



PLANNING & ZONING COMMISSION

STAFF REPORT

Meeting Date: 03/06/2025

Agenda Item(s): 2R

TO: Planning and Zoning Commission

THROUGH: Chris M. Jacques, AICP, Planning Director

FROM: Sarah Dircks, AICP, Senior Planner

SUBJECT: Downtown Rezoning (Z24-12)
South of the intersection of Peoria Avenue and Grand Avenue

PROPOSAL

Proposal to rezone approximately 5 acres of land from Planned Area Development (PAD) and General Agricultural (AG) Zoning District to the Downtown Commercial Mixed Use (D/CM) Zoning District.

APPLICATION INFORMATION

Case Number: Downtown Rezoning (Case Z24-12)

Applicant: City of Peoria

Request(s): Request to rezone approximately 5 acres from Osuna Park Planned Area Development (PAD) and General Agricultural (AG) to the Downtown Commercial Mixed Use (D/CM) to align with the zoning in the surrounding area of downtown Peoria.

BACKGROUND AND CONTEXT

The subject site is generally located south of the intersection of Peoria Avenue and Grand Avenue, within the "Downtown Area", which is defined by as the Section 21-620.A of the Peoria Zoning Ordinance and bounded by 85th Avenue on the west, Peoria Avenue on the north, and Grand Avenue on the east (**Exhibit 1**). As stated within the General Plan and Zoning Ordinance, the overall downtown area is envisioned and planned as a vibrant, walkable, mixed-use area for civic, historic, residential, commercial, and employment uses. Recent development applications and zoning ordinance text amendments in and for the surrounding area have led to the subject city-initiated rezoning request to unify the Downtown Area.

The approximately 5-acre site contains a 3.5-acre city-owned park and a number of commercial mixed use lots located along Washington Street, including the Fire House Event Center and future site of the Caldwell County BBQ (**Exhibit 4**).

CONTEXT:

The subject site is located at the northeast end of the Downtown Area. To the north and east of the subject site is the intersection of Peoria Avenue and Grand Avenue, along with the associated railroad tracks and commercial uses. Grand Avenue and the BNSF railroad tracks function as a definitive barrier to any continuity of development east of the tracks and as a result they provide a natural terminus for the Downtown area. To the south are vacant parcels, which are intended to be the future location of the project known as Jefferson House, followed by the Peoria Community Center. To the immediate west is the Peoria Center for the Performing Arts.

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Going beyond the immediate area, the Downtown Area extends to the south and west, consisting of Downtown Commercial Mixed-Use (D/CM) abutting the subject property and as well as the Downtown Residential Mixed-Use (D/RM) Zoning District (**Exhibit 3**). Within these Downtown specific zoning districts is a mix of vacant land, existing commercial buildings, and single family residential homes. North of the intersection of Peoria and Grand Avenue is an eclectic mix of residential and commercial properties as shown in **Exhibit 4**.

APPLICANT PROPOSAL

Downtown has long been identified as an important revitalization and redevelopment priority for the City of Peoria. Over the last several years, the city has continued to make meaningful investments and improvements to reposition Downtown for redevelopment. These efforts have been informed through community input and have helped shape the development opportunities on the horizon within the Downtown. To support these efforts, the city embarked on a two-step process in support of these efforts. The first step was to ensure the associated land use matrix and sign regulations for Downtown Peoria were recalibrated and restructured appropriately, which was adopted by City Council in January 2025. The second phase, and the subject of this proposal, is unify the zoning around Osuna Park to match the surrounding area to ensure consistent character and standards within the Downtown Area. More specifically, the proposed request does not impact or eliminate Osuna Park; rather, it would give the city the ability to further enhance and activate the park and the surrounding area in the future.

DEVELOPMENT INFORMATION

<u>Proposed Uses:</u>	Park / Open Space Commercial Mixed-Use Development
<u>Existing Zoning:</u>	Agricultural (AG) and Planned Area Development (PAD)
<u>Proposed Zoning:</u>	Downtown Commercial Mixed Use (D/CM)

STAFF ANALYSIS

PROPERTY USE AND ZONING HISTORY:

The subject site is primarily owned by the City of Peoria. Approximately 3.5 acres is the city-owned and maintained park, Osuna Park. No change is proposed to Osuna Park. The remaining approximately 1.5-acres includes both vacant lots and an existing commercial building.

On December 18, 2007, through ORD 07-40, the City Council approved a city-initiated request to establish the Osuna Park Planned Area Development PAD (PAD Z07-11) to support revitalization efforts for commercial development adjacent to Osuna Park and the Peoria Center for Performing Arts. The PAD aimed to replace a gas station on the southwest corner of Peoria Avenue and Grand Avenue with a retail plaza, and to encourage mixed-use development along Washington Avenue.

While the PAD was intended to allow limited commercial opportunities within the park, it is important to note that the zoning designation does not encapsulate the full extent of the park. More specifically, around half of the subject property is zoned General Agricultural (AG). The AG zoning district is intended

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to constitute a "holding" district to retain land in less intensive use until the time is appropriate for more intensive development. The southern 1.5-acres of Osuna Park, the original park boundary and adjacent right-of-way, retains AG zoning and has been excluded from any of the prior zoning changes approved in the surrounding Downtown Area.

On January 14, 2025, City Council approved a Zoning Ordinance Text Amendment (TA24-04) through ORD 25-01, to modernize the Downtown Zoning District standards. The text amendment was approved to facilitate greater interaction between businesses and the pedestrian realm through distinction in signage and land use allowance within Downtown. During the code amendment process, staff articulated the desire to rezone the subject area in hopes of further unifying the character of the area and promoting additional activation of the park. Because of this, the land use matrix for the Downtown Area was updated to enshrine *Parks* as a permitted use within the Downtown Commercial Mixed-Use Zoning District. This effort ensured that the subject rezoning effort in no way impacts the ability to continue to utilize Osuna Park as a public park going forward.

OLD TOWN SPECIFIC AREA PLAN:

As with any rezoning case, the proposal is evaluated against the Peoria General Plan, which in this case, is further defined and elaborated on through a specific area plan, known as the "Old Town Specific Area Plan". More specifically, the Old Town Peoria Specific Area Plan provides the vision for the redevelopment and revitalization of the four square-mile area located in and around Old Town Peoria, centered near the intersection of Grand Avenue with 83rd Avenue and Peoria Avenue in the southern area of the City. The overall area is envisioned as an accessible and inviting urban center that will support a wide-range of uses to attract residents and visitors to businesses and events, supported by an appealing pedestrian environment that is enhanced by quality urban design.

In December 2011, Peoria City Council approved the Old Town Specific Area Plan. Like the Peoria General Plan, the purpose of a Specific Area Plan (or SAP) is to be a strategic long-range planning tool. More specifically, the SAP allows additional refinement in implementing the otherwise broad-based policies and General Plan land use designations for a defined area. For example, the Peoria General Plan land use designations can be further defined within the SAP by narrowing the allowed density / intensity ranges for a particular area in order to achieve the desired character, or alternatively to better respond to specific environmental conditions.

Recognizing that the four (4) square-mile planning area of the Old Town SAP is large and contains sections with distinct physical and land use characteristics, the document divides the planning area into smaller units or "Districts." The district methodology tailors specific guidelines and actions to targeted areas based upon their distinct context, opportunities, and revitalization objectives. The subject site is located within the Old Town District, which is intended to function as the community 'Main Street'; reminiscent of the scale, pattern, and uses found in traditional small town downtowns.

The subject site's designation within the Old Town SAP currently identifies the property as Park / Open Space and Core Commercial Mixed Use (Exhibit 2). Just as the Park / Open Space moniker would lead you to believe, the area currently occupied by Osuna Park is envisioned to continue. The Core Commercial Mixed-Use designation exists over the area that is intended to be designated as the D/CM zoning district with this application. This zoning proposal therefore aligns with the land use that was contemplated at the time of the Old Town SAP.

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LAND USE AND DEVELOPMENT STANDARDS ANALYSIS:

The existing zoning allows for similar land uses as the Downtown (D/CM) zoning would allow, however it is more restrictive on how uses can interact with the sidewalk and pedestrian space. Approximately 2.2-acres of the project area is located in a Planned Area Development (PAD) which allows for a mix of uses ranging from a microbrewery to multi-family residential. The PAD mirrors the Downtown Commercial Mixed Use (D/CM) Zoning District allowances with zero (0) building setbacks, except it does not capture new enhanced signage allowance to create a more vibrant streetscape downtown. Although the Park is permitted in both AG and D/CM, the AG development standards are less permissive with regards to uses. One example is sidewalk sales and outdoor seating areas, which are commonly seen in a vibrant downtown, but are not currently permitted within the PAD. Modifying the zoning designation on the site will allow for a cohesive set of uses and development standards that will facilitate the intended vibrancy of downtown.

COMMUNITY INVOLVEMENT

Public Noticing

Pursuant to Section 21-315 of the Peoria Zoning Ordinance, the City mailed *Notice of Application* and *Notice of Hearings* postcards to all property owners within 600 feet of the site and registered HOAs within one (1) mile. Additionally, the required legal ad published in the Peoria Times within the required timeframe, and Public Hearing notices were posted in three (3) conspicuous locations on the property.

Neighborhood Meeting Notice

The City notified all property owners within a 600-foot radius of the site, all registered Homeowners' Associations within one (1) mile, adjacent jurisdictions, and affected school districts for the required neighborhood meeting. Additionally, nearby residents and workforce were further noticed through neighborhood flyers provided to the Peoria Community Center. Additional notification was provided to the public through the City's website via the event calendar.

Outreach Efforts

Aside from the public outreach required for the rezoning case itself, over the past 12 months, the Planning Department has conducted multiple study sessions and public hearings regarding efforts within the Downtown Area, which included presentation and discussion with the Historic Preservation Commission, Planning and Zoning Commission, and City Council. Additionally, the city hosted a public open house for the code amendment, which included discussion on the future rezoning efforts associated with the park area.

As a requirement of City's rezoning application processes, staff conducted a formal neighborhood meeting and provided a Citizen Participation Report detailing the results of the meeting (**Exhibit 5**). The meeting was held on February 5 at 6:00pm, at the Peoria Community Center located at 8335 W Jefferson St, Peoria, AZ 85345. One (1) property owner, one (1) person who worked in the general area, Councilwomen Crawford, and three (3) members of the Peoria Planning Department were in attendance. General interest was expressed related to development in the area. After staff provided a brief presentation, no comments or concerns were expressed related to the subject rezoning request.

DOWNTOWN REZONING (CASE Z24-12)

Support / Opposition

At the time of this writing, Staff has not received any stated opposition or support.

KEY FINDINGS

1. The proposal would unify the commercial core of the Downtown Area by aligning the subject site with the surrounding Downtown Zoning District.
2. The request supports the General Plan and more specifically the Old Town SAP's vision of Downtown as a vibrant, walkable, mixed-use hub for Peoria.

POSSIBLE RECOMMENDATION ACTIONS / OPTIONS

- A:** Approve as recommended by staff; or
- B:** Approve with modifications; or
- C:** Deny; or
- D:** Continue action to a date certain or indefinitely.

RECOMMENDATION

Staff recommends that the Planning and Zoning Commission take the following action:

Recommend APPROVAL of Zoning Case Z24-12 to City Council.

STAFF CONTACT

Sarah Dircks
Senior Planner
623-773-7514
Sarah.Dircks@peoriaaz.gov

Z24-12 Downtown Rezoning

South of the intersection of Peoria Avenue and Grand



Exhibit 1 | Vicinity Map

Z24-12 Downtown Rezoning

South of the intersection of Peoria Avenue and Grand

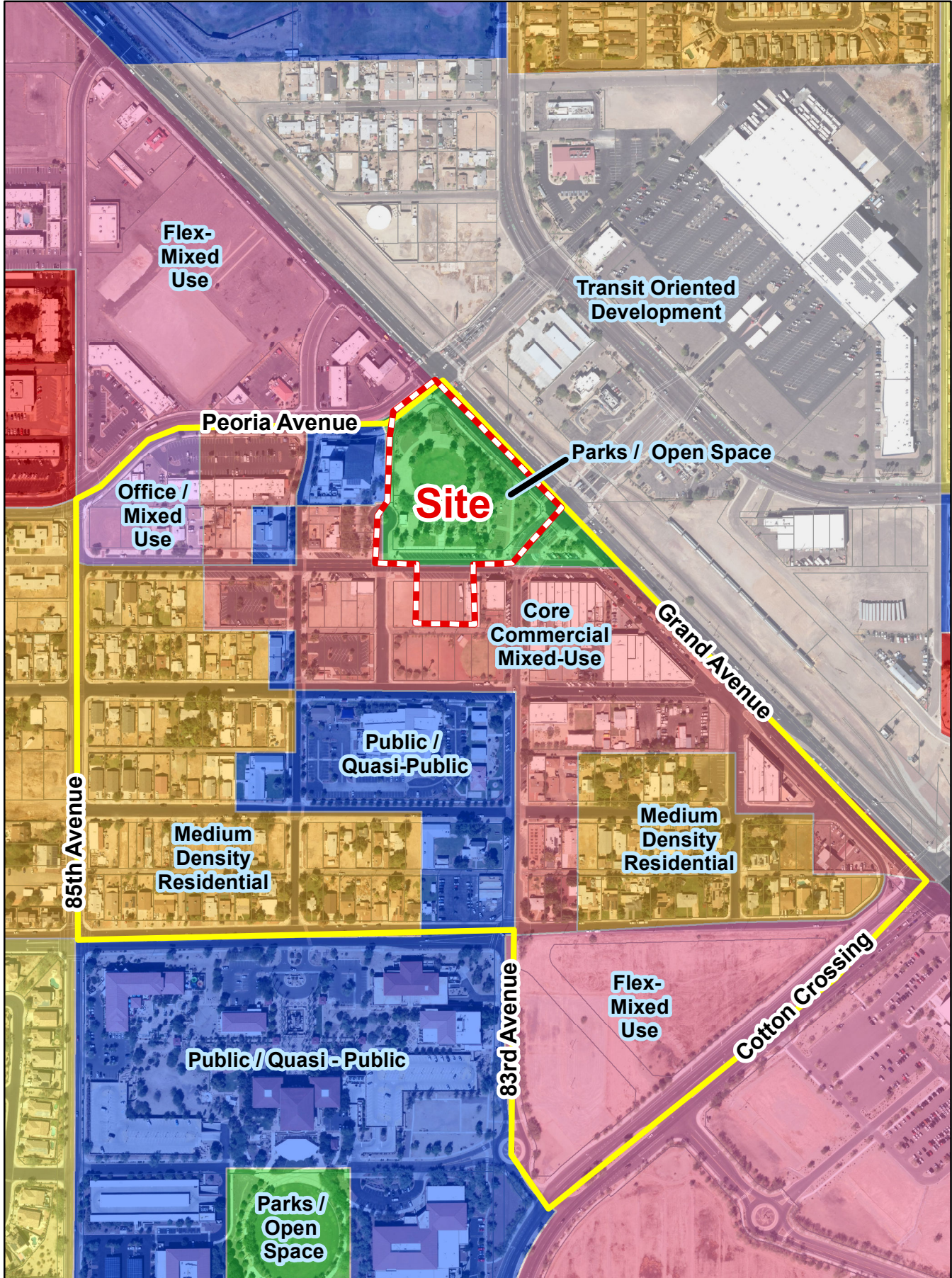


Exhibit 2 | Old Town SAP Land Use Map

Z24-12 Downtown Rezoning

South of the intersection of Peoria Avenue and Grand

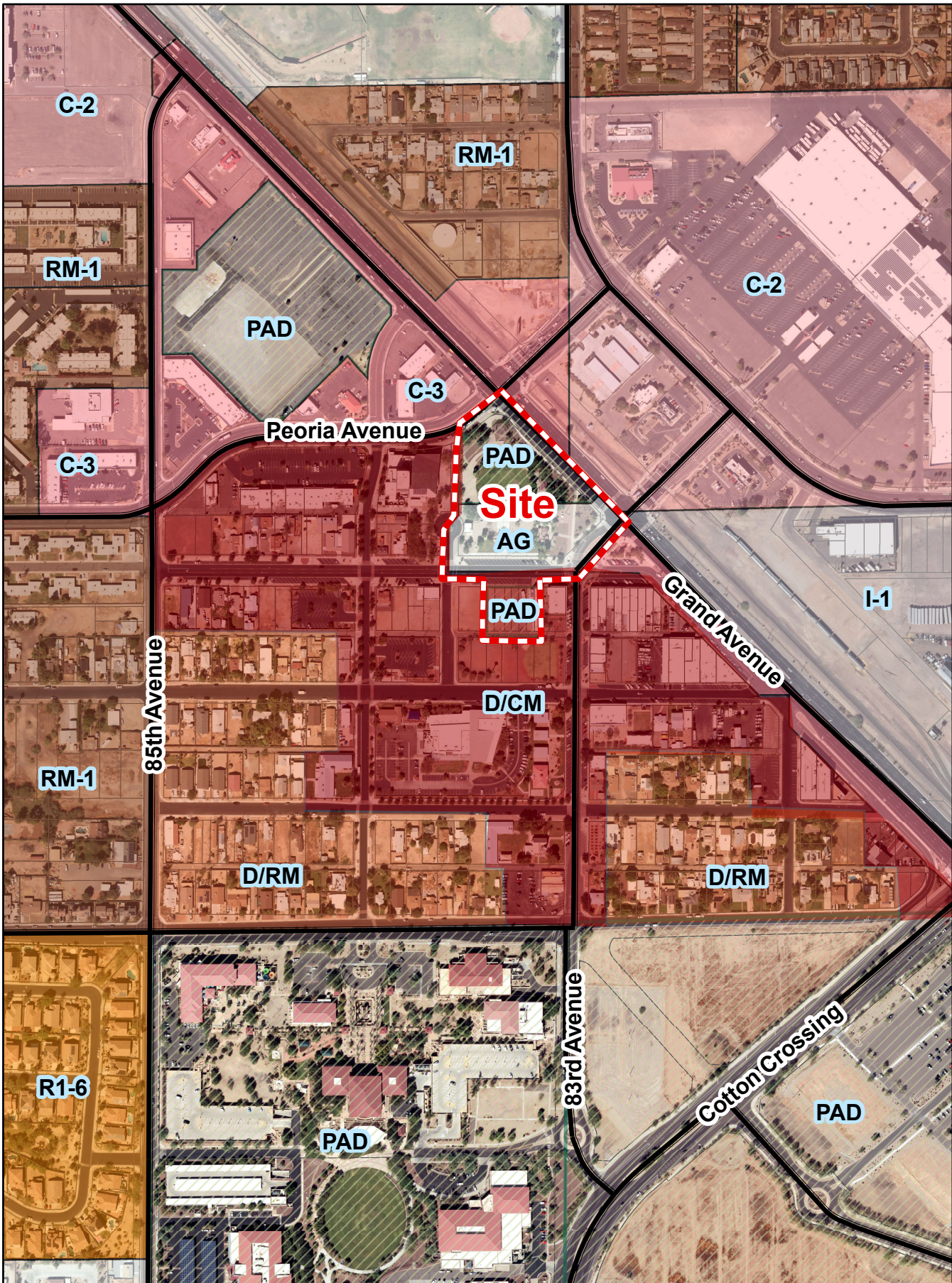


Exhibit 3 | Zoning Map

Z24-12 Downtown Rezoning

South and West of the Peoria Avenue and Grand



Exhibit 4 | Context Map

Citizen Participation Report

Downtown Peoria Rezoning

South of the Peoria Avenue and Grand Avenue Intersection

Case No. Z24-12

Applicant:

City of Peoria

Prepared By:

City of Peoria Planning Department

Senior Planner: Sarah Dircks

February 6, 2025

Background:

The City of Peoria Planning Department is processing a City of Peoria initiated request to rezone the Osuna Park (PAD) and the adjacent General Agricultural (AG) to the Downtown Commercial Mixed Use (D/CM) Zoning District. The rezoning will align all properties within the larger Downtown zoning districts and provide the associated D/CM Zoning District allowed uses and development standards. The subject report summarizes the Citizen Participation Process for the rezoning request (Rezoning Case Z24-12). The purpose of the Citizen Participation Process is to provide a forum for public involvement and resolution of concerns prior to the formal public hearing process.

Downtown Public Outreach:

Leading up to the rezoning request there have been several study sessions and public meetings discussing changes in Downtown Peoria. Over the twelve (12) months, the City of Peoria Planning Department presented ideas and recommendations to support on-going efforts to revitalize and create a vibrant, walkable, mixed-use area in Downtown Peoria. More specifically, downtown was brought up as a topic of discussion at the following seven (7) public meetings including presentations before several groups including the Planning and Zoning Commission, the Historic Preservation Commission, and City Council. At the Downtown Open House on November 7, 2024, a member of the public requested the next meeting be held downtown, in the Community Center so that more residents would attend

Neighborhood Meeting:

On February 5, 2025, at 6 p.m., the Planning Department held the neighborhood meeting at the William L. Patena Community Center (8335 W. Jefferson Street, Peoria, Arizona 85345). This meeting was held in adherence with Section 21-317.E.1 of the Zoning Ordinance. One (1) member of the public, one (1) interested city employee outside of the Planning Department, three (3) members of the Planning Department, and Councilwomen Crawford were in attendance (**Exhibit A**). The nearby property owner in attendance received the Neighborhood Meeting postcard (**Exhibit B**) mailed on January 13, 2024. The city employee in attendance heard about the meeting while at the Community Center, where neighborhood flyers were posted (**Exhibit C**).

The meeting was organized with a classroom setup. A formal PowerPoint presentation was provided with the opportunity for questions and answers. The presentation provided a general overview of what the City of Peoria has been doing downtown and summarized how the rezoning request contributes to downtown and would unify downtown.

Prior to beginning the presentation, the first question asked by the public was “What’s happening to Osuna Park?”. Staff explained, and reiterated during the presentation, Osuna Park will remain parks and open space. The proposed rezoning will however align the park and additional properties along Washington Street with Downtown Zoning. After the presentation interest was expressed related to new developments south of Washington Street and recent changes in the surrounding area. No concerns were identified, nor were any mitigation efforts requested after the presentation was provided.

At the time of writing this report, staff has not received any written opposition related to the rezoning request.

Sign in-Sheet

DOWNTOWN PEORIA REZONING (Z24-04)

NEIGHBORHOOD MEETING | FEBRUARY 5, 2025 AT 6PM

Name - Please Print	What Specific Reason(s) are you invested in Changes Downtown?	Join the eMail List	How did you hear about the meeting?
First Name: <u>Dean</u> Last Name: <u>Gibboney</u>	<input type="checkbox"/> Live Nearby <input type="checkbox"/> Friend/Family <input checked="" type="checkbox"/> Business Owner <input type="checkbox"/> Work Nearby <input type="checkbox"/> Other _____		<input type="checkbox"/> Email <input type="checkbox"/> Facebook <input type="checkbox"/> Friend/Family <input checked="" type="checkbox"/> Flyer <input type="checkbox"/> Twitter <input type="checkbox"/> Other <input type="checkbox"/> Webpage <input type="checkbox"/> Nextdoor _____
First Name: <u>Stephanie</u> Last Name: <u>Melring</u>	<input type="checkbox"/> Live Nearby <input type="checkbox"/> Friend/Family <input type="checkbox"/> Business Owner <input type="checkbox"/> Work Nearby <input type="checkbox"/> Other <u>City Staff</u>		<input type="checkbox"/> Email <input type="checkbox"/> Facebook <input type="checkbox"/> Friend/Family <input type="checkbox"/> Flyer <input type="checkbox"/> Twitter <input type="checkbox"/> Other <input type="checkbox"/> Webpage <input type="checkbox"/> Nextdoor _____
First Name: _____ Last Name: _____	<input type="checkbox"/> Live Nearby <input type="checkbox"/> Friend/Family <input type="checkbox"/> Business Owner <input type="checkbox"/> Work Nearby <input type="checkbox"/> Other _____		<input type="checkbox"/> Email <input type="checkbox"/> Facebook <input type="checkbox"/> Friend/Family <input type="checkbox"/> Flyer <input type="checkbox"/> Twitter <input type="checkbox"/> Other <input type="checkbox"/> Webpage <input type="checkbox"/> Nextdoor _____
First Name: _____ Last Name: _____	<input type="checkbox"/> Live Nearby <input type="checkbox"/> Friend/Family <input type="checkbox"/> Business Owner <input type="checkbox"/> Work Nearby <input type="checkbox"/> Other _____		<input type="checkbox"/> Email <input type="checkbox"/> Facebook <input type="checkbox"/> Friend/Family <input type="checkbox"/> Flyer <input type="checkbox"/> Twitter <input type="checkbox"/> Other <input type="checkbox"/> Webpage <input type="checkbox"/> Nextdoor _____
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First Name: _____ Last Name: _____	<input type="checkbox"/> Live Nearby <input type="checkbox"/> Friend/Family <input type="checkbox"/> Business Owner <input type="checkbox"/> Work Nearby <input type="checkbox"/> Other _____		<input type="checkbox"/> Email <input type="checkbox"/> Facebook <input type="checkbox"/> Friend/Family <input type="checkbox"/> Flyer <input type="checkbox"/> Twitter <input type="checkbox"/> Other <input type="checkbox"/> Webpage <input type="checkbox"/> Nextdoor _____

Neighborhood Meeting Notice

NEIGHBORHOOD MEETING NOTICE

Project Name and Case Number

Downtown Peoria Rezone

Rezoning Request: Z24-12

Location and Project Size

South of Grand Ave & Peoria Ave Intersection

Approximately 5 acre(s)

Questions / Learn More:

Applicant Representative:

City of Peoria Planning Department

Attn: Sarah Dircks

Application materials can be viewed in person at:

Development and Community
Services Building
9875 N. 85th Avenue
Peoria, AZ 85345
Planning Counter (1st Floor)

To Provide Input or Comment:

Please contact the following
staff member:

Sarah Dircks

623-773-7514

Sarah.Dircks@peoriaaz.gov

You are invited to attend a Neighborhood Meeting regarding Rezoning application (Z24-12)

We hope that you will join us!

Wednesday February 5, 2025 | 6:00 pm

William L. Patena Community Center

8335 W. Jefferson Street, Peoria, Arizona 85345

Twin Buttes B - Meeting Room

The City of Peoria is acting as the applicant in order to change the zoning designation for the subject site identified in **red** on the back of this postcard. The application is described in more detail below:

- **Rezoning Request (Z24-12).** A request to rezone the Osuna Park (PAD) and the adjacent General Agricultural (AG) to the Downtown Commercial Mixed Use (D/CM) Zoning District. The rezoning will align all properties within the larger Downtown zoning districts and provide the associated D/CM Zoning District allowed uses and development standards.
- The Downtown Commercial Mixed Use (D/CM) allows for parks and open space.
- Osuna Park will remain a City Park.

Note: Separate notices will be sent informing you of the neighborhood meeting and public hearings once they have been scheduled.

City of Peoria Planning Department | 9875 N. 85th Avenue Peoria, AZ 85345 | 623-773-7200 | www.peoriaaz.gov/planning

YOU ARE INVITED...

This notice is being sent to you because you own or represent property located within the required notification area for the following project:



Project Name and Location

Downtown Peoria Rezoning
South of Grand Ave & Peoria Ave Intersection

Case Type and Case Number

Rezoning Request: Z24-12

Turn over for more information ➡



Planning Department
9875 N 85th Avenue
Peoria Arizona 85345

Neighborhood Flyer



UPCOMING NEIGHBORHOOD MEETING

You are invited to attend a Neighborhood Meeting

Wednesday February 5, 2025
At 6:00 pm

William L. Patena
Community Center

8335 W. Jefferson Street,
Peoria, Arizona 85345
Twin Buttes B - Meeting Room

Project Information: Downtown Rezoning

Case: Z24-12

South of Grand Avenue and
Peoria Ave Intersection
Approximately 5 acres

Staff Contact:

Sarah Dircks
Senior Planner
623-773-7514

Sarah.Dircks@peoriaaz.gov

Application materials can be viewed in person at:

Development and Community
Services Building
9875 N. 85th Avenue
Peoria, AZ 85345
(Planning Counter 1st Floor)



We hope that you will join us...

Come learn about the new restaurants coming soon to the downtown area, along with the City's efforts to unify the zoning designation for the site identified above, so that it matches up with the rest of downtown.

The proposed change does not impact or eliminate Osuna Park – it will remain a City Park. Instead, the new zoning district would give the city additional ability to enhance and activate the park and the surrounding area in the future.

Downtown



Grand Avenue



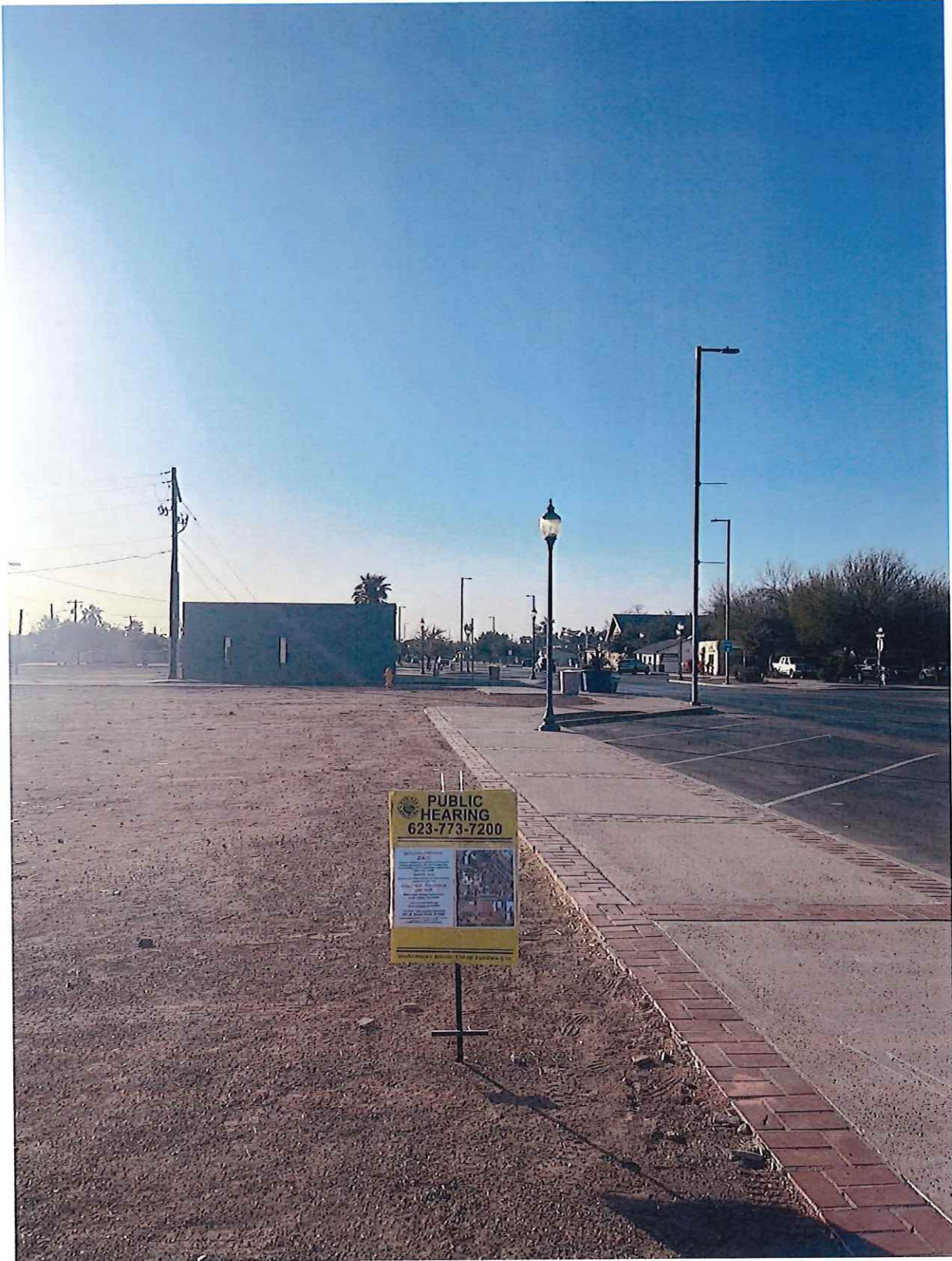
Grand Avenue



Peoria Avenue



Peoria Avenue



Washington Street



Washington Street