

	<b>Planning and Zoning Commission</b>  <b>STAFF REPORT</b>	AGENDA  # _____
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**TO:** CASA GRANDE PLANNING AND ZONING COMMISSION

**FROM:** James Gagliardi, AICP, Planner

**MEETING DATE:** October 1, 2015

**REQUEST**

**Request by EPS Group, Inc., on behalf of Chad Clapp of Elaine Farms, LLC** for the following land use request on 80 acres of land generally located between Trezell Rd. and Peart Rd. north of Kortsen Rd., known as The Muirlands Planned Area Development (PAD), APN 501-07-050A:

**1. DSA-15-00091: PAD Major Amendment**

**APPLICANT/OWNER**

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**HISTORY**

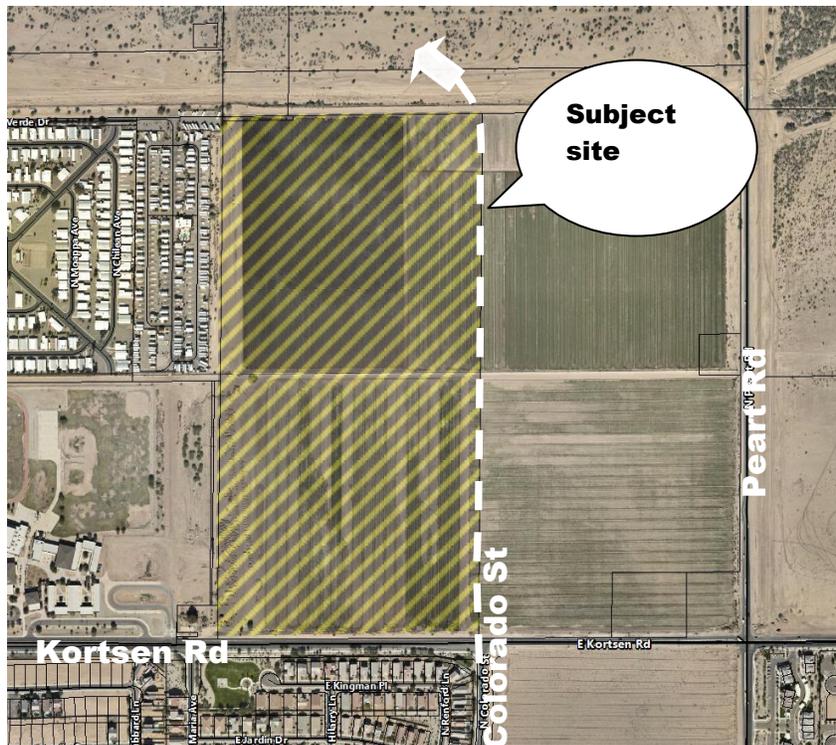
- June 5, 2000: The City Council adopted Ordinance No. 1178.145 annexing the property into the City of Casa Grande via CGPZ-005-000, initially zoned UR (Urban Ranch).
- March 3, 2005: Planning & Zoning Commission approves a preliminary plat, CGPZ-011-005, for 216 single-family residential lots (now expired) contingent on the approval of the PAD.
- April 8, 2005: The City Council approves Ordinance No. 1178.221 approving the rezoning from UR to PAD (CGPZ-010-005) and approving The Muirlands PAD.

PROJECT DESCRIPTION	
<b>Site Area</b>	80 acres
<b>Zoning</b>	Planned Area Development (PAD) <i>The Muirlands</i>
<b>General Plan Designation</b>	<i>Neighborhoods</i>

**Surrounding Land Use and Zoning**

Direction	General Plan Designation	Existing Zoning	Current Uses
North	<i>Neighborhoods</i>	UR, <i>Arroyo Linda</i> PAD	Undeveloped / Watercourse of Santa Cruz River
South	<i>Neighborhoods</i>	<i>G-Diamond Ranch</i> PAD	Single-family residential homes
East	<i>Neighborhoods</i>	<i>Bella Vista Estates</i> PAD	Undeveloped / farmed land
West	<i>Neighborhoods</i>	UR / R4	Farmed land/ Cactus Middle School / mobile home residential

**SITE AERIAL**



**Overview**

The Muirlands is an 80-acre Planned Area Development currently approved for 216 single-family residences. A major amendment to the PAD has been requested proposing the following changes:

1. Adding a religious institution use, early childhood education center and associated uses and development standards within a ten-acre area along Kortsen Rd.
2. Adding commercial uses and associated development standards within a 3.84-acre area along Kortsen Rd.
3. Allowing wireless telecommunication facilities as a conditional use.
4. Accommodation for the future extension of Colorado St., north of Kortsen Rd.

PAD as Existing:



The primary intent of the proposed amendment is to accommodate a ten-acre area of the PAD to allow a worship site for Trinity Lutheran Church (Exhibit A). The land uses proposed include a church and its accessory uses, along with an early childhood education facility serving infants to children six years of age. The facility is anticipated to serve 100 children. Also proposed within this area are outdoor recreation uses such as ballfields (Exhibit B, pages 3 and 4).

For the purposes of improving north-south connectivity within the City, the PAD also proposes to extend Colorado St. along its eastern boundary. In the currently approved PAD, there is no through street connecting neighborhoods to the north. With this amendment, Colorado St. is conceptualized to extend north of Kortsen Rd., and it would connect to a portion of Colorado that is proposed as part of the recently-approved Santa Cruz Crossing PAD amendment. From there, it would tie into a developed portion of Colorado St. north of Rodeo Rd (Exhibit B). Colorado is a major collector roadway, where 40 ft. of this street would be upon The Muirlands PAD and would be dedicated at the time of platting. The other 40 ft. would be placed along the western edge of the Bella Vista Estates PAD to the east, and dedicated at the time of its platting.

The newly proposed intersection of Colorado St. with Kortsen Rd. prompted the proposal of 3.84 acres at this corner to be commercially designated. Commercial uses are seen as more appropriate at the confluence of an arterial and major collector road rather than single-family residences. The uses proposed include general service uses including business, personal and professional service establishments (Exhibit B, pages 8 and 9). Wireless telecommunication facilities are proposed within the worship site and commercial site as a conditionally permitted use with performance standards that require the design to be concealed (Exhibit A, page 4).

PAD as proposed:



## PROJECT DATA

A.P.N.	505-07-050A
CURRENT LAND USE:	AGRICULTURE / UNDEVELOPED
EXISTING GENERAL PLAN:	NEIGHBORHOODS
EXISTING ZONING:	PAD
GROSS AREA:	+/- 81.66 ACRES
NET AREA:	+/- 79.53 ACRES
WORSHIP SITE AREA:	+/- 10.00 ACRES (12%)
RESIDENTIAL AREA:	+/- 67.82 ACRES (83%)
COMMERCIAL AREA:	+/- 3.84 ACRES (5%)
NO. OF LOTS:	
55' x 115'	89 (42%)
65' x 120'	121 (58%)
TOTAL LOTS	210 (100%)
GROSS DENSITY:	2.57 DU/AC
NET DENSITY:	2.64 DU/AC
OPEN SPACE:	14.62 AC.
OPEN SPACE (RES.):	+/- 21.6%

Platting is proposed to coincide with each phase of development. To ensure compliance with the standards set forth in the PAD, Major Site Plans (Final Development Plans) will be required at the time of development for the non-single-family residential portions of the PAD. Prior to the development of the single-family portion, a preliminary and final plat will be submitted for approval to ensure adequate lot areas and widths and in compliance with other residential PAD standards, discussed in more detail below.

This PAD amendment is subject to the approval by City Council, per Section 17.68.320 of the City Code.

### CONFORMANCE WITH PAD ZONE/PRELIMINARY DEVELOPMENT PLAN REVIEW CRITERIA 17.68.290

*In accordance with Section 17.68.290 of the Zoning Code the Planning and Zoning Commission shall consider the following in review of a PAD Zone/Preliminary Development Plan application:*

***Interrelationship with the plan elements to conditions both on and off the property;***

An analysis of the interrelationship with conditions on and off the property is as follows:

- The site is relatively flat, with the natural drainage pattern going to the north toward the Santa Cruz River. A large retention/ open space area toward the north portion of the PAD parallel the Santa Cruz River is proposed, which accommodates this natural condition. Amenities that would be compatible with the planned Santa Cruz Regional Trail are also proposed within this area.
- Single family residential development is planned within the Arroyo Linda and Santa Cruz Crossing PADs to the north and Bella Vista Estates PAD to the east. Colorado St proposes to continue north of Kortsen Rd., thereby providing strong connectivity to all of these neighborhoods.
- Adjacent to Colorado St. is the proposed Muirlands Spur Trail, identified on the City's Park and Regional Trail Master Plan, which will provide pedestrian connectivity from the future east-west Santa Cruz Regional Trail to neighborhoods to the south, such as G-Diamond Ranch and future city facilities.
- Kortsen Rd., a major arterial road will eventually have an interchange with Interstate 10 and will have an increasing amount of traffic. The addition of the commercial use on the corner of Colorado St and Kortsen Rd. as well as the addition of worship site, helps provide good separation from Kortsen Rd. and the single-family residential use. Those lots that do back onto Kortsen Rd. are to be limited to single-story per the proposed PAD amendment to help minimize adverse impact for these residents.
- The commercial site and worship site both come with development standards that promote compatibility between these areas and the adjacent residential uses within the PAD by providing adequate setbacks and buffering that separate these uses from the residences.
- Casita Verde RV Park abuts the northwest portion of the site. The land use within this area of The Muirlands PAD is single-family residential. These two uses do not require connectivity, but they are compatible in that they are both residential. Buffering with the use of a 6 ft. masonry wall will be provided.
- The worship site, with an early childhood education facility is proposed within the southwest portion of The Muirlands PAD. Cactus Middle School is adjacent to this area to the west. The church use is compatible with the school due to the fact that the times that the church is the busiest will tend to be during the time school is not in session. The incorporation of the early childhood education facility; however, could pose a congestion issue as children may be dropped off

and picked up for this use at the same time children are being picked up and dropped off for the adjacent school. Though there is use to use compatibility in that both offer instruction to children and adjacent to a road already designated to be 15 mph while school is in session, there can be a potential conflict with regard to ease of access to both of these uses due to their proximity. A Traffic Impact Analysis (TIA) is required in conjunction with the Major Site Plan that will be submitted prior to construction of any early childhood education facility, said TIA will study the traffic generated by the proposed use as well as existing conditions resulting from adjacent uses. The level of service of roadways cannot be substantially adversely impacted without the requirement of roadway improvements such as turn lanes and driveway locations. This would be evaluated at the time of the Major Site Plan. The review of the Major Site Plan would also evaluate for sufficient loading and unloading areas, and queuing lanes. It is assumed that an adequate separation can be achieved between the existing drive serving the Cactus Middle School and the drive access on Kortsen that would serve any future early childhood education facility.

- The development standards as proposed by this PAD amendment require a 6 ft. screen wall surrounding this site to help make this use compatible to adjacent uses.

### ***Conformance to the City's General Plan;***

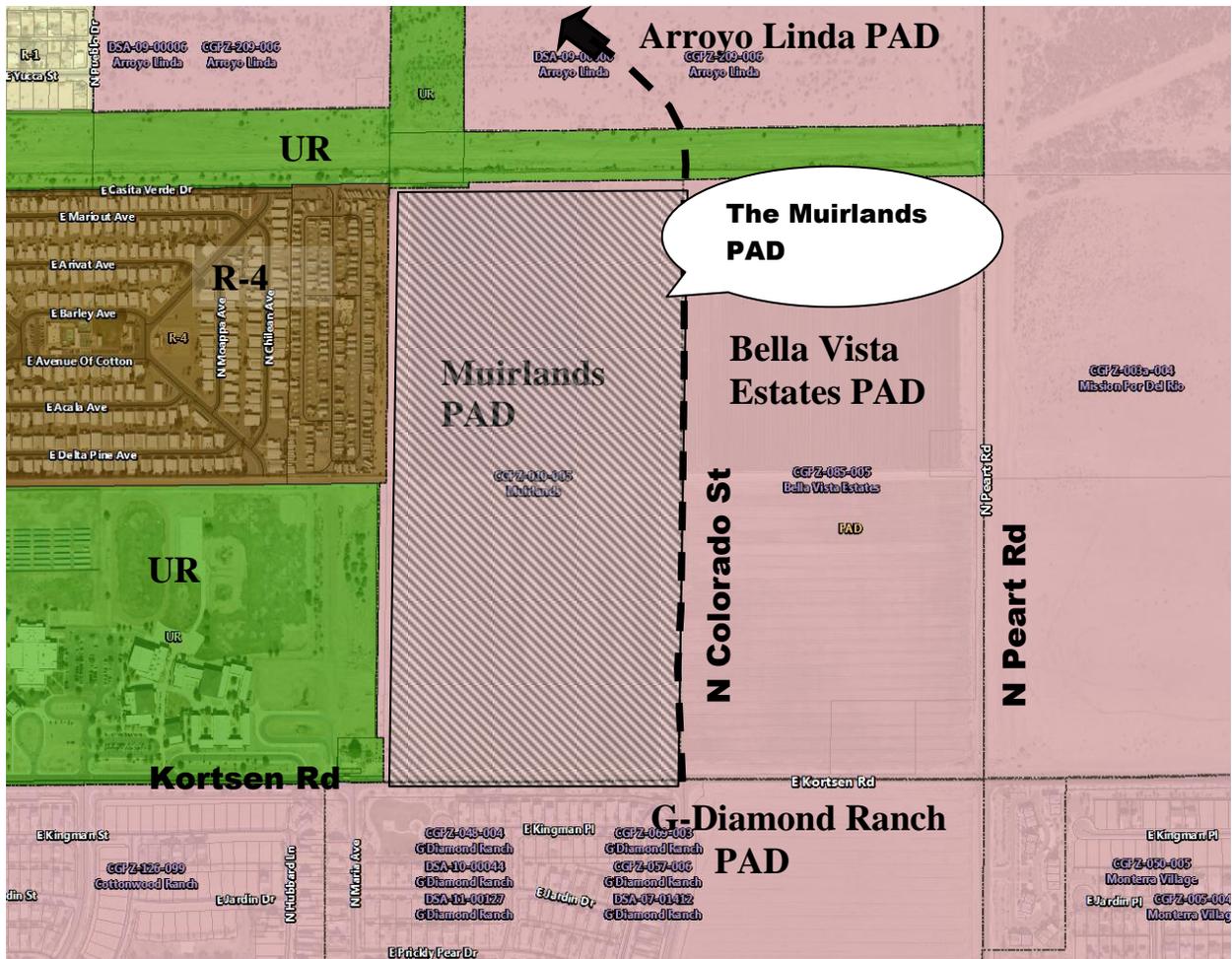
The General Plan 2020 Land Use designation for this area is *Neighborhoods*. The primary objective is to provide a mix of residential neighborhoods that are well designed places. The connectivity provided by Colorado St., the provision of a spur trail, and amenities that relate to the future Santa Cruz Regional trail helps achieve this. *Policy C-4.7.3* of the General Plan pertains to the provision of connectivity between new developments so that they are integrated into the existing community fabric. The strategy associated with this policy is to encourage developments to be interconnected by roads, trails and shared use paths. The Muirlands PAD achieves this.

Commercial areas, such as the one proposed, are allowed within the *Neighborhoods* land use. Single commercial sites up to 30 acres are permitted; which the Muirlands proposes approximately one tenth of this limit at 3.84 acres. The worship site which includes a church, an early childhood education facility, and community recreation are also supported by the *Neighborhoods Land Use*.

Overall density of the *Neighborhoods* land use is four dwelling units per acre. The Muirlands proposes a density of 3.17 dwelling units per acre. This is calculated taking the proposed yield of 210 dwelling units dividing the 66.14 acres identified for residential use.



## Zoning Map



Section 17.40.015 of the City Code sets forth Residential Design Standards for Planned Area Developments. The Muirlands was reviewed for compliance with these Residential Design Standards such as minimum 55 ft. lot widths, 6,000 sq. ft. minimum lot areas, and the balance of lots so that for every lot less than 7,000 sq. ft. there is an equal number of lots over 8,000 sq. ft. The Muirlands meets the PAD Design Standards as covered within pages 14 through 19 of the PAD Guide (Exhibit B).

Exceptions to the PAD Design Standards can be requested, so long as they are met with approval by Planning Commission and City Council. The one exception being requested is the standard for side yard setbacks. The PAD design standard requires side yard setbacks of 10 ft. for both sides. The Muirlands is proposing one side yard of 5 ft. and the other side yard of 10 ft. Staff supports this exception due to the fact that currently approved Muirlands PAD also proposes these same setbacks.

**The impact of the plan on the existing and anticipated traffic and parking conditions;**

A master circulation exhibit was submitted with this request and was found acceptable by the City Traffic Engineer. It is a broad traffic impact analysis to address general potential impacts a PAD can have on the surrounding street network. More in-depth traffic impact analysis reports will be reviewed at the time of individual site development. This master circulation exhibit was particularly important to analyze potential alignment options for Colorado St. as to how it can tie into the existing portion of Colorado St. further north. As the adjacent areas develop, this connection will be fine-tuned (Exhibit C) to achieve the most appropriate alignment.

An anticipated traffic condition is the relationship between the proposed early childhood education facility and the existing Cactus Middle School and Cholla Elementary School to the west of the PAD. As discussed above, the TIA for the development of the childhood facility will address steps needed to mitigate any level-of-service issues or traffic congestion problems created by this new use. This could include turn lanes and location of driveways along Kortsen.

**The adequacy of the plan with respect to land use;**

The PAD provides a mixture of land uses ranging from commercial, church and early childhood education to single-family family residences. The uses have been arranged so that the most intense uses are adjacent to a major road, while the single-family residential use is further separated from such. Adequate setbacks and screenwalls are proposed to further ensure use compatibility.

Within the proposed commercial land use, a convenience store with gas pumps is proposed as a *permitted* use with performance standards requiring 40 ft. setbacks from the fuel pumps to non-street property lines as covered upon pages 9 and 10 of the PAD Guide (Exhibit B). As a condition of approval, staff is requesting that this use be considered a *conditional* use with the same performance standards as stated within the PAD guide.

**Pedestrian and vehicular ingress and egress;**

The PAD proposes a conceptual internal street network. More specified circulation will be reviewed at the time of individually developed parcels through the preliminary plat process. The site proposes a trail system providing pedestrian connectivity within the development. Specifically, the ten-foot wide Muirlands Spur Trail is proposed along the west-side of Colorado St., utilizing a portion of the Colorado St. right of way typically reserved for landscaping and sidewalk, and a portion of the adjacent 15 ft. landscape tract adjacent to the single-family residential use and Colorado St. right of way. Using the landscape tract and right of way areas, this trail can meander and be visually

enhanced with landscaping. The Parks Department has reviewed this proposal and has found it acceptable.

**Building location, height & Building Elevations:**

No buildings are proposed at this time. They will be reviewed at the Major Site Plan and Housing Product submittal stage. The PAD does require four-sided architecture for buildings within the non-residential portions of the PAD. The development standards for the commercial use and the worship site are found within the PAD Guide, pages 10 and 5, respectively (Exhibit B). The specific setbacks for the single-family residential use are covered on page 7 of the PAD Guide (Exhibit B).

**Landscaping:**

A landscaping exhibit has been provided for the PAD (Exhibit D). This PAD will be subject to the City's standard landscaping standards and will be further reviewed during the plat and Major Site Plan submittal.

**Lighting:**

Parking lot and building lighting standards will be evaluated in conjunction with future Major Site Plan/Final Development Plan submittals. Streetlights will be evaluated in conjunction with the submittal of future public improvement permits.

**Provisions for utilities:**

The site may be serviced by the following utility providers:

- Sanitation Services (trash & sewer) - City of Casa Grande
- Water- Arizona Water Company
- Electricity- APS
- Gas- Southwest Gas
- Cox Cable
- Qwest Communications

**Site drainage:**

Preliminary drainage analysis has been accepted by the City Drainage Engineer. A drainage exhibit has been provided within the PAD (Exhibit E). At the time of Major Site Plan review and/or platting, further drainage detail will be provided and reviewed for compliance with City standards.

**Open space:**

The City Code requires a minimum of 15% of land area to be provided for open space. Only 50% of retention areas can contribute to the minimum open space.

**Loading and unloading areas:**

This will be reviewed during individual site development.

**Grading:**

See *site drainage*, above.

**Signage:**

Monument and entry signage is proposed with this PAD with the intent to use block wall of earth-tone colors (Exhibit F). Sign permits will be required at time of individual site development. A comprehensive sign package for the non-residential use areas are to be presented and considered for approval by the Planning Commission at the time of these individual developments per the PAD. Free-standing signage is to be low-profile.

**Screening:**

Screening will be reviewed during individual site development, however the PAD accounts for the provision of decorative entry signage and walls as shown in Exhibit F.

**Setbacks**

Refer to the ***Building location, height & Building Elevations*** criterion for information on proposed setbacks.

<b>PUBLIC NOTIFICATION/COMMENTS</b>
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**Notification**

Public hearing notification efforts for this request meet those requirements set out by City Code. They include:

- A notice of time, date, place, and purpose of the public hearing was published in the Casa Grande Dispatch on September 22, 2015.
- A notice was mailed on September 21, 2015 to the property owners within 300 ft. of the PAD. An affidavit of this mailing is located within the project file.
- A sign was posted by the applicant on the subject site 15-days before the public hearing. An affidavit confirming this posting has been supplied by the applicant.

**Inquiries/Comments**

At the time of this writing, one comment was received by Dr. Frank Davidson, superintendent of the Casa Grande School District (Exhibit G). He expressed concern that the traffic generation of the church and early childhood education facility could potentially conflict with the traffic generated by Cactus and Cholla schools to the west. As discussed within the report, traffic mitigation would be evaluated at the time of the

Major Site Plan consideration.

<b>STAFF RECOMMENDATION</b>
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Staff recommends that Planning Commission forward this item to City Council with a recommendation to approve DSA-15-00091 with the following condition:

1. Convenience store with fuel pumps be listed as a conditional use with performance standards within the commercial land use area of the PAD.

**Exhibits**

- A – Project Narrative
- B – PAD Guide (as separate attachment)
- C – Master Circulation exhibit
- D – Landscaping exhibit
- E – Drainage exhibit
- F – Entry Signage & Walls
- G – Dr. Davidson letter

## Exhibit A - Narrative

### Introduction

The Muirlands PAD adopted in 2005 included 80.7 acres and 216 residential lots. This is a request to amend The Muirlands PAD to include a 10-acre worship site and a 3.5-acre neighborhood commercial site. The worship site will include an early childhood education center, gymnasium, sport fields and youth center

The Muirlands PAD was approved in 2005 as a proposed 80.7-acre master planned single-family home community. The site is located in the northeast portion of the City of Casa Grande, east of Pinal Avenue, north of Kortsen Road, west of Peart Road, and south of the Santa Cruz Wash. Elaine Farms, LLC, the property owner, rezoned the site from Urban Ranch (UR) to Planned Area Development (PAD). The property is the west half of the southeast quarter of Section 9 Township 6 South Range 6 East.

This document is intended to provide a development plan for the community designating land uses, amenities, and community form. The PAD is also a document intended for public use so that future residents and neighbors are informed of the type of community that will be constructed. With this document City leaders can make informed decisions in future development approvals related to this PAD.

The following goals have been developed as a framework for this PAD:

- To offer housing types that are responsive to local and regional markets.
- To offer a 10-acre worship site in a neighborhood with ease of access for residents.
- To offer a neighborhood commercial site on a corner of a proposed collector road and an existing major arterial road with access to local neighborhoods.
- To provide a development plan for the community designating land uses, amenities, and community form.
- To provide guidelines for the design and construction of landscape areas, streets, perimeter walls, trails, open space, homes, and recreational features of the community.
- For public use so that future residents and neighbors are informed of the type of community that will be constructed.
- To provide a planning document for use by City leaders to make informed decisions in future development approvals related to this PAD.

Land use regulations and development standards applicable to this PAD shall be those of the City of Casa Grande development codes except as may be specifically modified herein. If any regulations in this PAD are in conflict with requirements of such codes, the regulations in this PAD shall prevail. If a development standard stated within this PAD conflicts with another development standard within this PAD, the more restrictive prevails.

Development of any portion of this PAD requires that portion to be platted in accordance with subdivision procedures in the City Code.

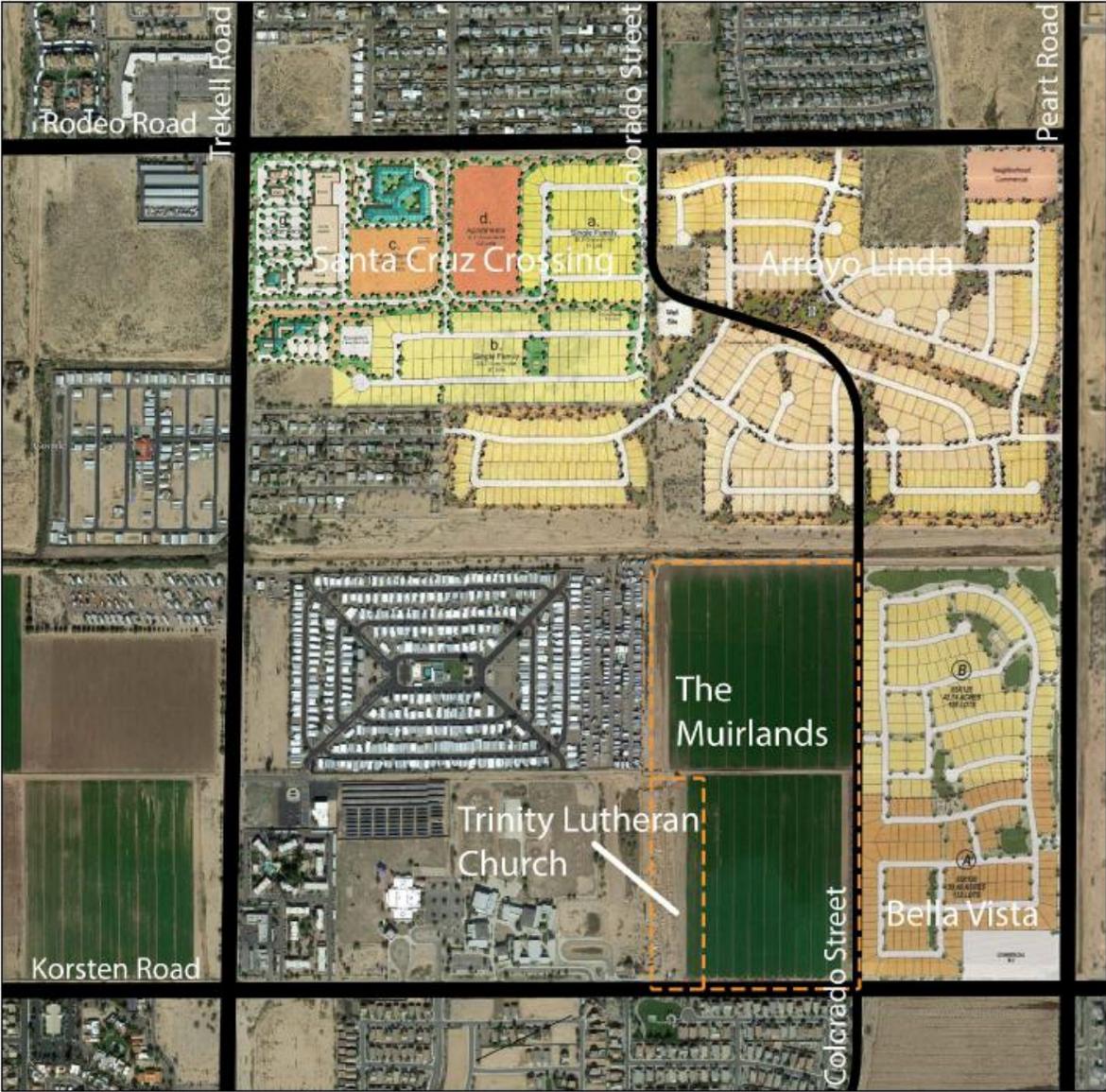
With the exception of single-family residential areas, development requires the submittal and approval of a Major Site Plan/Final Development Plan in accordance with City Code.

## **Exhibit B – PAD Guide**

Provided as separate document

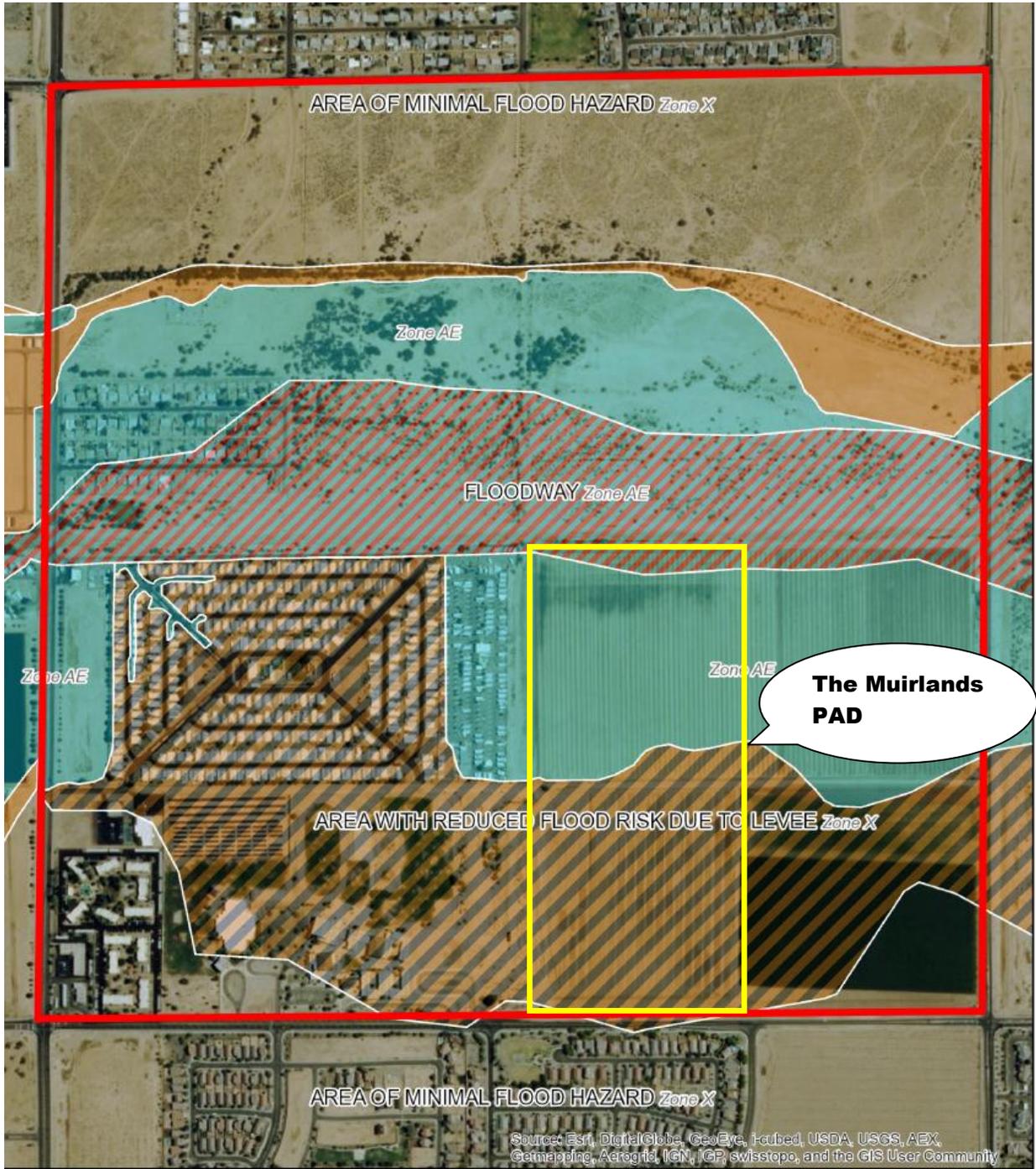
Exhibit C – Master Circulation Exhibit

CIRCULATION MAP

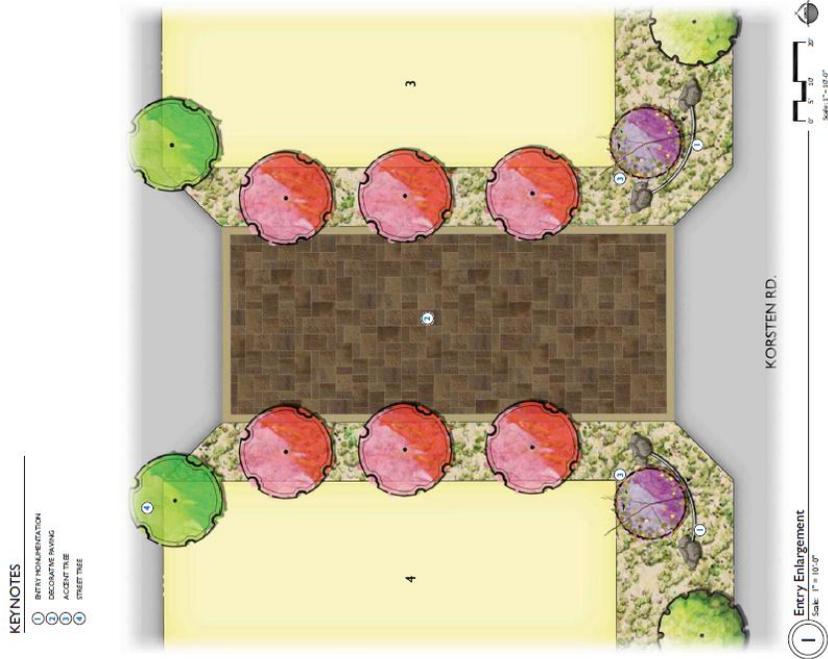
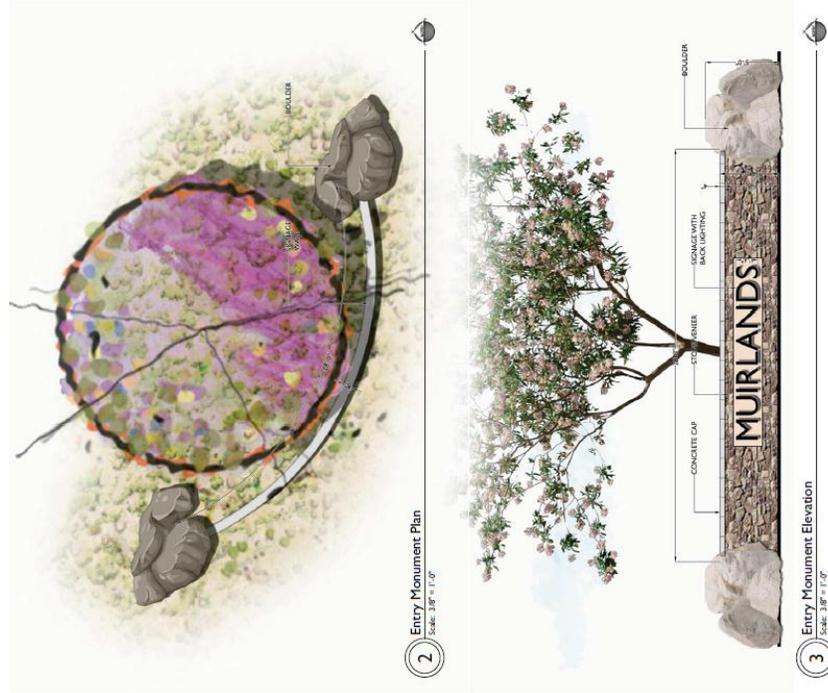




### Exhibit E – Drainage exhibit



# Exhibit F – Entry Signage & Walls



**KEYNOTES**

- 1 ENTRY ENLARGEMENT
- 2 CONCRETIC PAVING
- 3 ACENT TREE
- 4 PLANT TREE
- 5 BOLTIER

## Exhibit G – Dr. Davidson Letter

Good morning, Jim –

I received a notice about the P&Z Commission's first reading on October 1 of a proposal to develop land owned by Chad Clapp at Kortsen and Peart. I see that part of the proposal includes a religious institution and an early childhood education center. I do have a concern about traffic, if either of these facilities would generate significant traffic at school arrival or dismissal. As you may know, Kortsen becomes quite congested, with Cholla Elementary and Cactus Middle Schools serving close to 1,500 students.

-Frank

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Frank Davidson, Ed.D.

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*Success for Every One - The Responsibility is Yours and Mine*