



PLANNING & ZONING COMMISSION

STAFF REPORT

Meeting Date: February 19, 2026

Agenda Item(s): 3R & 4R

TO: Planning and Zoning Commission

THROUGH: Chris M. Jacques, AICP, Planning Director

FROM: Cody Gleason, AICP, Planning Manager

SUBJECT: The Shoppes & The Cove at Camino-A-Lago
Minor General Plan Amendment (GPA25-06) and Rezone (Z25-12)
NEC of Lake Pleasant Parkway & Deer Valley Road

REQUEST

The applicant is requesting the approval of a Minor General Plan Amendment (3R) and Rezone (4R) to facilitate a new horizontal mixed-use development consisting of a commercial center and a 105-lot detached single-family residential subdivision on an approximately 24-acre site located at the northeast corner of Lake Pleasant Parkway and Deer Valley Road.

APPLICATION INFORMATION

Case Numbers: General Plan Amendment (GPA25-06) and Rezone (Z25-12)

Applicant: Rose Law Group, PC on behalf of Lennar Homes and Barclay Group

Request:

1. Amend the General Plan Land Use Map designation on the site from Mixed-Use Main Street (12-20+ dwelling units per acre) to Mixed-Use Neighborhood Village (12-20 dwelling units per acre).
2. Rezone the approximately 24-acre site from General Agricultural (AG) to The Shoppes and The Cove at Camino-A-Lago Planned Area Development (PAD).

BACKGROUND AND CONTEXT

SUBJECT SITE

The subject site is located at the northeast corner of Lake Pleasant Parkway and Deer Valley Road, as depicted in **Exhibit 2**. The site is a rectangularly shaped parcel that is approximately 24 acres in size. As indicated by the name, the site is located within the Camino-A-Lago community. The subject site was recently auctioned by the Arizona State Land Department in April of 2025.

CONTEXT

The site is aptly characterized as an infill parcel as it is surrounded by existing development to the north, east, south, and west. The proposed development seeks to provide a transition in intensity from the adjacent single-family residential subdivision to the signalized intersection of Lake Pleasant Parkway and Deer Valley. Along the northern boundary of the subject site is Speckled Gecko Drive followed by 'The Meadows' single-family residential subdivision to the north. East of the site is a wash and open space trail within a separate portion of The Meadows subdivision featuring additional single-family lots. Overall, The Meadows community provides a range of lot sizes and uses that transition from lower density at the northeast corner to higher density (smaller lot sizes) at the southwest corner which abuts the subject site to the north and east. The residential lots within The Meadows adjacent to the subject site are typified by 5,000 and 6,000 square foot lot minimums.

Along the southern perimeter is Deer Valley Road (Major Arterial Roadway) followed by the large-scale commercial uses to the south within the Camino-A-Lago Marketplace; with major anchor tenants such as Wal-Mart, and EōS Fitness.

The southwest corner of Lake Pleasant Parkway (diagonally across the intersection from the subject site) is another single-family residential subdivision which is Camino-A-Lago Parcel 12. Parcel 12 is characterized by approximately 5,000+ square foot lots.

Immediately adjacent to the subject site’s western boundary is Lake Pleasant Parkway (Limited Access Parkway). Beyond Lake Pleasant Parkway is the Casa Del Rey Subdivision within Camino-A-Lago. Similar to ‘The Meadows’ subdivision, lower density elements transition to higher density / smaller lots as you approach the intersection of Lake Pleasant Parkway and Deer Valley Road. As such, the Casa Del Rey single-family residential lots near the intersection consist of what is typically referred to as ‘Alley Loaded’ homes on approximately 2,800+ square foot lots.

APPLICANT’S PROPOSAL

The applicant is proposing a horizontal mixed-use development consisting of approximately one-third commercial, and two-thirds single-family residential. The proposed development provides for commercial uses at the signalized intersection which then transitions to small-lot alley loaded single-family residential on the eastern two-thirds of the site as it approaches the boundary with the existing Meadows single-family subdivision.

To facilitate the proposed development, the applicant is seeking two requests. The first request is a Minor General Plan Amendment (Item 3R) to change the existing Land Use designation from Mixed Main-Street (12-20+ du/ac) to Mixed-Use Neighborhood Village (12-20 du/ac). The focus of this change is a decrease in intensity that provides for suitable context with the surrounding developments. The second request is a Rezone (Item 4R) to change the zoning for the site from General Agricultural (AG) to The Shoppes and The Cove at Camino-A-Lago Planned Area Development (PAD). The proposed standards within the PAD seek to provide for a commercial component at the hard corner that limits auto oriented uses and provides for vehicular and pedestrian connectivity to the residential component of the development. The residential component of the development will allow for a maximum of 105 single-family residential lots with a minimum lot size of 2,900 square feet.

The proposal contemplates a centralized thematic arrival node that will allow for ingress / egress and distribution from all adjacent rights-of-way (Lake Pleasant Parkway, Deer Valley Road, and Speckled Gecko Drive) into and out of the development. Pedestrian and vehicular access points into the commercial and residential components of the development are intended to provide easy access and cohesive ties throughout the site.

DEVELOPMENT INFORMATION:

<u>Existing Use:</u>	Vacant
<u>Proposed Use</u>	105-lot detached single-family residential subdivision
<u>Property Size:</u>	Approximately 24.2 acres
<u>Existing General Plan Designations:</u>	Mixed Use Main Street (12 – 20+ du/ac)

<u>Proposed General Plan Designation:</u>	Mixed Use Neighborhood Village (12 – 20 du/ac)
<u>Existing Zoning:</u>	General Agricultural (AG)
<u>Proposed Zoning:</u>	Planned Area Development (PAD)
<u>Existing Minimum Residential Lot Size:</u>	87,120 square feet (2-acres)
<u>Proposed Minimum Residential Lot Size:</u>	2,900 square feet
<u>Density Proposed:</u>	Approximately 4.4 dwelling units per acre

STAFF ANALYSIS

SITE HISTORY

The site was annexed into the City in September of 1981 in accordance with Ordinance No. 81-53. Upon annexation, the subject site was provided with the initial zoning designation of General Agricultural (AG). AG zoning often functions as a holding district until such time as a parcel is ready or available for further entitlement and development. In this case, the Arizona State Land Department, acting as the owner, did not choose to make the site available for auction and future development until April of 2025.

The Arizona State Trust Land portfolio of holdings exceeds 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 auctions for the benefit of the Trust when it feels a site has reached its pinnacle value. On April 10, 2025, the Arizona State Land Department conducted a public auction for the overall 24.2-acre site. The applicant was the successful bidder.

GENERAL PLAN LAND USE ANALYSIS

The proposed land use change would adjust the designation from *Mixed-Use Main Street* to *Mixed-Use Neighborhood Village*. Though they are both mixed-use designations, there are differences in the intended form and intensity of the two land use classifications.

The *Mixed-Use Main Street* designation is typically characterized by first floor commercial with residential or office above. While the proposed development pattern does fit some aspects of the stated functions of the *Mixed-Use Main Street* designation with respect to the infill nature of the site, as well as the integration of the two use components (commercial and single-family), the proposed development does not carry forward the intensity of the idealized vertical mixed-use integration typically contemplated by the *Mixed-Use Main Street* designation. Moreover, the limited size, visibility and access constraints of the site are not suitable for facilitating the scale, draw, and functionality of a “Kierland Commons” or “Park West” type of development, which are much larger with more advantageous access/visibility.

Though the *Mixed-Use Main Street* designation contemplates 12-20+ dwelling units per acre, the category more so focuses on the form of the proposed project and intends a development pattern that is pedestrian centric with narrowed street widths and an abundance of pedestrian plazas. The proposed change to *Mixed-Use Neighborhood Village* provides a development character that facilitates a transition from the existing single-family residential to the north and east. *Mixed-Use Neighborhood Village* also provides a continuation of the existing land use designation to the south of Deer Valley Road. The form of the proposed development and the

context of the existing surrounding development also better align with the intent of the *Mixed-Use Neighborhood Village*, by providing a density below the range as an appropriate transition per the intent of the category. The intent of the category indicates that it “may be appropriate when used as a transition with adjacent lower intensity residential neighborhoods”. The proposed development seeks an overall density of 4.4 dwelling units per acre (or 6.5 du/ac when accounting for just the residential acreage). The existing portions of The Meadows community to the north and east contain densities of 3.68 and 3.52 dwelling units per acre respectively (**Exhibit 3**).

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 provides a transition from the existing single family to a higher intensity commercial disposition along Lake Pleasant Parkway in order to provide functional proximity to goods and services for the surrounding residents.

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 transition from the adjacent Suburban Residential Land Use (5-12 du/ac) and accommodates a development form that is not currently present within the immediately adjacent Meadows subdivision. That density is present across Lake Pleasant Parkway to the west and shows intentional development patterns and thoughtful transition in placing increasing intensity towards the signalized intersection.

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 the only remaining infill parcel at the intersection. This infill parcel as proposed provides for connectivity with the surrounding developments and an internally centralized vehicle and pedestrian network to ensure compatibility between the two components of the use (residential and commercial).

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 create a natural progression in land use intensity towards the intersection. The context-sensitive design strategies within the conceptual development plan will provide an appropriate transition that is reflective of the existing development patterns and 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**).

In looking at the totality of the general plan request, staff finds the alteration to Mixed-Use Neighborhood Village is consistent and appropriate given the adjacent land uses, residential densities and development pattern within the immediate surrounding area.

GENERAL PLAN AMENDMENT KEY FINDINGS

1. The proposed amendment provides a context sensitive transition in intensity from the existing Suburban Ranch to the north and east as development approaches the parkway / arterial intersection; and
2. At 4.4 units per acre, the gross density is well below the 12-20 dwelling units per acre permitted within the Mixed-Use Neighborhood Village 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 fulfill the proposed General Plan land use designation of *Mixed-Use Neighborhood Village* by providing for both residential and commercial components that will allow for the intensity of the development to increase as it approaches the parkway / arterial intersection. The request will also address boundary conditions with the existing adjacent developments. As currently proposed, the commercial component would occupy the western one-third of the subject site while the balance of the remaining two-thirds would house the residential component.

As identified previously, the commercial component of the development provides for the goods and services fronting on the major roadway intersection while providing direct vehicular, and pedestrian connectivity to the residential component. The commercial component also seeks to limit the auto-oriented uses within the site to further the mixed-use objective of the General Plan designation. This limitation is accomplished within the proposed Standards and Guidelines Report by preventing a dominant footprint of auto oriented uses; with the exception of two (2) drive through uses (**Exhibit 6**). The drive through uses are further limited by the caveat that one (1) of the two (2) drive through uses must be a part of one of the following: a multi-tenant building, bank, or pharmacy. The intention behind this is to limit the stand-alone nature and auto dominance of drive through only buildings, limiting the impact on what will end up being a smaller scale commercial center.

The residential component of the development allows a maximum of 105 single family residential lots. Within the standards for the residential component there are tailored criteria to facilitate the proposed development form. These modifications include things like minimum lot size, setbacks, lot coverage, etc. as identified within the table below with the changes bolded in italics.

Development Standard	Single Family R1-6	Proposed PAD
Min Lot Area (Square Feet)	6,000	2,900
Min Lot Width (Feet)	50	30
Min Lot Depth (Feet)	100	97
Max Lot Coverage	45%	50%
Max Building Height (Feet)	30	30
Front Setback – Opposite Garage (Feet)	10	8
Side Setback – Min/Total (Feet)	5/13	5/10
Rear Setback – Garage Face (Feet)	15	20
Corner Setback (Feet)	10	10

Similar to the alley-loaded homes abutting the intersection to the west, this residential configuration seeks to utilize an alley loaded residential development form that would allow for an intensity transition away from the commercial component to the west and the existing single family residential to the east. The proposal does modify many of the development standards when compared to the City of Peoria’s Single Family Residential (R1-6) Zoning District as summarized within the prior table. To create the transition in density, the lot sizes are smaller than the adjacent neighborhood to the east; however, they are in keeping with the alley loaded homes on the west side of Lake Pleasant Parkway. The other modifications, such as setbacks, account for the difference in development form. Alley loaded homes face one another, rather than a street, and provide garages at the back of the house. As a result, the proposed setbacks are reflective of that functional difference.

AMENITIES AND OPEN SPACE

Based on City standards, traditionally commercial developments would not require open space or amenities within their development plan. Conversely, single-family residential developments would only be required to provide 10% activated / useable open space within their development plan. Further, those usable open space areas within single family residential developments do not have a specification as to the level of amenities that are to be provided in order to meet the requirement for useable open space.

As proposed, this development seeks to have the development components work together to provide for shaded connectivity between the two components, and in turn provides a minimum of 15% usable open space within the residential portion of the development. This increased level of common open space allows residents of the development to utilize shared spaces and amenities, thus offsetting the smaller than traditional ‘lot size’ and increased ‘lot coverage’ percentage. The standards within the PAD go on to call for a minimum of a primary amenity with both a pool and a tot lot, as well as a secondary central amenity area with turf and a ramada.

TRAFFIC

Access is one of the primary points of evaluation when looking at the land use and development for a site. Given the scale and scope of developments such as this, a Traffic Impact Analysis (TIA) is required to be submitted and evaluated by City staff. As a part of that evaluation, staff reviews the levels of service, traffic modeling, and the City’s access management requirements. These elements have the ability to determine and shape what site access can look like, and what it needs to be limited to. For example, the intersection of Lake Pleasant Parkway and Deer Valley Road is a signalized intersection. As a result, there are access limitations present within proximity to the signalized intersection for the subject development.

To provide access in accordance with City requirements, as determined by evaluation of the Traffic Division, the subject site will have the following access:

- Deer Valley
 - Right-In Right-Out – Shared Commercial & Residential
- Lake Pleasant Parkway
 - Right-In / Right-Out – Commercial
- Speckled Gecko Drive
 - 1st Full Access – Shared Commercial & Residential
 - 2nd Full Access – Residential

The access allowances identified above would require improvements to the existing public roadways. The improvements to Deer Valley Road would require the installation of a median to limit access and prevent left in or out of the site. This limitation is a result of the proximity to the intersection of Lake Pleasant Parkway and Deer Valley Road, as well as the driveway for Camino-A-Lago Marketplace to the south. For utilization of the Speckled Gecko access as shown, the site would be required to make median improvements within the existing Lake Pleasant Parkway median to allow southbound to eastbound left turns from Lake Pleasant Parkway on to Speckled Gecko Drive. Additional traffic calming measures for Speckled Gecko Drive will require improvements that include a 'traffic football' which is intended to reduce speeds and prevent long stretches of straight aways.

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 from this infill development proposal.

COMMUNITY INVOLVEMENT

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 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 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 600-foot radius of the site and all registered HOA's within one-mile. The neighborhood meeting was held on October 15, 2025, at 5:30pm at Sunrise Mountain Library located at 21109 N. 98th Avenue.

The neighborhood meeting was attended by twelve (12) residents, in addition to the applicant team, and City staff. The meeting was held in an open house format to allow questions and comments from citizens at the various stations. A summary of the questions and comments received during the meeting are outlined in the Citizen Participation Report in **Exhibit 7**.

In general, the questions and comments received were related to topics such as lot size, traffic, property values, school capacity, a request to utilize the site exclusively for commercial, another request to utilize the site exclusively for residential, and a request to match the Meadows. During the meeting there was also an opportunity for residents to provide comment cards. Those comment cards indicated the following positions and reasoning:

- Opposition Due to:
 - Lot Size
 - Commercial Uses: Carwash, Drive-Through Restaurant, Smokeshop, Gas Station
 - Traffic
 - Maximum of 50% residential
 - Crime
 - Property Value
 - School Capacity

OVERALL DESIGN SOLUTIONS

In evaluating any entitlement request, City staff seeks to provide feedback to applicants that aligns with typical City practices, standards, and policies while addressing comments and concerns from the public to the extent possible. The following elements of the case seek to address comments that have been received and align with the intent of the *Mixed-Use Neighborhood Village* land use designation as well as the context of the area.

- The proposed lot sizes align with the alley loaded residential to the west across Lake Pleasant Parkway within Casa Del Rey. The proposed lot sizes also function as a density / intensity transition as development approaches the intersection.
- The PAD refers to Intermediate Commercial (C-2) uses; however, it does prohibit uses within the Automobile Related Uses category within the Zoning Ordinance. The purpose of this prohibition is to reduce the auto-centric nature of what is intended to be a mixed-use development.
 - Prohibits Carwashes & Gas Stations
 - Limits Drive-Throughs to one (1) stand alone and one (1) as a part of a multi-tenant building, bank, or pharmacy
- The access for the site represents pedestrian and vehicular connectivity between the commercial and residential components of the development while meeting the City's access management guidelines.
- The development mix provides for commercial viability while integrating residential units that will serve as a transition between the proposed commercial and the existing residential.

Zoning cases often receive comments that are outside of the purview of the City or are based on subjective opinions that the City cannot factor into a case evaluation and comment. The City reviews land use and zoning cases based on an evaluation of the highest and best use for the property in alignment with the General Plan goals and policies, along with the context of the surrounding area. Subjective perceptions of impacts to property value, or crime based on lot size and housing type cannot factor into the objective evaluation of land use.

SUPPORT/OPPOSITION

At the time of this report, the city received one (1) letter of opposition, and one (1) letter of support. Additional correspondence was received from four (4) individuals related to comments, questions, or input for the proposed development, but did not state a position based on the development. The comments and questions focused on the development form, use allowances for the site, and seeking compliance with the mixed-use intent of the project.

SCHOOL DISTRICT INFORMATION

This property is located within the Peoria Unified School District (PUSD). PUSD has been provided with information regarding the proposal and an opportunity to comment on the project. The applicant has identified that they have reached out to the school district regarding the proposal and they have not yet heard back. No

comments have been received from the School District to date. Students generated from this project would attend Sunset Heights Elementary and Liberty High School, respectively.

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 4.4 du/ac, the PAD is below the density permitted by the Mixed-Use Neighborhood Village (12-20 du/ac) General Plan land use designation;
3. The development proposal provides for a transition in intensity from existing lower density residential areas to higher intensity commercial land uses at the intersection;
4. This rezoning request will result in a mixed-use development that is compatible with the existing adjacent neighborhood(s);
5. The rezoning request is reflective of a development pattern that exists within the immediate area and continues context sensitive development patterns; and
6. 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

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

- 1) **Recommend APPROVAL of General Plan Amendment GPA25-06 to the City Council.**
- 2) **Recommend APPROVAL of Zoning Case Z25-12 to the City Council.**

STAFF CONTACT

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