

Staff Report Z-3-D-10-5 (Grand Canyon University PUD Amendment) September 18, 2020

October 1, 2020

Alhambra Village Planning September 22, 2020

Committee Meeting Date:

Planning Commission Hearing

Date:

Representative:

Request From: PUD (Planned Unit Development) (258.36

acres), P-2 (Parking) (4.99 acres), R1-6

(Single-Family Residence District) (8.54 acres),

R1-6 (Single-Family Residence District)

(Approved R-3) (1.04 acres), R-3 (Multifamily

Residence District) (11.13 acres), R-3A

(Multifamily Residence District) (0.42 acres), <u>R-4</u> (Multifamily Residence District) (1.42 acres), <u>C-1</u> (Neighborhood Retail) (0.45 acres), <u>C-2</u> (Intermediate Commercial) (3.85 acres), and <u>C-</u>

3 (General Commercial) (5.87 acres)

Request To: PUD (Planned Unit Development (296.07)

acres)

Proposed Use: A major amendment to the Grand Canyon

University Planned Unit Development (PUD) to add additional property to the PUD and modify

the PUD standards

Location: The area generally bounded by 35th Avenue to

Interstate-17, and Missouri Ave to Camelback Road and a property approximately 130 feet east of the southeast corner of 27th Avenue and Camelback Road, and a property at the

southwest corner of 29th Avenue and

Taylor Earl, Earl & Curley, P.C.

Camelback Road

Owner: Grand Canyon University c/o J Kossler

Applicant: Grand Canyon University c/o J Kossler

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General Plan Conformity					
General Plan Land Use Map Designation		Current: Residential 3.5 to 5 dwelling units per acre, Residential 10 to 15 dwelling units per acre, Residential 15+ dwelling units per acre, Commercial, Public/Quasi-Public Proposed (GPA-AL-1-20-5): Public/Quasi-Public			
	35th Avenue	Major Arterial	Varies, 33-40-foot east half street		
	Camelback Road	Arterial	Varies, 40-52-foot north half street		
	27th Avenue	Arterial	40-foot east half street		
	Missouri Avenue	Minor Collector	Varies, 15-40-foot south half street		
	Black Canyon Highway	Freeway	Varies, Approximately 100-190 foot west half street		
	Colter Street	Local	30 foot south half street / 30 foot north half street		
Street Map Classification	Georgia Avenue	Local	20-25-foot south half street / 10-30-foot north half street		
	Vermont Avenue	Local	25 foot north half street / 25 foot south half street		
	Medlock Drive	Local	25 foot south half street / 25 foot north half street		
	28th Drive	Local	25 foot west half street / 25 foot east half street		
	29th Avenue	Local	30 foot west half street / 30 foot east half street		
	30th Drive	Local	30 foot west half street / 30 foot east half street		
	Orange Drive	Local	25 foot south half street		

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STRENGTHEN OUR LOCAL ECONOMY CORE VALUE; EDUCATION AND TRAINING FACILITIES (HIGHLY SKILLED WORKFORCE); LAND USE PRINCIPLE: Support the expansion of education and training facilities where appropriate.

The proposed expansion of Grand Canyon University will expand the educational opportunities and social services in the west valley.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CONNECTED NEIGHBORHOODS; LAND USE PRINCIPLE: Provide neighborhood-based social services (senior centers, Head Start Programs, job training, counseling) appropriate to the area's needs in convenient facilities compatible in scale and character with the surrounding neighborhood.

Grand Canyon University has developed and will continue to expand elementary and high school student tutoring programs, free college for local high school students, affordable housing through partnerships with Habitat for Humanity, crime reduction campaigns, and other efforts to support and enrich the community.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND CHARACTER; DESIGN PRINCIPLE: Create new development or redevelopment that is sensitive to the scale and character of the surrounding neighborhoods and incorporates adequate development standards to prevent negative impact(s) on the residential properties.

The development standards include building and landscape setbacks and building stepback standards to promote compatibility with the surrounding land uses.

CONNECT PEOPLE AND PLACES CORE VALUE; OPPORTUNITY SITES; LAND USE PRINCIPLE: Promote and encourage compatible development and redevelopment with a mix of housing types in neighborhoods close to employment centers, commercial areas, and where transit or transportation alternatives exist.

The development will consolidate several underutilized parcels and redevelop them into an asset for the community in close proximity to the I-17 Black Canyon Freeway.

BUILD THE SUSTAINABLE DESERT CITY CORE VALUE; TREE AND SHADE; DESIGN PRINCIPLE: Integrate trees and shade into the design of new development and redevelopment projects throughout Phoenix.

The development will create shaded pedestrian ways and gathering places throughout the Grand Canyon University Campus through regulatory shade standards for both architectural and vegetative shade.

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Applicable Plans, Overlays, and Initiatives

Tree and Shade Master Plan: See Background Item No. 14.

Complete Streets Guidelines: See Background Item No. 15.

Black Canyon/Maricopa Freeway Specific Plan: See Background Item No. 16.

27th Avenue "To Do List": See Background Item No. 17.

Housing Phoenix: Background Item No. 18.

Reimagine Phoenix: See Background Item No. 19.

Background/Issues/Analysis

SUBJECT SITE

 This request will add multiple sites to the Grand Canyon University Planned Unit Development (PUD) and amend regulatory standards which apply to the existing PUD area. Collectively, the request includes 296.07acres and generally bounded by 35th Avenue on the west, Missouri Avenue on the north, Black Canyon Freeway on the east, Camelback Road on the south, and several additional properties south of Camelback Road.

The current zoning of the subject site follows:

- PUD (Planned Unit Development) (258.36 acres);
- P-2 (Parking) (4.99 acres);
- R1-6 (Single-Family Residence District) (8.54 acres):
- R1-6 (Single-Family Residence District) (Approved R-3) (1.04 acres);
- R-3 (Multifamily Residence District) (11.13 acres);
- R-3A (Multifamily Residence District) (0.42 acres);
- R-4 (Multifamily Residence District) (1.42 acres);
- C-1 (Neighborhood Retail) (0.45 acres);
- C-2 (Intermediate Commercial) (3.85 acres); and
- C-3 (General Commercial) (5.87 acres)
- 2. This request will expand the PUD boundary from 258.36 acres to 296.07 acres, change development standards, and add uses. The subject request is the fourth major amendment to the original PUD (Z-3-10-5), which established new zoning standards for the University in 2010.

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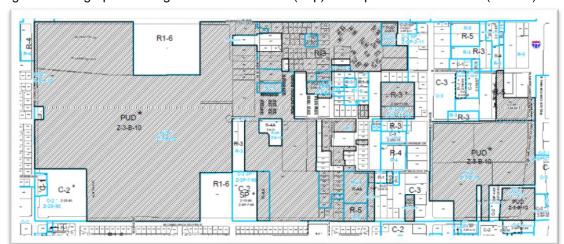
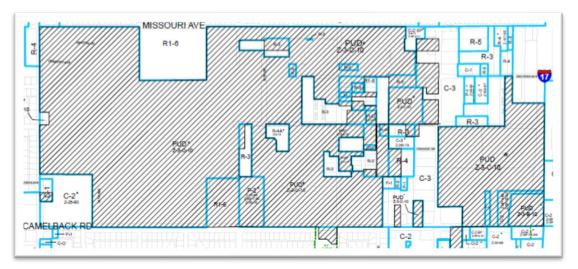


Figure A. Geographic Change from Addendum C (Top) to Proposed Addendum D (Bottom).



Source: Planning and Development Department

The first major amendment to the PUD (Z-3-A-10-5) expanded the boundaries of the PUD from 101.90 acres to 110.85 acres by adding two sites, one of which was previously part of the Little Canyon Park, and the other a former apartment complex at the northwest corner of 30th Drive and Colter Street.

The second major amendment to the PUD (Z-3-B-10-5) further expanded the boundaries of the PUD to approximately 205.62 acres, changed the development standards to include provisions which reduce heights and increase setbacks near residential properties, and included additional sign standards, as well as several additions to the approved uses list.

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The third major amendment to the PUD (Z-3-C-10-5) further expanded the boundaries of the PUD to approximately 259.36 acres, changed the development standards to include provisions pertaining to height and stepbacks, signage, and several additions to the permitted use list.

3. The General Plan Land Use Map designation for the subject site is a mixture of several designations including Residential 3.5 to 5 dwelling units per acre, Residential 10 to 15 dwelling units per acre, Residential 15+ dwelling units per acre, Commercial, and Public / Quasi Public. A companion case, General Plan Amendment GPA-AL-1-20-5, has been filed to designate the General Plan Land Use Map designation to consolidate the entire campus under the Public/Quasi Public designation.

SURROUNDING USES AND ZONING

4. North of Missouri Avenue

The area immediately north of Missouri Avenue primarily consists of single family homes with a small multifamily property at the northeast corner of 35th Avenue and Missouri Avenue. The request will not include any sites north of Missouri Avenue. The zoning districts adjacent to the subject site at this location include R1-6, R-3, and R-5.

West of 35th Avenue

The area immediately across 35th Avenue from the subject site consists of single-family homes with a small multifamily property at the southwest corner of 35th Avenue and Missouri Avenue. The request will not include any sites west of 35th Avenue. The zoning districts adjacent to the subject site at this location include R1-6, R-4, and C-2.

South of Camelback Road

The south side of Camelback Road is composed of primarily single-family homes, with limited commercial uses east of 28th Avenue. The request includes a vacant parcel at the southwest corner of 29th Avenue and Camelback Road and a commercial site near the southeast corner of 27th Avenue and Camelback Road. The zoning districts adjacent to the subject site at this location include R1-6, R1-6 (approved R-3), C-2, and C-2 SP (for automobile sales).

Within the Core Campus (Missouri Avenue to Camelback Road and 35th Avenue to the Black Canyon Freeway).

Within the Core Campus Area, several properties exist under private ownership which are not associated with Grand Canyon University and are not part of the request. This area consists of single-family homes, multifamily properties, small

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commercial businesses, vacant land, and the Little Canyon Park (a city facility). The zoning districts adjacent to the subject site at this location include R1-6, R-3, R-4, R-5, C-2, C-3, and P-1

A small piece of Little Canyon Park was previously removed from the park and added to the GCU PUD through rezoning case Z-3-A-10-5 which was approved by City Council on July 3, 2012. The remainder of Little Canyon Park has remained a park, and the city has no plans to remove it from the citywide park system.

PROPOSAL

5. The proposal was developed utilizing the PUD zoning designation. 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.

The applicant provided a conceptual master plan for the full extent of the campus; while helpful for illustrative purposes, it is illustrative only and does not serve any regulatory role in the request for zoning entitlement.



Figure B. Conceptual Site Plan

Source: SouLL Architecture

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Below is a summary of the regulatory standards for the subject site as described in the PUD narrative date stamped September 10, 2020.

6. Land Use

<u>Use Categories.</u> The proposed amendment includes three "Use Categories" that apply to different sections of the PUD. The "Use Categories" follow:

- <u>University Campus.</u> Pertaining to the full extent of the subject site, this list specifically permits uses that are complementary to the long-term function and vision of the Grand Canyon University campus as it continues to evolve.
- Enhanced Commercial C-2. Including one parcel along the west and one along the south perimeter of the PUD, the purpose of this use category is to allow the flexibility to permit commercial uses that are independent of the campus, semi-independent of campus, or interim prior to campus expansion. Permitted uses in this category include all within the "University Campus" in addition those permitted in C-2 (Intermediate Commercial) with many of the most intensive uses prohibited.
- <u>Enhanced Commercial C-3.</u> Generally located along 27th Avenue, the purpose of this use category is to allow the flexibility to permit commercial uses that are independent of the campus, semi-independent of the campus, or interim prior to campus expansion. Permitted uses in this category include all within the "University Campus" in addition those permitted in C-3 (General Commercial) with many of the most intensive uses prohibited.



Figure C. Land Use Categories

Source: SouLL Architecture

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7. Permitted Uses.

The narrative proposes uses associated with a university such as classrooms, assembly halls, offices, with dormitories and additional housing at a maximum density of 50 dwelling units per acre. All allowed uses are associated with the larger campus and will contribute to the institution's ability to provide educational opportunities for the valley. The subject request added a series of uses such as an "Enterprise Business" and "Innovation Center" uses to house start-ups, job training facility, movie theater, and mini-storage.

Staff is recommending a stipulation to require the following statement be added to the final development narrative. The purpose of the statement is to prompt thoughtful consideration of how 27th Avenue will continue to evolve with future expansions of the GCU Campus and with community visions and investments in making the corridor more pedestrian oriented. The General Commercial Uses along 27th Avenue are envisioned as an interim use in the development narrative and Stipulation No. 1.b. will encourage the thoughtful review of what uses will be appropriate in the future.

8. **Development Standards**

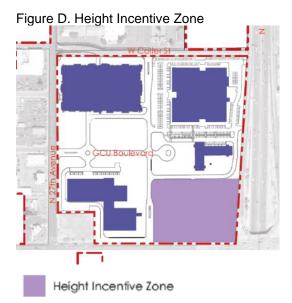
The proposed development standards allow the applicant to develop a university campus while creating buffers from surrounding single-family residential neighborhoods. The request makes no significant changes from the previously approved development standards; in summary, the narrative prescribes the following perimeter standards for major streets including Camelback Road, Missouri Avenue, 27th Avenue, and 35th Avenue:

Street Frontage	Building Setback	Landscape Setback
Camelback Road	50 feet	20 feet
Missouri Avenue	20 feet	20 feet
27th Avenue	10 feet, 20 foot side yard	20 feet
35th Avenue	50 feet	20 feet, 0 feet where adjacent to sport fields
Interstate 17	20 feet	20 feet

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9. Northwest corner of Interstate 17 and Camelback Road. The narrative establishes an option for additional height at the northwest corner of Interstate 17 and Camelback Road if the proposal meets a series of design and use conditions. This site is of special importance as a gateway and landmark; therefore, the additional height is subject to a series of conditions to ensure that if the full height is developed, that the development is exceptional and community-oriented in terms of use and design.

If the following conditions are met, the site would be permitted a height increase from the PUD maximum of 95 feet to a maximum of 135 feet.

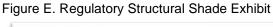


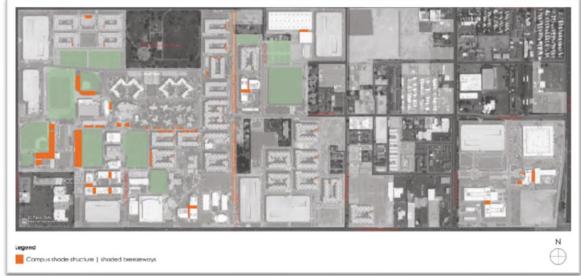
- Mixed use. The development shall contain at least two of the primary uses from the following categories: retail; academic; offices; housing; and recreation or amenities.
- Prohibited uses. The development shall not contain uses listed in the narrative that are not generally conducive to creating a walkable urban community.
- Ground level activation.
 - Some ground floor uses shall be open to the general public
 - There shall be indoor / outdoor connectivity using treatments such as dining patios, plazas, courtyards, and walkways.
 - Surface drainage shall be integrated with the overall landscape to create usable outdoor spaces.
 - Enhanced design and development standards such as, prohibited parking in front yards, four-sided architecture, 75 percent shade for pedestrian, publicly accessible open space, and a connection from the site, through GCU Boulevard, to 27th Avenue
- Enhanced transit station developed in collaboration with the Public Transit Department.
- 10. <u>Shade and detached sidewalks.</u> Whereas the previous PUD amendments did not address shade in a significant manner, this PUD amendment includes a provision requiring shaded and detached sidewalks along Missouri Avenue, 27th Avenue,

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35th Avenue, and Camelback Road, except along the historic palm streetscape exists.

The narrative also prescribes the creation of 13,000 square feet of permanent structural shade throughout the most developed places on the campus on specific sites as depicted on the following exhibit.





Source: SouLL Architecture

11. Design Guidelines

The design guidelines for this PUD are primarily related to edge treatment for the campus, and lighting, two components which are highly visible from the exterior of the campus. Where the PUD Development Narrative is silent, all other applicable design principles outlined in the Guidelines for Design Review Section 507 Tab A of the Zoning Ordinance will apply.

12. **Signage**

The Development Narrative details the type and quantity of signage permitted for different sites on the campus. Various types of signage are permitted such as monument signs, freeway pylon signs, building mounted signs, projected light signs and aerial view signs.

Additional signage is proposed via this amendment and includes:

 One ground level monument sign on the site of the Kingdom Hall if the portion of Georgia Avenue, west of 29th Avenue and east of 30th Drive is abandoned by the City of Phoenix.

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- The addition of banner signs mounted on the palm trees located along Camelback Road. Temporary banner signs are currently permitted on walls and fences.
- One wall-mounted digital display board along the east elevation of any new building erected on the northwest corner of Camelback Road and the 31st Avenue alignment.

Staff is recommending the removal of the provision regarding palm tree-mounted temporary signs in addition to several additional standards for the wall-mounted digital display board to provide consistency with established sign standards. These provisions are addressed in Stipulation No. 1.c and 1.d.

13. Sustainability

The Development Narrative proposes several options to incorporate sustainability principles including locally sourcing building materials when possible, providing bicycle facilities, orienting buildings to reduce energy consumption and utilizing LEED-Accredited Professionals as part of the design process.

STUDIES AND POLICIES

14. Tree and Shade Master Plan.

The Tree and Shade Master Plan encourages treating the urban forest as infrastructure to ensure the trees are an integral part of the City's planning and development process. Sidewalks on the street frontages should be detached from the curbs to allow trees to be planted on both sides of the sidewalk to provide thermal comfort for pedestrians and to reduce the urban heat island effect. The Planned Unit Development contains regulatory standards for enhanced tree plantings and architectural shade over a portion of the parking area and sidewalks. These standards will enhance thermal comfort and generally reduce the urban heat island effect.

15. Complete Streets Guidelines

In 2014, the City of Phoenix City Council adopted the 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. The Planned Unit Development contains regulatory standards to require detached sidewalks in new development along perimeter streets to facilitate pedestrian travel as a comfortable and viable transportation option.

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16. <u>Black Canyon/Maricopa Freeway</u> Specific Plan

The Freeway Mitigation Program, created in the City of Phoenix by the 1988 approval of Proposition 17, authorized general obligation bonds to prepare plans and fund projects to mitigate the blighting effects on neighborhoods from existing and proposed freeway construction. The Black Canyon/Maricopa Freeway Specific Plan study area is 32 miles long from Pinnacle Peak Road to Pecos Road. The width of the study area is one-quarter mile on each side of the freeway.

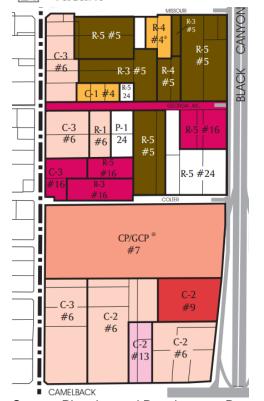
In the vicinity of the subject site, the plan includes the portion located between Interstate 17 and 27th Avenue and between Camelback Road and Missouri Avenue as shown on the following exhibit.

The plan calls for this portion of the interstate corridor to host a variety of uses, most notably with a transition from heavy commercial to neighborhood retail along 27th Avenue. The expansion of the Grand Canyon University and the inclusion of additional mixed use components will advance the vision of the plan.

Figure E. Black Canyon / Maricopa Freeway Specific Plan Land Use Except

MAG Land Use Designation

- 4 Medium Density Residential
- 5 High Density Residential
- 6 Neighborhood Retail
- Community Retail
- 9 Hotels, Motels, & Resorts
- 13 Office
- 14 Educational
- 15 Institutional
- 16 Public Facilities
- 24 Vacant



Source: Planning and Development Department

17. 27th Avenue "To Do List"

The 27th Avenue "To Do List" was developed by the community with assistance by the Planning and Development Department. The guide applies to the area from 23rd Avenue to 29th Avenue and from Indian School Road to Dunlap Avenue.

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The neighborhood led effort is focused on achieving the vision for "an active, safe, and welcoming community with vibrant retail and sustainable housing." The guide articulates goals and strategies focused on pedestrian-friendly design and connectivity, pedestrian safety on roadways, branding, advocacy, and placemaking initiatives. The expansion of the Grand Canyon University Campus will bring new opportunities to the corridor including the opportunity for direct pedestrian connections, the uses permitted in the PUD, and streetscape enhancements.

18. **Housing Phoenix**

In June 2020, the Phoenix City Council approved the Housing Phoenix Plan. This Plan contains policy initiatives for the development and preservation of housing with vision of creating a stronger and more vibrant Phoenix through increased housing options for residents at all income levels and family sizes. Phoenix's rapid population growth and housing underproduction has led to a need for over 163,000 new housing units. Current shortages of housing supply relative to demand are a primary reason why housing costs are increasing.

The narrative permits housing and dormitories at a maximum density of 50 dwelling units per acre within close proximity to campus services, employment, and transportation; therefore, the proposal supports the goal of preserving or creating 50,000 housing units by 2030 by contributing to a variety housing types that will address the supply shortage at a more rapid pace.

19. Reimagine Phoenix

As part of the Reimagine Phoenix Initiative, the City of Phoenix is committed to increasing the waste diversion rate to 40 percent by 2020 and to better manage its solid waste resources. The provision of recycling containers was not addressed in the applicant's submittals.

COMMUNITY INPUT SUMMARY

20. As of the writing of this report, staff has not received any written community correspondence on this matter.

INTERDEPARTMENTAL COMMENTS

- 21. The Fire Department commented that the site plan must comply with the Phoenix Fire Code and further indicated there are no problems anticipated with the case. Further, the Department commented that they do not know what the water supply is at this site and noted that additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
- 22. The Public Works Department, Floodplain Management Division determined the parcel is not in a Special Flood Hazard Area (SFHA), but located in a Shaded Zone

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X, on panel 1710 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.

23. The Public Transit Department stated that they will require the dedication of right-of-way and the construction of bus stop pads at the following locations: westbound Camelback Road west of 33rd Avenue; westbound Camelback Road west of 31st Avenue; and northbound 35th Avenue north of Colter Avenue. The dedication and construction of bus stop pads has been incorporated into the narrative.

The Public Transit Department also provided comment regarding a desire for a system of shaded pedestrian circulation routes throughout the campus and providing direct connections to the bus stops and public sidewalks. The inclusion of a pedestrian circulation network has been incorporated in the Development Narrative.

24. The Street Transportation Department provided a series of stipulations related to constructing all on-site and street improvements related to development and a requirement for a Traffic Impact Study or Statement being provided to the Street Transportation Department. These items are addressed in Stipulation Nos. 2 and 3.

OTHER

- 25. The site has not been identified as being archaeologically sensitive. However, in the event archaeological materials are encountered during construction, all ground disturbing activities must cease within 33-feet 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 No. 4.
- 26. 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 would consolidate and redevelop several smaller parcels into one larger development.
- 2. Through the use of landscape and building setbacks, the proposal will be appropriately buffered from the surrounding single family residential development.

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3. The proposed expansion of Grand Canyon University would create additional educational opportunities for area residents.

Stipulations

- 1. An updated Development Narrative for the Grand Canyon University PUD reflecting the changes approved through this request shall be submitted to the Planning Department within 30 days of City Council approval of this request. The updated Development Narrative shall be consistent with Development Narrative date stamped September 10, 2020 as modified by the following stipulations.
 - a. Front Cover: Add "City Council adopted: [Insert Adoption date]" below "Hearing Draft: September 10, 2020, 2020.
 - b. Page 17: Add "If GCU acquires more property in the vicinity of the Commercial Parcels area and seeks to add those areas to the PUD in a future amendment, the City and GCU will review the Enhanced Commercial C-3 Permitted Use List for compatibility with proposed campus development and the surrounding area."
 - c. Page 54: Remove first paragraph and images referencing palm-mounted temporary banner signs.
 - d. Page 54: Replace existing criteria for wall mounted digital display board with the following provisions:
 - i. The sign shall not exceed 400 square feet in area.
 - ii. The sign shall not be located on the building any closer to the roofline (as defined by the Zoning Code) than one-half the vertical dimension of the sign and shall be no closer to the building edge or corner than 5 feet.
 - iii. If the sign message is to change more than once a day, obtain a use permit for an electronic message display in accordance with Section 705.C.13.
 - iv. The sign shall comply with the standards of 705.C.13 unless specifically modified by this PUD.
- 2. The applicant shall submit a Traffic Impact Study/Statement to the City for this development. No preliminary approval of plans shall be granted until the study is reviewed and approved by the City. Contact Mr. Matthew Wilson, Traffic Engineer III, (602) 262-7580, to set up a meeting to discuss the requirements of the statement/study. Upon completion of the TIS the developer shall submit the

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completed TIS to the Planning and Development Department counter with instruction to forward the study to the Street Transportation Department, Design Section. Development will be responsible for all associated dedications and improvement funding as stipulated within the approved study.

- 3. 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.
- 4. 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.

Writer

Nick Klimek September 18, 2020

Team Leader

Samantha Keating

Exhibits

Zoning sketch map Aerial sketch map

PUD Development Narrative: https://www.phoenix.gov/pdd/planning-

zoning/pzservices/pud-cases...

