



## Planned Area Development Amendment Planning and Zoning Commission Staff Report

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**CASE NUMBER:** OV 914-007A  
**MEETING DATE:** September 1, 2015  
**AGENDA ITEM:** 2  
**STAFF CONTACT:** Chad Daines, Principal Planner  
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**Applicant:** La Posada, Lisa Israel  
**Request:** Planned Area Development Amendment  
**Location:** Southeast corner of First Avenue and Naranja Drive  
**Recommendation:** Recommend approval, subject to conditions on Attachment 1

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### SUMMARY:

The Nakoma Sky Planned Area Development (PAD) was approved in January, 2015 and provided for a multi-use senior care development on 77± acres located at the southeast corner of First Avenue and Naranja Drive (Attachment 2). Following approval of the rezoning to PAD, the applicant submitted a revised plan which proposed changes to the following:

- Architectural design of the proposed buildings
- Building locations, orientations, heights and massing
- Location and allowance of land uses on the plan
- Additional surface parking areas to serve the development

Based on the provisions of the Zoning Code and the Nakoma Sky PAD, the proposed changes require reconsideration of the rezoning by the Planning and Zoning Commission and Town Council.

The approved Tentative Development Plan is provided as Attachment 3. The changes are depicted on the proposed amended Tentative Development Plan (Attachment 4) and outlined in the applicant's submittal (Attachment 5). The approved architectural concept is provided in Attachment 6. The proposed architectural concept is depicted on Attachment 7 and outlined in the applicant's submittal (Attachment 5).

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### BACKGROUND:

The Planning and Zoning Commission staff report from the original rezoning case is provided as Attachment 8 for detailed background information on the site, surrounding land uses, adjacent zoning and overview of the project. This report will focus specifically on the proposed changes to the approved rezoning.

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**DISCUSSION / ANALYSIS:** The proposed changes are outlined in the following sections followed by staff comment.

Changes in Architecture Elevations and Details

The standards, renderings and zoning conditions related to architecture were fundamental to the original approval of the five story project and these standards and conditions were agreed to by the applicant during the public hearings on the original zoning case. The architectural elevations, character and theming of this project was a primary focus of the original review and approval of this case. .

The original rezoning approval included conceptual architectural elevations which represented a specific architectural style and high degree of architectural detail. Details included substantial variation in rooflines, wall planes, colors and materials (Attachment 6). The approved renderings also included tower elements and landscaped terracing on multiple levels of the buildings. The above elements were intended to reduce the visual massing of the planned five story building.

The proposed architectural elevation is provided as Attachment 7, with additional building elevations provided in the applicant's submittal (Attachment 5). The proposed architecture is a different design. Pros and cons relative to the proposed architecture in comparison to the original design is as follows:

Pros

- The design is more sensitive to grade changes with the building being lowered in height and stepped to conform with natural elevations of the site
- The design has reduced the five story portion of the building by 50%.
- The design improves roof plane variation by breaking the long linear roof design of the original design in multiple building segments with differing roof planes.
- Design meets the Zoning Code Design Principles and Design Standards
- View of increased mass and clustering from First Avenue is similar to previous design

Cons

- The design generally depicts a reduced level of architectural details and elements established by the original rendering
- The extent of reduced building heights at the ends of buildings has been substantially reduced from the original elevation (Attachment 6)
- Architectural features at the corners and the center of the building have been eliminated, although elimination of the central feature reduces building height and impact
- Variation in colors and materials have been reduced.
- The extent terrace landscaping has been reduced
- The mass and clustering from Steam Pump Ranch is increased

In summary, the proposed design is more reflective of a traditional apartment design versus the original resort appearance of the original approval. Staff is supportive of the architectural renderings and details if more of the important design features from the original approval are incorporated. To this end, staff is recommending conditions requiring refinement and improvement of the building elevations during the design phase of the project to meet or exceed the architectural quality depicted on the originally

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approved rendering (Attachment 6). The final architecture design is subject to Conceptual Design Review Board and Town Council approval.

#### Changes in Building Orientation and Massing

Building massing and view impacts was a primary consideration during the original rezoning application, specifically the visual impact of the five story building in the main campus core. Assessment of view impact included a site tour to view site balloons at planned building heights from various vantage points. This site tour concluded that the five story building would not be significantly impactful to existing residential areas to the north and west due to hillsides and the distance from these areas. The proposed five story building would be most visible from Steam Pump Village and from the CDO wash bridge.

The memory care/assisted living facility is proposed to be relocated from First Avenue to the main campus area. As a result, building locations, configuration and orientation within the main campus area have been significantly modified. The specific analysis of these changes in land use is addressed in subsections further in this report.

The proposed change involves breaking the original five story building into several buildings and changing the building orientation and massing in the main core area. The proposed changes reduce the amount of fifth story by 50% and lowers the building elevations to more closely reflect changes in the natural site grade. The amount of four story massing has been increased within the main campus core. An exhibit showing the planned building heights under the approved plan is provided as Attachment 9. The applicants revised building height exhibit is provided as Attachment 10 for comparative purposes.

The roof plane variation in the proposed design has been improved with longer portions of the building broken into smaller segments and the previous single five story building broken into several buildings of varying heights. However, as previously noted, the revised plan eliminates the extent of reduced building heights depicted on the original approved rendering and now includes only a small portion of building height step downs, primarily at the immediate edges of the building only. A condition is recommended to reestablish the extent of reduced building heights as depicted on Attachment 6.

Review of the Model Visual Simulation images concludes that the scale and massing of buildings is either equivalent or less visually impactful than the scale and massing of the approved elevations from nearly every vantage point. From several vantage points, most notably from Steam Pump Ranch, building mass has been moderately added to the view shed, but at equivalent or lesser height than the approved elevations. These changes are supported by staff, subject to the recommended conditions of approval.

#### Relocation of the Memory Care from First Avenue to main campus core

The applicant indicates that this change is primarily based on operational efficiencies with having the memory care/assisted living component in proximity of food and other support services located within the main campus core area. The relocation is also related to the presence of drainage conditions along First Avenue which present difficulties in constructing a large building and parking area. The relocation removes a planned 25 foot high building from First Avenue and adds a community open space area, which reduces the visual impact of the project on the area to the west. As previously stated, the

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passive recreational amenities in this area can be effectively designed to incorporate the drainage features into the park design. This change is supported by staff.

Relocation of the community park (public portion) to First Avenue

The original location of the community park was adjacent to the main campus core area and provided a large centralized open space to serve the residents of the facility as well as the larger community. The rezoning required the developer to enter into a public access agreement to ensure residents of the larger community would have access to the community park, as well as some interior spaces such as meeting rooms and the theater. This agreement has been executed by the applicant and the Town.

The modified plan moves the public portion of the park area to First Avenue. Listed below are pros and cons relative to the proposed change.

Pros

- Conveniently located for public access
- Replaces planned buildings with open space along street frontage and reduces visual impact to neighborhood on the south and west of of First Avenue
- Visible location increases safety
- Proposed change results in increased amount of open space and amenities
- Maintains trailhead for access to planned trail access to larger regional trail system

Cons

- Separation of park areas eliminates combined interaction between residents and public
- Reduces amount of open space conveniently located for residents of facility and will require these residents to drive to the community park, should they wish to use these facilities
- Eliminates convenient access for public to indoor meeting rooms and facilities
- Public access to the original park site was better as it will be served from a signalized intersection
- A majority of residents of the facility will have to drive to the relocated community park if they wish to use this area
- Reduction of public amenities adjacent to future multi-use trail along the CDO wash

The proposed new location on First Avenue is impacted by the presence of two washes which traverse the site. As the type of planned amenities in this area are flexible in location and design, the ultimate configuration of the park and parking area can be designed to avoid encroachment into these wash areas and the park location is suitable for the type of amenities proposed. It is common for park sites with passive amenities to be located in areas with minor drainage and floodplains as passive amenities are easily designed around drainage corridors.

To address the concern with reduced amenities near the main campus core, a condition is recommended requiring the community portion of this area south of the main campus core be expanded and additional amenities be provided in this area near the planned trailhead including barbeques, ramadas, water fountain, walking paths and similar passive recreational elements. This expanded community open space area will maintain the community interaction with the residents of the facility envisioned by the original plan.

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The modified location of the park will require amendment of the Public Access agreement to reflect the changes in open space proposed by the applicant and to ensure adequate parking and access to indoor facilities envisioned in the original approval. A modified condition has been recommended to require an amendment to the Public Access Agreement.

Staff is supportive of the modified open space changes, subject to the recommended conditions of approval.

Modification of Assisted Living building on First Avenue to separate cottages, including independent living, which is not a permitted use in this development area

This change reduces the planned building mass in this area from a larger building into smaller, separate cottages. As a result, the overall building massing in this area will be reduced and this amendment is support by staff. As an information note, depending on the ultimately design of the park, some facilities, including the parking area may need to occur on the area planned for residential cottages and the number of planned cottages may need to be reduced or reconfigured.

Landscape and Maintenance Yard near northern boundary

This minor amendment involves a walled landscape and maintenance yard near the northern boundary of the project. The area to the north is planned for open space purposes and the proposed yard location will not negatively impact planned residential lots to the north. This change is supported by staff.

Surface Parking Lot Additions

The revised plan depicts a new 81 space parking area near the front entrance to the residential apartment building. The original rezoning condition required that additional parking areas, beyond what was depicted in the PAD, be located underground or under building. The amended plan does not decrease planned underground parking, and the new surface parking lot is proposed in an area previously planned for hardscape improvements. The new parking area will provide convenient parking for visitors and residents to the facility and does not increase the proposed site disturbance on site from the original approval. Due to anticipated minor changes in planned parking areas which will occur as the final design of the project is refined, a condition has been included which allows additional surface parking areas, provided the number of underground/under building parking is not reduced. This change is supported by staff, with condition noted.

Conditions of Approval

Attachment 1 retains the original rezoning conditions, with modifications shown in strikeout and underlined text.

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**PUBLIC PARTICIPATION:**

A Neighborhood Meeting on the proposed changes was held August 5<sup>th</sup>. Over 150 interested parties were in attendance with discussion topics focused on access to facilities, trails,

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operational aspects, amenities and architectural features. As the meeting was primarily attended by prospective residents of the facility, a considerable portion of the meeting focused on issues unrelated to the proposed changes including unit size, cost of units, contractual questions and timing of development. The summary notes from the neighborhood meeting are provided as Attachment 11. A letter of support and an email of issues from a resident is provided as Attachment 12.

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**RECOMMENDATION:**

Based on the finding that the proposed changes are generally consistent with the overall intent of the original plan, with noted conditions, it is recommended that the Planning and Zoning Commission take the following action:

**Recommend approval to the Town Council of the requested Rezoning OV914-007A, subject to the conditions on Attachment 1**

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**SUGGESTED MOTIONS:**

I move to recommend approval of the Planned Area Development amendment, based on the findings that the proposed changes are generally consistent with the overall intent of the original plan, subject to the conditions on Attachment 1.

OR

I move to recommend denial of the request, based on a finding that \_\_\_\_\_.

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**ATTACHMENTS:**

1. Conditions of Approval
2. Location Map
3. Current Tentative Development Plan
4. Proposed Amended Tentative Development Plan
5. Applicant's Submittal
6. Current Architectural Rendering
7. Proposed Amended Architectural Rendering
8. Planning and Zoning Commission Staff Report
9. Approved Building Height Exhibit
10. Proposed Building Height Exhibit
11. Neighborhood Meeting Summary Notes
12. Resident Comments

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Bayer Vella, AICP Planning Division Manager