



PLANNING COMMISSION REPORT

CASE: GPA23-04 & ZON23-06 GLEN LAKES LOCATED AT THE
NORTHEAST CORNER OF 55TH AVENUE AND
NORTHERN AVENUE

CASE #: GPA23-04 & ZON23-06

MEETING DATE: 09/28/2023

FROM: Christina Lavelle, Senior Planner, Planning,
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SUBJECT

GPA23-04 & ZON23-06 Entitlement request for approval of a General Plan Amendment and Planned Area Development (PAD) Rezoning Application.

Presented By: Christina LaVelle, Senior Planner

REQUEST

Planning Commission recommendation to amend the General Plan Land Use Designation and Rezone classification for Glen Lakes (GPA23-04 & ZON23-06).

APPLICANT/OWNER

City Council Initiated / City of Glendale

REQUIRED ACTION

The Planning Commission must conduct a public hearing and determine if this request is in the best, long-term interest of the neighborhood and consistent with the "Envision Glendale 2040" (General Plan).

SUMMARY

The applicant is requesting a Minor General Plan Amendment from POS (Public Open Space) to PC (Planned Commercial) and Rezoning from A-1 (Agricultural) to PAD (Planned Area Development) for approximately 1.5 acres to allow the development of a low intensity commercial project.

BACKGROUND INFORMATION

General Plan Designation:

The property is designated as POS (Public Open Space).

Zoning Classification:

The property is zoned A-1 (Agricultural).

Property Location and Size:

The 1.5- acre site is located at the northeast corner of 55th Avenue and Northern Avenue.

Surrounding Uses:

Direction	General Plan 2040-Land Use Designation	Existing Zoning	Existing Use
North	Medium Density Residential: 3.5-5.0 du/ac	R1-6 PRD	Vacant
West (Across 55th Avenue)	Medium Density Residential: 3.5-5.0 du/ac	R1-6	Single Family Residential Subdivision
South (Across Northern Avenue)	Office	PAD	Financial Institution
East	Office	C-O	Professional Office

History:

The site is the 1.5 acre remnant parcel of the historic Glen Lakes Golf Course. On March 23, 2021, staff presented the request for consideration to the City Council. On October 12, 2021, City Council reached consensus for a hybrid strategy to allow for site specific commercial uses. On February 22, 2022, at the City Council Workshop, staff was given direction to move forward with the General Plan Amendment and Rezone of the property.

Project Details:

The project site is located at the northeast corner of 55th Avenue and Northern Avenue. The property is an acre and a half with an existing building. The building was used as the pro-shop for the Glen Lakes Golf Course. Specified uses were incorporated within the PAD to address the concerns of adjacent property owners and ensure compatibility with the Trevino Subdivision to the north, and the neighborhoods to the north and northwest.

The applicant is proposing a General Plan amendment and a rezone application to allow for site specific commercial, office, and limited, multifamily residential uses. The proposed use table is as follows:

Permitted Uses
<p>Live-Work Units, limited as follows:</p> <ul style="list-style-type: none"> • Exclusively residential buildings are not permitted. • Residential units are not permitted on first floor. • Live-Work units are encouraged to provide private open spaces for units but not required. • Public open space should include amenities that support the live work concept. • Exterior design of live-work buildings is compatible exterior design of commercial, and residential buildings in the area, will remain consistent with the predominant workspace character if

live-work buildings.

- Required parking will be based on the applicable parking standard for the nonresidential use or the closest similar use as determined by the City's regulations.

Financial Institutions

Professional Offices, such as, but not limited to, those of architects, medical doctors, interior designers, physical therapists, state-licensed message therapists, dentist, engineers, attorneys, public accountants, stockbrokers offices, real estate offices, executive or administrative offices for business, insurance offices, travel agencies; post offices.

Personal Services such as barbershop and beauty salon

Childcare Facility

Restaurant; full service

Service Establishment such as a tailor, shoe repair, watch and clock repair, electrical appliances, television and radio repair, telecommunications, and printing establishments.

Recreational Facilities within soundproof building(s)

Business or Trade School

Laundry, cleaning, and dry-cleaning establishments, limited as follows:

- Maximum of one thousand (1,000) square feet of floor area to occupied by or develop devoted to machinery to be used for laundry, cleaning, dying, and finishing work.
- Retail service to individual customers only and no wholesaling of any commodity or service shall be permitted.

Arts, performing arts, and craft studios

Assisted Living/ Nursing Homes

Physical Therapy Rehabilitation Center.

Business support services.

Permitted, Subject to Performance Conditions

Restaurant with drive through services, subject to the following performance standards:

- Building on corner lots shall be designed with two facades of equal architectural expression.
- A combination of landscaping and opaque screen wall may be utilized for minor portions of the drive-through stacking lanes with design review approval,
- Drive-through stacking spaces will not infringe on any parking lot spaces.
- 8-foot wall required adjacent to any residential zoned property.

Permitted, Subject to Conditional Use Permit Approval

Outdoor Recreational Facilities

Minor Auto Repair Shop
Prohibited Land Uses
Adult Oriented Business
Carwash
Self-Storage
New and used car, boat, RV sales and/or repairs
Thrift Store
Pawn Shops
Tattoo Parlor
Plasma Donation Center
Deferred Presentment Company
Gas Stations

The site will incorporate architectural elements that will consider all four sides of the building elevations to provide diversity in the facade. Architectural elements will be required on twenty percent (20%) of each side, with at least three (3) materials which include, but not limited to, wood, veneer, metal, stucco, masonry, brick, or tile. Muted, desert colors will be used to enhance the desert landscaping. Landscaping will be provided on-site and within the right-of-way. Low water using, drought tolerant, plants and trees will line the perimeter of the site to complement the street appeal of the site and to provide shade for the site.

Circulation is provided by way of ingress and egress from both 55th Avenue and Northern Avenue. Parking requirements will be evaluated based on use and are subject to Article 7. Section 7.400- Off Street Parking, except the minimum parking space dimension. The PAD proposes reducing the parking space dimension from a 10 feet by 20 feet parking space to a parking space at 9.5 feet by 18.5 feet in size.

The PAD establishes development standards as follows:

Lot Dimensions	N/A
Building Setbacks	Front- 25 feet Side-15 feet Street side-25 feet Rear- 60 feet (North Property line)
Maximum Building Height	35 feet
Common Open Space, minimum percentage of net lot area	20%
Lot Coverage	80% of lot area

Where conflicts arise between the PAD and the zoning ordinance, the PAD shall prevail. Where the PAD is silent, the zoning ordinance in effect at the time of proposal will prevail.

CITIZEN PARTICIPATION TO DATE:

Applicant's Citizen Participation Process:

On August 19, 2023, the applicant mailed notification letters. A neighborhood meeting was held on August 21, 2023. Seven citizens attended the meeting and had questions regarding permitted uses. The applicant's Citizen Participation Final Report is attached.

Planning Commission Public Hearing:

A Notice of Public Hearing was published in The Arizona Republic on September 8, 2023. Notification postcards of the public hearing were mailed to adjacent property owners and interested parties on September 7, 2023. The property was posted on September 8, 2023.

STAFF FINDINGS AND ANALYSIS

1. The amendment is consistent with the policies and objectives of the rest of the General Plan; and
 - o **Staff Analysis:**
 - o Goal LU-1: Development is guided by sound growth management.
 - o Goal CRR-2: Infill development is a top priority.

The General Plan Amendment to PC is consistent with the goals and policies of Envision 2040 because it supports the redevelopment of a small, infill site and provides for a process to redevelop the site with sound growth management. The PAD guides the development by providing site specific uses that are either permitted, approved with conditions, approved with a Conditional Use Permit, or prohibited uses. In addition, site specific development standards ensure context appropriate development on a size restricted parcel

2. The proposed amendment furthers the public health, safety, and general welfare of the citizens of Glendale.
 - o **Staff Analysis:**
 - o Goal CRR-3: Underutilized properties are redeveloped and reused.
 - o Policy CRR-2.5: The City should protect established areas/neighborhoods by promoting context appropriate infill development, redevelopment, and rehabilitation; sensitive neighborhood and property assemblage; and innovative adaptive reuse of existing community resources and historic properties.

The property is underutilized with the building in disrepair and landscaping is either removed or not maintained. Redevelopment will elevate the site and improve the neighborhood and surrounding area. The PAD improves the area through supporting job creation, providing commercial services for adjacent residential uses, and encouraging mixed use options that allow for live-work units. Potential impacts to adjacent residences are mitigated by limiting the permitted uses (to discourage incompatible uses), requiring a sixty (60) foot building setback and eight (8) foot screen wall, and requiring landscape buffers with shade trees.

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.
 - o **Staff Analysis:**

- Policy LU-4.4: The City shall encourage a variety and mix of uses, including both vertical and horizontal mixed use where appropriate,
- Goal LU-2: There are transition and buffer areas between unrelated uses.

The property is located at the northeast corner of 55th Avenue and Northern Avenue and is within a mixed-use, commercial corridor. To the east, the properties from 53rd Avenue to 55th Avenue are all commercial in nature and include a business office, dental office, salon suites, and a church. South of the property at the southeast corner of 55th Avenue and Northern Avenue is a bank and, further east, is a single family subdivision. To the southwest of the site is an existing commercial center. With special consideration for appropriate land uses, the PAD will fit seamlessly within this diverse commercial corridor.

Section 5.914 of the Zoning Ordinance requires the following finding to be met prior to approval of a PAD (Planned Area Development) District:

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.

Purpose:

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.

- **Staff Analysis:**

The site takes access by way of two (2); existing driveways, with one at the southeast corner of the site off Northern Avenue and the other at the northwest corner of the site off 55th Avenue. All new buildings will be oriented to provide for adequate circulation, parking, and landscape buffers.

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

- **Staff Analysis:**

The PAD allows for limited, multifamily residential uses on the second floor in conjunction with commercial uses on the first floor. Live-work units provide a unique living experience and increase housing options within the City.

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

- **Staff Analysis:**

The PAD supports a variety and intensity of uses by encouraging mixed use development. The PAD allows for uses that range from office to commercial to limited multifamily residential. Providing a variety in intensity of uses allows for flexibility in design for the end user.

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

◦ **Staff Analysis:**

The proposed PAD is unique due to its location, size, and surrounding developments. The remnant parcel is size restricted which impacts what can be developed. The PAD encourages urban design that optimizes the site by allowing for a two-story, mixed use development with strong urban architecture. The PAD encourages the use of a variety of colors and materials in architectural design that will not only complement the existing neighborhood, but will enhance and improve the site and area. The PAD encourages the use of stone, masonry, stucco, metal, and veneers to enhance the design of the building elevations. In addition, the PAD encourages lush, landscaping along the perimeter of the site to beautify the corner. Desert plant material, that is in-line with adjacent sites will soften the massing of any buildings and will provide shade within the parking areas.

- 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.

◦ **Staff Analysis:**

The proposed PAD supported by existing utilities, transportation, drainage, and is providing a substantial amount of open space and landscaping to minimize possible impacts to the residential community to the north. As part of the approval process, any new development will be required to contribute to the costs of connecting to existing water and sewer services provided by the City. Overall, the project anticipates minimal impacts to existing and future development.

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

◦ **Staff Analysis:**

The proposed development complies with the goals and policies of the General Plan. The proposed General Plan Designation of PC is appropriate for this site in that it meets the key factors of this designation for commercial activities. These factors are to minimize land use conflicts, maintain appropriate transportation access and parking, ensure development where adequate municipal services are present, and provide community connectivity and convenience.

RECOMMENDATION

Should the Planning Commission recommend approval of GPA23-04, it should be as written in the staff report.

Should the Planning Commission recommend approval of ZON23-06, it should be subject to the stipulations in the staff report.

PROPOSED MOTION

Move to recommend approval of GPA23-04, as written.

Move to recommend approval of ZON23-06, subject to the following stipulation:

Development shall be in substantial conformance with the Glen Lakes PAD Narrative, date stamped September 1, 2023.

Attachments

Glen Lakes PAD Narrative

Citizen Participation Plan Final Report

General Plan Map

Zoning Map

Aerial Map

PowerPoint Presentation