



# PLANNING & ZONING COMMISSION STAFF REPORT

Meeting Date: January 8, 2026

Agenda Item(s): 4R & 5R

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**TO:** Planning and Zoning Commission

**THROUGH:** Chris M. Jacques, AICP, Planning Director

**FROM:** Elias Valencia, Senior Planner

**SUBJECT:** Travesio  
Minor General Plan Amendment (GPA25-05) and Rezone (Z25-10)  
NWC of 95th Avenue & Happy Valley Road

## ***REQUEST***

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The applicant is requesting the approval of a Minor General Plan Amendment (4R) and Rezone (5R) to facilitate the development of a new 139-lot detached single-family residential subdivision on an approximately 56.1-acre site located at the northwest corner of 95th Avenue & Happy Valley Road.

## ***APPLICATION INFORMATION***

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**Case Numbers:** General Plan Amendment (GPA25-05) and Rezone (Z25-10)

**Applicant:** Adam Baugh of Withey Morris Baugh, PLC on behalf of K. Hovanian Great Western Homes

**Request:**

1. Amend the General Plan Land Use Map designation on a portion of the site (8.9 acres) from Mixed Use Neighborhood Village to Traditional Residential (2.0 – 5.0 dwelling units per acre).
2. Rezone the 56.1-acre site from Suburban Ranch (SR-43) to the Travesio Planned Area Development (PAD).

## ***BACKGROUND AND CONTEXT***

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### **SUBJECT SITE**

The subject site is located at the northwest corner of 95th Avenue and Happy Valley Road, as depicted in **Exhibit 2**. It is approximately 56.1 acres in size and is an irregularly shaped parcel. The site contains two major physical constraints that extend on to adjacent properties. The northern portion of the site is bisected by a 60-foot-wide gas line easement that precludes physical improvements across it other than roads and pathways. Additionally, the northern boundary of the site is encumbered by a major wash corridor that extends up to, and under Lake Pleasant Parkway.

More recently, the site was included within a larger 72-acre Arizona State Trust Land public auction. The balance of the auctioned land is located north and west of the wash near Lake Pleasant Parkway and is being processed separately from these requests.

### **CONTEXT**

The site is aptly characterized as an infill parcel providing transition from regional commercial uses within the “Four Corners” at Lake Pleasant Parkway/Happy Valley Road and outlying residential neighborhoods of varying densities. More locally, a major wash and 60-foot gas line corridor separate the site from vacant land to the northwest and the Querencia subdivision to the north. Querencia, which contains a mix of lots ranging in size between 9,000 – 12,000 square feet are located north of the site on an elevated parcel. Abutting the entire eastern boundary of the site is 95th Avenue, a collector roadway with a traffic signal at Happy Valley Road. East

of 95<sup>th</sup> Avenue is an pocket of large lot homes, many of which were first established in the late 1990's. Happy Valley Road, a limited access parkway (highest traffic volumes) bounds the site to the south, followed by the Tierra Del Sol subdivision. This portion of the Tierra Del Sol subdivision is comprised of single-family residential lots exceeding 6,000 square feet.

The subject site wraps the north and east sides of the existing Lake Pleasant Crossings commercial shopping center which is anchored by Fry's Marketplace and Lowes. North and west of the wash that bounds the northwest portion of the subject site is vacant and is the remaining portion of the larger auctioned site. This area is designated on the Peoria General Plan for mixed-use.

### **APPLICANT'S PROPOSAL**

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The applicant is proposing a gated, single-family residential community of up to 139 lots across 56.1 gross acres for a density of 2.48 units per acre. The lots would transition in size from the larger lots located along 95<sup>th</sup> Avenue with interior lots within and abutting the commercial uses to the west. The PAD provides 117 lots with a minimum lot size of 6,000 square feet, and 22 lots with a minimum lot size of 7,300 square feet. While the *minimum lot sizes* within the PAD are proposed to be 7,300 square feet along 95<sup>th</sup> and 6,000 square feet interior, respectively, the conceptual site plan illustrates a mix of four different lot sizes including 83'x125', 73'x125', 60'x120', and 60'x125'.

There are two (2) requests accompanying the proposed development. The first request (4R) is a Minor General Plan Amendment (GPA) (**Exhibit 3**) seeking to change the Land Use designation for approximately 8.9 acres from *Mixed Use Neighborhood Village* (12-20 dwelling units per acre) to *Traditional Residential* (2-5 dwelling units per acre). If approved, the entire 56.1-acre site would be designated Traditional Residential (2-5du/ac) on the General Plan.

The second request (5R) seeks to rezone (**Exhibit 4**) the overall 56.1-acre site from Suburban Ranch (SR-43) to a Planned Area Development (PAD) to facilitate the new development pursuant to the General Plan designation for the majority of the site.

If approved, the development plan would provide for five (5) central amenity areas throughout the community. In addition, open space tracts are proposed along the northeast corner of the development abutting Querencia and along the gas easement. The existing wash will be maintained in an open-space tract to accommodate a minimum of three connection stubs between the subject site and future development across the wash. As currently proposed the development standards for the site would require a minimum of 18.36 acres be maintained as open space, which will consist of 8.4 acres of natural open space (NOS) and the balance as activated open space. Overall, 18.36 acres or approximately 33% of the overall 56.1-acre site will be utilized as open space.

### **DEVELOPMENT INFORMATION:**

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<u>Existing Use:</u>	Vacant
<u>Proposed Use</u>	139-lot detached single-family residential subdivision
<u>Property Size:</u>	56.1 acres
<u>Existing General Plan Designations:</u>	Mixed Use Neighborhood Village (12 - 20 du/ac) on 8.9 acres and Traditional Residential (2-5 du/ac) on the

	balance of the site.
<u>Proposed General Plan Designation:</u>	Traditional Residential (2 – 5 dwelling units per acre)
<u>Existing Zoning:</u>	Suburban Ranch (SR-43)
<u>Proposed Zoning:</u>	Planned Area Development (PAD)
<u>Existing Minimum Lot Size:</u>	43,560 square feet (1-acre)
<u>Proposed Minimum Lot Size:</u>	Two (2) minimum lot sizes: Lots along 95 <sup>th</sup> Avenue: 7,300 square feet; and Interior Lots: 6,000 square feet
<u>Existing Building Height:</u>	30 feet (2-stories);
<u>Proposed Building Height:</u>	Lots along 95 <sup>th</sup> Avenue: 1-story and 25 feet Interior Lots: 2-stories or 30 feet
<u>Density Proposed:</u>	2.48 dwelling units per acre

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## ***STAFF ANALYSIS***

### **SITE HISTORY**

The site was annexed into the City in November of 1989 in accordance with Ordinance No. 82-34. On January 9, 1991, the City Council adopted Ordinance No. 91-01 (Case Z90-26) approving the rezoning of the subject site as well as the surrounding area (including the intersection of Lake Pleasant Parkway and Happy Valley Road) to Suburban Ranch (SR-43). As was the case with the subject site, the SR-43 Zoning District often functions as a holding district until such time as a parcel is ready or available for further entitlement and development.

The site is part of an overall portfolio of Arizona State Trust Lands exceeding 9.2 million acres statewide. Often, there are misconceptions that State Trust Lands are “open space.” Rather, the Arizona State Land Department (ASLD), as the fiduciary for the Trust, has the responsibility to manage the assets of the perpetual trust to the benefit of thirteen (13) underlying beneficiaries, the largest of which is Common Schools (K-12 education). ASLD leases and sells lands at public auction for the benefit of Trust. On February 19, 2025, the Arizona State Land Department conducted a public auction for the overall 72.7-acre site. The applicant was the successful bidder.

### **GENERAL PLAN LAND USE ANALYSIS**

The proposed land use change on the site is for 8.9 acres of the overall 56.1-acre site. The applicant is seeking to unify the development area located south and east of the wash and gas line easement. The existing gas line easement currently functions as the boundary for the two different Land Use designations that cover the overall 56.1-acre site. The area west of the gas line easement is currently designated Mixed-Use Neighborhood Village as it was previously part of the larger state land parcel that would have allowed for a transition at the gas line easement. Though the gas line functions as a practical barrier, the natural barrier of the wash presents greater development obstacles in carrying a development pattern across the wash. To provide for General Plan uniformity across the site, the proposed change would modify the 8.9 acres west of the gas line easement and south of the wash to Traditional Residential (2-5 dwelling units per acre).

As it stands currently, the Traditional Residential (2-5 du / ac) land use designation exists on most of the subject site. The proposed change would allow for Traditional Residential (2-5 du/ac) to continue up to a natural termination point. The proposed change facilitates an appropriate land use transition between the lower density Rural Residential (0-2 du/ac) east of 95<sup>th</sup> Avenue to the Mixed-Use Community District designation for the commercial shopping center along Lake Pleasant Parkway. Moreover, the proposal facilitates General Plan objectives for diversifying the housing stock, while providing for an appropriate land use transition to optimize compatibility. The proposal also facilitates the opportunity for housing to be located within proximity to goods and services.

### **GENERAL PLAN GOALS AND POLICIES**

As part of the General Plan analysis, Staff identified relevant General Plan goals and policies that are most pertinent to the proposal with staff analysis in *italics* based on the goal or policy:

#### **SMART GROWTH GOALS**

**1. Balanced Land Uses:** Promote a balanced mix of land uses that support a broad range of housing and lifestyle choices, business and employment opportunities and cultural and entertainment spaces.

*The proposed change unifies an “enclave area” separated by a wash/gas line easement within an overall development plan that advances the predominant General Plan designation on the site; and provides for an appropriate land use transition between an established community and commercial intensity along Lake Pleasant Parkway.*

**5. Complete Neighborhoods:** Offer a range of neighborhoods that offer distinctive, special places to live that are safe and well served by community amenities and gathering spaces.

*The proposed land use change allows for the natural termination of the Traditional Residential Land Use for a holistic and functional single-family neighborhood that will wrap the existing commercial complex while accommodating transition at the natural barrier of the wash for the next land use transition.*

#### **POLICIES**

##### **Balanced Land Uses**

Policy LUC-4: Encourage infill and redevelopment opportunities that place residential, work, and retail land uses in proximity to each other to maximize walking, bicycling and transit opportunities.

*The proposal will provide for the development of an infill parcel that is proximate to goods and services, thereby expanding a lifestyle option in the community. The development will provide for wider connectivity through pedestrian pathways, particularly along the wash that allows pedestrians to access the pedestrian underpass under Lake Pleasant Parkway*

##### **Complete Neighborhoods**

Policy CN-3: Protect the pattern and character of existing neighborhoods by requiring new infill developments to have complimentary building forms and site features.

*The proposed land use change will unify an area split by natural and physical determinates within the predominant General Plan land use designation. The context-sensitive design strategies within the conceptual development plan will provide an appropriate transition that respects the character of established communities in the area.*

It should be noted that the applicant's analysis of the General Plan's goals and policies for their proposed General Plan Amendment is incorporated as part of the application narrative (**Exhibit 5**).

#### **GENERAL PLAN AMENDMENT KEY FINDINGS**

1. The proposed amendment unifies an enclave area split by natural/physical determinates within the predominant General Plan land use designation on the site; and
2. At 2.48 units per acre, the gross density is in conformance with the Traditional Residential (2-5 du/ac) land use designation; and
3. The change provides for an appropriate infill development that will advance housing stock and lifestyle options within proximity to goods and services.

#### **REZONE ANALYSIS**

The rezone request seeks to implement the General Plan *Traditional Residential* designation, by utilizing the Peoria R1-6 zoning district as a base, with tailored development standards. To this end, the proposal would rezone the 56.1-acre site from Suburban Ranch (SR-43) to the Travesio PAD seeks to accommodate a 139-lot detached single-family residential subdivision at a density of approximately 2.48 units per acre. The proposed PAD seeks to provide a tailored response to the site's geographic constraints while addressing the contextual circumstances of the existing development patterns.

To accommodate the existing context of the area, the proposed development standards (**Exhibit 6**) identify varying lot size minimums. This specific development standard would serve as a transition away from the larger lot single family area east of 95<sup>th</sup> Avenue to the smaller centralized lots within the subject development. Lots along the eastern boundary of the development will have a minimum lot size of 7,300 square feet, while lots interior to the development would have a minimum lot size of 6,000 square feet. To provide for a connected development that features a surplus of open space, the applicant has also sought to modify the proposed maximum lot coverage from 45% to 55% so that larger common useable open spaces are a feature of the development rather than isolated within private open space.

#### **AMENITIES AND OPEN SPACE**

The PAD and development plan proposes approximately 18.36 acres of total open space, which computes to approximately 33% of the site. Of this, approximately 8.4 acres or 15% will be provided as natural open space (NOS). The natural open space provides for the preservation of the existing wash and buffer areas adjacent to the north and west property line. In addition to the active open space, the development standards provide for points of connectivity throughout the development that will extend trail stubs to future areas to provide for a pedestrian network from the subject site that can connect to the surrounding developments, including the existing commercial development (**Exhibit 8**).

The Development Plan includes five central amenity areas with a ramada, picnic table, bench seating, and turf. The existing wash on the north and west sides of the property will be maintained in its natural condition with the addition of trail connections to the adjacent developments as well as the Lake Pleasant Parkway pedestrian underpass.

#### **TRAFFIC**

Within the area, the existing signalized intersection of 95<sup>th</sup> Avenue and Happy Valley Road provide protected local access to the area. Because Happy Valley Road is classified as a limited access parkway, the subdivision will be accessed from two driveways along 95<sup>th</sup> Avenue. This would provide for controlled access to Happy Valley Road both for the subject development as well as the existing residential areas to the east. The access point on 95<sup>th</sup> Avenue that is closest to Happy Valley Road is located approximately 650 feet north of the intersection of 95<sup>th</sup> Avenue and Happy Valley. To prevent additional through traffic, 95<sup>th</sup> Avenue would not continue north of the frontage for the subject site and would terminate. The streets within the subdivision are currently proposed to be private, and vehicle access into the subdivision will be through a gated entry.

The Traffic Impact Analysis (TIA) submitted as a part of the development application indicates the proposed 139-lot development is expected to generate 101 trips in the morning peak hour and 135 trips in the afternoon / evening peak hour. This is just above the minimum threshold for even providing a TIA for development review. As a result of the proposed development, the developer will be required to provide half-street improvements along 95<sup>th</sup> Avenue and Happy Valley Road where applicable. These improvements include street widening, curb, gutter, sidewalk, traffic signal equipment, and 6-foot sidewalk. The development as proposed complies with City of Peoria improvement requirements, and Access Management Guidelines.

#### **WATER/SEWER**

Water and sewer facilities exist adjacent to the site and have available capacity to serve the property.

#### **PUBLIC SAFETY**

There are no inordinate impacts to public safety anticipated because of this infill development proposal.

#### **COMMUNITY INVOLVEMENT**

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##### **PUBLIC NOTICE**

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 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 at least 15 days prior to the Public Hearing.

##### **OUTREACH REQUIREMENTS**

The General Plan and Rezoning process requires that the applicant hold a neighborhood meeting. In accordance with Section 21-146 of the City Code, the applicant was required to notify all properties owners within a 1,320-foot radius of the site and all registered HOA's within one-mile. The neighborhood meeting was held on August 18, 2025, at 6:00pm at Sunset Heights Elementary School located at 9687 W Adam Ave in Peoria.

The first neighborhood meeting was attended by fifty (50) residents, in addition to the applicant, development team, and City staff. The applicant presented the details of the proposed project to the attendees. A summary of the questions and comments received during the meeting and related email messages received by the applicant are outlined in the Citizen Participation Report in **Exhibit 7**.

In general, the questions and comments received were pertained to infrastructure improvements, the anticipated traffic generated by the development, the type, size, and accessory structures of the proposed homes, and streetlights.

Concerns regarding infrastructure improvements were primarily related to 95<sup>th</sup> Avenue. Attendees identified concerns with the volume of traffic that would be accommodated by the roadway improvements and the potential for cut through traffic in the existing single family residential neighborhoods to the east. It was identified that the improvements to 95<sup>th</sup> Avenue should accommodate the associated increased traffic volumes in alignment with City standards. It was also identified that a wash crossing to allow secondary vehicular access to Lake Pleasant Parkway was not feasible. Inquiries regarding the development type sought information on whether the homes would have RV garages to which it was indicated that they would not. The team also received questions regarding lighting and whether the lighting levels would create night-time impacts in the area. It was identified that all lighting will be dark sky compliant.

A second neighborhood meeting was held on October 29, 2025, at 6:00pm at Sunset Heights Elementary School. The meeting was noticed and posted in the same manner as the required neighborhood meeting.

The second meeting was attended by twenty (20) residents, in addition to the applicants, development team, and City staff. The project team began the meeting and reviewed specific items that were noted as concerns and areas to provide more information from the first meeting. This summary included the estimated traffic pattern, why potential vehicular access on Lake Pleasant Parkway and Happy Valley Road, was not feasible, confirmation that existing speed humps will be maintained and modified as directed by staff, and that low level lighting will be provided throughout the development and along 95<sup>th</sup> Avenue. Elevation design examples and grading and drainage plans were shared with the residents. The attendee comments again focused on traffic patterns within the area and roadway access and capacity.

## **OVERALL DESIGN SOLUTIONS**

To optimize compatibility and address concerns voiced from area residents, the applicant worked with the city and the Mesquite Council Office on various layout and design solutions.

- The applicant has minimized the number of lots along the 95<sup>th</sup> Avenue frontage. Approximately, twenty-two (22) lots will be located along this frontage, interspersed with two open space breaks.
- Lots along the 95<sup>th</sup> frontage will be larger at 10,375 SF and 9,125 SF, respectively (83'x125' and 73'x125').
- The applicant has also committed to limiting lots along 95<sup>th</sup> Avenue to 1-story or 25 feet in height.
- Preserved open space along the northern portion of the site will provide for physical separation between the development and Querencia.
- The wash will be protected and improved with trails/access points for connectivity.
- To prevent cut-through traffic, 95<sup>th</sup> Avenue will terminate and not extend north of the access point into the site.
- To further mitigate traffic concern, the applicant has produced a revised development concept (see Exhibit 9) that demonstrates an offset from El Cortez to dissuade cut through traffic. The Traffic Division supports the plan in concept with final details to be confirmed during the subdivision process.
- The applicant has approached the city to pursue low-level design options for streetlights. This would reduce the number of streetlights along 95<sup>th</sup> Avenue to minimize nighttime impacts. All lighting is required to meet city requirements. The city is supportive in concept and will work with the applicant through a waiver process during subdivision review.

### **SUPPORT/OPPOSITION**

At the time of this report, the city had received two (2) letters in opposition to the proposed General Plan Amendment and Rezoning application(s). The concerns identified within the letters largely pertain to keeping the area rural residential and the project area preserved as well as traffic concerns. As noted in the land use analysis, the existing / proposed land use designation already allows for 2-5 du/ac density. At approximately 2.5 dwelling units per acre the proposed development aligns with the low end of the Traditional Residential Land Use category. Based on the TIA reviewed by the City's Traffic Division, the proposed traffic improvements will amount to an added 1.5 seconds in the AM peak and an additional 3.1 seconds of wait time during peak afternoon hours.

### **SCHOOL DISTRICT INFORMATION**

This property is located within the Peoria Unified School District (PUSD). PUSD has been provided information regarding the proposal and an opportunity to comment on the project. The applicant has identified that they have been in contact with the school district regarding the proposal and they have confirmed sufficient capacity to serve the proposed development. No comments have been received from the School District to date.

### **PROPOSITION 207**

The voters of Arizona approved Proposition 207, which among other things requires municipalities to compensate property owners for actions that have the effect of diminishing the value of property. The City Attorney's Office has drafted an agreement that waives the applicant's rights to future Proposition 207 claims against the City. Accordingly, the applicant has furnished a signed and notarized Proposition 207 Waiver.

### **KEY FINDINGS**

1. The proposed zoning district is in conformance with the goals and objectives set forth in the Peoria General Plan;
2. At 2.48 du/ac, the PAD is consistent with and conforms to the General Plan Traditional Residential (2 – 5 du/ac) land use designation; and
3. The development proposal provides for a transition in intensity from existing lower density residential areas to higher intensity commercial land uses; and
4. This rezoning request will result in a residential development that is compatible with the existing adjacent neighborhood(s), while preserving sensitive natural features; and,
5. The applicant/owner has submitted a signed and notarized Proposition 207 waiver, which will be recorded with the Conditions of Approval (**Exhibit 1**).

### **POSSIBLE RECOMMENDATION ACTIONS / OPTIONS**

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- 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***

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

- 1) Recommend APPROVAL of General Plan Amendment GPA25-05 to the City Council.
- 2) Recommend APPROVAL of Zoning Case Z25-10 to the City Council.

***STAFF CONTACT***

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