



PLANNING & ZONING COMMISSION

STAFF REPORT

Meeting Date: 11/06/2025

Agenda Item(s): 3R & 4R

TO: Planning and Zoning Commission
THROUGH: Chris M. Jacques, AICP, Planning Director
FROM: Sarah Dircks, AICP, Senior Planner
SUBJECT: Resort Residence at Cibola Vista
General Plan Amendment (GPA24-06) and Major PAD Amendment (Z00-10A.6)
East of the SEC Lake Pleasant Parkway and Pinnacle Vista Drive

PROPOSAL

The applicant is requesting a Minor General Plan Amendment and Major PAD Amendment (Rezone) to facilitate the development of a 302-unit multi-family residential development.

APPLICATION INFORMATION

Case Numbers GPA24-06 and Z00-10A.6

Applicant Withey Morris Baugh PLC on behalf of Cibola Vista Resort & Spa LLC

Request(s)

- 1) **Minor General Plan Amendment (Case GPA24-06):** Request to amend the General Plan Land Use designation from Traditional Residential (2-5 dwelling units per acre) to Urban Residential (12+ dwelling units per acre) on approximately 17 acres.
- 2) **Major PAD Amendment (Case Z00-10A.6):** Request to modify the zoning within the Cibola Vista Planned Area Development (PAD) from Resort Commercial to Multi-Family Residential on approximately 17 acres.

BACKGROUND AND CONTEXT

SUBJECT SITE:

Cibola Vista is a 242.8-acre master-planned community located in north Peoria. Anchored by the *Cibola Vista Resort & Spa*, the community is predominantly built out and includes a mix of existing uses, including resort and specialty commercial, along with low and medium density residential areas. The Cibola Vista community is generally located north and east of the intersections of Lake Pleasant Parkway, Jomax Road, and Pinnacle Vista Drive, respectively, as depicted in **Exhibit 2 Vicinity Map**.

The subject site consists of a vacant, triangularly shaped area of approximately seventeen (17) acres in size, located within the Cibola Vista master-planned community. The site is generally located east of the southeast corner of Lake Pleasant Parkway and Pinnacle Vista Drive as depicted in **Exhibit 3 Context Map**. More specifically, the western boundary of the property extends approximately 110 linear feet from Pinnacle Vista Drive, along the 95th Avenue alignment. The south and eastern property line abuts a 75-foot-wide wash corridor which bifurcates the Cibola Vista Community, but more specifically creates a natural barrier between the proposed development and existing residential homes to the south and east. The northern edge of the property extends along the curve approximately 730 linear feet on Pinnacle Vista Drive.

CONTEXT:

The site is approximately 160 feet east of the signalized intersection of Lake Pleasant Parkway and Pinnacle Vista Drive. Immediately north of the site is Pinnacle Vista Drive, a collector roadway, followed by the Cibola Vista Resort and Spa. To the east is the Cibola Vista Horse Corral, followed by a natural wash with open space and trail corridor that serves the Cibola Vista community. As noted above, the existing wash bifurcates the Cibola Vista Community, creating a natural barrier between the proposed development and existing residential. Beyond the wash is the existing residential portion of the community.

From a larger contextual perspective, a mixture of residential and non-residential uses surrounds the community. By way of example, the Cibola Vista Community is located one mile north of the “Four Corners” regional commercial area at the intersection of Happy Valley Road and Lake Pleasant Parkway (**Exhibit 2 Vicinity Map**). Looking north of the “Four Corners” area, there is a combination of existing and future commercial services situated at three of the four corners of the Jomax Road intersection. To the north of Cibola Vista is the City of Peoria Paloma Community Park and the emerging Peoria Innovation Core (PIC). Proximate to Cibola Vista are the residential communities of Tierra Del Rio, Pleasant Valley Estates, WestWing Mountain and Querencia.

ENTITLEMENT HISTORY:

Prior to evaluating any development proposal, a thorough review of the relevant entitlement cases is conducted. Pertinent facts are noted below:

- On November 14, 1989, an area encompassing Cibola Vista was annexed into the City of Peoria (Ordinance No. 89-34). The area was assigned General Agriculture (AG) zoning upon annexation.
- On May 1, 2001, the Peoria City Council adopted *Ordinance No. 01-14* establishing the Planned Area Development (PAD) entitlement for the 242-acre master-planned community. (**Exhibit 5 Zoning Map**) The entitlement or (PAD zoning) outlined the allowable land uses, densities, and development standards for the buildout of the community. The PAD comprised several parcels and was approved as a mixed-use master planned community with low and medium density residential, resort, and specialty commercial uses.
 - At its inception, the underlying General Plan land use designation for the entire Cibola Vista community was *Resort Development (RD)*, which allowed a residential density up to 3.5 dwelling units per acre, subject to provisions.
 - The subject site was identified as Parcel 9, which had sub zoning within the PAD of RM-1. Within the Peoria Zoning Ordinance, the RM-1 district traditionally is utilized for multi-family residential; however, the housing permutation suggested within the Cibola Vista PAD referenced a lesser intensity of Medium Density Residential with a yield of 105 cluster homes.
 - The PAD limited all commercial development to four (4) stories, or forty-eight (48) feet in height.
 - Medium Density Residential on Parcel 9 was limited to a maximum of two (2) stories in height.
 - Parcel 1A and 1B (single-family lots) directly south and east of the subject site were limited to a maximum of one-story in height.

- Minor Amendment #1: This PAD amendment was approved in December 2003 and split the subject site into two parcels, 9a and 9b. The underlying RM-1 (Medium Density Residential) was removed from Parcel 9a and replaced with C-2 Resort Use to allow resort amenities along the frontage of Pinnacle Vista Drive. Parcel 9b remained RM-1. **(Exhibit 6)**
- Major Amendment #2: As part of the Council adopted amendment in March 2005, the RM-1 sub zoning was removed on Parcel 9b and replaced with C-2 Resort Use (Ordinance No. 05-57).
 - With the allowance to expand the resort timeshares onto the subject site, no formal restriction on the number of timeshare units was codified in the PAD. In essence, because timeshare units are short-term, they were deemed analogous to lodging. As a result, timeshares were not counted as residential units and the medium density residential height restriction was removed from Parcel 9. The maximum height for the timeshares referenced the commercial standards, which is four (4) stories, or forty-eight (48) feet in height.
- The allowance for maximum 4-story commercial uses established in 2005 has remained in place for the past 20 years; however, the subject area has remained vacant. **(Exhibit 6)**

SUMMARY OF THE CURRENT ZONING ENTITLEMENT (SUBJECT SITE):

- The site is within Parcel 9a and a portion of Parcel 9b within the Cibola Vista PAD.
- The site has sub zoning within the PAD of Resort Commercial C-2
 - Allows principal/conditionally permitted uses as identified within the City’s Intermediate Commercial (C-2) zoning district. This is the most common commercial zoning district in the City and is typified by one-mile arterial intersections (e.g. retail, car wash, gas stations, restaurants, grocery etc.).
 - The sub zoning also includes resort and destination recreation uses, including accessory uses such as equestrian facilities.
- The maximum building height is 48 feet (4-stories)
- The minimum building setbacks from the property line are: 30 feet from Pinnacle Vista, 30 feet from 95th alignment and 20 feet from the wash.
- There is no cap on the number of timeshare or resort keys on the site.

APPLICANT’S PROPOSAL

The applicant seeks to develop a 302-unit multi-family development on the subject 17-acre site as shown in **Exhibit 11**. The units would be contained within 2-, 3- and 4-story buildings with the 2-story buildings along the eastern edge across from the single-family neighborhoods and the 3- and 4-story buildings pushed to the northwest portion of the site adjacent to the future business park to the west.

As originally conceived, the proposal was for 265 units on 12.43 acres; however, after a series of neighborhood meetings, the proposal was refined to remove future development uncertainty in the “expansion area”, spread the units out to achieve a lower density and stair-step the building heights to address resident concerns. A conceptual site plan layout and conceptual elevations have been provided

to illustrate how the applicant believes the proposal addresses the concerns identified by members of the public. (**Exhibit 8 Citizen Participation Report and Exhibit 11 Conceptual Site Plan**)

Key design revisions noted include:

- Precludes development of buildings within the southern portion of the site.
- Provides over 500 feet of separation from the residential to the south to the nearest building.
- Limits buildings within the expansion area to two stories to include villas; and,
- Reallocates density to the northwest portion of the site; and
- Density adjustment from 265 units (21.5 du/ac on 12.43 ac) to 302 (17.7 du/ac on 17.07 ac)

STAFF ANALYSIS

As with any request to amend the entitlement for a property, whether it be the General Plan Land Use designation or zoning, staff evaluates the appropriateness of the request by taking in a number of facets such as the physical features of the site, availability of infrastructure, the housing needs of the city, and the character of the area. These measures are evaluated for compatibility with the goals and policies within the General Plan, and City Council priorities which function as a proxy for the will of the citizens.

GENERAL PLAN AMENDMENT:

The Peoria General Plan is a long-range document that provides a vision and policies for the growth and development of the city. Should an amendment to a land use classification be proposed, such as in this case, it is incumbent on the applicant to demonstrate and justify why the changes result in the highest and best land use for the site.

Historical Perspective:

Prior to 2004, the property has the designated land use category of *Resort Development*, which denotes areas where “the exceptional scenic and environmental quality may provide a site for a destination hotel, casitas or timeshare residential housing, golf/tennis, recreational and/or shopping opportunities, and/or hiking/equestrian trails...” As noted above, this category allowed a residential density up to 3.5 dwelling units per acre, subject to meeting key provisions.

In 2004, a major amendment to the Peoria General Plan was approved by Council. As part of those adopted revisions, the *Resort Development* classification was removed from the list of recognized land use categories. From a broader perspective, the purpose behind removing *Resort Development* as a land-use classification was a result of the shared general opinion that *Resort Development* was too prescriptive and did not allow for fluctuations in the market needs. Consequently, the elimination of the land category prompted areas previously designated *Resort Development* being reclassified into another broader range of land use classifications. Specifically in the case of the Cibola Vista, portions of the property were designed as *Neighborhood Commercial*, *Medium-High Residential*, and *Low-Density Residential* land use classification.

For the subject area, the land use classification was reassigned to *Low-Density Residential*. This designation was largely reflective of the larger Cibola Vista residential development falling between 2-5

dwelling units per acre, in alignment with the *Low-Density Residential* land use classification. More specifically, 2.3 dwelling units per acre (including multi-family and single-family residential units) were proposed across approximately 241 acres.

Given the extended history of the site, it is also important to note that previous provisions within the Peoria General Plan allowed for some commercial use on limited acreage without the need to amend the land use classification for the property. Because of the limited acreage of the change, no general plan amendment was necessary when the 2005 Major PAD amendment was approved converting the property from RM-1 multi-family to commercial / resort on the subject site.

With the comprehensive update to the General Plan in 2019, the *Low Density Residential* classification was translated to the equivalent *Traditional Residential* land use designation, which remains the current land use designation at this time. **(Exhibit 4 General Plan Land Use)** While this classification is appropriate for the larger Cibola Vista project, the existing designation does not accurately reflect the existing approved zoning, which allows for multi-story resort timeshare buildings without a maximum density.

Contextual Findings:

The undeveloped land located between Lake Pleasant Parkway and the subject site maintains an Urban Residential (12+ dwelling units per acre) land use designation, along with Office / Local Commercial land use designation. After the comprehensive General Plan update was approved by voters in 2020, the priority of City Council along the Lake Pleasant corridor has been to maximize commercial, retail and employment opportunities where appropriate. However, in evaluating the specifics of this site, it is noted as irregularly shaped due to the wash along the southeastern boundary and the existing curvilinear nature of Pinnacle Vista Drive. Additionally, it is situated away from the Lake Pleasant Parkway and Pinnacle Vista Drive intersection, thus the site has limited visibility from Lake Pleasant to support a non-residential disposition. For a land use classification change to be deemed appropriate for this location, it should be able to work within the physical constraints of the site and provide a balanced transition between existing and potential uses within the area.

The Proposal:

The applicant is proposing *Urban Residential* (12+ dwelling units per acre) land use designation, which is similar to and found on existing properties within the area. As noted in the Peoria General Plan, the Urban Residential classification is “intended to provide for multi-story apartments, condominiums, and townhouses which are close to employment and service areas.” This category is traditionally located along transportation corridors and serves to buffer suburban residential areas from non-residential areas or mixed-use areas.

Going further, the conceptual layout and elevations provide an appropriate blend of two, three and four story buildings that provide for a better contextual transition compared to the existing four-story buildings allowed today. In particular, the architectural style and scale of the proposed buildings are in keeping with the resort area and the larger Cibola Vista community. From a density perspective, the site itself has no maximum density, while the larger Cibola Vista community was approved with a maximum 3.5 dwelling units per acre. At 17.7 du/ac, the proposed density exceeds previously contemplated multi-family

residential units envisioned at 6.0 du/ac at its original conception. However, the resulting overall density for Cibola Vista would then be 3.3 du/ac, which remains in compliance with the overall density allowance.

Within the applicant's project narrative, they have identified where the proposal is consistent with the General Plan goals and policies, in particular regarding housing (**Exhibit 7**). The applicant states they are seeking to "meet the housing demand with highly amenitized luxury apartments" given the site's proximity to existing commercial, retail and employment areas within surrounding area. Staff agree there are number of goals and policies aimed at promoting a diversity of housing types to meet the needs of residents of all income levels, ages, and lifestyles within the Peoria General. In specifically looking at the proposal, staff find sufficient justification within several of these goals and policies. With that said, there is one critical distinction with the staff analysis. While diversification of housing product can be considered, it is important to note that the General Plan does not and cannot distinguish between "for-sale" versus "for-rent" product. As such, the status of home ownership cannot be used in determining the merits of the application. Setting aside this factor, staff believes the proposed land use coupled with the conceptual layout and differing heights provides a more context appropriate transition for the area. As such, staff find that the requested land use in compliance with the goals and policies of the General Plan.

ZONING AND DEVELOPMENT STANDARDS

As noted within the entitlement history, the site was initially intended for lesser-intense multi-family when the Cibola Vista PCD was established. In 2005, the Cibola Vista Resort and Spa sought to expand their resort uses to allow for a timeshare product on Parcel 9. At the time, the argument was made that development standards for a resort commercial use such as a timeshare was analogous to the typical development standards for multi-family residential. Since the 2005 rezoning of Parcel 9a from multi-family to resort commercial, the site has remained vacant.

Given recent changes in market demand, the property owner is seeking to revert the zoning to allow multi-story multi-family and forfeit their 20-year-old goal of expanding the resort use to construct timeshares on the property. As previously noted in 2005, when the sub zoning classification was modified to resort uses, the site no longer had a unit count restriction and the maximum building height was four stories, or 48 feet in height.

In staff's analysis of the proposed land use and development standard appropriateness, the Zoning Ordinance review and decision criteria is similar to the General Plan criteria in that ownership status, and the specific housing product type cannot factor into the determination. As such, it is the application of the proposed regulations and their impact on the surrounding area that have the most weight. In this regard, when comparing the existing *Commercial / Resort C-2* sub zoning on the property and the proposed new *Multi-Family Residential* sub zoning development standards, both have the same maximum building height, lot coverage, and setback requirements (**Exhibit 10**). As such, there is no distinguishable difference in development standards. Yet, additional changes in application to building height and building placement have occurred since the project's inception that results in less direct impact to adjacent parcels compared to what have been allowed for over twenty years. These alterations are discussed more in-depth below.

CONCEPTUAL LAYOUT AND ARCHITECTURAL CHARACTER

As originally conceived, the proposal was for 265 units on 12.43 acres; however, after a series of neighborhood meetings, the design has evolved over time to provide a lower density across a larger area and stair-step in building heights to address resident concerns. As proposed now, the conceptual site plan identifies 302 units, with a mix of two-, three- and four-story buildings. (**Exhibit 11 Conceptual Site Plan**)

Summary of design modifications address neighborhood concerns related to proximity to existing residential and visual impact of the development:

- The layout continues to respect the natural wash corridor and includes a 25 ft wildlife corridor along the west bank of the wash, outside of the erosion area.
- Provides over 500 feet of separation from residences to the south to the nearest project building; Between 200 – 360 feet of separation from the nearest project buildings to residences to the east.
- Limits buildings within the “expansion” area to two stories to include villas; and,
- Reallocates density to the northwest portion of the site.

The community is proposed to be gated, with approximately 1.6 acres of active open space located in nodes throughout the project. No such open space requirement or amenity package is required should the project develop as time share units. Additionally, the proposed development standards require 25% of the site to have landscaping, whereas the existing commercial resort sub zoning district only required 20%. Lastly, the architectural style, and color and material palette is in keeping with the existing Cibola Vista style. Given the design modifications, the proposal is expected to have less direct impact than what is currently allowed on the site. As a result, staff find the proposed height, character and development standards to be compatible with existing standards and surrounding area.

INFRASTRUCTURE

Traffic:

The subject site has street frontage along Pinnacle Vista Drive. As a result of the proposed number of units within the development, secondary access is required to be provided. The applicant is currently establishing a private agreement to construct a secondary public and fire access through the properties to the west to connect to Lake Pleasant Parkway. Additionally, a secondary access on Pinnacle Vista Drive can be added to the project to further improve ingress/egress for the project. As proposed, the associated site improvements would meet the City of Peoria Traffic Impact Analysis (TIA) and Access Management Guidelines. Any modification to access will be reviewed in accordance with city standards through a Site Plan application.

Water/Sewer:

Water and sewer facilities exist adjacent to the site and are sized appropriately with available capacity to serve the property as a multi-family use.

SCHOOL DISTRICT INFORMATION

This property is within the Deer Valley Unified District (DVUSD) boundary. Students residing within Cibola Vista would attend West Wing Elementary School and Mountain Ridge High School respectively. DVUSD was provided with the opportunity to participate in the review of this case. No comments have been received to date.

COMMUNITY INVOLVEMENT

Public Noticing:

The application was properly noticed pursuant to the Peoria Zoning Ordinance, which includes notification to all property owners within 600 feet of the site and registered HOAs within one (1) mile, posting of a sign on the site, and placing an ad in the Peoria Times prior to the Public Hearing.

Neighborhood Meeting:

A General Plan amendment and Major PCD amendment submitted to the city is required to have a minimum of one (1) applicant hosted neighborhood meeting. The applicant opted to host a total of three (3) neighborhood meetings inviting all property owners within 600 feet of the site and registered HOAs within one (1) mile over the span of seven (7) months. Each meeting was held at Sunset Heights Elementary School as discussed more in depth within **Exhibit 8 Citizen Participation Report**. In addition to hosting the neighborhood meetings, the applicant team also conducted smaller meetings with interested neighbors and residential groups. Lastly, the applicant team hired a public outreach team to go around the surrounding neighborhood to discuss the project with residents.

As a result of various opportunities for residents to speak to or hear from the applicant team, attendance at the neighborhood declined from the initial outpour of residents to the number of residents who attended in April 2025. More specifically, in September 2024, the meeting was held in the school library and was attended by approximately eighty-two (82) members of the public, in addition to the applicant team, and city staff. The last two meetings were held in the school gymnasium. By the time the last meeting was held in April 2025, ten (10) members of the public attended the meeting.

The applicant hosted neighborhood meetings aimed to provide visuals of the project as well as answer questions neighbors have related to the project. Topics of concern included income level of future residents, increased student generation, impact on crime, noise, and impact to water supply. Additionally, residents also identified concerns with the proposed layout related to the four (4) story heights in apartment buildings and the location of residents' balcony in proximity to existing residential home back yards. Additionally, residents also brought up concerns related to price of rent, loss of property values, and oversaturation of multi-family residential homes coming to north Peoria. The specific questions and applicant responses are identified in more depth within the Citizen Participation Report (**Exhibit 8**). At the conclusion of the meeting, the applicant team agreed to further discussion with neighbors.

After 7 months of public engagement, the applicant team reduced building heights of apartment buildings adjacent to residents from 4-story apartment buildings to a 3-story or 2-story multi-family building, with one 4-story building located along the commercial property line along Pinnacle Vista Drive. The developer also added 4 additional acres, to decrease the density proposed from 17 dwelling units per acre to 12.4 dwelling units per acre and remove uncertain regarding the future development of this area. The proposed site plan layout would provide approximately 200 feet of separation between the closest apartment building and neighboring house as identified in **Exhibit 12**.

It is important to note that except for concerns related to building height, layout and design, the majority of the topics identified in public comments cannot be considered in the recommendation as they are personal perceptions rather than objective or adopted city criteria, or they are matters not within the city's legal purview to consider.

Support / Opposition:

At the time of this writing, ninety-two (92) members of the public reached out to the Staff with letter of written opposition, two (2) reached out with letters of support, and one (1) reached out with a letter of inquiry as shown in. In response to door-to-door outreach, the applicant provided one-hundred and fifty-two (152) letters of support from neighbors as identified in **Exhibit 9**.

A petition was submitted to the city and contained approximately 1,213 signatures in opposition to the request. This petition was housed on an online platform with unrestricted access for signature. While 69% of the signatures self-identified as individuals located within zip codes 85383, 85345, and 85308, this information cannot be validated.

KEY FINDINGS

1. The proposed General Plan Land Use change from Traditional Residential (2-5 du/ac) to Urban Residential (12+ du/ac) restores a residential disposition to the site as first envisioned, while providing for a designation that is in closer alignment with the current entitlement, providing for an appropriate transition between lower-density residential areas east of the wash and the Cibola Vista Resort and intensity along Lake Pleasant Parkway; and
2. The proposed land use and zoning changes advance Smart Growth and Sustainable Development goals and policies in the Peoria General Plan through diversification of the City's housing stock and lifestyle options, and bringing housing options closer to employment growth areas; and
3. The PAD development standards executed in concert with the *Conditions of Approval* provide for a context-sensitive design solution that results in a lesser intensity from the current entitlement; and
4. Since the zoning designation change in 2005 to Resort Commercial C-2, the site has remained vacant and has not instigated new or further buildout of the timeshare footprint. The project will introduce a reduction to the current entitlement, while proving the opportunity to augment the long-term sustainability of the resort; and
5. The applicant has furnished a signed and notarized Proposition 207 waiver.

RECOMMENDATION

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

- Recommend **APPROVAL** of Minor General Plan Amendment Case **GPA24-06** to the City Council.
- Recommend **APPROVAL** of Zoning Case **Z00-10A.6** to the City Council, subject to attached **Exhibit 1** Conditions of Approval.

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