



## PLANNING COMMISSION REPORT

CASE: GPA22-09 & ZON22-17 GLENDALE RV RESORT  
LOCATED ON THE SOUTHWEST CORNER OF 83RD  
AVENUE AND GLENDALE AVENUE

CASE #: GPA22-09 & ZON22-17

MEETING DATE: 08/22/2024

FROM: Alejandro Lerma, Senior Planner, Planning,  
alerma@glendaleaz.com, 623 930-2810

---

### **SUBJECT**

GPA22-09 & ZON22-17- A request by Taylor C. Earl on behalf of Earl & Curley, P.C., representing Shamrock Land Holdings LLC, for a Minor General Plan Amendment from MDR 5 (Medium Density Residential 3.5 to 5.0 du/ac) and OFC (Office) to CCC (Corporate Commerce Center) and to Rezone approximately 17 acres of land from R-3 (Multiple Residence- 3) to PAD (Planned Area Development) to allow the development of a gated recreational vehicle resort community with onsite amenities. The site is located at the southwest corner of 83rd Avenue and Glendale Avenue and is in the Yucca District.

Presented by: Alex Lerma, Senior Planner

### **REQUEST**

Planning Commission recommendation to amend the General Plan land use designation and zoning classification for Glendale Recreational Vehicle Resort (GPA22-09 & ZON22-17).

### **APPLICANT/OWNER**

Taylor C. Earl on behalf of Earl & Curley, P.C., representing Shamrock Land Holdings LLC.

### **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 General Plan.

### **SUMMARY**

The project consists of a Recreational Vehicle Resort community proposed on a 17-acre infill site with arterial frontage along Glendale Avenue and 83<sup>rd</sup> Avenue. The proposed use focuses on leisure as a vacation destination, offering an array of amenities and recreational facilities in a centralized location near the Entertainment District. The associated conceptual site plan proposes 166 total RV spaces in a variety of sizes to accommodate different RV types and models. Primary site access is proposed along 83<sup>rd</sup> Avenue with secondary/emergency access along Glendale Avenue.

## **BACKGROUND INFORMATION**

### **General Plan Designation:**

The property is designated as (MDR 5) Medium Density Residential 3.5 to 5.0 du/ac) and OFC (Office).

### **Zoning:**

The current zoning classification is R-3 (Multiple Residence-3)

### **Property Location and Size:**

At approximately 17 acres, the property is located at the southwest corner of 83<sup>rd</sup> Avenue and Glendale Avenue.

### **History:**

The site has historically been vacant and used for agricultural purposes.

There have been no recent land use actions.

### **Project Details:**

The project proposal consists of a Recreational Vehicle Resort community attracting those who seek leisure and a vacation destination. The 17-acre infill project is proposed to be gated and will offer a variety of amenities, including a high-end clubhouse with a small convenience store, office space, a fitness center, a community kitchen, an entertainment room, activity and game room, laundry stations, and showers/restrooms facilities. Additional amenities will include a large resort-style swimming pool with a seating area, BBQ areas, a ramada with lounging area, a tot lot, and multi-use sports courts. The associated conceptual site plan proposes 166 total RV spaces on site. Each RV space will include an RV parking area, a concrete pad for private individual guest use, a turf area, a minimum of 1 tree per space, and a sewer connection. Picnic tables and seating areas will be distributed throughout the project.

The intent of the project is to not allow long-term stays. Rental fee structures will be set up for daily, weekly, and monthly stays. Individual RV spaces will not be continuously occupied by the same renter for more than six (6) months.

Although the project is focused on a Recreational Vehicle Resort proposal, the PAD narrative, which serves as the central framework for onsite development, offers opportunities for mix-use development. Other prospective land uses allowed on site include multi-family, commercial, office, and other non-residential uses.

To mitigate the impact of the development, the applicant is proposing to install perimeter walls and landscape buffers adjacent to existing land uses. Along the south property line and directly adjacent to single-family residential uses, the applicant is proposing to install a 25-foot open space buffer with a row of Columnar Ficus trees in addition to an 8-foot block wall. Along the west property line and directly adjacent to the mobile home park, the applicant is proposing to install a 10-foot open space buffer with a row of Columnar Ficus trees in addition to a 6-foot block wall. The property lines shared with the adjacent commercial site will also provide a 10-foot open space buffer with a line of trees. An

existing 6-foot block wall is already in place along these property lines. The remaining street frontage area along both Glendale Avenue and 83rd Avenue will be heavily landscaped with an 8-foot block wall. At a minimum, the site will provide 30% of open space area.

The project fronts along three (3) public roadways with Glendale Avenue to the north, 83<sup>rd</sup> Avenue to the east and Ocotillo Road along a portion of the south side of the property. Primary site access is proposed along 83<sup>rd</sup> Avenue with secondary/emergency access along Glendale Avenue. No access is proposed along Ocotillo Road.

## **CITIZEN PARTICIPATION TO DATE:**

### **Applicant's Citizen Participation Process:**

On October 24, 2022, the applicant mailed notification letters to adjacent property owners and interested parties. An in-person neighborhood meeting was held on November 7, 2022. There were six (6) attendees at said meeting. Those who participated had questions regarding site management, length of stay, and proposed amenities. Based on the extended review period of the project, the applicant conducted a follow-up meeting. On June 12, 2024, the applicant mailed notification letters to adjacent property owners and interested parties for the follow-up meeting. An in-person neighborhood meeting was held on June 26, 2024. There were two (2) attendees at said meeting. 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 July 31, 2024. Notification postcards of the public hearing were mailed to adjacent property owners and interested parties on July 26, 2024. The property was posted on August 2, 2024.

## **STAFF FINDINGS AND ANALYSIS**

### **Required General Plan Amendment Findings:**

### **Section 35.6.206(G) of the Unified Development Code required the following General Plan Amendment Findings:**

1a. The amendment is consistent with the policies and objectives of the rest of the General Plan; and

#### **● Staff Analysis:**

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

Policy LU-2.4: The City shall ensure that adequate buffers between residential and non-residential uses are included, except in cases where the residential is a part of a mixed-use development where it relates to the adjacent use.

**The proposed RV Resort serves both as a transitional land use and a buffer between the residential properties to the south and west and the non-residential properties to the east. The additional allowed land uses provide for an alternative opportunity to develop the site with a mix of uses while still meeting the objective**

**of a transitional land use. Adequate buffering will be achieved through site design by implementing physical buffers in the form of landscape areas between the development and adjacent residential uses. A 25-foot landscape buffer with a row of trees will be installed along the south property line. Furthermore a 10-foot landscape buffer will be installed with a row of trees along the west property line adjacent to the mobile home park.**

Land Use Goal LU-3: Land use ties into existing and future transportation systems.

Policy LU-3.5: The City shall require new development to provide adequate connectivity to existing transportation networks.

**With the site abutting two (2) arterial roadways with Glendale Avenue to the north and 83<sup>rd</sup> Avenue to the east, the project will take full advantage of the available off-site improvements these arterial roads provide. At the same time, the applicant will be contributing to the improvement of these available transportation networks. The applicant is required to provide additional right-of-way dedication along Glendale Avenue, 83<sup>rd</sup> Avenue and Ocotillo Road and make the proper off-site improvements including additional roadway, curb, gutter, sidewalk, and landscaping areas.**

1b. The proposed amendment furthers the public health, safety, and general welfare of the citizens of Glendale.

**o Staff Analysis:**

Public Health and Safety Element Goal S-2: Glendale maintains effective fire protection services and the incorporation of fire safety features in new development.

Policy S-2.7: The City shall require that new development provide adequate access for emergency vehicles, particularly firefighting equipment, and evacuation routes, as appropriate.

**The PAD narrative includes a conceptual site plan which identifies site access and interior circulation. Primary site access is proposed along 83<sup>rd</sup> Avenue, with secondary/emergency fire access along Glendale Avenue. Through the design review process, the developer will be required to provide a fire access plan demonstrating that site access and internal driveway aisles comply with city safety requirements which allow emergency vehicles to safely access and maneuver internal to the site.**

Circulation Element C-1: Mobility with safe and accessible transportation systems.

Policy C-1.1 The City shall ensure that streets and highways will be available to serve new development by requiring detailed traffic studies and necessary improvements as a component of all development proposals.

**The Transportation Department has been involved through the preliminary and formal review of this proposal. The applicant was required to provide the Transportation Department with a Traffic Impact Statement to identify**

**the existing traffic conditions of the area, anticipated trips generated by the proposed use and recommendation to the additional traffic. The Transportation Department has reviewed and approved the applicants' Traffic Impact Statement and is enclosed as part of the staff report. Stipulations associated with off-site improvements are included to address safety and mobility.**

2. 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:**

Conservation, Rehabilitation, and Redevelopment Element Goal CRR-2: Infill development is a top priority.

Policy CRR-2.1: 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 applicant has been sensitive to the concerns of adjacent property owners and the impact new development creates next to established uses. The applicant has conducted two separate neighborhood meetings and maintained open communication to address these concerns in between both meetings. Based on several concerns, the applicant has continued to modify the site proposal by including additional design elements to reduce the impact of new development and to protect adjacent residential uses. As an infill project, the vacant 17-acre lot presents some challenges based on limited access along Glendale Avenue, site configuration and surrounding established uses. These challenges limit the options of potential land uses. The site proposal is appropriate as a transitional land use between established residential and commercial uses.**

**Required PAD Purpose:**

The Unified Development Code requires the following the purpose of this district is to encourage new and imaginative concepts in urban design and land development to promote and improve the health, safety, and general welfare of the residents of the city and to create distinct developments with unique urban design, single or mixed uses, and/or substantial additional benefit to the City that would not otherwise be required by this Code.

**Section 35.2.901(A) of the Unified Development Code states that the purpose of the PAD (Planned Area Development) district is to:**

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

**Staff Analysis:**

**The Recreational Vehicle Resort is a creative and effective proposal which provides a unique land use to the sports and entertainment corridor. The project serves as a land use buffer between incompatible land uses and through creative site design, provides a smooth transition between residential and commercial uses. Based on the configuration of the lot, primary access is proposed along 83<sup>rd</sup> Avenue with Glendale Avenue used for emergency access. The internal road network is arranged to provide effective access to the public roadway.**

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

**Staff Analysis:**

**Although the proposal is specific to a Recreational Vehicle Resort, which only serves as a temporary residential element, the PAD narrative framework is designed to allow for mix-use development. If an opportunity is presented to develop the site for multi-family residential use, the entitlements are already in place. Based on the PAD multi-family use development standards, the site would allow for a 272 unit (16 du/ac) multi-family project.**

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

**Staff Analysis:**

**The PAD will permit an unused, underutilized and infill property to develop and better serve the area. The mix of permitted land uses, development standard options and design criteria provide an innovative concept that allows the site to develop with a greater variety of uses. The Recreational Vehicle Resort offers a variation of amenities concentrated centrally to the development with minor amenities distributed throughout the site.**

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

**Staff Analysis:**

**The project proposal provides a unique land use to a site highlighted by its unique characteristics and its surrounding area. As a “temporary stay” tourist type land use as its primary objective, the proposal will take full advantage of the available off-site infrastructure and the proximity to the Entertainment District, Downtown Area and the varied services provided along the Loop 101 corridor. The PAD’s design criteria will serve as a base to ensure sound quality development based on building design and site arrangement.**

5. 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:**

**Existing infrastructure is available to serve the proposed development along street frontage with adequate utilities, drainage and both transportation and pedestrian network systems. Additional infrastructure necessary to serve the Site will be determined, designed, and constructed in accordance with the City of Glendale requirements and policies. The design review process will ensure that the property is developed in a manner that minimizes any potential impact on the surrounding area.**

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

#### **Staff Analysis:**

**As previously discussed in the General Plan findings, the proposed development is consistent with a number of the goals and policies included in the General Plan. One of the General Plan goals is to encourage the integration of compatible uses in order to provide a cohesive environment that is in harmony with the existing character of the area (Goal LU-1). It is also a goal of the City to facilitate infill development of vacant and underutilized properties (Goal CC-2). This PAD complies with several of the City's goals and policies. Therefore, the proposed development is compatible and complementary to the existing uses within the surrounding area.**

#### **Section 35.6.207(L) (1.) Adequate School Facilities**

The provisions of this section shall apply only to applications for residential rezoning which will increase the projected number of students for any school district's school attendance area as a result of the proposed rezoning.

**The applicant reached out to both Tolleson High School District and Pendergast Elementary School District superintendents by mail on August 5, 2022. Per city process, the applicant provided a one (1) month deadline to the superintendent to provide a response. No response was provided by the said deadline, and it is assumed that there are adequate school facilities for the proposed use. A copy of the Adequate School Facilities Certification is attached.**

#### **RECOMMENDATION**

Should the Planning Commission recommend approval of GPA22-09, it should be as written in the staff report.

Should the Planning Commission recommend approval of ZON22-17, it should be subject to the stipulations in the staff report.

#### **PROPOSED MOTION**

Move to recommend approval of GPA22-09, as written.

Move to recommend approval of ZON22-17, subject to the following stipulations:

1. Development shall be in substantial conformance with the PAD (Planned Area Development) narrative, date stamped May 15, 2024.

2. Development shall be in substantial conformance with the RV Resort conceptual site plan date stamped May 15, 2024. In the event the site is developed with other permitted land uses within the PAD, a site plan shall be approved as part of the required Design Review.
3. Dedication of additional 10-foot of right-of-way along Glendale Avenue to provide a total half-street width of 65-feet shall be required. Half-street improvements shall include a 6-foot-wide concrete sidewalk and landscaping within the right-of-way. Existing power lines below 69K shall be underground.
4. Dedication of additional 10-foot of right-of-way along 83rd Avenue to provide a total half-street width of 60-feet shall be required. Half-street improvements shall include paving, curb and gutter, 6-foot-wide sidewalk, landscaping, and streetlights within the right-of-way.
5. Dedication of additional right-of-way along Ocotillo Road to provide a total half-street width of 30-feet from the existing curve, west of 83rd Avenue to the 83rd Avenue right-of-way. Half-street improvements shall include roadway, curb, gutter, 5-foot (minimum) sidewalk, landscaping, and streetlights within the right-of-way. An ADA-compliant ramp is required at the intersection of Ocotillo Road and 83rd Avenue.

---

### **Attachments**

Narrative  
Site Plan  
Citizen Participation Final Report  
Prop207  
TIS Executive Summary  
Certification of Adequate School Facilities  
GPA Map  
ZON Map  
Aerial Map  
PowerPoint Presentation