



# PLANNING & ZONING COMMISSION STAFF REPORT

Meeting Date: 12/11/2025

Agenda Item(s): 3R

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**TO:** Planning and Zoning Commission  
**THROUGH:** Chris M. Jacques, AICP, Planning Director  
**FROM:** Sarah Dircks, AICP, Senior Planner  
**SUBJECT:** Lone Mountain & 135<sup>th</sup> Avenue: Rezoning (Z25-04)  
s/o Lone Mountain Road and 135<sup>th</sup> Avenue

## ***PROPOSAL***

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The applicant is requesting a Rezone to facilitate the development of a 655 single-family residential development.

## ***APPLICATION INFORMATION***

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**Case Numbers** Z25-04  
**Applicant** Tiffany & Bosco P.A. on behalf of Shea Homes  
**Request** **Rezoning (Case Z25-04):** Request to rezone approximately 280-acres from Suburban Ranch 43 (SR-43) to Planned Area Development (PAD).

## ***BACKGROUND AND CONTEXT***

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### **SUBJECT SITE:**

The subject site is approximately 280 acres of undeveloped land that was recently auctioned off by the Arizona State Land Department (ASLD). The site is an irregularly shaped parcel that contains an isolated hillside area at the northeastern end of the site, and wash corridors that traverse the property from northwest to southeast. The site is located south of Lone Mountain Road and the 135th Avenue alignment, as depicted in **Exhibit 2 Vicinity Map**.

### **CONTEXT:**

The subject site abuts both vacant land as well as existing single-family residential communities. The Vistancia master planned community borders the subject development along the north and eastern edges. Trilogy West, Haciendas at White Peak, Haciendas 5, and the Cowley subdivisions are located south and east of the subject site. Further to the west is a vast area of undeveloped State Trust land (**Exhibit 2 Vicinity Map**). From a regional perspective, the site is bounded by Lone Mountain Road to the north, a designated arterial. Along the southern boundary of the site is the Dixileta Drive alignment, also a designated arterial roadway. Both roadways will eventually provide connectivity to State Trust Land to the west and the City of Surprise. Through the center of the site is the 135<sup>th</sup> Avenue alignment, a designated arterial roadway. This segment will provide access between Lone Mountain Road and Ridgeline Road.

Existing developments abutting the subject site are built with a gross density ranging between 1.6 to 4.3 dwelling units per acre (du/ac). The proposed gross density of the subject site is approximately 2.3 du/ac with most portions of the site identifying a density that is lower than the abutting residential subdivisions (**Exhibit 11**). Compatibility with the existing adjacent developments is discussed in further detail within the analysis section of this report.

**STATE LAND BACKGROUND:**

The Arizona State Land Department (ASLD) manages approximately 9.2 million acres of State Trust Land (or “State Land”) statewide. Since statehood, its mission has been to manage the assets of a multi-generational perpetual trust in alignment with the interests of the underlying thirteen (13) public beneficiaries. Trust land is not “public land”, yet it is often erroneously associated with public lands reserved for recreation and open space, such as national parks or forests.

The Arizona State Land Department (ASLD) was established to manage the Arizona State Trust lands granted to Arizona by the Federal government at the time of statehood. As such, ASLD manages the land and resources on approximately 9.2 million acres across the state, of which approximately 55 square miles of land is within Peoria’s municipal planning area. Trust lands must be managed to generate revenue for its 13 beneficiaries, with Arizona’s K-12 schools (“common schools”) as the largest beneficiary. ASLD serves as the fiduciary for the Trust and is required under the Arizona Constitution to receive maximum value for the sale or lease of Trust lands for the benefit of the Trust. With the constitutional mandate in mind, ASLD seeks to auction sites when they believe the land has reached its maximum value.

***APPLICANT’S PROPOSAL***

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The applicant seeks to develop up to 655 single-family residential lots on an approximately 280-acre property by rezoning the property from the existing Suburban Ranch 43 (SR-43) zoning district to a Planned Area Development. The proposed development contemplates a mix of lot sizes that allows for variation throughout the development. More specifically, lot sizes have been designed to increase as they approach the southwest corner of the site, adjacent to the Haciendas at White Peak community. Additionally, the proposed development seeks to preserve sensitive natural features on the site, such as hillsides and washes, enhance pedestrian connectivity within and around the surrounding area, all while providing context sensitive transitions to adjacent existing development.

***STAFF ANALYSIS***

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As with any request to amend the entitlement for a property, the city evaluates the appropriateness of the request by evaluating a multitude of elements 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 conformance with the goals and policies within the General Plan, and City Council priorities which function as a proxy for the will of the citizens. As a starting position, the city reviews the entitlement history for the site. The following salient findings are noted below.

**ENTITLEMENT HISTORY:**

- On January 25, 1994, a larger area encompassing the site was annexed into the City of Peoria through Ordinance No. 94-03. Upon annexation, initial zoning of Suburban Ranch (SR-43) was applied to the site pursuant to State Statute. The site has remained undeveloped since annexation.
- The General Plan Land Use designation on the site has maintained a residential disposition since its incorporation into the City’s Planning Area and currently contains designations of Traditional Residential (2-5 du/ac) and Estate Density Residential (0-2 du/ac) along with Park Open Space

which covers the washes that traverse the property.

- On November 25, 2024, the Arizona State Land Department held a public auction for the site. The Shea Homes Limited Partnership (applicant) was the successful bidder.

#### **GENERAL PLAN BACKGROUND:**

The Peoria General Plan is a long-range document that provides a vision and policies for the growth and development of the city. The land use designation of the site was previously designated primarily *Estate Residential* (0-2 du/ac), with a small area of the site located south of Lone Mountain Road and south of the Vistancia G-1 Parcel with a *Low Density Residential* (2-5 du/ac) land use designation. As part of the 2019 comprehensive update to the General Plan the area was designated as Traditional Residential (2-5 du/ac) on the majority of the site. The balance of the site in the southwest corner, across the wash, contains a designation of Estate Residential (0-2 du/ac) as identified in **Exhibit 4 – General Plan Land Use Map**. The latter classifications remained in place with the November 2020 voter ratification of the General Plan.

The southernmost of the two washes serves as a natural divide, and as such a practical delineation for the lower density land use designation of Estate Residential. The proposed PAD provides for a range of lot sizes and seeks to provide densities and housing types that align with the existing General Plan Land Use Map as well as the adjacent existing developments. (**Exhibit 11 - Dwelling Unit Per Acre Map**)

#### **PLANNED AREA DEVELOPMENT (PAD):**

Given the existing terrain of the site, a conventional zoning district would limit design options on the site. Instead, the Planned Area Development (PAD) zoning district allows development to customize development standards to better react to natural features such as hillside areas and wash conditions, thus providing more meaningful open space areas for residents, while allowing lot sizes to mirror the surrounding neighborhood character. The ultimate layout of the site is subject to further review and refinement through a separate administrative Preliminary Plat (Case P25-09) which is currently under review by the city and dependent upon the outcome of this case.

#### **CONCEPTUAL LAYOUT:**

The conceptual layout identifies primary and secondary vehicular access into the subject site from Lone Mountain Road, 135<sup>th</sup> Avenue and Dixileta Drive (**Exhibit 8 – Conceptual Master Plan**). The easternmost vehicular connection to Lone Mountain is approximately midway between the 135<sup>th</sup> Avenue alignment and Vistancia Boulevard. The western access from the site on to Lone Mountain Road is the 135<sup>th</sup> Avenue alignment. The primary entry into the development is proposed from 135<sup>th</sup> Avenue off of Lone Mountain. This entryway is located along a natural wash feature and provides access to the entire subdivision.

#### **SUB-ZONES AND DEVELOPMENT STANDARDS**

Context is a central theme throughout the PAD. Key provisions identify protections for existing hillside and wash conditions that are present on the property. Additionally, the standards within the PAD require a range of lot sizes across the development that align with the land use designations present on the site,

as well as the adjacent existing development lot sizes and densities. More specifically, the PAD calls for 3 sub-zones that would designate a range of lot size minimums ranging from 5,000 to 9,000 square feet. In several instances these sub-zones require lot size minimums and lot widths that are greater than the adjacent existing developments:

<b>Lone Mountain and 135<sup>th</sup> Avenue PAD Development Standards</b>			
<b>Development Standard</b>	<b>Sub-Zoning District</b>		
	<b>LM-1</b>	<b>LM-2</b>	<b>LM-3</b>
<b>Minimum Lot Size (Square Feet)</b>	5,000	6,000	9,000
<b>Minimum Lot Width (Feet)</b>	45	45	50
<b>Maximum Building Height (Feet)</b>	30*	30	30*
<b>Rear Setback (Feet)</b>	15	15	15

\* 1-story and 25 height restriction on lots abutting Vistancia Parcel G-1 and Trilogy West Parcel C48

To provide context on how these proposed development standards relate to the surrounding residential communities, the table below provides applicable standards, such as lot dimensions and building height for the immediate adjacent parcels. More specifically, the minimum lot widths and lot area contemplated for the subject site are in alignment within the adjacent portions of Vistancia and Trilogy West as indicated below:

<b>Community Comparison</b>					
		<b>Min. Lot Size (Square Feet)</b>	<b>Min. Lot Width (Feet)</b>	<b>Max Height (Feet)</b>	<b>Year Established</b>
<b>Vistancia</b>	<b>VRD-4</b> (Parcel G-3)	3,400	40	30 / 2 Stories	2001
	<b>VRD-5</b> (Parcel A-1)	5,000	40		
	<b>VRD-6</b> (Parcel G-2, G-4, G-10)	6,000	45		
	<b>VRD-10</b> (Parcel G-1)	10,000	60		
<b>Trilogy West</b>		5,000	40	30 / 2 stories	2013
<b>Haciendas at White Peak</b>		6,000 8,000	53 65	30	2017

As shown above, the PAD entitlements in the surrounding area and the proposed development standards are aligned in order to provide a continuation of the established character for the area.

**OPEN SPACE & AMENITIES**

The proposed development standards require additional open space than what would traditionally be required in a Suburban Ranch 43 (SR-43) subdivision. This additional open space is as in response to several natural features on site that are intended to be preserved as a part of the development plan. These

features include two (2) washes that cross the site from northwest to southeast, as well as a hillside area at the north end of the site that is intended to remain in place. The smaller low flow wash runs along the future 135<sup>th</sup> Avenue alignment and is proposed to contain a soft surface trail along the edge of the west side of the wash as depicted within the Open Space and Parks Master Plan within the PAD (**Exhibit 7 – PAD Standards and Guidelines Report: Exhibit 4.1B**). These wash corridors and hillside areas will maintain significant open space areas and function as wildlife corridors through the development. The wash corridors will also serve as pedestrian pathways and connections throughout the development due to the required trails identified within the PAD.

The PAD calls for a minimum of 35% of the site to be open space, whereas city regulations require 15%. This results in over 90 acres of the site to be maintained as open space, with approximately 6.5 acres maintained as undisturbed hillside area. All open space areas will be maintained by the HOA but will remain publicly accessible. Within the open space areas, there is a requirement for three (3) private pocket parks.

#### **PERIMETER RELATED CONSIDERATIONS**

Within a single-family residential context, a landscape buffer would not be required between residential lots. In effort to address public comments from neighboring residents the PAD identifies a minimum landscape tract between existing residential developments and the proposed lots to provide for a context sensitive transition for those adjacent existing residents (**Exhibit 7 – PAD Standards and Guidelines Report: Exhibit 4.1B**). The PAD anticipates a 25-foot landscape area on the eastern property line of the subject site adjacent to Vistancia Parcel A-1 (**Exhibit 3 - Context Map**). The PAD also contemplates a 41-foot-wide landscape area between the subject site and the southern property line abutting Trilogy West. Trilogy West currently has an existing 24-foot-wide landscape tract on the Trilogy West subdivision. The combined resulting landscape area between lots would be approximately 65 feet. To the west, the PAD contemplates a 30-foot-wide landscape area adjacent to the existing 20-foot-wide landscape tract within Vistancia Parcel G-1 subdivision (**Exhibit 3 - Context Map** and **Exhibit 7 – PAD Standards and Guidelines Report: Exhibit 4.1B**). The combined resulting landscape area between the lots would be approximately 50 feet.

Based on on-going dialog with surrounding property owners, the developer has identified that provisions within the PAD that will limit lots adjacent to existing single family subdivisions in key areas to 25 feet and 1 story (**Exhibit 7 – PAD Standards and Guidelines Report: Table 3**). The provisions for these limitations will be limited to those areas immediately abutting Trilogy West Parcel C48, and Vistancia Parcel G1 (**Exhibit 3 - Context Map**).

#### **INFRASTRUCTURE**

##### *Traffic:*

The subject site has street frontage along Lone Mountain Road, 135<sup>th</sup> Avenue, and Dixileta Drive. Right-of-way improvements will be required to improve the conditions of these roadways in association with

the proposed development. Those improvements will include the requisite half street improvements for Lone Mountain and Dixileta, as well as the connection of 135<sup>th</sup> from Lone Mountain to Dixileta through the development. As proposed, the associated site improvements would meet the City of Peoria Traffic Impact Analysis (TIA) and Access Management Guidelines. City Traffic Division staff has reviewed the preliminary TIA report and accepted the findings identified. The proposal contemplates traffic signals at both Lone Mountain at Westland Road and Dixileta Road and 135<sup>th</sup> Avenue. As development plans progress revisions may be required to the TIA through the review of the Preliminary Plat application, with the ultimate approval of the TIA subject to final approval with the Civil Improvement Plans.

*Water/Sewer:*

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

***SCHOOL DISTRICT INFORMATION***

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This property is within the Peoria Unified School District (PUSD) boundary. PUSD was provided with the opportunity to participate in the review of this case. No comments have been received to date. The subject site is within the current boundaries for Lake Pleasant Elementary School and Liberty High School.

***COMMUNITY INVOLVEMENT***

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*Public Noticing:*

The application was properly noticed pursuant to Section 21-146 of the Peoria Zoning Ordinance, which includes notification to all property owners within 1,320 feet (1/4 mile) 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 minimum of one (1) applicant hosted neighborhood meeting is required in accordance with Zoning Ordinance requirements. The applicant hosted the official neighborhood meeting on June 4, 2025, at Vistancia Elementary School. The meeting was an open house format and enabled residents to view large print outs of the proposed development and speak directly with various team members.

The open house meeting attracted 93 attendees. During the meeting the applicant provided comment cards sollicitating public comment for their engagement team to respond to. As a result, the applicant team received 37 comment cards and 5 emails related to their neighborhood meeting.

As discussed more in depth within **Exhibit 9 – Citizen Participation Report** of this staff report, comments received by the public were reviewed and addressed where possible within the PAD standards, design plans, or proposed conditions of approval. In addition to hosting the required neighborhood meeting, the applicant team also conducted smaller meetings with interested neighbors and residential groups. Opposition to the loss of natural open space visible from existing residential lots was frequently identified. To aid in addressing this the development is providing over 90 acres of open space on site through a

combination of natural open space and activated open space within the subdivisions. Another request included reducing building height to 1-story, and to maintain separation between lots and existing homes. The developer has agreed to work with residents to limit some homes along the perimeter of the development to 1-story as detailed Table 3 of the proposed PAD Standards and Guidelines Report (**Exhibit 7**)

*Support / Opposition:*

At the time of this writing, twenty (20) members of the public reached out to City Staff with letters of written opposition, and nine (9) reached out with a letter of inquiry as shown in **Exhibit 10 – Public Correspondence**. The most frequent comment stemmed from existing residents losing their current view or access to the existing undisturbed land. To clarify misconceptions, background information has been provided to those inquiries regarding the Trust Land and ASLD’s mission. In those instances, staff identified the mandate of the State Land Department is to eventually sell or lease State Trust Land for future development, and that the land has never been intended to remain as natural open space areas. Additional inquiries received centered on providing contextual information regarding the existing surrounding development patterns and explanation on how the proposal aligns with that pattern.

***KEY FINDINGS***

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1. The proposed densities and development patterns align with the intent of the respective land use categories that are present on the site (Traditional Residential 2-5 du/ac, and Estate Residential 0-2 du/ac);
2. The open space provisions and preservation areas within the PAD provide for native area preservation in alignment with the City of Peoria General Plan Goals and Policies;
3. The PAD development standards executed in concert with the *Conditions of Approval* provide for a context-sensitive design solution mirroring adjacent entitlement; and
4. The applicant has furnished a signed and notarized Proposition 207 waiver.

***RECOMMENDATION***

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

- Recommend **APPROVAL** of Zoning Case **Z25-04** to the City Council, subject to attached **Exhibit 1** Conditions of Approval.

***STAFF CONTACT***

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