

## 3.1 LAND USE ELEMENT

### 3.1.1 GOALS

1. Provide a range of residential, employment and supportive land uses to encourage and maintain a sustainable community.
2. Maintain, update and create standards and guidelines to which developments should adhere in an effort to achieve a sustainable community.

### 3.1.2 PURPOSE

The Land Use Element is the foundation upon which the other elements are based. It identifies the intent and direction for future growth. The Land Use Element serves as the focal point for goals, objectives, and policies that will be used by the City Council, Planning and Zoning Commission and planning staff to generally guide and direct development. The goals outlined within this Element will help set the stage for present and future growth and shape the pattern of the City.

### 3.1.3 EXISTING CHARACTER

The General Plan designates the majority of the land within the current City limits for residential purposes. Although the lands are designated in that way, the predominant current land use is agriculture as shown on Map LU-1, Existing Land Use. There are also many areas within the City and the Planning Area that have not been developed and remain vacant in natural desert conditions.

A key factor of the existing and future development of the city is the land ownership pattern. The presence of private, state, tribal, federal and military ownership is shown on Map LU-2, Land Ownership.

There are four areas which make up the current developed area of Eloy. The first is the Downtown area, which includes the original town site known as "Cotton City Proper". Cotton City Proper is bounded on the north by Battaglia Road, on the south by Alsdorf Road, on the east by Sunshine Boulevard and on the west by Curiel Street. The Downtown area extends to the east to Tryon Avenue and the west to Eleven Mile Corner Road which has functioned historically as the central business district. The second area is Toltec, which lies a few miles northwest of the Eloy's historic downtown area and comprises additional community neighborhoods and freeway oriented commercial development.

The third area is North Toltec, which is bounded on the north by Cornman Road, on the south by Hanna Road, on the east by Estrella Road and on the west by Toltec Road. North Toltec consists of a mix of modular and mobile homes as well as conventional housing. The fourth area is Robson Ranch, which is bounded on the north by Hanna Road, on the south by Frontier Street, on the east by Toltec Road and on the west by Overfield Road. Robson Ranch is an age restricted, master planned community.

### **3.1.4 DISCUSSION**

#### **Land Use Plan**

The Eloy Land Use Plan as shown on Map LU-3, Land Use Map, includes multiple residential and non-residential land use designations. A summary of the distribution of land uses is shown on Table LU-1, Future Land Use Composition. These various land use types provide multiple options to landowners, developers and residents to encourage innovative and quality development.

Resident's needs may be met by providing a variety of housing types, costs, and sizes. In addition, the land use types outline specific requirements for retail, office, industrial and mixed use types of developments. All of these different land uses, when planned correctly, will create a balance among housing, jobs, and services. Each residential designation includes a density range, an indication of permitted zoning, and the typical uses intended to be located within each designation.

#### **Land Use Designations**

All residential designations have an associated density range. When applications are submitted for any residential development which satisfies the minimum requirements of the General Plan and Zoning Ordinance, the project should be allowed a maximum density at the mid-point density of the range. Residential developments which exceed the minimum requirements may also be considered for increased density allowance. The following criteria should be used when reviewing applications to allow increased density:

1. Proposed development plans that provide amenities above the requirements of the zoning ordinance and or subdivision regulations (i.e. parks, pedestrian walkways, picnic areas, tot lots, covered pedestrian refuges, etc.).
2. Proposed development increases setbacks along transitional buffer areas (i.e. between commercial and lower residential land use designations).
3. Proposed development plans specify the use of larger trees than required by the Zoning Ordinance.

4. Proposed increase in density will not negatively impact adjacent lower density developments.
5. Proposed development is compatible with and exceeds the minimum design guidelines established in the General Plan, Zoning Ordinance, Subdivision Regulations and with the adjacent land uses.
6. Proposed development provides creative design approaches which implement the objectives of the General Plan.
7. Consideration of the topography of the project site and assurance that the site design minimizes impacts on adjacent property.

Note: The presence of environmental characteristics such as, but not limited to geology, flooding, biology and archaeology may restrict density.

### **Estate Density Residential**

**Density Range** : 1.0 du / 20.0 ac to 1.0 du / 1.0 ac

**Permitted Zoning Districts** : RR-20, RR-5, RR-2.5, R1-54, and R1-43

Uses allowed within this designation include large lot, single family residential development. The density range, 0.05 du/ac to 1.0 du/ac (1 du/20 acres to 1 du/1 acre), is intended to portray a rural setting. Home sites within this designation should create more of an open environment. Municipal water and sewer connections are not required. Estate Density Residential uses may serve as a transitional land use buffer between residential uses with densities higher than 1 du/ac.

### **Low Density Residential**

**Density Range** : 1.0 to 3.0 du/ac

**Permitted Zoning Districts** : R1-43, R1-54, and R1-12

Uses allowed within this designation include detached, moderate-sized lot, single family residential development. The density range (1.0 to 3.0 dwelling units per gross acre) is intended to accommodate single family residential subdivisions with standard typical lot layouts. Development potential of properties within this designation is determined by location, access, availability of existing or proposed public facilities and utilities, existing and future land use patterns, and natural or human-made constraints.

## **Medium Density Residential**

**Density Range** : 3.0 to 6.0 du/ac

**Permitted Zoning Districts** : R1-12, R1-6

Uses allowed within this designation include single family detached and attached residential homes. The density range (3.0 to 6.0 dwelling units per gross acre) is intended to accommodate areas suitable for single family, townhome, patio home, and duplex-type units. Development potential of properties within this designation is determined by location, access, availability of existing or proposed public facilities and utilities, existing land use patterns, and natural or human-made constraints.

Other uses permitted in this category may include limited Neighborhood Commercial development. Neighborhood Commercial should be sensitively integrated into the site and functionally linked for pedestrian and automobile access.

## **Medium-High Density Residential**

**Density Range** : 6.0 to 10.0 du/ac

**Permitted Zoning District** : R-2

Uses allowed within this designation include attached and detached residential development. The density range (6.0 to 10.0 dwelling units per gross acre) is intended to accommodate attached and detached single family homes, townhome, patio home, duplex, multi-plex, and apartment units. Development potential of properties within this designation is determined by location, access, and availability of existing or proposed public facilities and utilities, and existing and future land use patterns. Other uses permitted in this category may include limited Neighborhood Commercial development if sensitively integrated into the site and functionally linked for pedestrian and automobile access.

## **High Density Residential**

**Density Range** : 10.0 to 24.0 du/ac

**Permitted Zoning District** : R-3

Uses allowed within this designation include multi-family residential density development. The density range (10.0 to 24.0 dwelling units per gross acre) is intended to accommodate two-and three-story apartments, condominiums, and townhomes close to employment and service areas and to buffer lower density residential areas from higher intensity uses. Development potential of properties within this designation is determined by location, access, and availability of existing or proposed public facilities and utilities, and existing and future land use patterns.

Other uses permitted in this category may include limited Neighborhood Commercial development if sensitively integrated into the site and functionally linked for pedestrian and automobile access.

## **Neighborhood Commercial**

**Permitted Zoning District** : Neighborhood Commercial (C-1)

Uses allowed within this designation include commercial services used by the general public on a daily basis on corner parcels at arterial and collector street intersections. The market area radius for a Neighborhood Commercial area is approximately one mile, which would allow walking and bicycling to be used as feasible modes of transportation.

Neighborhood Commercial areas often have a grocery store as an anchor tenant and may include other commercial uses including drug stores, beauty/barber shops, dry cleaners, post offices, small restaurants, small tenant retail, and single professional and medical offices.

### Development Guidelines:

Neighborhood commercial areas typically consist of limited, convenience oriented establishments that serve the surrounding residential neighborhood area within an approximate one-mile radius. Retail and service oriented commercial uses should be encouraged within revitalized existing neighborhoods. Typical uses may include, but are not limited to, food markets, bakeries, pharmacies, restaurants, and self-service laundries. While commercial uses within new or existing neighborhood developments may be beneficial to the City and residential areas, specific design criteria and guidelines should be required to mitigate any potential negative impacts. The following guidelines may influence both the siting and design of the Neighborhood Commercial uses and the preservation, revitalization, and success of the adjacent neighborhoods.

All neighborhood commercial uses should be located at the intersection of arterial or collector streets.

Neighborhood Commercial uses should be restricted to the height limitation of the adjacent residential district.

Screening techniques (i.e. landscaping, berming, fencing) should be used to buffer adjacent residential uses from noise, sight and glare impacts generated by Neighborhood Commercial uses.

Landscaping should be drought tolerant and evergreen.

Four-sided Architecture and design should be used to soften the visual appearance of the commercial development in order to minimize any potential negative impacts to surrounding residential neighborhoods.

Commercial developments should provide open space and should provide pedestrian amenities and places for pedestrians to gather.

## **Community Commercial**

**Permitted Zoning District** : Community Commercial (C-2)

Uses allowed within this designation include a variety of types and intensities of commercial development. Community Commercial areas typically consist of large shopping centers and districts that offer a wider variety of goods and services than the neighborhood commercial areas. They rely on larger trade areas (two-mile radius or greater) and include such uses as department stores, bookstores, furniture stores, restaurants, theaters, and non-retail services, such as offices and banks. Major Community Commercial centers should be located with adequate controlled access and visibility to arterial streets.

Development Guidelines:

The City is located along an interstate highway that transports a significant amount of daily vehicular traffic between Phoenix and Tucson. The City of Eloy desires to create and diversify the community's economy by capturing a portion of the future commercial and industrial jobs that will locate along the corridor. A sustainable economy is created by balancing the respective elements of a community. Residential, commercial and industrial development should develop proportionately.

Over-designation of commercial land can lead to a vacant and abandoned commercial land use pattern, under designation of commercial land can result in inflated land prices, a lack of needed services, a loss of economic development potential and a reduced sales tax base. The guidelines presented below will influence the siting of Community Commercial uses.

All such uses are located at the intersection of arterial and/or collector streets, or within Mixed Use Centers.

Community Commercial developments may be required to submit, for review and approval, a traffic impact study as part of the site planning process to determine number and location of median and curb cuts for optimal traffic flow and adequate site ingress/egress.

Building design should utilize 360-degree architecture (four-sided attractive articulation)

Landscaping should be drought tolerant and evergreen.

Buffering (i.e. landscaping, distance, and fencing) should be utilized to shield adjacent residential uses from noise, glare, and supply truck traffic generated from adjacent Community Commercial uses.

### **Mixed Use**

Residential Component:

**Density Range** :10.0 to 24.0 du/ac

**Permitted Zoning Districts** : Combination of R-2/R-3/C-1/C-2/MU/PF/BP

Development within this designation should be represented by a mix of retail, office, and higher density residential at more urban densities with an emphasis on pedestrian scale and walkability. This category is also appropriate along rail corridors where a mix of commercial, industrial and higher residential densities are appropriate. The uses and densities permitted within this category include Neighborhood Commercial, Community Commercial, Business Park, Light Industrial, Medium-High Density Residential and High Density Residential. Zoning applications within the Mixed Use category should include multiple uses and/or the integration of at least two uses within individual structures.

Mixed Use developments have the potential to help revitalize the City's Downtown area. In order to provide direction for these types of developments the following guidelines should be followed:

Develop a mixture of neighborhood-serving businesses and residences.

Provide opportunities for residential uses that can capitalize on ready access to commercial and retail establishments.

Allow flexibility in the design and development of residential and Mixed Use developments.

Encourage a variety of housing types mixed with light commercial retail/professional offices (i.e. live work units).

### **Planned Community Area**

**Permitted Zoning District** : Planned Area Development (PAD)

The proposed Planned Community Area (PCA) designation provides for large-scale (40 acres or more) master planned developments that include a mixture of land use opportunities. Such developments should also include an appropriate transportation system connecting possible schools, parks, retail, and/or employment areas.

Projects that are primarily residential within a PCA should include a variety of residential densities to promote housing choice. Residential communities within a PCA should also provide commercial and/or employment land uses for residents of that area. Projects that are principally employment focused within a PCA should include other supportive uses (i.e. retail, public facilities, etc.). Requests for the PCA designation should include a conceptual land use plan. When approved, the PCA designation should permit the shifting of land uses within the defined area from one location to another without requiring an amendment to the designation.

If the overall land use balance of any land use category within the PCA increases more than twenty five (25) percent, the rules for amendments will determine whether a major or minor amendment is necessary. Landowners may request the PCA designation on previously approved General Plan Amendments that meet the requirements above, as long as the allocation of land uses remain unchanged or within the 25% threshold. Such requests should be processed as Minor General Plan Amendments.

### **Light Industrial**

**Permitted Zoning Districts** : Business Park (BP) and Light Industrial (L-1)

Uses allowed within this designation include the least intense industrial employment uses, such as professional offices, research and development, wholesale and storage warehouses, utility centers, the repairing and packaging of goods, and ancillary eating and retail establishments. In particular, light industrial areas should be designed such that the least intense uses are located along major and minor arterial streets, where visibility to the public is high. Adherence to landscape standards, setbacks, and provision of adequate transitions between intense uses and low impact developments (residential and neighborhood commercial) ensures compatibility between uses and enhances the community's visual aesthetics and appeal.

### **General Industrial**

**Permitted Zoning District** : General Industrial (I-2)

Uses allowed within this designation include the most intense industrial employment uses and generally consist of wholesale and storage warehouses, external storage yards (including utility centers), fabrication, manufacturing, processing, repairing, and packaging of goods. Manufacturing areas typically produce noise, truck or rail traffic, and open storage. They should be designed in such a way that the rear and sides of the structure and outside storage areas are screened from public view. Adherence to landscape standards, setbacks, and provision of adequate transitions between intense uses and low impact developments (residential and neighborhood commercial) ensures compatibility between uses and enhances the community's visual aesthetics and appeal.

Development Guidelines (for all industrial designations):

Light Industrial and General Industrial designated areas can capitalize on the economic opportunities of the transportation network within the City.

It is important to designate lands that will maximize the future employment potential. Providing adequate infrastructure and support services in areas designated for industrial and manufacturing uses will help draw businesses to those areas. The guidelines presented below will influence the siting of industrial related land uses.

Generally, all such uses should be located along the interstate and/or state highway corridors, as well as, in and around the Eloy Municipal Airport.

Industrial related uses should not be located adjacent to single family residential uses without adequate buffers.

Industrial uses may be required to submit, for review and approval, a traffic impact study as part of the site planning process to determine number and location of median and curb cuts for optimal traffic flow and adequate site ingress/egress.

Building front and street side architecture should be significantly articulated using wall undulation, varied rooflines and changes in materials to help create visual interest and minimize negative impacts created from large building massing (both vertically and horizontally).

Landscaping should be drought tolerant, yet green and healthy.

Screening techniques (i.e. landscaping, distance, berming, and fencing) should be used to shield and buffer adjacent residential uses from noise, visual impact, glare, and delivery truck traffic.

## **Parks/Open Space**

**Permitted Zoning Districts** : Open Space Conservation (OSC) and Open Space Recreation (OSR)

This designation should be used for existing and planned open space, parks and other related recreational facilities that serve the City's current and future recreational needs.

Development Guidelines:

Lands designated as Parks/Open Space should provide the citizens of Eloy and its visitors with the opportunity to navigate through the City using an interconnected trail system. The opportunity to enjoy the unique characteristics of the surrounding agricultural landscape, and to engage in active or passive recreation activities at parks located throughout the City will

increase the quality of life in Eloy. Standards and definitions related to developing new active parks are located in the Parks, Open Space and Trails Element, while the guidelines presented below will influence the siting of Parks, Open Space and Trails land uses.

All parks that do not contain lighted facilities should be located at the center of their service area to equalize accessibility for all users.

Parks that contain lighted facilities should be located adjacent to roadways and employment uses to help buffer glare and noise. Parks that are lighted shall adhere to the City's Lighting Ordinance.

Parks, Open Space and Trails areas should be designed and constructed to conform to their respective definitions (located in the Parks, Open Space and Trails Element). Parks should be constructed so that they can be used at the completion of the first phase of adjacent residential development.

Siting parks, open space and trails should be planned in conjunction with adjacent subdivisions, master planned communities, and other residential developments (including multi-family). Each residential development should submit a conceptual design plan which will incorporate the parks, open space and trails by including pedestrian walkways, pathways, and trails etc. which tie into the overall area.

The City may want to purchase, or obtain through dedication, lands designated for Parks and Open Space in order to ensure that lands held in private ownership or by the Arizona State Land Department are developed as parks and open space. The City cannot require private property owners or the State to preserve their lands, nor can the City remove all development potential from a property.

## **Public/Institutional**

### **Permitted Zoning District : Public Facility (PF)**

This designation should be used for land and/or facilities that are owned by a city, county, state, or federal public or quasi-public institutional entity. The land uses allowed should provide governmental, educational, cultural, aviation, or corrections services within the City. These essential public uses should support and enhance the overall community's land use pattern and visual aesthetics in order to minimize potential negative impacts.

#### **Development Guidelines:**

The Public/Institutional land designation will be used to provide for the basic functions and services as needed and desired by the City's residents and business owners. As development occurs within the City, additional lands will be needed to provide basic public services, such as municipal facilities, public safety facilities, utilities, and large-scale recreation uses.

## Specific Plan Study Areas

In the future, the City will have to critically evaluate new development proposals within specific areas of interest or focus. These areas will require additional research, development criteria, and have specific Council policies that should be met. The City's decisions will affect the future residential and economic growth in these areas.

<b>LU-1: Future Land Use Composition</b>				
<b>Land Use Type</b>	<b>Incorporated Area (Acres)</b>	<b>Planning Area (Acres)</b>	<b>Total (Acres)</b>	<b>Percent of Total</b>
Estate Density Residential	11,980.88	154,881.44	166,862.32	51.69%
Low Density Residential	5,252.96	30,774.34	36,027.30	11.16%
Medium Density Residential	35,986.99	12,569.90	48,556.88	15.04%
Medium-High Density Residential	3,126.49	3,921.05	7,047.54	2.18%
High Density Residential	1,889.89	742.27	2,632.15	0.82%
Neighborhood Commercial	33.33	0.00	33.33	0.01%
Community Commercial	4,460.47	2,312.41	6,772.88	2.10%
Light Industrial	2,133.73	10,043.90	12,177.64	3.77%
General Industrial	5,019.53	393.71	5,413.24	1.68%
Parks/Open Space	1,259.21	172.25	1,431.47	0.44%
Mixed Use	1,119.17	4,596.39	5,715.57	1.77%

Public/Institutional	1,120.83	29,008.38	30,129.21	9.33%
<b>TOTALS</b>	<b>73,383.48</b>	<b>249,416.04</b>	<b>322,799.52</b>	NA

Source: City of Eloy, July 2018

### 2.3 OBJECTIVES

The following objectives are presented to guide development of land within the City and give Staff direction to make flexible decisions about the overall land use pattern within the City of Eloy when amendments to the map are requested.

1. Maintain transitional buffers between high and lower impact land uses.
2. Promote Mixed Use development within designated areas including the downtown.

60 DAY DRAFT