



City of Phoenix

PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report: Z-27-21-8 The Gateway School PUD October 28, 2025

**Camelback East Village Planning
Committee Meeting Date:**

November 4, 2025

Planning Commission Hearing Date:

December 4, 2025

Request From:

[R1-6](#) (Single-Family Residence District)
(7.79 acres)
[PAD-13](#) (Approved [R-3A](#)) (Planned Area
Development, Approved Multifamily
Residence District) (4.61 acres)
[R-3](#) (Multifamily Residence District) (2.42
acres)
[R1-6](#) (Approved [R-3A](#)) (Single-Family
Residence District, Approved Multifamily
Residence District) (0.43 acres)

Request To:

[PUD](#) (Planned Unit Development) (15.25
acres)

Proposal:

PUD to allow secondary commercial uses in
conjunction with a public school

Location:

Southwest corner of 35th Street and Culver
Street

Owner:

Creighton Elementary School District #4

Applicant:

Jeff Boles, Creighton Community Foundation

Representative:

Manjula M. Vaz, Gammage & Burnham PLC

Staff Recommendation:

Approval, subject to stipulations

<u>General Plan Conformity</u>			
<u>General Plan Land Use Map Designation</u>		Current Residential 15+ dwelling units per acre (15.10 acres) Residential 3.5 to 5 dwelling units per acre (0.15 acres) Proposed (GPA-CE-1-21-8) Public/Quasi-Public / Commercial	
<u>Street Map Classification</u>	35th Street	Local Street	30-foot west half street
	Culver Street	Local Street	35-foot south half street
	34th Street	Local Street	25-foot east half street
CONNECT PEOPLE & PLACES CORE VALUE; OPPORTUNITY SITES; LAND USE PRINCIPLE: Support reasonable levels of increased intensity, respectful of local conditions and surrounding neighborhoods. The proposal for accessory commercial uses at the proposed scale and with the proposed development standards is appropriate for this location.			
CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; DIVERSE NEIGHBORHOODS; LAND USE PRINCIPLE: Communities should consist of a mix of land uses to provide housing, shopping, dining and recreational options for residents. The proposal will contribute to the mix of uses in the area by providing accessory commercial uses in conjunction with the public school.			
BUILD THE SUSTAINABLE DESERT CITY CORE VALUE; TREES & SHADE; DESIGN PRINCIPLE: Integrate trees and shade into the design of new development and redevelopment projects throughout Phoenix. The proposed PUD sets forth development standards that require enhanced landscaping and shade, including minimum shade requirements for pedestrian walkways and open space areas. This will help to provide shade for pedestrians and bicyclists in and around the community and to mitigate the urban heat island effect by covering hard surfaces, thus cooling the micro-climate around the vicinity.			

Applicable Plans, Overlays, and Initiatives
<u>Complete Streets Guiding Principles</u> – See Background Item No. 11. <u>Shade Phoenix Plan</u> – See Background Item No. 12.

Surrounding Land Uses/Zoning		
	<u>Land Use</u>	<u>Zoning</u>
On Site	Public school	R1-6, PAD-13 (Approved R-3A), R-3, and R1-6 (Approved R-3A)
North (across Culver Street)	Single-family residential	R1-6 and R-4
East (across 35th Street)	Single-family residential and multifamily residential	R1-6 and R-3
South	Loop-202 Freeway	R1-6 and R-4
West	Single-family residential	R1-6

Background/Issues/Analysis

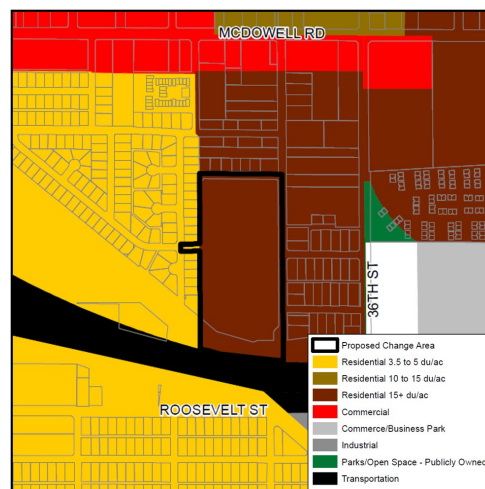
SUBJECT SITE

1. This request is to rezone a 15.25-acre site located at the southwest corner of 35th Street and Culver Street from R1-6 (Single-Family Residence District) (7.79 acres), PAD-13 (Approved R-3A) (Planned Area Development, Approved Multifamily Residence District) (4.61 acres), R-3 (Multifamily Residence District) (2.42 acres), and R1-6 (Approved R-3A) (Single-Family Residence District, Approved Multifamily Residence District) (0.43 acres) to PUD (Planned Unit Development) for the Gateway School PUD to allow secondary commercial uses in conjunction with a public school.

GENERAL PLAN LAND USE MAP DESIGNATION

2. The subject site is designated as Residential 15+ dwelling units per acre and Residential 3.5 to 5 dwelling units per acre on the General Plan Land Use Map. To the north and east is designated Residential 15+ dwelling units per acre. To the west is designated as Residential 3.5 to 5 dwelling units per acre. To the south is the Loop 202 freeway.

The applicant is proposing a minor General Plan Amendment (GPA-CE-1-21-8) to change the designation of the subject site to Public/Quasi-Public / Commercial. The uses allowed in the

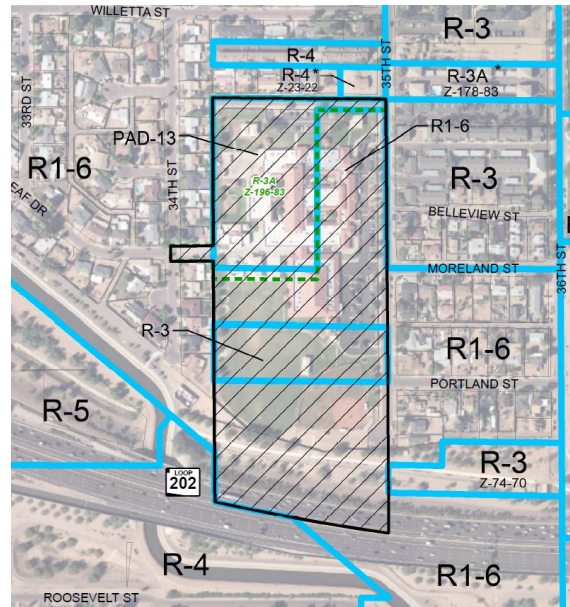


General Plan Land Use Map, Source: Planning and Development Department

proposed PUD are consistent with the proposed General Plan Land Use Map designation.

SURROUNDING LAND USES AND ZONING

3. To the north, across Culver Street, is single-family residential zoned R1-6 and R-4 (Multifamily Residence District). To the east, across 35th Street, is single-family and multifamily residential zoned R1-6 and R-3. To the south is the Loop 202 Freeway zoned R1-6 and R-4. To the west is single-family residential zoned R1-6.



Zoning Aerial Map, Source: Planning and Development Department

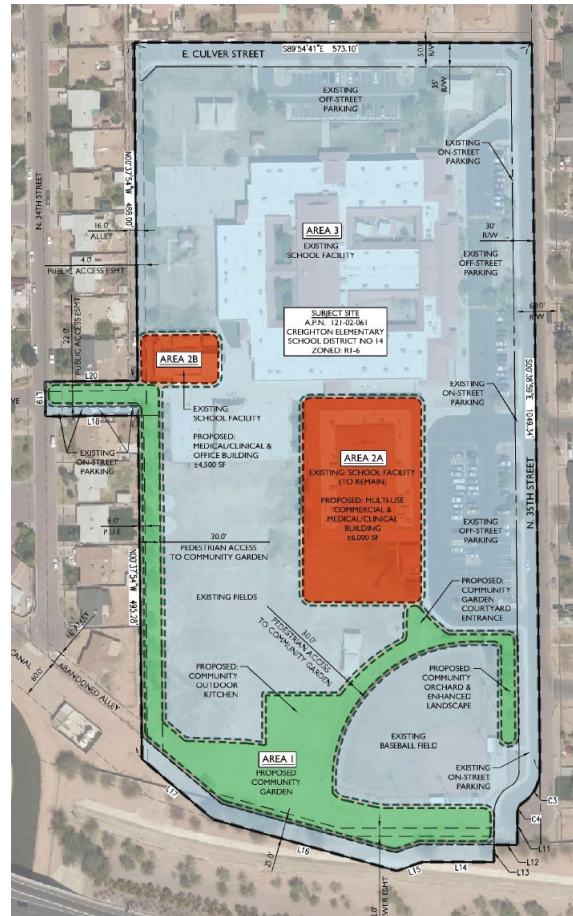
PROPOSAL

4. The proposal was developed utilizing the PUD zoning district. The Planned Unit Development (PUD) is intended to create a built environment that is superior to that produced by conventional zoning districts and design guidelines. Using a collaborative and comprehensive approach, an applicant authors and proposes standards and guidelines that are tailored to the context of a site on a case by case basis. Where the PUD Development Narrative is silent on a requirement, the applicable Zoning Ordinance provisions will be applied.
5. The PUD proposes to maintain the public school as the primary use on the site while introducing secondary accessory commercial uses on portions of the site.

6. Land Use

The proposed development narrative allows a public school as the only primary use on the entire site. Secondary accessory uses are established based on subareas within the PUD as follows:

- Area 1 permits a community garden, baked goods retail sales, and a farmer's market subject to performance standards;
- Area 2A permits professional offices, a restaurant, and a food pantry;
- Area 2B permits professional offices;
- Area 3 does not permit any accessory uses.



Land Use Plan; Source: Applicant's PUD Narrative

7. Development Standards

In accordance with State law, the property's public school and its related uses are exempt from Phoenix Zoning Ordinance standards. The table below summarizes the key development standards set forth in the narrative for secondary accessory uses, which are most analogous to the C-2 zoning district. The proposed PUD only deviates from the C-2 standards in the following ways: a lower height limit within Area 2B and a smaller building setback along the west property line within Areas 1 and 2B.

<u>Standard</u>	<u>PUD Proposed</u>
<i>Maximum Building Height</i>	2 stories, 30 feet; 25 feet within Area 2B.
<i>Maximum Lot Coverage</i>	50 percent

<i>Minimum Perimeter Building Setbacks</i>	North (Culver Street): 25 feet average; 20 feet minimum East (35th Street): 25 feet average; 20 feet minimum South (Loop 202): 25 feet average; 20 feet minimum West (Area 1): 20 feet West (Area 2B): 10 feet
<i>Vehicular Parking</i>	128 spaces, unless the parking requirement for accessory uses exceeds 54 spaces
<i>Shade</i>	Community gathering areas and internal walkways within Areas 1 and 2: 75 percent minimum

8. **Landscape Standards**

The PUD sets forth standards for perimeter landscape setbacks and planting standards. The table below summarizes the key landscape standards. The landscape setbacks and planting standards proposed in the PUD match the requirements of the C-2 zoning district, except that standards along the west property line within Area 1 are enhanced.

<u>Standard</u>	<u>PUD Proposed</u>
<i>Minimum Landscape Setbacks</i>	North (Culver Street): 25 feet average, 20 feet minimum East (35th Street): 25 feet average, 20 feet minimum South (Loop 202): 25 feet average, 20 feet minimum West (34th Street): 25 feet average, 20 feet minimum West (not adjacent to street): 10 feet; 20 feet within Area 1
<i>Planting Standards (Perimeter Landscape Setbacks)</i>	Adjacent to streets and west perimeter within Area 1: 50% minimum 2-inch caliper, 25% minimum 3-inch caliper, 25% 4-inch caliper trees, planted 20 feet on center; five 5-gallon shrubs per tree; 50% live groundcover West perimeter within Area 2B and Area 3: 40% minimum 1-inch caliper, 60% minimum 2-inch caliper trees, planted 20 feet on center; five 5-gallon shrubs per tree; 50% live groundcover

9. **Design Guidelines**

The PUD proposes design guidelines that enhance the appearance and functionality of the buildings, open space, and amenities on-site. Buildings will incorporate multiple building materials and will use techniques to reduce building massing, such as wall offsets, inclusion of windows, and roofline variation.

The landscape design guidelines promote compatibility with the established

distinctive character, and open space areas will be designed to be shaded and functional.

10. **Signs**

The PUD proposes standards that permit one off-premise advertising structure, which must adhere to the Zoning Ordinance requirements of Section 705.2, including that the off-premise advertising structure shall not be located within 250 feet of a residential use.

AREA PLANS, OVERLAY DISTRICTS, AND INITIATIVES

11. **Complete Streets Guiding Principles**

In 2014, the City of Phoenix City Council adopted Complete Streets Guiding Principles. The principles are intended to promote improvements that provide an accessible, safe, connected transportation system to include all modes, such as bicycles, pedestrians, transit, and vehicles. To promote safety and connectivity for all users, the PUD proposes standards for shaded pedestrian walkways on site.

12. **Shade Phoenix Plan**

In November 2024, the Phoenix City Council adopted the Shade Phoenix Plan. The Shade Phoenix Plan prioritizes increasing shade coverage throughout the City to improve health and quality of life. Investing in shade can address the urban heat island effect, clean the air, preserve Sonoran vegetation, and prevent health complications related to prolonged exposure to heat. The Shade Phoenix Plan provides numerous strategies to increase shade including expanding and maintaining existing shade, strengthening tree code enforcement, and developing shade stipulations in rezoning cases. The PUD narrative includes standards for enhanced shade for on-site walkways and outdoor gathering areas.

COMMUNITY INPUT SUMMARY

13. At the time this staff report was written, staff has not received any community correspondence regarding this request.

INTERDEPARTMENTAL COMMENTS

14. The Floodplain Management division of the Office of the City Engineer provided the comment that the subject site is located within a Special Flood Hazard Area and that any proposed improvements or modifications are subject to federal regulations and the City of Phoenix Floodplain Ordinance. The Floodplain Management division must approve a Grading and Drainage Plan demonstrating compliance with the regulations prior to any permit issuance. This comment is addressed in Stipulation No. 2.
15. The Street Transportation Department commented that the developer shall submit a Traffic Impact Analysis for any development, and the developer shall construct all streets within and adjacent to the development with all required improvements and

comply with ADA standards. These are addressed in Stipulation Nos. 3 and 4.

OTHER

16. The Aviation Department requested that the property owner record documents that disclose the existence and operational characteristics of Sky Harbor Airport to future owners or tenants of the property. This is addressed in Stipulation No. 5.
17. The site is located in a larger area identified as being archaeologically sensitive. If further review by the City of Phoenix Archaeology Office determines the site and immediate area to be archaeologically sensitive, and if no previous archaeological projects have been conducted within this project area, it is recommended that archaeological Phase I data testing of this area be conducted. Phase II archaeological data recovery excavations may be necessary based upon the results of the testing. A qualified archaeologist must make this determination in consultation with the City of Phoenix Archaeologist. In the event archaeological materials are encountered during construction, all ground disturbing activities must cease within a 33-foot radius of the discovery and the City of Phoenix Archaeology Office must be notified immediately and allowed time to properly assess the materials. This is addressed in Stipulation Nos. 6 through 8.
18. Staff has not received a completed form for the Waiver of Claims for Diminution in Value of Property under Proposition 207 (A.R.S. 12-1131 et seq.), as required by the rezoning application process. Therefore, a stipulation has been added to require the form be completed and submitted prior to final site plan approval. This is addressed in Stipulation No. 9.
19. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements. Other formal actions such as, but not limited to, zoning adjustments and abandonments, may be required.

Findings

1. The proposal is consistent with the proposed General Plan Land Use Map Designation and the character of the surrounding area.
2. The proposal will facilitate new accessory commercial uses in conjunction with a public school at an appropriate location, contributing to the land use mix in the area.
3. The proposed PUD sets forth design and development standards that will enhance connectivity in the immediate vicinity, including enhanced shade, and prevent new development from negatively impacting the surrounding area.

Stipulations

1. An updated Development Narrative for The Gateway School PUD reflecting the changes approved through this request shall be submitted to the Planning and Development Department within 30 days of City Council approval of this request. The updated Development Narrative shall be consistent with the Development Narrative date stamped June 4, 2025, as modified by the following stipulations:
 - a. Front cover: Add "The Gateway School PUD" title and add the submittal date information as follows: "First Submittal: May 6, 2021. Second Submittal: October 5, 2022. Third Submittal: September 14, 2023. Hearing Draft: June 4, 2025. City Council adopted: [Add adoption date]."
2. The site is located within a Special Flood Hazard Area (SFHA) called a Zone A on panel 2210L of the Flood Insurance Rate Maps (FIRM) revised October 16, 2013. The following requirements shall apply, as approved by the Planning and Development Department.
 - a. The Architect/Engineer is required to show the floodplain boundary limits on the Grading and Drainage plan and ensure that impacts to the proposed facilities have been considered, following the National Flood Insurance Program (NFIP) Regulations (44 CFR Paragraph 60.3). This includes, but is not limited to, provisions in the latest versions of the Floodplain Ordinance of the Phoenix City Code.
 - b. A copy of the Grading and Drainage Plan needs to be submitted to the Floodplain Management section of the Office of the City Engineer for review and approval of Floodplain requirements.
 - c. FEMA approved CLOMR-F or CLOMR is required prior to issuance of a Grading and Drainage permit.
3. The developer shall submit a Traffic Impact Analysis report to the City for this development, no preliminary approval of plans shall be granted until the study is approved by the City.
4. The developer shall construct all streets within and adjacent to the development with paving, curb, gutter, sidewalk, curb ramps, streetlights, median islands, landscaping and other incidentals, as per plans approved by the Planning and Development Department. All improvements shall comply with all ADA accessibility standards.

5. The property owner shall record documents that disclose the existence, and operational characteristics of Phoenix Sky Harbor Airport to future owners or tenants of the property. The form and content of such documents shall be according to the templates and instructions provided which have been reviewed and approved by the City Attorney.
6. If determined necessary by the Phoenix Archaeology Office, the applicant shall conduct Phase I data testing and submit an archaeological survey report of the development area for review and approval by the City Archaeologist prior to clearing and grubbing, landscape salvage, and/or grading approval.
7. If Phase I data testing is required, and if, upon review of the results from the Phase I data testing, the City Archaeologist, in consultation with a qualified archaeologist, determines such data recovery excavations are necessary, the applicant shall conduct Phase II archaeological data recovery excavations.
8. In the event archaeological materials are encountered during construction, the developer shall immediately cease all ground-disturbing activities within a 33-foot radius of the discovery, notify the City Archaeologist, and allow time for the Archaeology Office to properly assess the materials.
9. Prior to final site plan approval, the landowner shall execute a Proposition 207 waiver of claims form. The waiver shall be recorded with the Maricopa County Recorder's Office and delivered to the City to be included in the rezoning application file for record.

Writer

Anthony Grande

October 28, 2025

Team Leader

Racelle Escolar

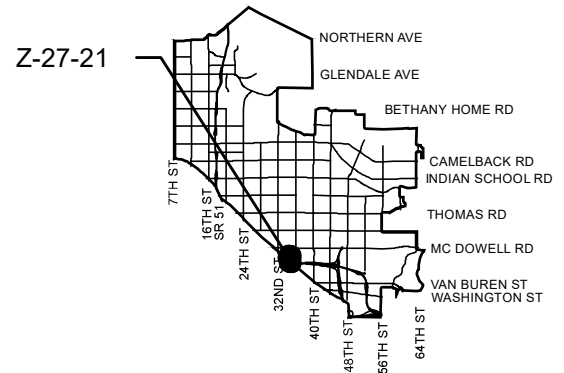
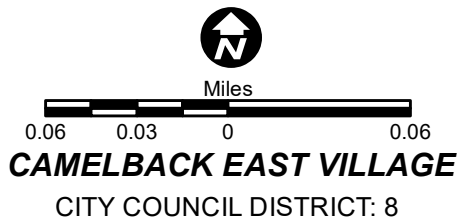
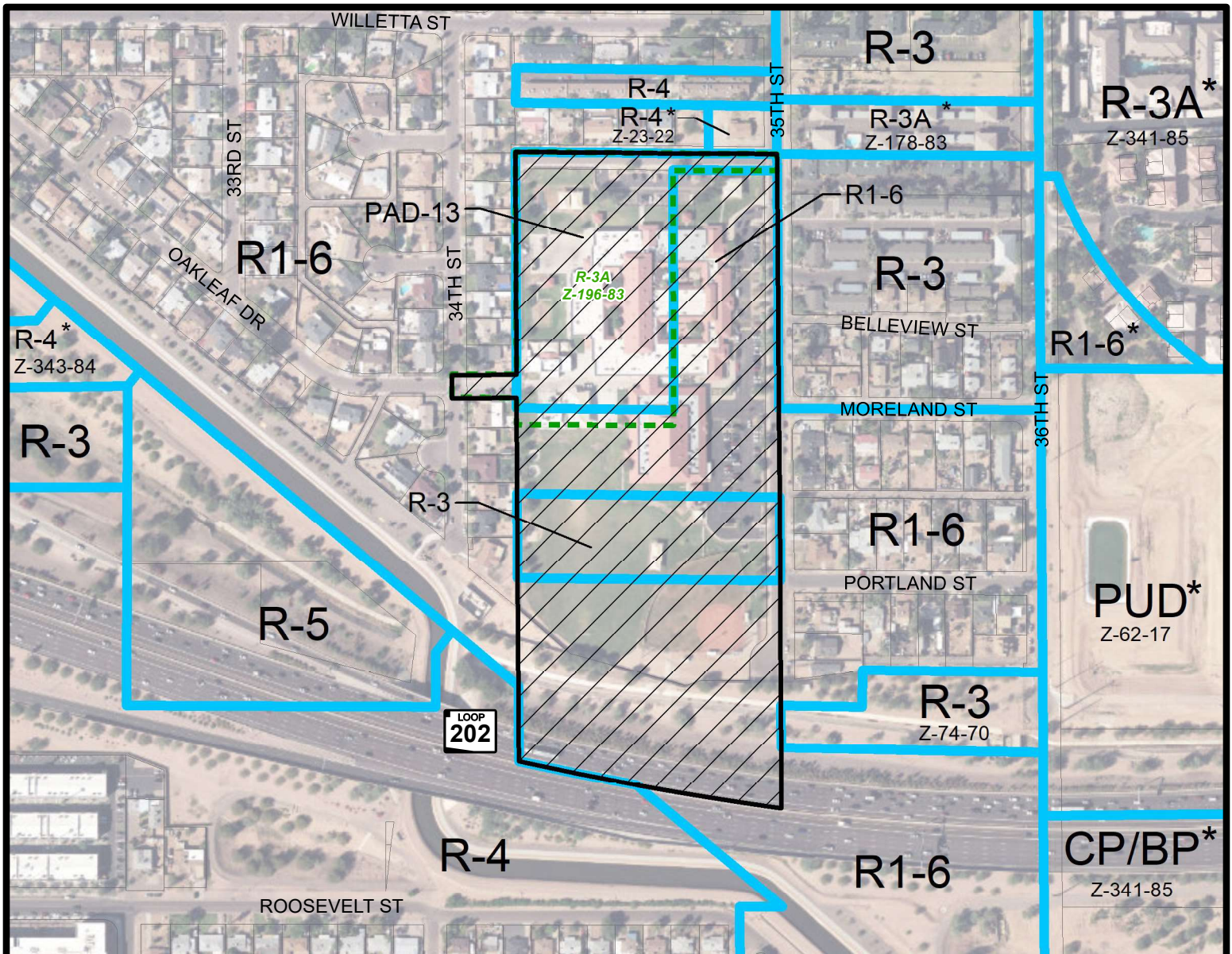
Exhibits

Sketch Map

Aerial Map

Conceptual Site Plan date stamped October 5, 2022

[The Gateway School PUD](#) development narrative date stamped June 4, 2025



APPLICANT'S NAME: Creighton Community Foundation		REQUESTED CHANGE: FROM: PAD-13 (Approved R-3A) (4.61 a.c.) R1-6 (Approved R-3A) (0.43 a.c.) R1-6 (7.79 a.c.) R-3 (2.42 a.c.) TO: PUD (15.25 a.c.)	
APPLICATION NO. Z-27-21	DATE: 5/26/2021 REVISION DATES: 10/06/2023	* UNITS P.R.D. OPTION N/A (121), 3 (11), 50, 42 N/A	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 15.25 Acres	AERIAL PHOTO & QUARTER SEC. NO. QS 12-35 ZONING MAP G-10		
MULTIPLES PERMITTED PAD-13 (Approved R-3A), R1-6 (Approved R-3A), R1-6, R-3 PUD		CONVENTIONAL OPTION 67 (101), 2 (9), 41, 35 N/A	
* Maximum Units Allowed with P.R.D. Bonus			

PROPERTY OWNER
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CONTACT: JORGE VILASENOR

APN:	121-02-0461
EXISTING ZONING:	R1-6
PROPOSED ZONING:	PUD
EXISTING LAND USE:	RESIDENTIAL 15+ DU/AC
PROPOSED LAND USE:	COMMERCIAL
GROSS AREA:	± 15.22 ACRES

AREA 1: GATEWAY SCHOOL COMMUNITY GARDEN

- GARDEN
- COMMUNITY KITCHEN
- COMMUNITY ORCHARD
- COURTYARD ENTRANCE
- EXISTING CANOPIES TO REMAIN IN PLACE

- AREA 2A
 - TWO (2) MULTI-SERVICE BUILDINGS TO INCLUDE:
 - MEDICAL/CLINICAL USES
 - COMMERCIAL USES
 - OFFICE USES
 - OUTDOOR COVERED BREEZEWAY
- AREA 2B
 - ONE (1) MULTI-SERVICE BUILDINGS TO INCLUDE:
 - MEDICAL/CLINICAL USES

- EXISTING ELEMENTARY SCHOOL
- EXISTING ON & OFF-STREET PARKING

LINE TABLE		
LINE	LENGTH	BEARING
L11	47.51'	S00°15'26"W
L12	33.79'	N89°44'34"E
L13	25.00'	S00°15'26"W
L15	40.17'	S71°05'41"W
L17	134.42'	N49°38'10"W
L18	133.00'	S89°22'06"W

CURVE TABLE				
CURVE	LENGTH	RADIUS	CHORD	DELTA



Planning & Development
Department