



PLANNING COMMISSION REPORT

CASE: GPA22-05 & ZON22-20 PARKWAY 303 EAST LOCATED AT THE NORTHWEST & NORTHEAST CORNERS OF OLIVE AVENUE & SARIVAL AVENUE

CASE #: GPA22-05 & ZON22-20

MEETING DATE: 12/08/2022

FROM: Edward Vigil, Senior Planners, Planning, EVigil@glendaleaz.com, 623-930-3071

SUBJECT

GPA22-05 & ZON22-20 Parkway 303:

A request by Benjamin Tate, on behalf of Withey Morris, PLC., for a Major General Plan Amendment from RMU, MDR 3.5, and MDR 5 to LI (Light Industrial); and a rezone from RR-45 (Rural Residential) to PAD (Planned Area Development). The site is located northwest and northeast of Olive Avenue and Sarival Avenue; and is located in the Yucca District. Staff Contact: Edward Vigil, Senior Planner (623)930-3071.

REQUEST

1. Major General Plan Amendment from RMU (Regional Mixed Use), MDR3.5 (Medium Density Residential 2.5-3.5 du/ac), and MDR5 (Medium Density Residential 3.5-5 du/ac) to LI (Light Industrial) for approximately 276 acres.
2. Rezone from RR-45 (Rural Residential with a minimum lot size of 45,000 square feet) to PAD (Planned Area Development).

APPLICANT/OWNER

Benjamin Tate with Withey Morris, PLC. On behalf of Suburban Land Reserve.

REQUIRED ACTION

The Planning Commission must conduct a public hearing and determine if both requests are in the best long-term interest of the neighborhood and consistent with the General Plan.

SUMMARY

The applicant is proposing to amend the General Plan designations RMU, MDR3.5, and MDR5 for approximately 276 acres to LI (Light Industrial) and to rezone the entire property from RR-45 to PAD, to develop the site with 4.38 million square feet of distribution and warehousing, e-commerce, logistics, and employment land uses.

BACKGROUND INFORMATION

General Plan Designation:

RMU (Regional Mixed Use), MDR3.5 (Medium Density Residential with 2.5 – 3.5 dwelling units per acre), and MDR5 (Medium Density Residential with 3.5 – 5 dwelling units per acre).

Zoning:

Currently, the site is within Maricopa County and zoned RU-43 (Rural Residential with a minimum lot size of 43,000 square feet). This site is in the process of being annexed and will be assigned the RR-45 zoning district and have a minimum lot size of 45,000 square feet. The applicant plans to rezone the property to PAD (Planned Area Development) to allow for a mixed-use industrial development.

Property Location and Size:

The property is located at the northwest and northeast corners of Olive Avenue and Sarival Avenue and is approximately 276 acres in size.

Project History:

The site has been used for agricultural purposes within Maricopa County. The property is in the process of being annexed (AN243).

Adjacent land uses & Zoning:

North: PAD, Maricopa County RU-43, Maricopa County R1-35

East: Maricopa County RU-43

South: The AT&SF Railway, Olive Avenue, Maricopa County C-2 and PAD

West: Loop 303

Project Details:

The overall site is approximately 276 acres in size, generally bounded by Loop 303 to the west, City of Glendale PAD (Planned Area Development), Maricopa County RU-43 (Rural Residential Single Family), and Maricopa County R1-35 (Single Family Residential) to the north, Maricopa County RU-43 (Rural Residential Single Family) to the east, and the AT&SF railway and Olive Avenue to the south.

The proposed LI (Light Industrial) General Plan land use designation is intended to provide areas for the development and perpetuation of light industrial activity involving light manufacturing, assembling, warehousing, and wholesale activities with the associated office space & supporting uses. The area designated for light industrial has adequate transportation and infrastructure access with emphasis on minimal conflict with existing adjacent land uses.

The PAD proposal (rezoning) would enable approximately 276 acres for Industrial land uses that include distribution and warehousing, e-commerce, logistics, employment and other industrial land uses. The proposed project is approximately 4.38 million square feet of warehouse and distribution facilities divided among four (4) large buildings, each approximately with 1.1 million square feet of gross floor area and 55 feet in height. Two (2) buildings will be located on each side of Sarival Avenue with passenger vehicle parking areas on the east and west sides of the buildings along with truck stalls and docks on the north and south sides of the buildings. The development will have approximately 37% of lot coverage, provide a total of 2,868 vehicle parking spaces, and 957 truck and trailer stalls.

The development will be accessed by a total of ten (10) driveways on Sarival Avenue; five (5) on the west side and five (5) on the east side. The various driveways are designed to separate car and truck traffic where possible. Olive Avenue would not provide access to either site since the AT&SF railway runs parallel with Olive Avenue. The driveways will feed into a looped private drive that circulates around the perimeter of the entire development and each individual building. The site layout and circulation design are intended to optimize the flow of passenger vehicle and truck traffic moving people, goods, and materials safely and efficiently to and from Loop 303 and Northern Parkway. Due to the proximity to the AT&SF railway, the southernmost driveways on both sides of Sarival Avenue will be restricted to right-in/right-out turning movements. The northernmost driveways are currently proposed as full access driveways.

The site is outside the Luke Air Force Base noise contours.

Summary of proposed land uses:

The proposed PAD would support BP (Business Park) and M-1 (Light Industrial) land uses. Residential land uses would not be allowed.

Proposed Development Standards:

DEVELOPMENT STANDARDS			
Regulation	Business Park (BP)	Light Industrial (LI)	Proposed PAD
Max Height	30 ft.	30 ft.	60 ft.*
Front Setback	25 or 50 ft.	25 ft.	25 ft.
Side Setback	15 or 60 ft.	15 or 60 ft.	60 ft.
Street Side Setback	25 or 50 ft.	25 ft.	25 ft.
Rear Setback	15 or 60 ft.	15 or 60 ft.	60 ft.
Minimum Building setback adjacent to Residential zoning districts	60 ft.	60 ft.	200 ft.
Minimum landscape setback adjacent to Residential zoning districts**	15 ft.	15 ft.	30 ft.
Street Side Landscape setback	20 ft.	20 ft.	20 ft.
Minimum Landscape coverage	5%	5%	10%
Min. Net Lot Area	6,000 sq.ft.	6,000 sq.ft.	6,000 sq.ft.
Max FAR	0.3	0.3	0.5***

Max Lot Coverage	NA	NA	NA
Parking for warehouse & Distribution & Office	1/2000 1/300 office	1/2000 1/300 office	1/2000****
Parking Stall dimensions	10 x 20	10 x 20	9 x 20

***Rooftop building appurtenances can exceed roof height up to a 100' maximum height provided they are more than 20' from the building's roof edge. Roof mounted equipment shall be fully screened from the adjacent public street views. Material silos or other similar building specific support elements may exceed roof height up to 100' maximum. An FAA Form 7460-1 Determination of No Hazard will be completed as necessary depending upon the height of any proposed structure.**

****Excludes rural residential districts (RR-45 and equivalent districts)**

*****Mezzanine SF area excluded from FAR**

******For the purposes of meeting the minimum parking requirement based upon this ratio, the developer may include both standard parking spaces and transport trailer stalls.**

PAD Deviation Justification:

Height: The standard 30-foot maximum building height in the M-1 zoning district is insufficient to meet the market expectations and standards for large-scale modern warehouse, logistics, and light industrial development. The industry standard for a development of this type is a 40-foot interior ceiling clear height, which typically translates to an exterior building height between 50 and 55 feet depending upon parapet heights and rooftop mechanical equipment. Additionally, flexibility to allow up to 100 feet for rooftop appurtenances, materials silos, and other building support elements is necessary to attract and accommodate the broadest range of potential tenants and users.

NOTIFICATION:

Applicant's Citizen Participation Process:

Major General Plan Amendment: On August 12, 2022, the applicant mailed notification letters to adjacent property owners, interested parties, the Planning Commission, and the City Council. Staff sent notification letters to the required public agencies including abutting jurisdictions. These letters were mailed to Maricopa County Planning and Development, City of Surprise, Maricopa Association of Governments, Arizona Commerce Authority, Arizona Department of Water Resources, and Luke Air Force Base as required by state statutes regarding Major General Plan Amendments. No agencies to date have responded.

For the first Major General Plan Amendment Planning Commission Public Hearing, the

applicant held a virtual neighborhood meeting on September 15, 2022. Twenty-two (22) individuals attended the virtual neighborhood meeting.

On November 17, 2022, the first Planning Commission Public Hearing was held. There were twenty-four (24) individuals who attended the meeting and seventeen (17) opposed the application. The primary issues expressed by the participants were land use compatibility, lighting, building height and proximity, truck traffic, and crime. It appeared that all the participants who were active in the meeting were residents of the Twelve Oaks Estates single-family neighborhood located in the county island south of Peoria Avenue and East of Sarival Avenue. The applicant's Citizen Participation Plan Final Report is attached.

Rezoning: On October 14, 2022, the applicant mailed notification letters to adjacent property owners and interested parties. During the review of the rezoning application, a neighborhood meeting (virtual) was held on October 24, 2022, as part of the Citizen Participation Plan process. Several residents within the Twelve Oaks Residential Community to the north of the site participated in the virtual neighborhood meeting with concerns about the amount of industrial developments within the area, building heights, lighting, truck traffic along Sarival and Olive Avenues, and the safety of children.

The Planning Department has received thirty (30) letters in opposition from residents within the Twelve Oaks residential community for the Annexation, Major General Plan Amendment, and the Rezoning applications. These residents have concerns about the amount of industrial developments within the area, building heights, lighting, truck traffic along Sarival Avenue, and the safety of children living within the Twelve Oaks Residential Community.

Planning Commission 2nd Public Hearing on the MGPA and the Rezoning application:

A Notice of Public Hearing was published in *The Arizona Republic* on November 16, 2022. Notification postcards of the public hearing were mailed to adjacent property owners and interested parties on November 18, 2022. The property was posted on October 28, 2022.

STAFF FINDINGS AND ANALYSIS

MAJOR GENERAL PLAN AMENDMENT

Findings:

1. The amendment is consistent with the policies and objectives of the Glendale General Plan.
2. The proposed amendment furthers the public health, safety and general welfare of the citizens of Glendale.
3. If the amendment is to the Land Use Map, an additional finding must be made that the proposed change will be compatible with other land uses, existing or planned, in the vicinity.

Analysis:

1. The proposed General Plan designation of Light Industrial fits with the Loop 303 corridor existing and planned developments. The Loop 303 corridor has been identified as a major transportation corridor for warehouse, distribution, e-commerce, manufacturing, and employment users and is compatible with existing industrial developments in the area, the existing rail line, and Luke Air Force Base.
2. The proposed development will be thoroughly reviewed to mitigate any adverse impacts and to ensure the design is mitigated to further the public health, safety, and general welfare of the citizens of Glendale.
3. Also, staff has identified several Goals and Policies within the Envision Glendale 2040 General Plan that the application will meet.

Land Use Designation:

1.6 Planning Assumptions:

Land Use Patterns must coincide with transportation improvements.

Land uses that generate large traffic volumes would be expected to locate where lane capacities, signalization and site access designs are ample.

1.7 Planning Principles:

Recruit and facilitate location of high-paying jobs in the City of Glendale.

Goal LU-1 Development is guided by sound growth management.

Policy LU-1.1 The City shall ensure that sufficient infrastructure is in place for desired land uses.

Policy LU-1.4 The City shall actively monitor land absorption by land use type.

Goal LU-2 There are transition and buffer areas between unrelated land uses.

Policy LU-2.3 The City should use spatial transitions, design buffers or similar techniques between incompatible land uses.

Goal GA-2 Glendale's identified Growth Areas are supported with appropriate infrastructure.

Policy GA-2.6 When determined to be cost beneficial, the City shall work with land owners in Growth Areas to annex into the City.

Goal GA-5 Each Growth Area has a unique identity.

Policy GA-5.1 The City shall encourage economic diversity in each Growth Area.

STAFF FINDINGS AND ANALYSIS FOR REZONING

Required Finding of Planning Commission:

Section 5.914 of the Zoning Ordinance requires that the Planning Commission shall find that the PAD application is consistent with the purpose of the district. The Commission evaluation shall include land use mixture, land use categories, land use intensities, and the proposed development standards. Section 5.901 of the Zoning Ordinance states that the purpose of the PAD (Planned Area Development) district is to:

A. Encourage creative and effective use of land and circulation systems to accommodate changes in land development technologies.

The proposal is making use of a location in near proximity to the Loop 303, which is very a significant conveyor of trucking/distribution traffic. The potential for this site to benefit from such a location is likely to increase over time. The rezoning to PAD is complimentary to existing and future light industrial projects being developed.

B. Encourage residential development to provide a mixture of housing types and designs.

Due to the proximity of Luke Air Force Base, the Loop 303 corridor, and the existing rail line that runs parallel with Olive Avenue, the PAD proposal does not provide for any residential use of the property. Employment which may be generated by the industrial use may provide demand for the development of various housing types within the nearby area.

C. Encourage innovative development or redevelopment concepts for all land use types to provide a greater variety and intensity of uses.

The designation does not prescribe a specific mixture of land uses, rather a wide range of business park and light industrial uses. Developments are expected to make the highest and best use of exposure to the Loop 303 highway corridor.

D. Provide a process which relates the urban design and scale of project to the unique characteristics of the site.

The site proposal will help to support the commercial/employment core developing along the Loop 303 and nearby railroad lines.

E. Require the nature and intensity of development to be supported by adequate utilities, transportation, drainage, and common open spaces to serve the development and to minimize impact on existing or future adjacent development.

Primary access to the site is confined to Sarival Avenue because of the existing rail line along Olive Avenue and due to the lack of ingress/egress to the Loop 303 along Olive Avenue. Streetside landscaping and drainage improvements will also be required. The site plan concept suggests significant landscaping and setback adjacent to the residential area to the north.

F. Encourage development that is consistent with the policies and the guidelines established in any specific plan and the General Plan.

The proposal would encourage a mixture of business park and light industrial uses, increase employment opportunities, and fits within the Loop 303 corridor and the existing rail line running along Olive Avenue. The industrial use of the property would be a logical extension along the Loop 303 area.

RECOMMENDATION

Should the Planning Commission choose to move forward with a recommendation for approval of **GPA22-05**, it should be as written. Should the Planning Commission move forward with a recommendation of approval of **ZON22-20**, staff suggests the following stipulations:

1. All development shall be in conformance with the project narrative dated June 3, 2022, and Planned Area Development narrative dated October 6, 2022.
2. All lighting for this development shall be dark sky compliant, fully shielded, directed downward and less than 0.1-foot candle at the property line in any direction.
3. Any buildings or structures or mechanical equipment with a height greater than 55 feet shall be required to submit FAA form 7460 for review and approval from the FAA.
4. The property owner and/or developer shall comply with the right of way dedications and/or street improvements required by MCDOT for Olive Avenue.
5. The property owner and/or developer shall improve Sarival Avenue with a minimum of 110 feet of right of way and shall be constructed using Glendale Standard Detail G-302 and G-322. A minimum of 130 feet of right-of-way will be required within 250 feet of the intersection of Sarival Avenue and Olive Avenue. Additional right-of-way may be required at deceleration lanes to encompass the roadway and appurtenances such as sidewalks, streetlights, fire hydrants, etc.
6. The property owner and/or developer shall provide right turn deceleration lanes at all access points that serve heavy vehicles on Sarival Avenue in north and southbound directions.
7. The property owner and/or developer shall enter into a Development Agreement with the City of Glendale, City of Surprise, and Maricopa County to construct signals at the intersection of Sarival & Olive Avenues and Sarival & Peoria Avenues before receiving a Certificate of Occupancy for any proposed building.

PROPOSED MOTION

Move to recommend approval of **GPA22-05** as written, and **ZON22-20**, subject to the stipulations contained in the staff report.

Attachments

- Major GP Project Narrative
- PAD Narrative
- Traffic Impact Statement

Citizen Participation Plan Final Report MGPA
Citizen Participation Plan Final Report Rezoning
Prop 207 Waiver
General Plan Map
Zoning Map
Aerial Map
Letters of Opposition
PowerPoint Presentation