



City of Apache Junction

Development Services Department



PLANNING AND ZONING COMMISSION NEW BUSINESS ITEM STAFF REPORT

DATE: August 14, 2018

CASE NUMBERS: GPA-1-18 & PZ-2-18

OWNERS/APPLICANTS: Amerco Real Estate Company and U-Haul International LLC

REPRESENTATIVE: David Pollock

REQUEST: **GPA-1-18** proposes to redesignate approximately 50 acres of a 78-acre property from Community Commercial to Light Industrial/Business Park.
PZ-2-18 is the companion rezoning to the GPA, proposing to rezone the +/-50 acres from B-1/PD (General Commercial by Planned Development) to B-5/PD (Light Industrial/Business Park by Planned Development) for the purpose of developing part of the property with a U-Haul Moving and Storage Facility and conceptually planning the rest of the property for multiple light industrial businesses.

LOCATION: The property is located at the southeast corner area of US60 and S. Idaho Road.

**GENERAL PLAN/
ZONING DESIGNATION:** Community Commercial opportunity area; currently conceptually zoned for a retail power center by planned development.

SURROUNDING USES: North: US60;
South: Vacant state land and city Public Works facility (zoned RS-GR and PI, respectively);
East: Baseline Industrial Park (zoned B-5);
West: Vacant state land (zoned RS-20).

BACKGROUND

The 78-acre subject property was rezoned from CI-1/PD (Light Industry and Warehouse Zone by Planned Development) to C-3/PD (General Commercial by Planned Development) back in 2007. The developers at that time planned to develop the property with a retail power center with big box stores, shops and pads for other tenants, totaling over 600,000 square feet of retail and commercial opportunity space. The economic recession which hit in 2008 basically put an end to all of those plans and the property owners eventually sold the property to U-Haul around 2011. Staff has been conversing with U-Haul and Amerco (U-Haul's real estate company) representatives since early 2012 about repurposing the property for something else, since U-Haul did not want to develop an 80-acre retail center and the city was not too keen on an 80-acre U-Haul facility.

The city's 2014 adoption of a new zoning ordinance and maps renamed the zoning district of the property to B-1/PD, but the provisions of Ordinance No. 1313 are still in effect (see Ord. #1313 and concept plans attached).

PROPOSALS

GPA-1-18 is a proposed land use map amendment to the city's general plan, to redesignate approximately 50 acres of the 78-acre property from Community Commercial to Light Industrial/Business Park. U-Haul proposes to construct a moving and storage facility at the northwest corner of the property (immediate southeast corner of US60 and Idaho) on about 10 acres, and the east half of the overall property (40 acres) would be reserved and conceptually planned for multiple, light industrial businesses. The remaining 28 acres just south of the U-Haul lot on the west half of the overall property would remain designated a Community Commercial opportunity area.

PZ-2-18 is the companion rezoning request for the proposed 50-acre industrial property described above, proposing to rezone said 50 acres from B-1/PD (General Commercial by Planned Development) to B-5/PD (Light Industrial/Business Park by Planned Development). The remaining 28 acres of the property south of the proposed U-Haul lot would still be zoned B-1/PD, and could still accommodate some type of shopping and/or retail center under the general conditions and intent of Ordinance No. 1313. The companion rezoning is being processed concurrently

at risk. If the general plan amendment request is ultimately not approved, then the rezoning request must also be denied.

See Amerco/U-Haul's narrative and conceptual drawing exhibits for both the general plan amendment and rezoning requests attached.

PLANNING STAFF ANALYSIS AND FINDINGS

Relationship to General Plan:

The subject site is designated by the city's General Plan as a "Community Commercial" opportunity area, which normally accommodates B-1, B-2 or B-3 zoned properties. General warehouse and storage, mini-storage and outside storage yard uses typically require industrial zoning. They are not simply allowed outright in the less intense commercial zones.

The general plan amendment is required because the applicants wish to rezone more than 10 acres of property for industrial uses. In early discussions, U-Haul had proposed more than 10 acres for their facility. Through discussions which also included Economic Development staff, we compromised on the idea of keeping a good portion of the property for retail and shopping opportunities to benefit future mixed use development to the south of Baseline, and by limiting the potential industrial uses to lighter intensity. State land property on the west side of Idaho is currently designated community commercial, but is currently zoned single-family residential for ½-acre lots. State land property to the south of Baseline is designated master planned community, but is currently zoned general rural, 1.25-acre lots. Both of those designations and zonings will surely change in the future.

Zoning/Site Context:

The site has ideal access and visibility from the freeway on its north side. Idaho Road on the west and Baseline Avenue on the south are considered major thoroughfares, but currently lack even complete half-street improvements. Winchester Road on the property's east side is also currently developed as a half-street, constructed by the developers of Baseline Industrial Park.

In their GPA and rezoning narratives, the applicants state that the adjacent streets are adequate to support the anticipated industrial development. In their proposed rezoning conditions, they offer to provide street improvements only to serve their

10-acre facility and defer additional street improvements to future developers. Among the conditions of approval, the city will require that the applicants provide street improvements as determined by the city engineer as part of first phase development, which may go well beyond just the northwest 10-acre property. Lot by lot, segment by segment, piecemeal street improvements are not a good idea. Rezoning is the opportunity for the city to gain the infrastructure that it needs to support future industrial and retail development, especially as part of the platted subdivision which will result in the near future. As an example, the developers of Baseline Industrial Park constructed all of the necessary streets and infrastructure. That is what made their lots attractive to future buyers. Individual lot developers then provide for on-site improvements, with most of the off-sites already provided for.

Planned Development Zoning:

The proposed B-5/PD zoning will facilitate uses conducive to creating a clean industry employment area. See the suggested list of uses for the B-1/PD and B-5/PD portions of the property. With proper land use controls such as design guidelines, landscaping, screening and setback buffers, and by limiting the palette of uses on the site under the planned development zoning, a compatible commercial and industrial development site can be reasonably integrated at this location, next to anticipated mixed use and residential developments to the west and south in the future. Straight ahead B-5 zoning could have allowed many undesirable uses. Staff worked with the applicants to craft a palette of uses that weeds out some of the more obnoxious uses, better suited and compatible to light industrial development. The only thing we really disagreed on was U-Haul also wanting to include RV storage at their facility. Their narrative talks about providing up to 200 RV storage spaces. Staff will recommend against RV storage.

For the most part, U-Haul agrees to the city's standard zoning and improvement requirements. They are asking for some deviations relative to signage and building heights, which staff will address in their recommended conditions at the public hearing on August 28. As always, if other deviations from standard requirements or different uses are proposed at the time of development, then a future developer will need to process another PD amendment for their specific development plan.

Infrastructure Improvements:

The developers of the property will need to extend all necessary services to the site. Sewer and Apache Junction Water Company facilities are apparently already nearby. SRP, Century Link, Southwest Gas and cable communication facilities will probably also need to be extended. Surrounding streets may require widening, sidewalk, curbing, gutters, streetlights, fire hydrants, drainage and other improvements. Of course, all other necessary on-site and off-site improvements, including commercial drive-ways, retention basins, accessible routes, etc., will also need to be provided at the time of development.

Public Input:

As is required by law for general plan amendment requests, the city sent out a request for comments to numerous agencies at least 60-days prior to the advertisement of the public hearings. The due date for comments is August 13. As of the writing of this report, we have received no comments on the GPA proposal. The applicants conducted a citizen participation outreach meeting on July 26, 2018, and their summary report will be included with the Commission's August 28 public hearing staff report. The GPA and rezoning cases were also advertised in the appropriate newspapers and individual notices were sent to property owners within 500 feet of the property, informing them of the public hearing dates. Any public input received will be provided to the Commission on the 28th.

DISCUSSION ITEMS ONLY:

Work session-type discussions are being held with the commissioners on August 14 and with the city council members on August 20. The city has not heard general plan amendment cases in several years. The intent of the work sessions is for staff to introduce the items to the commission and council members for discussion and for any initial questions or comments/concerns to be raised, so that issues, if any, can hopefully be addressed prior to the public hearings. The applicants are invited to attend the work sessions, but may not participate in the discussion or make presentations until the public hearing meetings. State law also requires that a minimum of two public hearings be held by the P&Z Commission in two different places, as explained below.

UPCOMING MEETING DATES AND LOCATIONS

This is what the schedule for the GPA cases looks like, work sessions and all:

- Tuesday, August 14, discussion item with P&Z Commission (AJ City Council Chambers);
- Monday, August 20, discussion item with City Council (AJ City Council Chambers);
- **Tuesday, August 28, P&Z Commission 1st public hearing (to be held at SFMD Board Room, 565 N. Idaho Road);**
- Tuesday, September 11, P&Z Commission 2nd public hearing & recommendation to Council (AJ City Council Chambers);
- Monday, September 17, discussion and update with City Council (AJ City Council Chambers);
- Tuesday, September 18, City Council public hearing and decision (AJ City Council Chambers).

The September 17 update to Council is tentative and will be held only if councilmembers opine that another work session needed.



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Senior Planner/Zoning Administrator

Attachments:

- Exhibit #1 - Current Ord. #1313 and elevation and site plan exhibits
- Exhibit #2 - GPA-1-18 application
- Exhibit #3 - U-Haul's GPA narrative report
- Exhibit #4 - Land use map amendment, conceptual site plan and survey exhibits
- Exhibit #5 - PZ-2-18 rezoning application
- Exhibit #6 - Rezoning case narrative
- Exhibit #7 - U-Haul's proposed rezoning conditions
- Exhibit #8 - Staff's proposed PD exclusions lists dated 5-22-18