### **Attachment B**



# Staff Report Z-79-21-7 March 7, 2022

**Estrella Village Planning Committee** March 15, 2022

**Meeting Date:** 

Planning Commission Hearing Date: April 7, 2022

**Request From:** <u>C-3</u> (General Commercial) (4.99 acres)

and R-3 (Multifamily Residence District)

(14.89 acres)

Request To: A-1 (Light Industrial District) (19.88

acres)

Proposed Use: Light Industrial

**Location:** Southeast corner of 27th Avenue and

Buckeye Road

Owner: Murphy School District No. 21

**Applicant:** Merit Partners

**Representative:**Jason Morris, Withey Morris, PLC **Staff Recommendation:**Approval, subject to stipulations

General Plan Conformity				
General Plan Land Use Map Designation		Current: Commercial and Public/Quasi- Public Proposed (GPA-EST-2-21-7): Industrial		
Street Map Classification	27th Avenue	Arterial Street	33-foot east half street	
	Buckeye Road	Arterial Street	Width varies from 33- foot to 53-foot south half street	

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CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CLEAN NEIGHBORHOODS; LAND USE PRINCIPLE: Facilitate the acquisition of vacant, underutilized and blighted parcels for appropriate redevelopment, compatible with the adjacent neighborhood character and adopted area plans.

The subject site is an underutilized property, containing only vacant structures formerly used as educational facilities. The proposed redevelopment will allow two new light industrial buildings on the site which will be compatible with the adjacent neighborhood character and adopted area plans.

STENGTHEN OUR LOCAL ECONOMY CORE VALUE; MANUFACTURING/ INDUSTRIAL DEVELOPMENT; LAND USE PRINCIPLE: Support the expansion of industrial zoning in targeted industrial areas.

The proposal will expand industrial zoning to the subject site, which is at an appropriate location for industrial development. This will provide job generating uses that strengthen Phoenix's industrial sector and add to a diverse set of employment opportunities.

CONNECT PEOPLE AND PLACES CORE VALUE; COMPLETE STREETS; DESIGN PRINCIPLE: In order to balance a more sustainable transportation system, development should be designed to include increased amenities for transit, pedestrian and bicyclists such as shade, water, seating, bus shelters, wider sidewalks, bike racks, pedestrian scale lighting and way-finding.

Located at the junction of two arterial streets, the proposal, as stipulated, will provide elements for transit, pedestrians, and bicyclists in order to promote walking and alternative transportation. These elements include shaded detached sidewalks along public streets, bicycle parking located on site, dedication and construction of a bus stop pad along northbound 27th Avenue, retention of the existing bus stop pad along eastbound Buckeye Road, and a prominent pedestrian walkway linking the building with the public sidewalks.

BUILD THE SUSTAINABLE DESERT CITY CORE VALUE: TREES AND SHADE: DESIGN PRINCIPLE: Integrate trees and shade into the design of new development and redevelopment projects throughout Phoenix.

The proposal, as stipulated, will be required to provide shade along the adjacent public sidewalks and amenity areas. This will help to encourage walking and to mitigate the urban heat island effect by covering hard surfaces, thus cooling the micro-climate around the project vicinity.

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# Applicable Plans, Overlays, and Initiatives

**Estrella Village Arterial Street Landscaping Program**: See Background Item No. 6.

**Estrella Village Plan:** See Background Item No. 7.

Tree and Shade Master Plan: See Background Item No. 8.

**Complete Streets Guidelines:** See Background Item No. 9.

Comprehensive Bicycle Master Plan: See Background Item No. 10.

Zero Waste PHX: See Background Item No. 11.

Surrounding Land Uses and Zoning				
	Land Use	<u>Zoning</u>		
On Site	Garcia Elementary School (unused buildings)	C-3 and R-3		
North (across Buckeye Road)	Auto parts store	C-3 and A-2		
South	Construction equipment supply	A-2		
East	Auto salvage yard	A-1		
West (across 27th Avenue)	Gas station, offices, truck parking, fire station and vacant	C-3 and A-1		

A-1 (Light Industrial District)				
<u>Standards</u>	Requirements	Met or Not Met		
Minimum Building Setbacks				
Front (Buckeye Road)	25 feet	73 feet (Met)		
Sides (East and west property lines)	West: 25 feet	West: 90 feet (Met)		
	East: 0 feet	East: 78 feet (Met)		
Rear (South property line)	0 feet	60 feet (Met)		

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Minimum Landscaped Setbacks		
Front (Buckeye Road)	8 times the lot frontage, measured in square feet	20 feet (Met)
Sides (East and west property lines)	West: 8 times the lot frontage, measured in square feet	West: 20 feet (Met)
	East: None required	East: None (Met)
Rear (South property line)	None required	None (Met)
Maximum Lot Coverage	No maximum	32 percent (Met)
Maximum Building Height	56 feet, up to 80 feet with use permit	47 feet (Met)
Minimum Parking	1 parking space per 300 square feet of office and 1 parking space per 1.5 warehouse or production workers.	437 parking spaces (Met)
	300 parking spaces required	

# Background/Issues/Analysis

### SUBJECT SITE

1. This request is to rezone 19.88 acres located at the southeast corner of 27th Avenue and Buckeye Road from C-3 (General Commercial District) and R-3 (Multifamily Residence District) to A-1 (Light Industrial District) for a new light industrial development. The site contains unused former educational facilities.

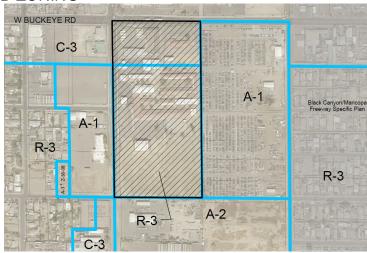
In 1959, the site was annexed into the City of Phoenix from unincorporated Maricopa County and zoned C-3 and R-3. In 2001, the site was subdivided as part of the Garcia Elementary Subdivision. The site was formerly used by the Murphy School District No. 21 as an elementary school, until it closed in 2018. The site has remained unused since then.

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#### SURROUNDING LAND USES AND ZONING

2. The surrounding area contains a mix of commercial and industrial zoning districts, including C-3 (General Commercial District), A-1 (Light Industrial District), and A-2 (Industrial District). Surrounding land uses are discussed in background item 3 below.



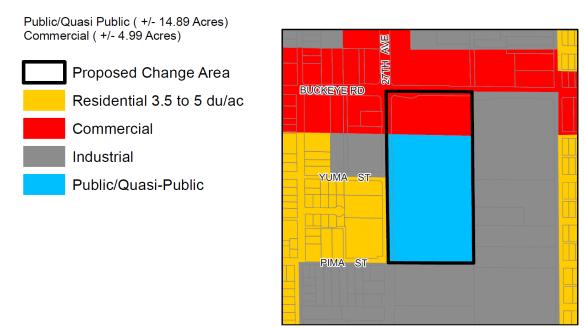
Zoning Aerial Map, Source: Planning and Development Department

### GENERAL PLAN LAND USE MAP DESIGNATIONS

3. The General Plan Land Use Map designation for the subject site is Commercial (approximately 4.99 acres) in the northern portion and Public/Quasi-Public (approximately 14.89 acres) in the southern portion. A concurrent minor General Plan Land Use Map amendment case, GPA-EST-2-21-7 proposes to change the land use map designation to Industrial. North of the site, across Buckeye Road is designated Commercial and contains commercial uses. East of the site is designated Industrial and contains an auto salvage yard. South of the site is designated Industrial and contains a construction equipment supply company. West of the site, across 27th Avenue, is designated Commercial, Industrial, and Residential 3.5 to 5 dwelling units per acre. These properties include a vacant lot, a truck trailer storage lot, a general contractor's yard, and a union office.

The requested A-1 zoning is consistent with the proposed General Plan Land Use Map designation requested per GPA-EST-2-21-7 and compatible with existing and future envisioned land uses in the area.

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General Plan Land Use Map, Source: Planning and Development Department

### **PROPOSAL**

#### 4. Site Plan

The applicant is proposing two new light industrial buildings, totaling approximately 253,000 square feet. Building A will be approximately 188,000 square feet in area with a height of 43 feet. Building B will be approximately 65,000 square feet in area with a height of 47 feet. The conceptual site plan indicates vehicular access points located along 27th Avenue and Buckeye Road with parking areas located in the front of the buildings and truck loading areas behind the buildings, and a 20-foot landscaped setback along both street frontages.

Staff is recommending general conformance to this site plan, per Stipulation No. 1, to ensure that the site develops as proposed. The proposed buildings are oriented toward the street frontages, and truck parking and loading areas are located in the rear of the buildings, screened from the public street. Lastly, the large setback from Buckeye Road is appropriate and consistent with the Estrella Village Character Plan.

Staff recommends 400 square feet of employee resting area that incorporates seating and shade to allow site employees a place outdoors during their workday. This area would be shaded a minimum of 75 percent using minimum two-inch caliper large canopy drought-tolerant shade trees and/or architectural shade. This is addressed in Stipulation No. 6.

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Conceptual Colored Site Plan, Source: Butler Design Group

### 5. **Elevations**

The conceptual building elevations depict architectural features that include variation in colors and window sizes, particularly emphasizing the corners of each building, in addition to four-sided architecture. Staff is recommending general conformance to these building elevations per Stipulation No. 1.



Conceptual Building A Elevation, Source: Butler Design Group



Conceptual Building B Elevation, Source: Butler Design Group

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#### STUDIES AND POLICIES

## 6. Estrella Village Arterial Street Landscaping Program

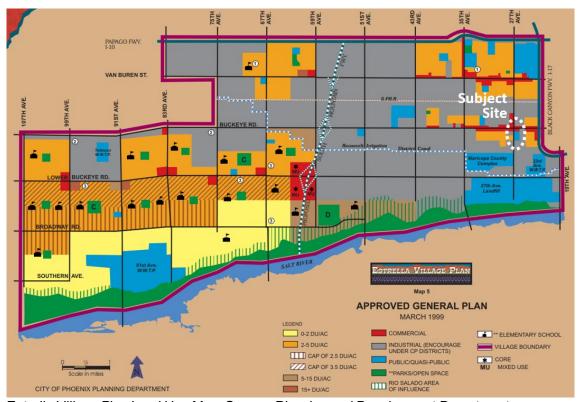
The Estrella Village Arterial Street Landscape Program was adopted in 1999 and provides a landscape palette for arterial streets within the Estrella Village to help establish the community's character. In addition, the plan identifies specific guidance for village parkways and gateway intersections in the community.

As a site fronting on two arterial streets, the subject site falls under the guidelines for arterial streets. The plan contains guidelines for the amount of landscaping and a tree and plant list for trees under power lines, trees not under power lines, large shrubs, small shrubs/groundcover, and accent along arterial streets. Staff recommends Stipulation No. 2 pertaining to landscaped setbacks along 27th Avenue and Buckeye Road in order to maintain consistency with the Estrella Village Arterial Street Landscaping Program. Additionally, Stipulation Nos. 8 and 9 require that the landscaped strip between the sidewalk and back of the curb comply with these standards.

## 7. Estrella Village Plan

The Estrella Village Plan was adopted in 1999 and outlines a vision for improving the village through five main goals that include: orderly growth, an identifiable village core, strong residential neighborhoods, variety of homes and jobs, and consistent streetscapes and trail linkages. The proposed land use map in the Estrella Village Plan identifies the subject site with the same land use designations, Commercial and Public/Quasi-Public, as the General Plan.

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Estrella Village Plan Land Use Map, Source: Planning and Development Department

Goal 5 of the Estrella Village Plan, "Urban Design", Objective D "Street Appearance" recommends that commercial and industrial properties along major streets and adjoining residential neighborhoods should be well landscaped with open storage and activity screened from view. To meet this objective, staff is recommending landscaped setback standards, a landscaped corner accent area, distinct architectural features for perimeter walls, and landscaped areas between the sidewalk and the back of the curb (Stipulation Nos. 2, 3, 7, 8, and 9).

# 8. Tree and Shade Master Plan

The Tree and Shade Master Plan encourages treating the urban forest as infrastructure to ensure the trees are an integral part of the City's planning and development process. Sidewalks on the street frontages should be detached from the curbs to allow trees to be planted on both sides of the sidewalk to provide thermal comfort for pedestrians and to reduce the urban heat island effect. Staff is recommending several stipulations designed to provide trees and enhance shade within the development as follows:

 Two-inch caliper trees planted in uncovered parking lots to provide 25 percent shade at maturity (Stipulation No. 4);

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- Two-inch caliper trees and/or architectural shade at an employee node to provide 75 percent shade (Stipulation No. 6);
- Detached sidewalks along 27th Avenue, shaded to a minimum of 75 percent with minimum two-inch caliper trees (Stipulation No. 8); and
- Detached sidewalks along Buckeye Road, shaded to a minimum of 50 percent with minimum two-inch caliper trees (Stipulation No. 9).

## 9. Complete Streets Guidelines

In 2014, the City of Phoenix City Council adopted the Complete Streets Guiding Principles. The principles are intended to promote improvements that provide an accessible, safe, connected transportation system to include all modes, such as bicycles, pedestrians, transit, and vehicles. To provide a safe pedestrian environment along Buckeye Road and 27th Avenue, staff is recommending detached sidewalks shaded with trees on both sides, as well as enhanced pavement treatment for the on-site pedestrian walkways that cross vehicular drive aisles (Stipulation Nos. 5, 8, 9). Additionally, staff recommends Stipulation No. 10 to provide bicycle parking and further promote alternative modes of transportation at this location.

## 10. Comprehensive Bicycle Master Plan

The City of Phoenix adopted the Comprehensive Bicycle Master Plan in 2014 to guide the development of its Bikeway System and supportive infrastructure. The Comprehensive Bicycle Master Plan supports options for both short- and long-term bicycle parking as a means of promoting bicyclist traffic to a variety of destinations. As stipulated, the project will provide bicycle parking spaces, installed per the requirements in the city's Walkable Urban (WU) Code. This is addressed in Stipulation No. 10.

### 11. Zero Waste PHX

The City of Phoenix is committed to its waste diversion efforts and has set a goal to become a zero-waste city, as part of the city's overall 2050 Environmental Sustainability Goals. One of the ways Phoenix can achieve this is to improve and expand its recycling and other waste diversion programs. Section 716 of the Phoenix Zoning Ordinance establishes standards to encourage the provision of recycling containers for multifamily, commercial and mixed-use developments meeting certain criteria. The proposed conceptual site plan and application materials do not indicate whether recycled waste pickup will be incorporated.

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### **COMMUNITY INPUT SUMMARY**

12. From the time the case was filed to the time the staff report was written, no community correspondence has been received on this case.

### INTERDEPARTMENTAL COMMENTS

- 13. The Public Transit Department provided comments pertaining to the bus stop pads on adjacent streets and pedestrian pathways within the site. The existing bus stop pad along Buckeye Road in front of the subject site should be retained and compliant with City of Phoenix standards. Similarly, the developer should dedicate right-of-way and construct a bus stop pad along 27th Avenue in front of the subject site in compliance with City of Phoenix standards. Finally, the pedestrian walkways, connecting the building entrances and the public sidewalk, should be enhanced with distinct features from the surrounding parking areas and drive aisles. These comments are addressed in Stipulation Nos. 5, 11, and 12.
- 14. The Street Transportation Department noted that a 50-foot right-of-way dedication is required, consistent with D-Section designation on the Street Classification Map, for both Buckeye Road and 27th Avenue, a five-foot-wide detached sidewalk is required along both Buckeye Road and 27th Avenue, access along Buckeye Road shall be in compliance with roadway line of sight guidelines, the developer shall submit a Traffic Impact Analysis prior to preliminary approval of plans, and that the streets be constructed with all required improvements and comply with current ADA standards. These comments are address in Stipulation Nos. 13 through 17.
- 15. The Aviation Department requires that the property owner record a Notice to Prospective Purchasers of Proximity to Airport in order to disclose the existence, and operational characteristics of City of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property. Furthermore, that Form 7460-1 be filed for the development and that the development receive a "No Hazard Determination" from the FAA, if required. These are addressed in Stipulation Nos. 18 and 19.
- 16. The Water Services Department commented that the property has existing water and sewer mains that can potentially serve the development. In addition, the Water Services Department commented that capacity is a dynamic condition that can change over time due to a variety of factors.
- 17. The Floodplain Management division of the Public Works Department did not have any comments on this case.

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### OTHER

- 18. The site has not been identified as being archeologically sensitive. However, in the event archaeological materials are encountered during construction, all ground disturbing activities must cease within a 33-foot radius of the discovery and the City of Phoenix Archaeology Office must be notified immediately and allowed time to properly assess the materials. This is addressed in Stipulation No. 20.
- 19. Staff has not received a completed form for the Waiver of Claims for Diminution in Value of Property under Proposition 207 (A.R.S. 12-1131 et seq.), as required by the rezoning application process. Therefore, a stipulation has been added to require the form be completed and submitted prior to preliminary site plan approval. This is addressed in Stipulation No. 21.
- 20. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements such as obtaining a use permit to conduct the proposed outdoor use in this zoning district. Other formal actions such as, but not limited to, zoning adjustments and abandonments, may be required.

### **Findings**

- 1. The requested A-1 zoning district would allow uses such as warehousing, manufacturing, and processing, which are consistent in character with the land uses in the surrounding area.
- The subject site is appropriate for industrial use at the corner of two arterial streets and in close proximity to a freeway, serving as major transportation routes.
- 3. The development, as stipulated, will improve connectivity in the immediate vicinity of the subject site and incorporate design and landscaping features that enhance the location, consistent with the Estrella Village Plan and Estrella Village Arterial Street Landscaping Program.

# **Stipulations**

1. The development shall be in general conformance with the site plan and building elevations date stamped December 21, 2021, as modified by the following stipulations, and as approved by the Planning and Development Department.

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- 2. The required landscape setbacks along 27th Avenue and Buckeye Road shall be planted with minimum 50% 2-inch caliper and 50% 3-inch caliper size trees, five 5-gallon shrubs per tree, and conform with the Estrella Village Arterial Street Landscaping Program landscape palette and landscaping standards for arterial streets in the Estrella Village, as approved by the Planning and Development Department. Where utility conflicts exist, the developer shall work with the Planning and Development Department on alternative design solutions consistent with a pedestrian environment.
- 3. A minimum 500-square-foot landscaped accent area shall be provided at/near the southeast corner of 27th Avenue and Buckeye Road. The landscaped accent area shall provide a visually unique character with drought-tolerant plant materials providing seasonal interest and 75 percent live cover, as approved by the Planning and Development Department.
- 4. All uncovered surface parking lot areas shall be landscaped with minimum 2-inch caliper drought-tolerant shade trees. Landscaping shall be dispersed throughout the parking area and achieve 25 percent shade at maturity, as approved by Planning and Development Department.
- 5. Where pedestrian walkways cross a vehicular path, the pathway shall be constructed of decorative pavers, stamped or colored concrete, or other pavement treatments that visually contrasts parking and drive aisle surfaces, as approved by the Planning and Development Department.
- 6. One outdoor employee resting area of no less than 400 square feet or two 200-square foot areas shall be provided on site. Each required pedestrian area shall include a minimum of two pedestrian seating benches, constructed of quality and durable materials, and shaded to a minimum of 75 percent using minimum 2-inch caliper large canopy drought-tolerant shade trees and/or architectural shade, as approved by the Planning and Development Department.
- 7. All perimeter walls visible from street right-of-way shall include material and/or textural differences, such as stucco and/or split face block with a decorative element, such as tile or stamped designs, as approved by the Planning and Development Department.
- 8. The sidewalk along 27th Avenue shall be a minimum of 5 feet in width and detached with a minimum 11-foot 6-inch wide landscape strip located between the sidewalk and back of curb and planted to the following standards, as approved by the Planning and Development Department.

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- a. Minimum 2-inch caliper drought-tolerant shade trees that provide shade to a minimum 75 percent at maturity.
- b. Drought tolerant vegetation to achieve 75 percent live coverage at maturity.
- c. The landscape palette and planting standards, unless otherwise provided herein, shall conform with the Estrella Village Arterial Street Landscaping Program requirements for arterial streets.

Where utility conflicts exist, the developer shall work with the Planning and Development Department on alternative design solutions consistent with a pedestrian environment.

- 9. The sidewalk along Buckeye Road shall be a minimum of 5 feet in width and detached with a minimum 13-foot wide landscape strip located between the sidewalk and back of curb and planted to the following standards, as approved by the Planning and Development Department.
  - a. Minimum 2-inch caliper drought-tolerant shade trees that provide shade to a minimum 50 percent at maturity.
  - b. Drought tolerant vegetation to achieve 50 percent live coverage at maturity.
  - c. The landscape palette and planting standards, unless otherwise provided herein, shall conform with the Estrella Village Arterial Street Landscaping Program requirements for arterial streets.

Where utility conflicts exist, the developer shall work with the Planning and Development Department on alternative design solutions consistent with a pedestrian environment.

- 10. A minimum of 25 bicycle parking spaces shall be provided through Inverted U and/or artistic racks dispersed throughout the site and installed per the requirements of Section 1307.H. of the Phoenix Zoning Ordinance, as approved by the Planning and Development Department.
- 11. The development shall retain the existing right-of-way, bus bay, and bus stop pad along eastbound Buckeye Road east of 27th Avenue. The bus bay shall be compliant with City of Phoenix Standard Detail P1256. The attached bus stop pad shall be compliant with City of Phoenix Standard Detail P1261 with a minimum depth of 10 feet.

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- 12. The developer shall dedicate right-of-way and construct one bus stop pad along northbound 27th Avenue north of the Pima Street alignment. The bus stop pad shall be constructed according to City of Phoenix Standard Detail P1260 with a minimum depth of 10 feet. The bus stop pad shall be spaced from the south entry intersection according to City of Phoenix Standard Detail P1258.
- 13. The developer shall dedicate minimum 50 feet of right-of-way and construct the east side of 27th Avenue, as approved by the Planning and Development Department.
- 14. The developer shall dedicate minimum 50 feet of right-of-way and construct the south side of Buckeye Road, as approved by the Planning and Development Department.
- 15. Access along Buckeye Road shall be in compliance with the AASHTO guidelines for roadway line of sight, as approved by the Street Transportation Department.
- 16. The developer shall submit a Traffic Impact Analysis (TIS) to the City for this development. No preliminary approval of plans shall be granted until the study is reviewed and approved by the City. The TIS shall include site access review in compliance with spacing requirements established in the Street Planning and Design Guidelines. The developer shall be responsible for constructing and funding all off-site improvements as recommended by the approved TIS.
- 17. The developer shall construct all streets within and adjacent to the development with paving, curb, gutter, sidewalk, curb ramps, streetlights, median islands, landscaping and other incidentals, as per plans approved by the Planning and Development Department. All improvements shall comply with all ADA accessibility standards.
- 18. The developer shall provide a No Hazard Determination for the proposed development from the FAA pursuant to the FAA's Form-7460 obstruction analysis review process, prior to construction permit approval, as per plans approved by the Planning and Development Department.
- 19. The property owner shall record documents that disclose the existence, and operational characteristics of Phoenix Sky Harbor Airport to future owners or tenants of the property. The form and content of such documents shall be according to the templates and instructions provided which have been reviewed and approved by the City Attorney.

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- 20. In the event archeological materials are encountered during construction, the developer shall immediately cease all ground-disturbing activities within a 33-foot radius of the discovery, notify the City Archeologist, and allow time for the Archeology Office to properly assess the materials.
- 21. Prior to preliminary site plan approval, the landowner shall execute a Proposition 207 waiver of claims form. The waiver shall be recorded with the Maricopa County Recorder's Office and delivered to the City to be included in the rezoning application file for record.

## <u>Writer</u>

Anthony Grande March 7, 2022

## **Team Leader**

Joshua Bednarek

## **Exhibits**

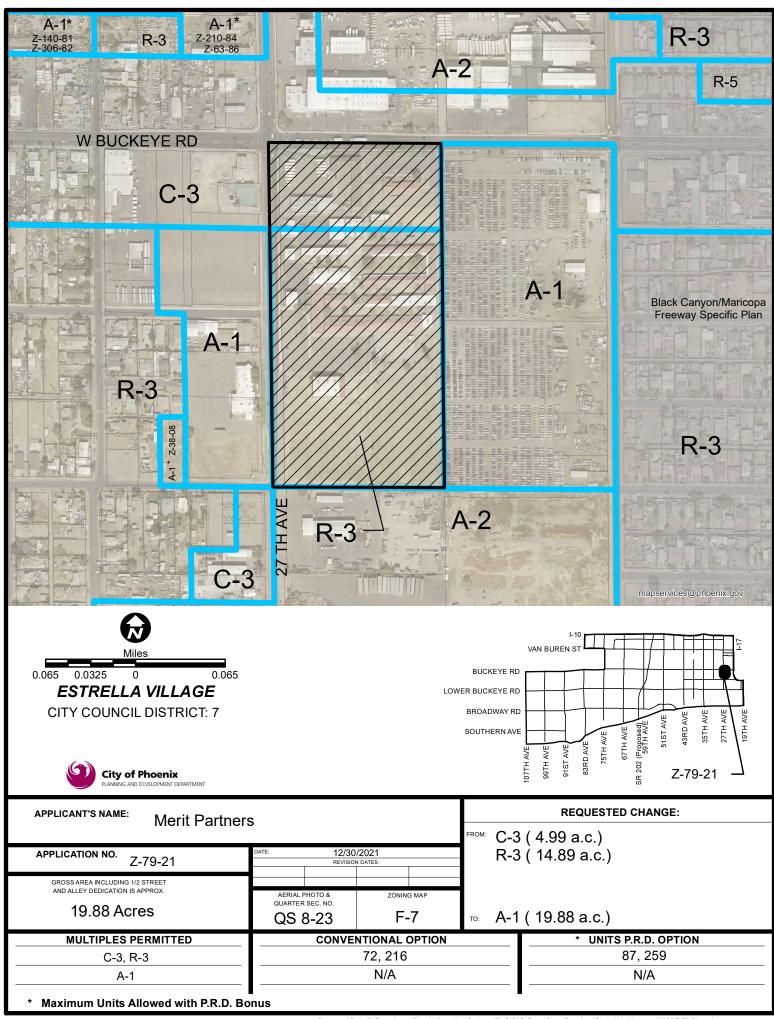
Sketch Map

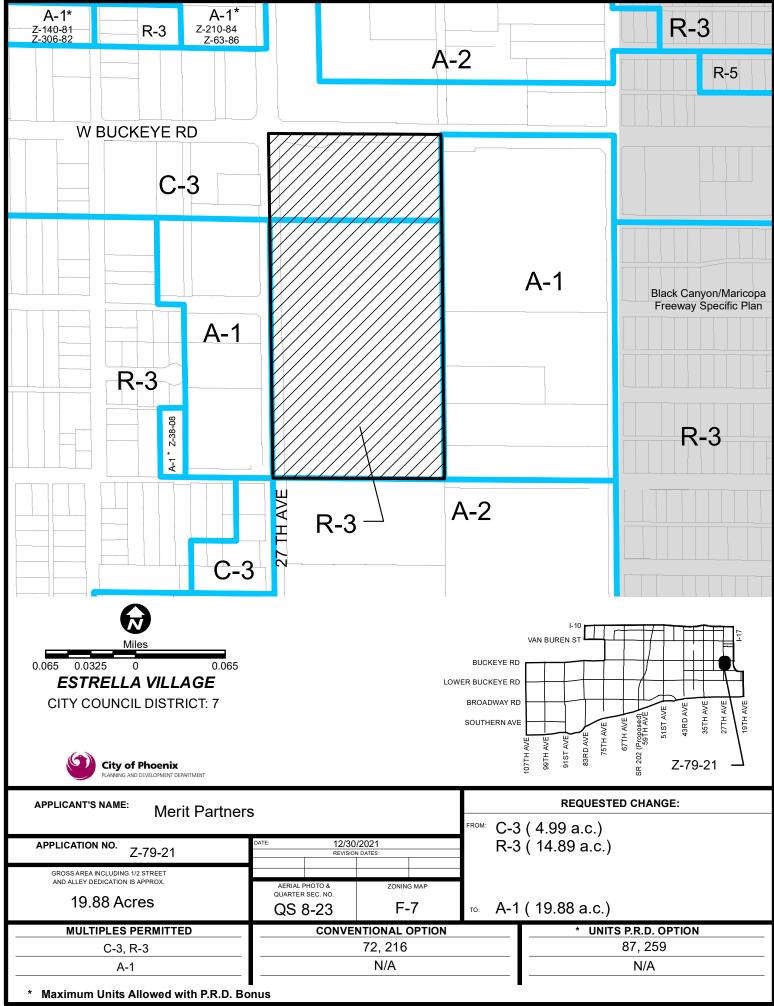
Aerial Map

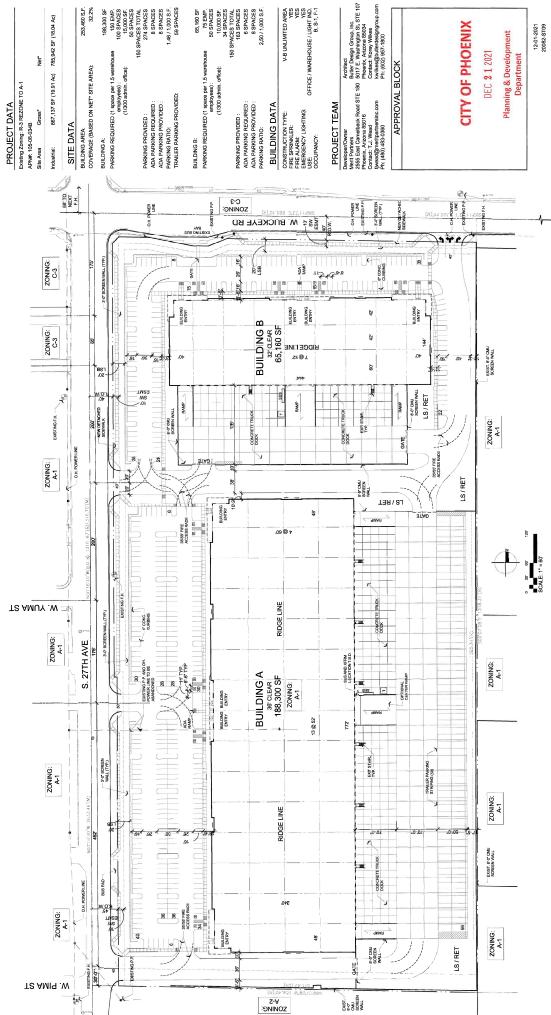
Conceptual Site Plan date stamped December 21, 2021 (1 page)

Conceptual Landscape Plans date stamped December 21, 2021 (2 pages)

Conceptual Building Elevations date stamped December 21, 2021 (4 pages)









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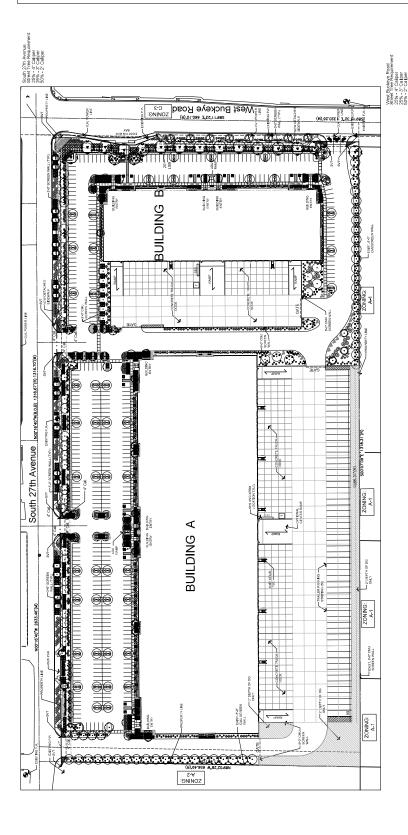












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Ulmus panvifola 'Drake Drake Elm Tree

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Quercus virginiana Heritage Live Oak

24" Box / Low Br 6.0 / 4.0 / 1.0

Prosopis venutina Prosopis X Leste Roy Thorness Mesoutte Chilopsis linearis Bubt Bubba Desert Willow

Acacia Anuera Mulga

A THE WALL  $\odot$ 

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PROJECT TEAM

Architect
Butter Design Group, Inc.
Butter Design Group, Inc.
Both E. Washington St. STE 107
Phoenix, Arizona 85034
Contact, Koray Wilkles
Contact, Koray Wilkles
Pr. (RO2) 957-1800 Developer/Owner An Metit Patriers B 18.255 East Camelback Road STE 180 G Phoenia, Altzona 80016 Contact TJ, Wead Contact TJ, Wead Gonerithantsinc.com Pt (180) 489-00900

785,942 SF (18,04 Ac)

867,137 SF (19.9 Ac)

GENERAL BUILDING FOUNDATION / IRRIGATION NOTES:

Existing Zoning: R-3 REZONE TO A-1 APN#: 105-08-034B PROJECT DATA

Preliminary Landscape Plan

Site Area ndustria

Landscape Architect
Laskin & Associates, Inc.
Laskin & Associates, Inc.
QY E. Weldon, Avonue, Sulte 230
Arizona 85012
Contact. Daniel Dodson
daniel@jaskindesign.com
Pr. (602) 846-7777

1/2" Screened Mahogany Brown
2" min thickness in all landscape areas
Non-Grouted Decomposed Granite -1" Scre
2" min thickness where called out

Acadia redolens "Desert Carpor Trailing Desert Carpet Acadia

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Convolvulus cneorum Silver Bush

Olea europaea "Little Ollie" Dwarf Olive Bush

All Landscaping will be per the Estrella Village Overlay Landscape Guidlines and Streetscape Criteria

11.17.2021 20082.ST08









Planning & Development Department DEC 2 1 2021

Butler Design Group, Inc

ZA - 443 - 61 Kiva #21-3589 SDRV 2100369 PAPP #2106012





