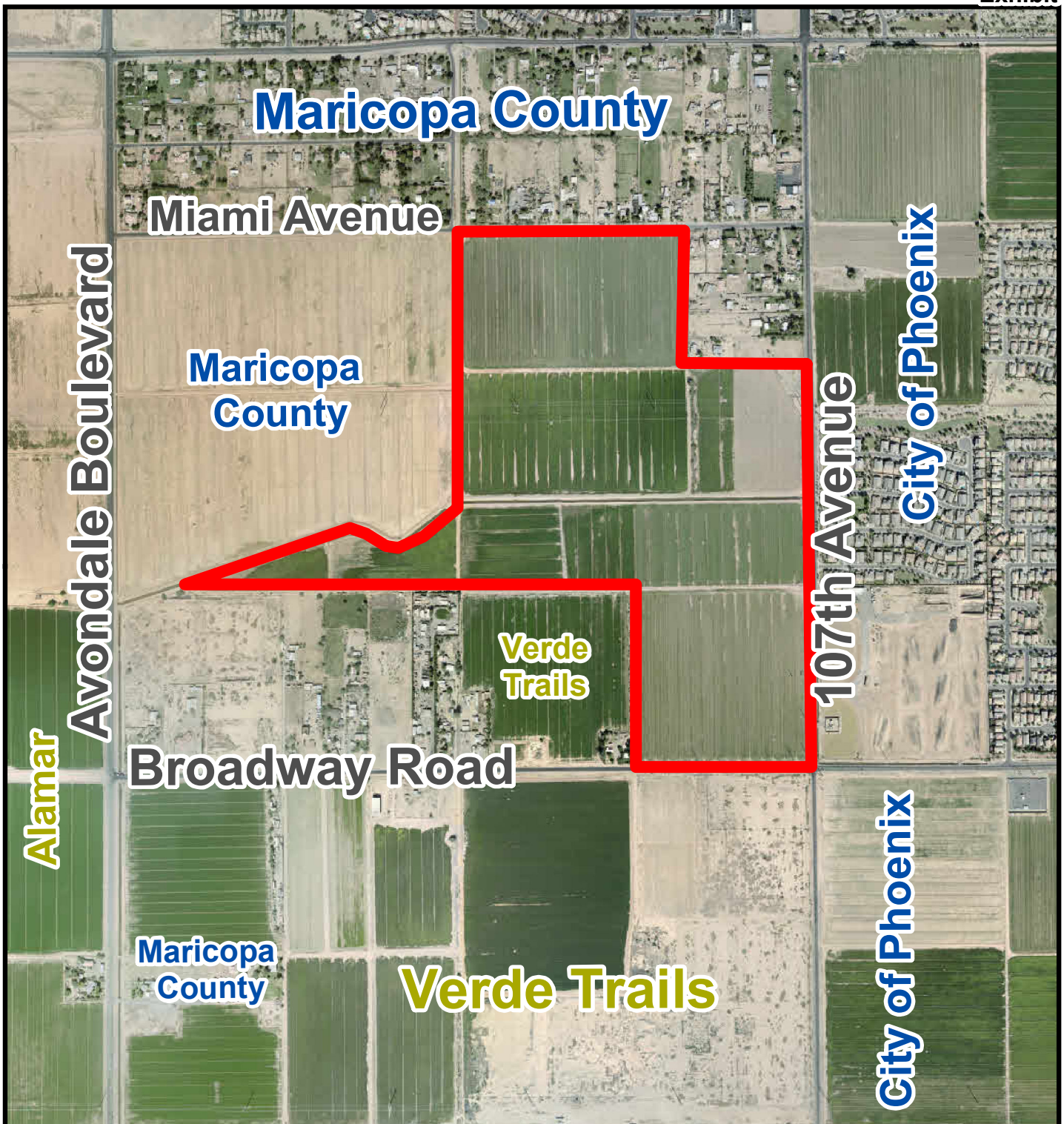
- STRATEGIC GOAL: Maintain and expand quality infrastructure and improve connectivity to City amenities.

**BUDGET IMPACT:**

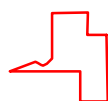
No budget impacts.

**RECOMMENDATION:**

The Planning Commission will conduct a public hearing for public comment; no action will be taken by the Commission, as that will occur at the second public hearing on November 21, 2019. Staff will provide a recommendation for the second hearing.

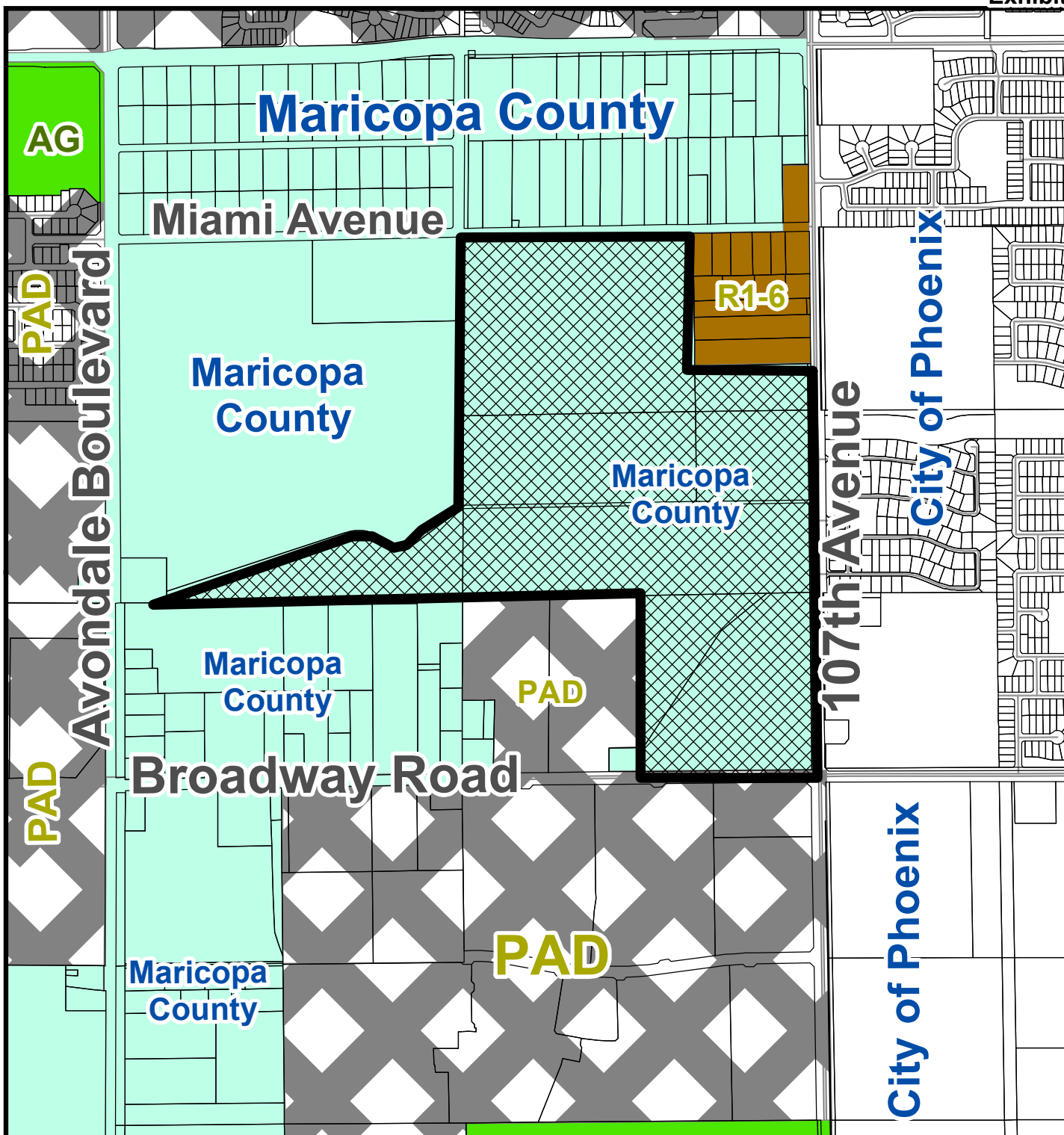


# Aerial Photograph

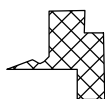


Subject Property



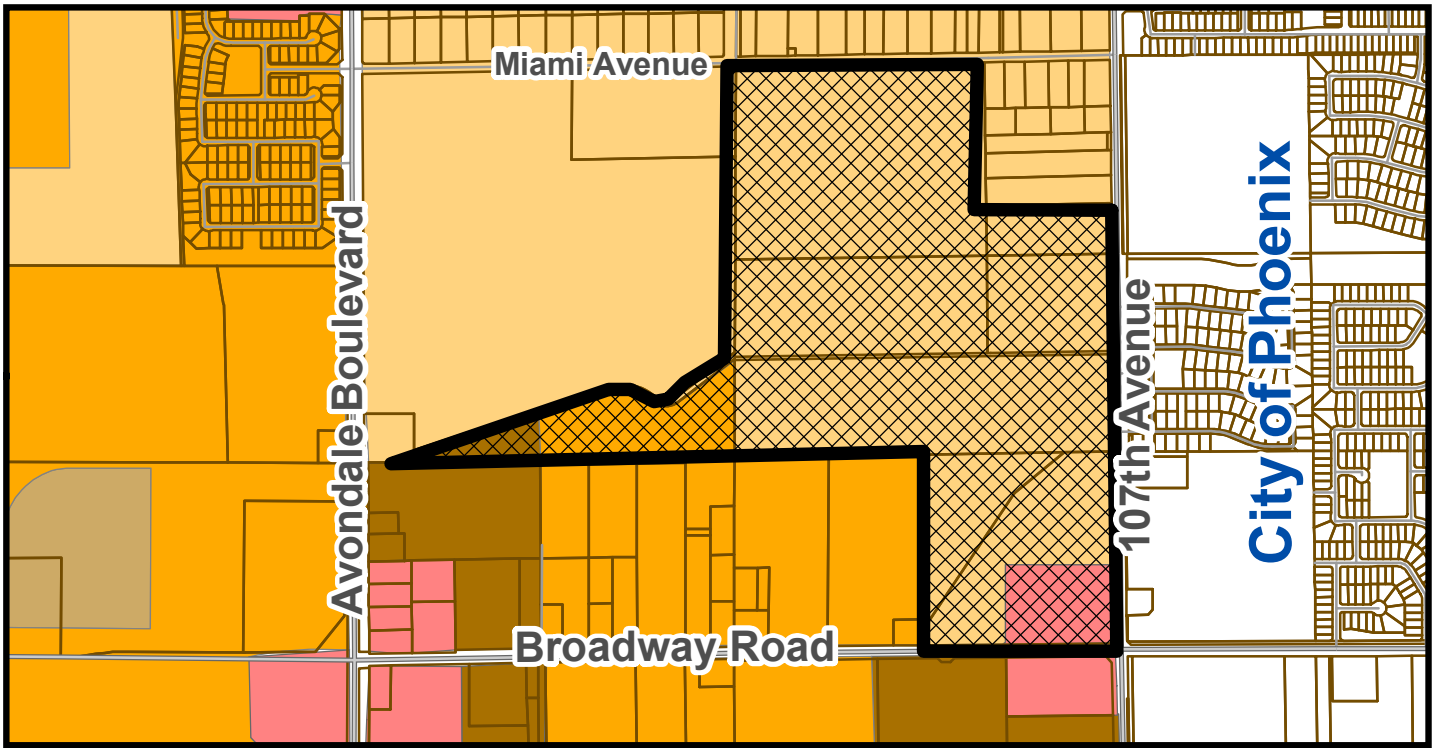


## Zoning Vicinity Map

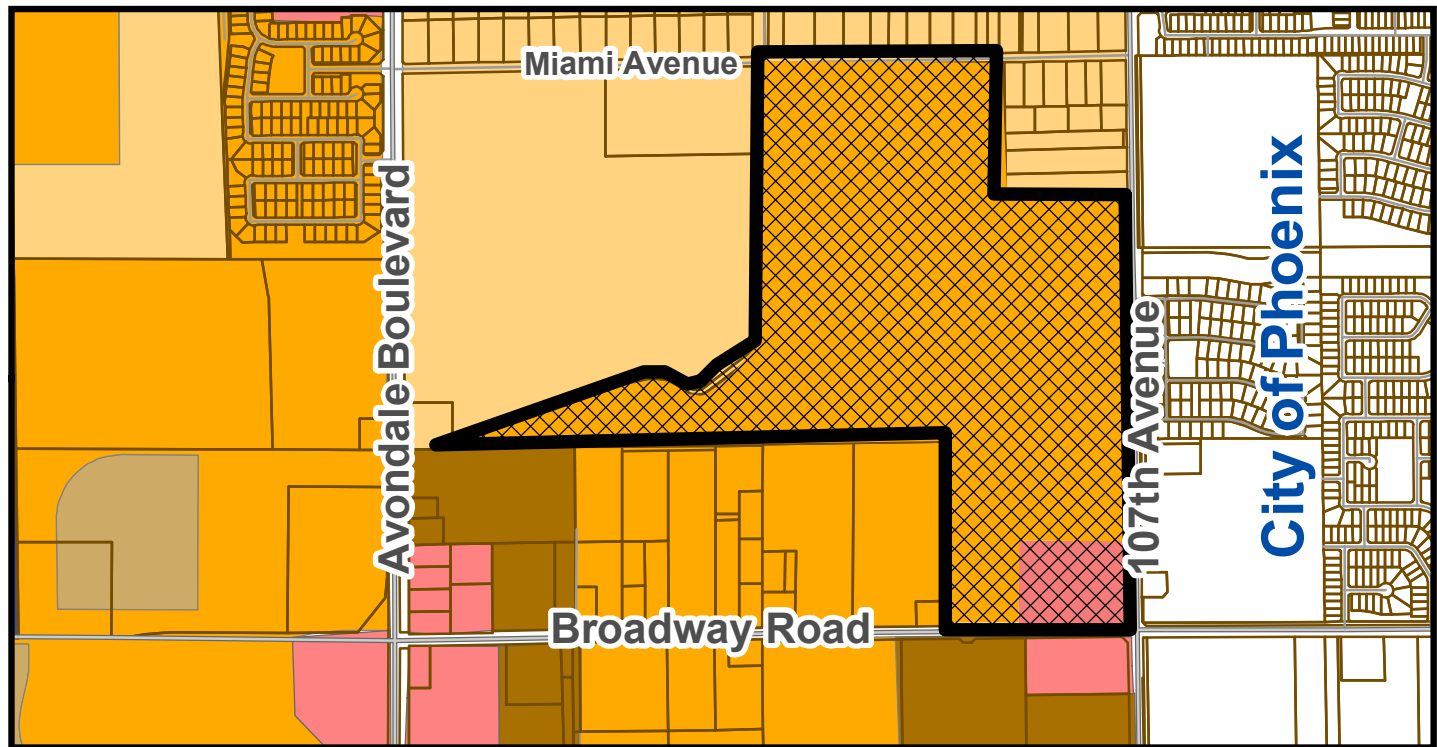


Subject Property





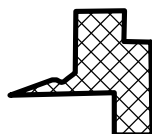
CURRENT LAND USE MAP



PROPOSED LAND USE MAP

## General Plan Land Use Map

-  Estate/Low Density Residential
-  Medium Density Residential
-  Medium High Density Residential
-  High Density Residential
-  Local Commercial



Subject Property



*SUMMARY OF RELATED FACTS  
APPLICATION PL-19-0054*

| <i>THE PROPERTY</i>      |                                                                                                                                                                                                                                                                                                                                                                                                         |
|--------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| PARCEL SIZE              | Approximately 191 gross acres                                                                                                                                                                                                                                                                                                                                                                           |
| LOCATION                 | Northwest corner of 107 <sup>th</sup> Avenue and Broadway Road, extending north to Miami Avenue.                                                                                                                                                                                                                                                                                                        |
| JURISDICTION             | The subject property is currently in the jurisdiction of Maricopa County. A separate request to annex the site into the City of Avondale is currently in review. The proposed Major General Plan Amendment can be approved prior to annexation; however, annexation must be completed before the property may be rezoned.                                                                               |
| PHYSICAL CHARACTERISTICS | Relatively flat property with frontage on 107 <sup>th</sup> Avenue and Broadway Road. Several irrigation canals, including a regional SRP irrigation ditch, bisect the property. Above-ground utilities run along both street frontages.                                                                                                                                                                |
| EXISTING ZONING          | The northernmost portion of the site, approximately 95 acres, is zoned Maricopa County Residential Unit Plan of Development (R1-6/RUPD), which allows for development of 6,000 square foot single-family residential lots within the County. The remainder of the site is zoned Maricopa County Rural-43 (RU-43), a district that allows for agricultural and large lot single-family residential uses. |
| EXISTING LAND USE        | The property is actively farmed.                                                                                                                                                                                                                                                                                                                                                                        |

| <i>SURROUNDING ZONING AND LAND USE</i> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|----------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| NORTH                                  | <p>From east to west:</p> <ul style="list-style-type: none"> <li>Multiple parcels, one to three acres in size, located within the City of Avondale, zoned R1-6 (Urban Residential). These parcels are mostly developed with single-family residences and related accessory structures.</li> <li>Multiple unincorporated parcels, two to three acres in size, mostly developed with single-family residences and related accessory structures. These properties are zoned County RU-43 (Rural-43).</li> </ul>                                                                                                                                                                                                                                         |
| EAST                                   | <p>From north to south:</p> <ul style="list-style-type: none"> <li>A 37.4-acre property, owned by the Flood Control District of Maricopa County (FCDMC), to be developed by the FCDMC as a large stormwater retention facility related to the future Durango Regional Conveyance Channel (DRCC). The property is located within the City of Phoenix and is zoned S-1 (Suburban Ranch or Farm Residence).</li> <li>Lions Gate, a 39.6-acre, 96-lot single-family residential community, located within the City of Phoenix, zoned R1-10 (Single-Family Residence).</li> <li>An undeveloped 33.9-acre parcel located within the City of Phoenix, zoned PCD (Planned Community District). Development plans for this property are not known.</li> </ul> |
| SOUTH                                  | Verde Trails I and II, a planned 248 acre, 891-lot single-family residential subdivision                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |

|      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|      | located within the City of Avondale, zoned PAD (Planned Area Development). Permits for the development are approved but construction has not yet commenced.                                                                                                                                                                                                                                                                                                                                                                                                |
| WEST | <p>From north to south:</p> <ul style="list-style-type: none"> <li>Multiple unincorporated parcels, three to five acres in size, mostly developed with single-family residence and related accessory structures. These properties are zoned County RU-43 (Rural-43).</li> <li>A 113.7-acre property located within the jurisdiction of Maricopa County currently in agricultural production. The property is zoned County R1-6/RUPD (Residential Unit Plan of Development), which allows for development of 6,000 square foot residential lots.</li> </ul> |

| <i>GENERAL PLAN</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |  |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|
| <p>Multiple General Plan Land Use Categories are designated over the subject property, as follows (from most prevalent to least prevalent): 166 acres of Estate Low Density Residential (1 to 2.5 dwelling units per acre), 13 acres of Medium Density Residential (2.5 to 4 dwelling units per acre), 9 acres of Local Commercial, and 3 acres of High Density Residential (12+ dwelling units per acre).</p> <p>The proposed Major General Plan Amendment, if approved, will apply the Medium Density Residential category to 181 acres and the Local Commercial designation to 10 acres, eliminating both the Estate Low Density Residential and High Density Residential land uses from the property.</p> |  |

| <i>PUBLIC SCHOOLS</i> |                                                                                                                                                                                                       |
|-----------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| SCHOOL DISTRICT(S)    | Littleton Elementary School District; Tolleson Union High School District                                                                                                                             |
| ELEMENTARY SCHOOL     | Student's choice (No defined school). The closest district school is Quentin Elementary, located at the northwest corner of Whyman Avenue and 110 <sup>th</sup> Drive within the Sanctuary community. |
| HIGH SCHOOL           | La Joya Community High School, located at the southwest corner of Durango Street and Avondale Boulevard.                                                                                              |

| <i>STREETS</i>                    |                                                                                                                    |
|-----------------------------------|--------------------------------------------------------------------------------------------------------------------|
| <b>Broadway Road</b>              |                                                                                                                    |
| Classification                    | Minor Arterial                                                                                                     |
| Existing half street ROW          | 40 feet                                                                                                            |
| Standard half street ROW          | 50 feet                                                                                                            |
| Existing half street improvements | 1 travel lane                                                                                                      |
| Standard half street improvements | 2 travel lanes, ½ center turn lane, bike lane, curb and gutter, detached sidewalks, street lights and landscaping. |
| <b>107<sup>th</sup> Avenue</b>    |                                                                                                                    |

**Exhibit D**

|                                   |                                                                                                      |
|-----------------------------------|------------------------------------------------------------------------------------------------------|
| Classification                    | Maricopa County Arterial                                                                             |
| Existing half street ROW          | 33 feet                                                                                              |
| Standard half street ROW          | 65 feet                                                                                              |
| Existing half street improvements | 1 travel lane and ½ center turn lane                                                                 |
| Standard half street improvements | 2 travel lanes, ½ center turn lane, bike lane, curb and gutter, detached sidewalks, and landscaping. |

**UTILITIES**

Future development on the site will receive City water service through an existing 8” water line in Miami Avenue and a proposed 16” water line in 107<sup>th</sup> Avenue, to be partially constructed by the developer of Verde Trails.

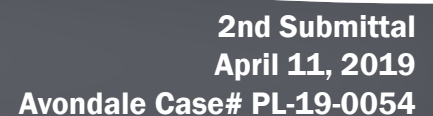
Sewer service will be provided through a proposed 12” sewer line in Broadway Road, to be constructed by the developer of Verde Trails. An additional connection to the existing 36” sewer trunk main in Avondale Boulevard may be required for parcels north of the bisecting power line corridor.

The developer will be responsible for tiling (e.g. undergrounding) the existing north/south SRP irrigation canal in the 111<sup>th</sup> Avenue alignment and the existing east/west SRP irrigation canal in the Illini Street alignment. Additionally, the developer will underground all above ground power lines less than 69 kV.

# Exhibit E

## Major General Plan Amendment Narrative

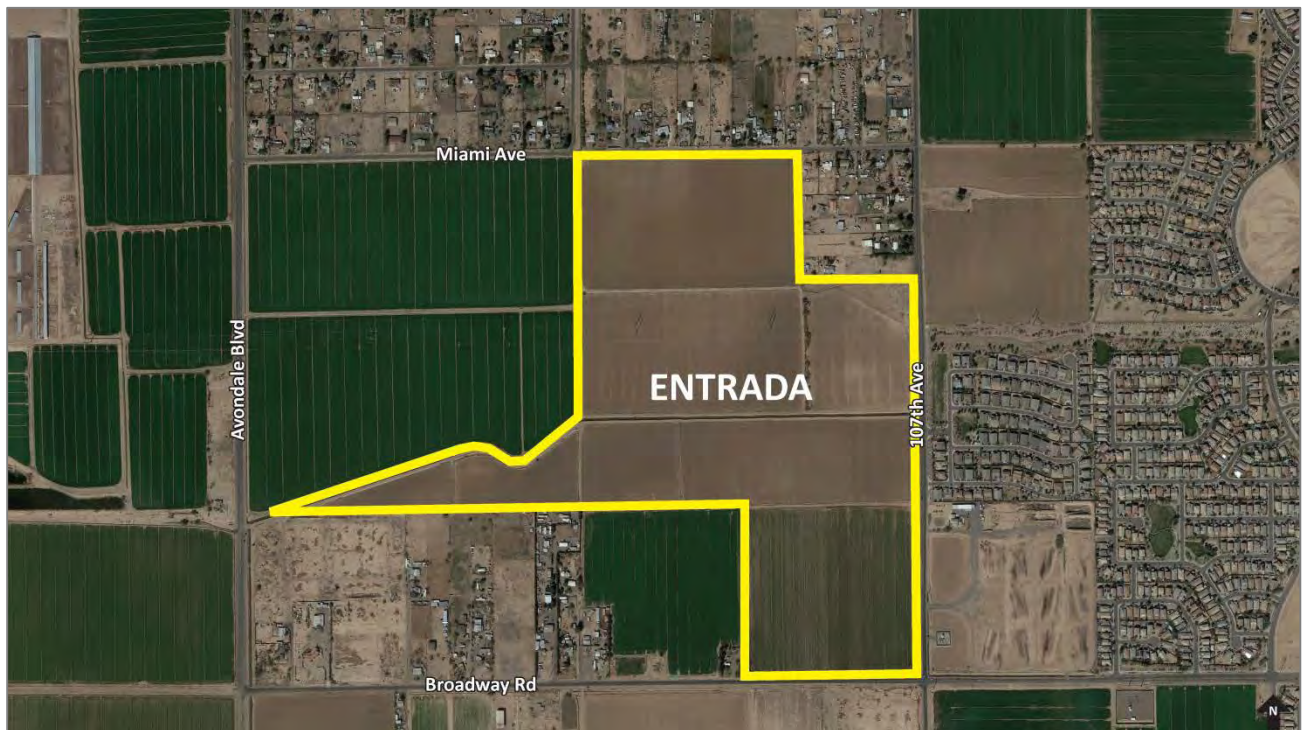
Entrada



# Entrada

## MAJOR GENERAL PLAN AMENDMENT PROJECT NARRATIVE

A major amendment to the General Plan land use designation for approximately 169 acres (of a 191-acre site) located northwest of 107<sup>th</sup> Avenue and Broadway Road.



HILGARTWILSON Project Number: 1934.03  
City of Avondale Application: PL-19-0054

## PROJECT TEAM

Developer

Lennar Arizona, Inc.  
Todd Skoro  
1665 W Alameda Drive  
Suite 130  
Tempe, Arizona 85282

Property Owner

Avondale Entrada, LLC  
Ed Grant IV  
17800 N. Perimeter Drive  
Suite 210  
Scottsdale, AZ 85255

Applicant / Planning and Civil Engineering

HILGARTWILSON, LLC  
Toni Bonar, AICP  
Zach Hilgart, PE  
2141 East Highland Avenue  
Suite 250  
Phoenix, Arizona 85016

Legal Counsel

Bergin, Frakes, Smalley & Oberholtzer  
Carolyn Oberholtzer, Esq.  
4343 E Camelback Road  
Suite 210  
Phoenix, Arizona 85018

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## 1.0 Project Summary

Entrada (Project) is a 191-acre Project that is generally located northwest of Broadway Road and 107<sup>th</sup> Avenue and south of Miami Avenue. Refer to **Figure 1, Regional Context Map** for Project location. The property is located within City of Avondale's Planning Area and unincorporated Maricopa County. Annexation into the City of Avondale is anticipated following approval of the major General Plan Amendment (GPA). The Project's eastern boundary, 107<sup>th</sup> Avenue, is the municipal boundary between the City of Avondale (west) and the City of Phoenix (east). The property is zoned Maricopa County Rural-43 (RU-43) and R1-6 RUPD and is currently being used for agricultural purposes.

A complex network of physical encumbrances need to be overcome for development on this site to ultimately occur. There are major overhead powerlines that traverse along the northern third of the property, the Buckeye Feeder regional irrigation canal runs east to west and effectively bisects the site in half, and the future Durango Regional Conveyance Channel (DRCC) is slated to parallel the existing irrigation channel. In addition, there is a substantial floodplain south of the proposed DRCC that will need to be mitigated. The flood hazard zones on both sides of the DRCC are attributable to the same source of flooding that will ultimately be managed and mitigated by the construction of the DRCC. With the DRCC's westward extension through the project, these flows will be contained within the channel and the historical floodplain on both sides of the Canal will be mitigated. The ultimate width of the DRCC will be sufficient to accommodate/construct a channel corridor capable of conveying the required 100-year peak flow. Finally, the sheer configuration of the elongated triangular shaped western parcel, with no frontage onto Avondale Boulevard, limits the accessibility and viability of a residential parcel. Refer to **Figure 2, Existing Constraints – Cost Estimate** for Project constraints locations and estimated development costs to address the multiple site encumbrances.

However, the Entrada site is in an area of Avondale primed for development and in the path of growth. The entire Southern Avondale area will become easily accessible by the SR30 freeway, with a planned alignment one-half mile south of the Entrada community and an anticipated construction of an interim condition by 2022. Coupled with the future SR30, the City has recently adopted the Tres Rios Opportunity Zone. This Zone will spur economic development and increase investment and growth covering approximately 7 square miles just west of the Project.

There are several large scale communities that will take advantage of the accessibility to a freeway that have recently received GPA and entitlement approval through the City of Avondale. The communities of Verde Trails and Alamar are helping to shape the changing vernacular in the area from a rural farming and agricultural development pattern to one with more suburban residential density master planned communities and subdivisions.

Applicant is requesting a Major General Plan Amendment on approximately 169 acres of the 191-acre Property. Approximately 165 acres of Estate/Low Density (ELDR) and 3 acres of High Density (HDR) are being amended to Medium Density (MDR) and 1 acre of ELDR is being amended to Local Commercial. The 13 acres of existing MDR and 9 acres of Local Commercial are not being amended. Refer to **Table 1, Area of Amendment** for specific areas being amended.

**TABLE 1: ZONING COMPARISONS**

| LAND USE DESIGNATION | CURRENT<br>(Acres) | PROPOSED<br>(Acres) |
|----------------------|--------------------|---------------------|
| HDR                  | 3                  | 0                   |
| MDR                  | 13                 | 181                 |
| ELDR                 | 166                | 0                   |
| LOCAL COMMERCIAL     | 9                  | 10                  |
| <b>TOTAL PROJECT</b> | <b>191</b>         | <b>191</b>          |

This amendment will moderately increase the existing combined HDR, MDR, and ELDR density range from 1.2 – 3.1 du/ac to a density range of 2.5 - 4 du/ac; resulting in an increase of 0.9 du/ac at the higher end. The proposed amendment will permit a range of 452 to 728 single family dwelling units. This slight increase will better support the adjacent growth area (Avondale Boulevard Employment and Commercial Corridor), the Tres Rios Opportunity Zone, and the proximity to the future SR-30 freeway. Refer to **Figure 3, Existing General Plan Land Map** and **Figure 4, Proposed General Plan Land Map** for existing and proposed land uses for the Project and surrounding area.

## 2.0 Site and Surrounding Properties

Entrada is located within Maricopa County, although wholly resides in the City of Avondale Planning Area. The majority of the north areas of the site are currently zoned R1-6 RUPD per Maricopa County zoning case Z 99-3: Shadow Ridge. Shadow Ridge is approved for a mix of lot sizes including 45' x 110', 50' x 110', and 55' x 110', and a single-loaded street on the south side of Miami Avenue with a typical dimension of 80'x110'. The Entrada proposed lot sizes, as discussed below, will be equivalent to those permitted under the existing zoning. Much of the surrounding properties remain within unincorporated Maricopa County. The area east of the site, across 107<sup>th</sup> Avenue, is the City of Phoenix.

South of Entrada is a 310-acre master planned community known at Verde Trails. It is approximately located at the southwest corner of 107th Avenue and Broadway Road. The

project was originally approved in 2007 with lot sizes ranging from 4,500 to 10,000 square feet. In 2018, the underlying General Plan Land Use categories for approximately 49 acres were amended to remove a 9-acre Education parcel, 9-acre Open Space and Park parcel, and modify 31 acres from ELDR to MDR. Coupled with the land use amendment, the Verde Trails PAD was also amended to modify lot sizes to address today's current home buying market trends. Approximately 34 acres of Verde Trails is north of Broadway Road and directly adjacent to Entrada. Within this area of Verde Trails are two proposed lot sizes ranging from 5,175 to 6,900 square feet. Directly south of Broadway Road, lot sizes range from 5,175 to 6,000 square feet. The total overall density for Verde Trails is 3.25 du/ac.

Directly west of Entrada, across Avondale Boulevard, is a future 1,124-acre master planned community known as Alamar. The Alamar project site comprises many of the same physical encumbrances as does the Entrada site. This includes power line corridors traversing the site, effluent water line easements, the DRCC alignment, and a significant amount of floodplain. The community is planned for a mixture of lot sizes predominately ranging from 2,500 to 9,000 square feet with an anticipated residential density of 3.29 du/ac. Groundbreaking on Alamar occurred in April 2019.

East of Entrada, across 107<sup>th</sup> Avenue, is a 40-acre master planned community known as Lions Gate. Lot sizes start at 9,000 square feet. The density for Lions Gate is 2.42 du/ac. Immediately to the east of Lions Gate is the 89-acre Sunset Farms development. Lot sizes start at 5,750 square feet with a density of 3.76 du/ac.

The newer developments are generally developing in a residential density range of 2.42 du/ac to 3.76 du/ac. The requested MDR land use (2.5 to 4 du/ac, target of 2.5 du/ac) will permit Entrada to develop at the target of 2.5 du/ac and up to 4.0 du/ac through the incorporation of exceptional characteristics as indicated by the General Plan 2030. Per the General Plan, those characteristics may include such items as *“existing and planned adjacent developments; infrastructure to include streets and parks; neighborhood interaction and sustainability – its walkability, design, amenities, active and passive dedicated open space; and, the overall character of the areas proposed that includes energy efficient design and promotes a healthy and livable community.”* As proposed, the density range of 2.5 to 4 du/ac will be similar to the surrounding newer developments both in the City of Avondale and Phoenix.

**Table 2, Surrounding Property Information** provides General Plan land use, zoning, and existing land uses on the surrounding properties. **Refer to Figure 3, Existing General Plan Land Map** and **Figure 5, Existing Zoning Map** for locations of existing General Plan land uses and zoning, respectively.

**TABLE 2: SURROUNDING PROPERTY INFORMATION**

| Directional Relationship to Project | General Plan Land Use                                                      | Zoning District                                              | Existing Land Use                                                                     |
|-------------------------------------|----------------------------------------------------------------------------|--------------------------------------------------------------|---------------------------------------------------------------------------------------|
| <b>NORTH</b>                        | Estate/Low Density Residential                                             | R1-6<br>RU-43<br>(Maricopa County)                           | Fallow Agricultural<br>Large Lot Residential                                          |
| <b>EAST</b>                         | Residential 2.5 du/acre<br>(City of Phoenix)                               | R1-6 (Avondale)<br>S-1 (Phx)<br>R1-10 PRD (Phx)<br>PCD (Phx) | Large Lot Residential<br>Agricultural<br>Lions Gate Community<br>Abandoned Dairy Farm |
| <b>SOUTH</b>                        | High Density Residential<br>Medium Density Residential<br>Local Commercial | PAD (Avondale)                                               | Fallow Agricultural<br>Agricultural<br>Large Lot Residential                          |
| <b>WEST</b>                         | Estate/Low Density Residential<br>Medium Density Residential               | R1-6 RUPD<br>RU-43<br>(Maricopa County)                      | Large Lot Residential<br>Fallow Agriculture                                           |

### 3.0 Infrastructure

#### Water

The City of Avondale will be the water service provider for the Project. Onsite water lines serving the Project will tie into offsite water lines in at least two locations to provide a looped system. West of the Project is an existing 16-inch water line that runs south along Avondale Boulevard; to the north is an 8-inch water line that runs along Miami Avenue; and to the east is a 12-inch water line that runs south along 107<sup>th</sup> Avenue to Jones Avenue. To assist in the development of Verde Trails, a future pressure reducing valve (PRV) station is planned along 107<sup>th</sup> Avenue on the eastern boundary of Entrada. The Entrada property is reserving land for this PRV station and supplemental access easements. Once constructed, the PRV station will be owned and maintained by the City of Avondale. A water master plan will be provided with the required preliminary plat process. Water infrastructure needed to serve each phase of development will be determined during the preliminary plat process.

#### Wastewater

The City of Avondale will be the wastewater service provider for the Project. Onsite sewer mains serving the Project are anticipated to tie into an existing 30-inch sewer line west of the Project in Avondale Boulevard, a short distance north of Broadway Road. A wastewater master plan will be provided with the required preliminary plat process. Sewer infrastructure

needed to serve each phase of development will be determined during the preliminary plat process.

#### **4.0 Conformance with City of Avondale Plans**

The proposed GPA aligns with the GP2030 Goals and Policies listed below.

##### **Major and Minor General Plan Amendment Review and Analysis**

*1) Availability of current and future water supplies.*

Water service will be provided by the City of Avondale. Onsite water lines serving the Project will tie into offsite water lines in at least two locations to provide a looped system. West of the Project is an existing 16-inch water line that runs south along Avondale Boulevard; to the north is an 8-inch water line that runs along Miami Avenue; and to the east is a 12-inch water line that runs south along 107th Avenue to Jones Avenue.

*2) Impact on and potential support of the City's transportation system.*

Broadway Road and 107<sup>th</sup> Avenue will provide primary access to the Community. Per the 2017 City of Avondale Transportation Plan, Broadway Road is classified as a Minor Arterial with 100-feet of right-of-way (50-feet half width). 107<sup>th</sup> Avenue will be owned and maintained by Maricopa County although it will require a half-width dedication of 65-feet. In conjunction with development of Entrada, the half-street will be improved where adjacent to the Project. Miami Avenue will provide a single point of access to the community at the mid-section line and half street improvements will be completed at the time of adjacent phased development.

*3) Impact on the natural environment, including, but not limited to, hillsides, riparian areas, and floodways.*

The Project is located in an area that has generally been used for agricultural uses, large lot residential, and subdivided master planned communities and not in hillside or an environmentally sensitive area. It is, however, located in a substantial floodplain that will be mitigated as part of the regional DRCC. The flood hazard zones on both sides of the DRCC are attributable to the same source of flooding that will ultimately be managed and mitigated by the construction of the DRCC. With the DRCC's westward extension through the project, these flows will be contained within the channel and the historical floodplain on both sides of the Canal will be mitigated. Developer will reserve the land necessary for construction of the DRCC.

*4) Extent to which the proposal contributes to achieving the (i) job to population ratio, (ii) square foot per capita ratio, and (iii) multi-family housing ratio identified within this GP2030.*

The amount of jobs to population ratio is not being reduced. In fact, the request is to slightly increase the amount of Local Commercial. The 3-acre High Density parcel is being amended to Medium Density due to its non-efficient triangular configuration and adjacency to a MDR parcel. The majority of the HDR parcel (adjacent to and south of Entrada) remains intact as it is located on property with separate ownership. Minimal adjustments are being made to the job ratio and multi-family housing potential as identified in GP2030.

5) *Impact on City Services and facilities including, but not limited to, police, fire, water, and wastewater.*

The increase in population from this amendment will be minimal and will not have a negative impact on the city services. The water and sewer lines are available for the Project. Onsite water lines serving the Project will tie into off-site water lines in at least two locations to provide a looped system. Onsite sewer mains serving the Project are anticipated to tie into an existing 30-inch sewer line west of the Project in Avondale Boulevard, a short distance north of Broadway Road.

The nearest fire station is located approximately 2 miles north of the Project along Avondale Boulevard. The nearest police department is located 3 miles north of the Project along Avondale Boulevard. It is anticipated that a future public safety facility, including both fire and police, will be located within the Alamar master-planned community west of Avondale Boulevard less than one mile from Entrada. Revenue generated from the residents living within the Project will pay for the police and fire maintenance costs.

6) *Extent to which the goals of this GP 2030 are accomplished.*

The General Plan Amendment accomplishes many of the goals and policies of the General Plan. A summary of the more significant elements are outlined below.

## Land Use Element

**Goal 4:** Ensure all land use decisions meet the long-term social and economic goals of the community.

**Policies:**

A. Encourage annexations that benefit the quality of life for Avondale residents and are in the best interest of the City.

*The Project is within unincorporated Maricopa County, within the Avondale planning area immediately adjacent to one of the City's growth areas and the Avondale Boulevard Employment and Commercial Corridor. Water and sewer infrastructure is readily*

*available along the Project's boundaries in 107<sup>th</sup> Avenue and Broadway Road and along Avondale Boulevard. The Project anticipates annexation into the City of Avondale, which will provide a revenue source for water, sewer, police, and fire services.*

**Goal 6:** Promote regional land use planning and coordination with neighboring communities to develop and maintain sustainable land use patterns.

**Policies:**

A. Coordinate with external entities, surrounding jurisdictions, and state and federal agencies to address issues of regional concern.

D. Coordinate connectivity opportunities with neighboring communities when creating pedestrian and non-motorized trail systems.

*Developer will work with Maricopa County Flood Control by reserving land for the DRCC in an effort to mitigate a regional floodplain issue.*

*The powerline corridor, DRCC, and irrigation canal provide opportunities for regional connectivity, such as a trail system. The type and location of connectivity will be determined through the design process".*

## Economic Element

**Goal 3:** Enhance and market Avondale's business climate.

**Policies:**

F. Encourage continued diversity and expansion of small business.

*The Local Commercial land use will remain and slightly increase in size. This Local Commercial land use designation allows for smaller scale neighborhood serving businesses such as grocery stores, dry-cleaning, and restaurants. This land use will help promote the addition of smaller scale, potentially independently owned businesses.*

**Goal 8:** Invest in neighborhood infrastructure, public spaces, and amenities

**Policies:**

B. Assess and implement methods requiring new residential developments to incorporate specific amenities and designate a specific amount of space for common use by neighborhoods.

*The Entrada community will meet all City requirements for open space, including passive and active recreational amenities. The physical encumbrances, including the power line*

*corridor and channels, will be utilized and enhanced to the extent possible. It is envisioned that these areas will add value to the community and residents through the incorporation of pedestrian path and trail system.*

## Housing Element

**Goal 4:** Require excellence and innovation in residential design and construction

**Policies:**

A. Encourage builders to construct homes that use the latest energy conservation materials, methods, and techniques.

B. Support creatively designed subdivision layouts, particularly layouts in which open space and recreation areas containing amenities are thoughtfully integrated throughout.

*Lennar has partnered with Amazon to offer an integrated automation and voice control system as a standard feature in their NextGen product. This feature will provide Wi-Fi coverage in every room with no dead spots and control of lights, front door lock, and thermostat by talking to Amazon Alexa. This permits today's best smart and streaming products to operate at peak performances and future technologies as they come to market.*

*Significant changes to existing physical property characteristics such as the 230 Kv electrical power line corridor and associated easements ranging from 180 to 218 feet in width, realignment of the irrigation canal, and incorporation of the regional DRCC have been taken into consideration to create a unified, cohesive community. Trails and open spaces will be thoughtfully situated along what are currently considered significant property constraints and throughout the Community.*

## Energy Element

**Goal 1:** Integrate energy efficiency measures and renewable energy sources into all aspects of Avondale planning.

**Policies:**

C. Encourage “walkable” communities, vertical development where appropriate, transit, and efficient land use patterns to minimize fuel consumption and energy usage.

*The Project is adjacent to a growth area and the Avondale Boulevard Employment and Commercial Corridor as identified in GP2030. The Project provides residential adjacent to commercial and employment uses. A trail system will be utilizing the powerline, irrigation and DRCC easements to provide pedestrian connectivity throughout the Community.*

**Goal 5:** Integrate electric power line corridors, electric substations, and other energy infrastructure into future development.

**Policies:**

A. Work with developers and local utility providers to mitigate the off-site visual impacts on surrounding properties of electrical substations and well sites through decorative walls, opaque fencing, earthen berms, and dense landscaping.

B. Require that electric power line corridors and regional drainage channels be developed as active and passive open space amenities for the community allowing for non-motorized connections between neighborhoods.

*The 180- to 218-foot wide 230 Kv power line corridor will likely mirror the landscape theme provided in the development east of Entrada through the use of berms and landscaping within SRP guidelines*

*The powerline corridor, DRCC, and/or irrigation canal provide opportunities for regional connectivity, such a trail system. The exact location will be determined through the entitlement and design stage.*

## Open Space Element

**Goal 2:** Create linkages to parks, trails, rivers, and mountains.

**Policies:**

D. Utilize all High Voltage corridors (greater than 69Kv) for passive recreational use to connect to a greenway corridor system.

*The 180- to 218-foot wide 230 Kv power line corridor will incorporate landscape design features, and potential recreational opportunities, in accordance with SRP guidelines.*

## Bicycling Element

**Goal 3:** Increase recreational opportunities for bicyclists throughout Avondale.

**Policies:**

A. Take advantage of electrical powerline corridors, canals, regional drainage channels, and rivers to develop and enhance a regionally connected multi-modal recreation trail system.

*The powerline corridor, DRCC, and irrigation canal provide opportunities for regional connectivity, such as a multi-modal trail system. The exact location will be determined through the entitlement and design process.*

## Facilities Element

**Goal 3:** Protect the community from flooding and plan for long-term, effective, and efficient stormwater services.

### Policies:

D. Participate, to the extent feasible, in regional flood control planning and improvement projects.

*Developer will work with Maricopa County Flood Control by reserving land for the DRCC in an effort to mitigate a regional floodplain issue.*

## 5.0 General Plan Findings

The following findings provide support and justification for a Major Amendment to the Avondale General Plan 2030 (GP2030).

- 1. The development pattern contained on the Land Use Plan inadequately provides the appropriate optional sites for the use and/or change proposed in the amendment.**

*Avondale currently has an abundance of ELDR acreage throughout the City (1,866 acres north of the Estrella Mountains, and over 30,000 + acres when combined with the area south of the Estrella's). Following the General Plan Amendment, modifying 166 acres from ELDR to MDR and 3 acres of HDR to MDR, the amount of ELDR acreage will only be reduced by approximately 8.9% (1,866 acres to 1,720), within areas north of the Estrella Mountains. This amount still provides ample area throughout the City for low density residential development. Overall, throughout the entirety of Avondale, the ELDR acreage will only be reduced by approximately 0.5% (from 30,297 acres to 30,131 acres), including areas south of the Estrella Mountains.*

*The City's General Plan Land Use Map inadequately provides appropriate land use designations for the Site, given the changing homebuyer demographics, urbanization of the surrounding area, recent adoption of a nearby Opportunity Zone (which was not anticipated when the General Plan was drafted), and the current planned development in the immediate vicinity. This project site and surrounding area are rapidly urbanizing by providing infrastructure, a community park, public safety facilities, and investment zones that all support an increase in residential densities. The requested GPA will only reduce the available ELDR acreage by a few percent.*

Overall, the City does offer locations elsewhere for MDR development. According to the Avondale GP “It will be imperative for our future residential developers to understand the City’s needs when designing new residential communities.” Current demographic numbers clearly show the need for a change in housing diversity. The supply for large lots and large homes does not match the demand of most potential homebuyers. In today’s market, young potential homebuyers are seeking affordability and do not require the same square footage as previous generations. The current ELDR land use designation does not make sense for the site or the changing demographics of homebuyers. A portion of the site is designated as High Density Residential. This portion of the site abuts adjacent property designated as ELDR. The juxtaposition of these differing land uses creates significant land use incompatibility. A change to MDR will create a logical density/intensity transition between the ELDR and HDR land uses.

It should also be noted that homebuyers attitudes are changing the home building industry. Based on the articles listed below, homebuyers 37 years old and younger make up the largest generational group of homebuyers, at 34%. Sixty-five percent of this generational group are first-time homebuyers. Within this group, the median home size is 1,800 square feet. Average household occupancy continues to trend downward, while square footage of new homes continues to trend upward. Mandating large lots (typically accompanied by larger home sizes) immediately prices a large segment of potential homebuyers out of the market. The overwhelming majority of young, first-time buyers cannot afford to live in communities with a target density of 1 dwelling unit per acre.

Currently, homebuyers between 38 – 52 have the highest median income level. Builders continue to target this older segment of consumers due to their higher income and equity. However, this segment of buyers only makes up 24% of all potential homebuyers. Guiding future development to accommodate the older 24% of buyers rather than the younger 34% creates significant housing inadequacy.

#### **Home Buyer and Seller Generational Trends**

<https://www.nar.realtor/sites/default/files/documents/2018-home-buyers-and-sellers-generational-trends-03-14-2018.pdf>

#### **Disruptive Demographics: Housing Production & Demographic Reality**

<https://www.rclco.com/publication/disruptive-demographics-housing-productions-and-demographic-reality-moving-in-different-directions/>

2. The amendment constitutes an overall improvement to the GP2030 and is not solely for the good or benefit of a particular landowner or owners.

As discussed previously, this site is replete with physical encumbrances that will need to be addressed prior to any development occurring. As depicted in **Figure 2, Existing Constraints**, significant financial expenditures are required to prepare this

site for ultimate construction which are not typical for other surrounding development, except for Alamar. The ability to off-set the approximately \$9,350,000 with large-lot residential is not financially feasible and would restrict any future development of this site.

Amending the existing General Plan land use benefits the City, its residents, and the regional area by beautifying the 230Kv power line corridor with landscaping per APS guideline; mitigating a regional floodplain issue by providing the area necessary for the Maricopa County Flood Control District to construct the DRCC; and realigning the irrigation canal to make the area more conducive for an interactive, cohesive community. The improvements planned with Entrada, coupled with the surrounding developments of Verde Trails to the south and Lion's Gate to the east, will enhance the overall marketability of Southern Avondale.

**3. The amendment will not adversely impact the community as a whole and/or a portion of the community by:**

- Significantly altering the acceptable land use patterns;

*The amended land use will provide a transition of land uses from the more intense uses identified in the Opportunity Zones, growth area, Avondale Boulevard Employment and Commercial Corridor, to the ELDR land uses.*

- Requiring larger and more expensive public infrastructure improvements including, but not limited to, roads, water, wastewater, and public safety facilities than would otherwise be needed without the proposed change; or

*Public infrastructure is nearby and readily available. The Project will take primary access from the existing 107th Avenue and Broadway Road. Portions of the roadway adjacent to the Project will be improved to City standards. Existing water lines are along Avondale Boulevard, Miami Avenue, and 107th Avenue. A 30-inch sewer lines is along Avondale Boulevard a short distance north of Broadway Road.*

- Adversely impacting the existing land uses.

*The proposed MDR (2.5 to 4 du/ac) provides a transition from the HDR (12 to 30 du/ac) and Commercial land uses to the ELDR (up to 2.5 du/ac) land use, which currently is developed with large lot residential homes, and also provides a buffer to the City of Phoenix MDR community located east of the Project.*

*Understanding the need to soften the transition to the large lot residential north of Miami Avenue, the development will incorporate several design measures geared towards providing a transition to the larger lots to the north. While it will be further defined in the PAD, all of the lots that back to Miami Road will be restricted to one-*

*story in height. In addition, access to Miami Avenue from Entrada will be provided at a single point at the mid-section alignment. This limits potential impacts or conflicts with those homes that front onto and take direct access to Miami Avenue. The community has also been designed that the primary themed entrance will be from 107<sup>th</sup> Avenue, with secondary access from Broadway Road and Miami Avenue. A traffic study is currently underway and will be submitted with the PAD application.*

**4. That the amendment is consistent with the overall intent of the GP2030 and other adopted plans, codes, and ordinances.**

*The proposed amendment is consistent with the overall intent of the GP2030 as represented in the General Plan policies indicated below.*

**Land Use Element Goal 4, Policy A:** “Encourage annexations that benefit the quality of life for Avondale residents and are in the best interest of the City”.

*The Project is within unincorporated Maricopa County, within the Avondale planning area immediately adjacent to one of the City’s growth areas, Opportunity Zone, and the Avondale Boulevard Employment and Commercial Corridor. Water and sewer infrastructure is readily available along the Project’s boundaries in 107<sup>th</sup> Avenue and Broadway Road and along Avondale Boulevard. Following the GPA approval, the Project anticipates annexation into the City of Avondale, which will provide a revenue source for water, sewer, police, and fire services.*

**Housing Element Goal 4, Policy B:** “Support creatively designed subdivision layouts, particularly layouts in which open space and recreation areas containing amenities are thoughtfully integrated throughout”.

*Significant changes to existing physical property characteristics such as the 230 Kv electrical power line corridor and associated easements ranging from 180 to 218 feet in width, realignment of the irrigation canal, and incorporation of the regional DRCC have been taken into consideration to create a unified, cohesive community. Trails and open spaces will be thoughtfully situated along what are currently considered significant property constraints and throughout the Community.*

**Energy Element Goal 5, Policy B:** “Require that electric power line corridors and regional drainage channels be developed as active and passive open space amenities for the community allowing for non-motorized connections between neighborhoods”.

*The powerline corridor, DRCC, and irrigation canal provide opportunities for regional connectivity, such as a trail system. The type and location of connectivity will be determined through the design process.*

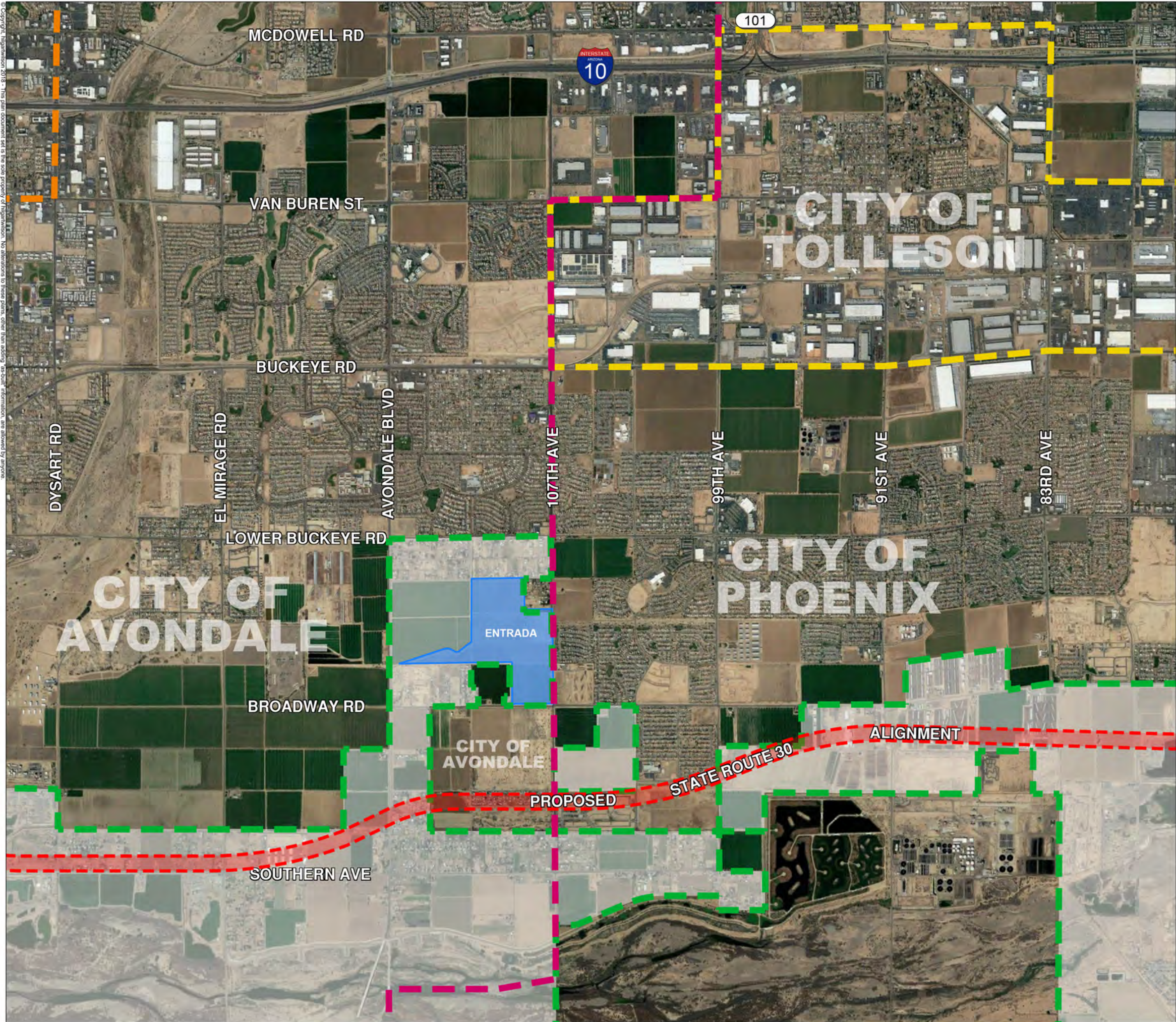
**Facilities Element Goal 3, Policy D:** “Participate, to the extent feasible, in regional flood control planning and improvement projects”.

*Developer will work with Maricopa County Flood Control by reserving land for the DRCC, in an effort to mitigate a regional floodplain issue.*

## **6.0 Avondale Strategic Five Year Plan**

The Avondale Strategic Five Year Plan (Plan) provides a comprehensive vision to create a community that is both family friendly and economically robust. With a young and vibrant population with a median age of only 29 years, providing housing options to meet the needs of this demographic is paramount to achieving the goals of the Plan. Focusing on the goals of fostering sustainable community development and encouraging and supporting creative innovations in development, the requested General Plan Amendment will allow for a new community in Southern Avondale to be responsive to the market trends and needs of the population. Entrada will provide residential opportunities for the small businesses and large corporations that look to locate within this area of the City. Ultimately supporting the economic development corridor planned for Avondale Blvd, along SR-30, and to support the continued expansion of ISM Raceway, capitalizing on the desire to grow the area in a destination for major sports and entertainment district. Overall, Entrada will be a highly desirable development that will provide varied housing options coupled with an intricate network of enhanced open space and neighborhood commercial that will ultimately create and promote a sense of community.

# FIGURES



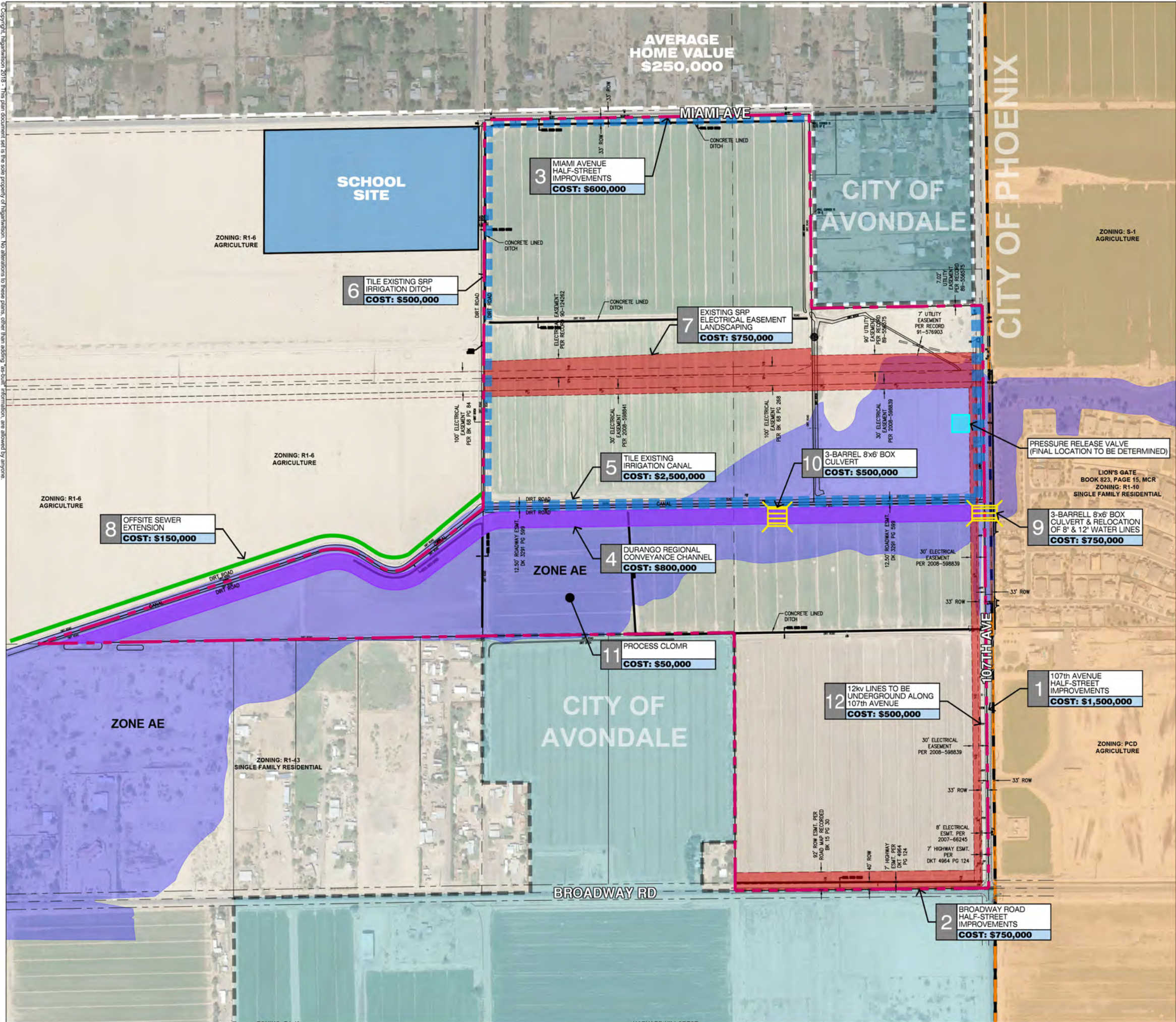
**ENTRADA**  
AVONDALE, ARIZONA  
**GENERAL PLAN AMENDMENT  
REGIONAL CONTEXT MAP**



**FIGURE 1**

**LEGEND**

- City of Avondale Planning Area Boundary
- Maricopa County Boundary
- City of Goodyear Planning Area Boundary
- City of Tolleson Planning Area Boundary



**ENTRADA**  
AVONDALE, ARIZONA  
GENERAL PLAN AMENDMENT  
REGIONAL CONTEXT MAP



0 30' 60' 120'  
SCALE: 1" = 60'

**FIGURE 2**

**LEGEND**

- ELECTRICAL EASEMENT AREA: 16.2 ac
- DURANGO DRAINAGE AREA: 9.0 ac
- EXISTING IRRIGATION CANAL AREA: 8.1 ac
- OFFSITE SEWER EXTENSION
- AVONDALE PLANNING AREA BOUNDARY LINE

**SUMMARY OF COSTS**

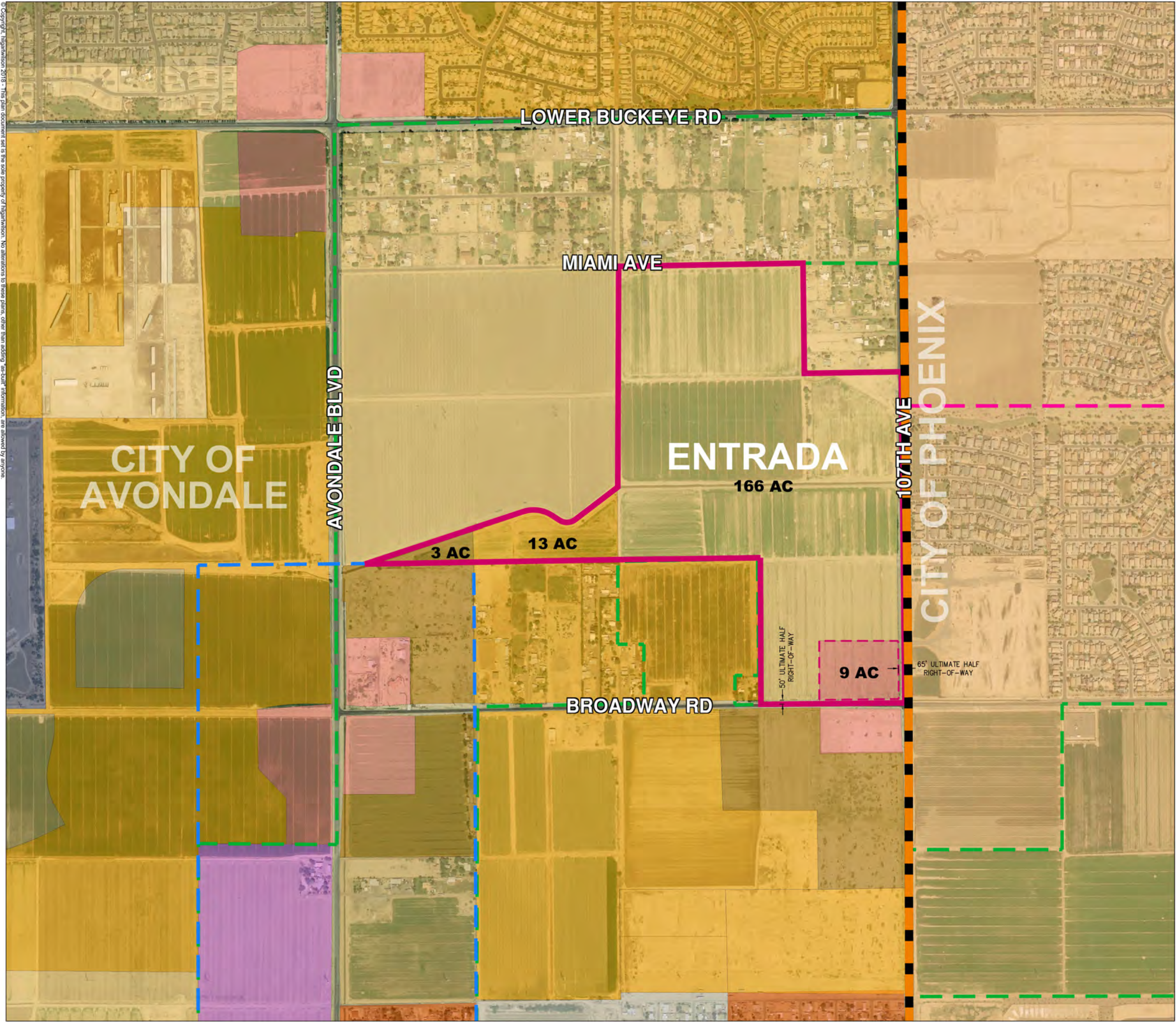
|                                          |                     |
|------------------------------------------|---------------------|
| 1. 107th AVE HALF-STREET IMPROVEMENTS    | \$ 1,500,000        |
| 2. BROADWAY RD HALF-STREET IMPROVEMENTS  | \$ 750,000          |
| 3. MIAMI AVE HALF-STREET IMPROVEMENTS    | \$ 600,000          |
| 4. DURANGO REGIONAL CONVEYANCE CHANNEL   | \$ 800,000          |
| 5. TILE EXISTING IRRIGATION CANAL        | \$ 2,500,000        |
| 6. TILE IRRIGATION DITCH                 | \$ 500,000          |
| 7. APS ELECTRICAL EASEMENT - LANDSCAPING | \$ 750,000          |
| 8. OFFSITE SEWER EXTENSION               | \$ 150,000          |
| 9. 107th AVE BOX CULVERT                 | \$ 750,000          |
| 10. COLLECTOR ST BOX CULVERT             | \$ 500,000          |
| 11. PROCESS CLOMR                        | \$ 50,000           |
| 12. 107th AVE 12kv LINES RELOCATION      | \$ 500,000          |
| <b>TOTAL</b>                             | <b>\$ 9,350,000</b> |



**SRP ELECTRICAL TOWER**

**NOTES**

- FLOOD CONTROL DISTRICT CULVERT LOCATION IS BASED ON PRELIMINARY CONSTRUCTION DOCUMENT FCD2010C033. FINAL LOCATION WILL NEED TO BE VERIFIED.
- STREETS CLASSIFICATIONS AND ROWS PER CITY OF AVONDALE TRANSPORTATION PLAN UPDATE DATED NOVEMBER 2012.



# ENTRADA

AVONDALE, ARIZONA

## EXISTING GENERAL PLAN

### LAND USE MAP

(PER AVONDALE GENERAL PLAN 2030)



## FIGURE 3

#### CITY OF AVONDALE GENERAL PLAN LAND USE LEGEND

- Planning Boundary
- Growth Area
- LAND USE
  - Estate/Low Density Residential
  - Medium Density Residential
  - Medium/High Density Residential
  - High Density Residential
  - Local Commercial
  - Freeway Commercial
  - Office/Professional
  - Public/Civic
  - Mixed Use

#### CITY OF PHOENIX GENERAL PLAN LAND USE LEGEND

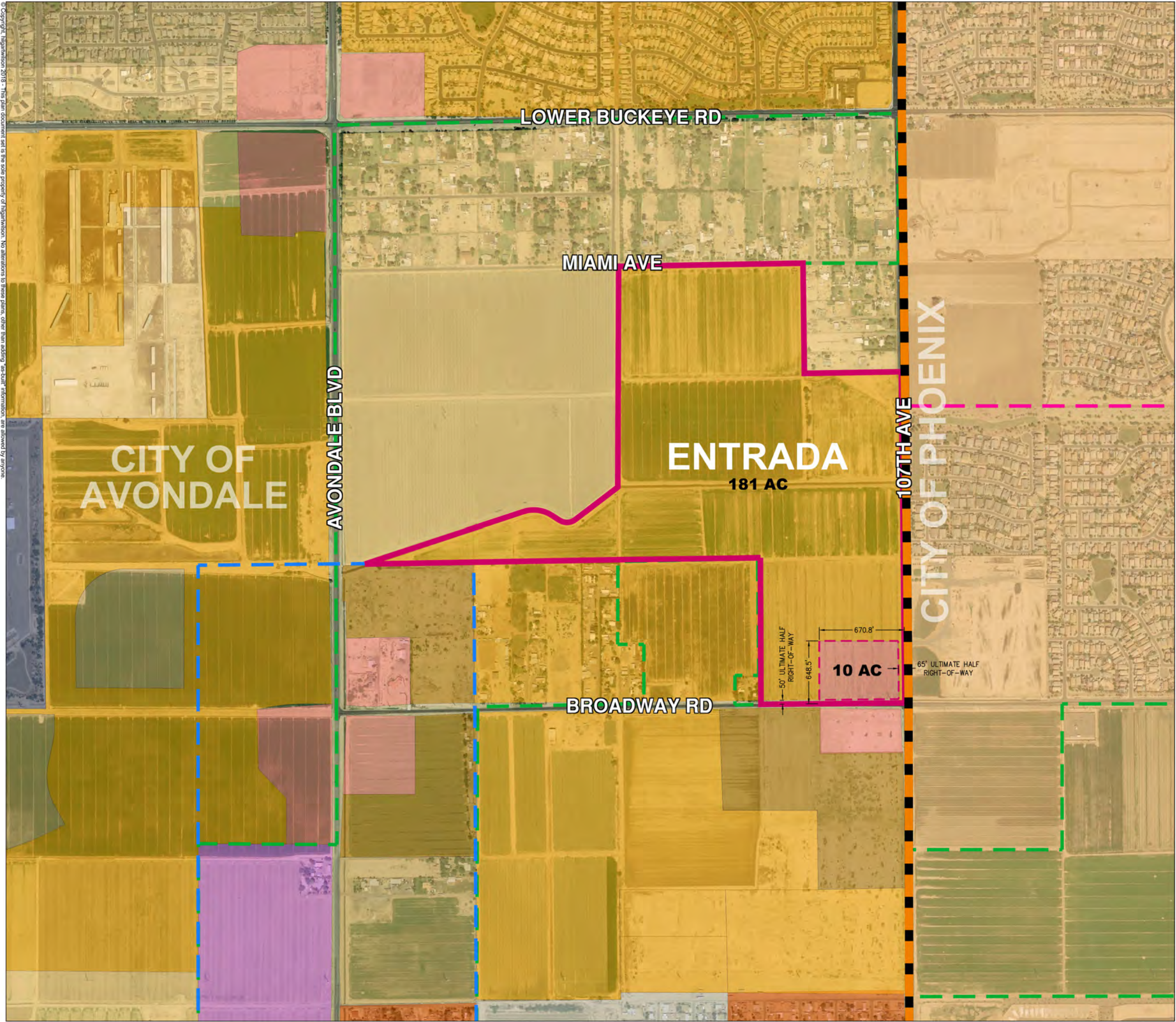
- Density Cap Limit
- Residential 2-3.5 du/ac

#### CITY OF PHOENIX GENERAL PLAN LAND USE LEGEND

- Maricopa County Boundary

#### ENTRADA LAND USE DESIGNATION

- Medium Density Residential 2.5-4 du/ac
- Local Commercial



# ENTRADA

AVONDALE, ARIZONA

## PROPOSED GENERAL PLAN

### LAND USE MAP

(PER AVONDALE GENERAL PLAN 2030)



## FIGURE 4

#### CITY OF AVONDALE GENERAL PLAN LAND USE LEGEND

- Planning Boundary
- Growth Area
- LAND USE
  - Estate/Low Density Residential
  - Medium Density Residential
  - Medium/High Density Residential
  - High Density Residential
  - Local Commercial
  - Freeway Commercial
  - Office/Professional
  - Public/Civic
  - Mixed Use

#### CITY OF PHOENIX GENERAL PLAN LAND USE LEGEND

- Density Cap Limit
- Residential 2-3.5 du/ac

#### CITY OF PHOENIX GENERAL PLAN LAND USE LEGEND

- Maricopa County Boundary

#### ENTRADA LAND USE DESIGNATION

- Medium Density Residential 2.5-4 du/ac
- Local Commercial

# Exhibit F

## Certificates of Adequate School Facilities

Littleton Elementary School District

Tolleson Union High School District

# CERTIFICATE OF ADEQUATE SCHOOL FACILITIES

An application for a General Plan Amendment \_\_\_\_\_ has been submitted to the City of Avondale, Development & Engineering Services Department, for review.

Project: Entrada Project Manager: Ken Galica  
Request: Land use change from Estate/Low Density & HDR to MDR Acreage/Parcel Size: 191 AC  
Current Density Allowed: 1.6 - 3.8 du/ac Density Proposed: 2.5 - 4 du/ac  
Total number of residential units proposed: 625

As an authorized representative of the District, please complete the questionnaire below.

**Does the District have adequate capacity to accommodate the estimated enrollment from the proposed development?**

Yes ☐ No ☒

**If answered no, please summarize the needs of the district as they relate to serving the students generated by the proposed development.**

The District would anticipate 190-208 students from this project.  
7.7 classrooms of books, equipment and added staff at \$285,185/year plus  
\$69,680 one-time expenses

**Is a school site within the proposed development needed?**

Yes ☐ No ☐

**If answered yes, how many acres is needed for the school site?**

**Is the district currently working with the developer to provide or help meet the needs identified above through a developer assistance or impact agreement?** Yes ☐ No ☒

**If answered yes, please explain below:**

**\*\*If additional writing space is needed, please attach pages to this form\*\***

Date Reviewed: 2/20/19  
School District: Littleton ESD #65  
District Superintendent: R. Freeman  
Phone #: 623 478 5611  
E-mail: r.freeman@littletonaz.org  
Signature: [Signature]

*It is the developer's responsibility to ensure that this form is completed by an authorized representative of the District noted above and returned to the Development & Engineering Services Department prior to the scheduling of any City Council meetings*



## CERTIFICATE OF ADEQUATE SCHOOL FACILITIES

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As an authorized representative of the District, please complete the questionnaire below.

Does the District have adequate capacity to accommodate the estimated enrollment from the proposed development?

Yes ☒ No ☐

*If answered no, please summarize the needs of the district as they relate to serving the students generated by the proposed development.*

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Is a school site within the proposed development needed?

Yes ☐ No ☒

*If answered yes, how many acres is needed for the school site?*

Is the district currently working with the developer to provide or help meet the needs identified above through a developer assistance or impact agreement? Yes ☐ No ☒

*If answered yes, please explain below:*

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**\*\*If additional writing space is needed, please attach pages to this form\*\***

Date Reviewed: March 27, 2019

School District: Tolleson Union High School District #214

District Superintendent: Nora Gutierrez

Phone #: 623-478-4000

E-mail: nora.gutierrez@tuhsd.org

Signature: 

*It is the developer's responsibility to ensure that this form is completed by an authorized representative of the District noted above and returned to the Development & Engineering Services Department prior to the scheduling of any City Council meetings*

**Development & Engineering Services Department**

11465 W. Civic Center Drive, #110, Avondale, AZ 85323 • Phone (623) 333-4000 • Fax (623) 333-0400 • TDD (623) 333-0010  
[www.avondaleaz.gov/development/services](http://www.avondaleaz.gov/development/services)