



CITY OF SURPRISE
Planning and Zoning Commission Meeting
16000 N. Civic Center Plaza
Surprise, AZ 85374
Thursday, November 21, 2019 @ 6:00 PM
COUNCIL CHAMBERS

- A. Call To Order
- B. Roll Call
- C. Pledge of Allegiance
- D. Current Events and Reports
- E. Staff Reports
- F. Planning and Zoning Commission Agenda:

CALL TO THE PUBLIC:

INSTRUCTIONS: In order to address the Board\Commission, you will need to fill out a Call to the Public Form available at the front counter, and then turn it in to the Secretary before the meeting begins.

Note: A.R.S. 38-431.01(H) - During this time members of the public may address the Board\Commission only on issues within the jurisdiction of the Board\Commission which are not an item on the agenda. At the conclusion of the open call, the Board\Commission may respond to criticism, may ask staff to review the matter or may ask that the matter be put on a future agenda. No discussion or action shall take place on any item raised.

CONSENT AGENDA:

- | | | | |
|----|----------|---|--|
| 1. | Internal | Consideration and action to review and approve or disapprove the November 7, 2019 Planning and Zoning Commission Minutes. | Nichole Flores
Community
Development |
|----|----------|---|--|

REGULAR AGENDA ITEM - PUBLIC HEARING:

- | | | | |
|----|------------|---|---|
| 2. | District 6 | Consideration and action on a Conditional Use Permit for a new retail building with a drive-through facility located west of the southwest corner of Litchfield Road and Waddell Road in the Marley Park PAD. | Sergio Angulo
Community
Development |
| 3. | Citywide | Presentation and discussion regarding a Major Amendment to the Surprise General Plan 2035 | Joshua Mike
Community
Development |

REGULAR AGENDA ITEM - NON-PUBLIC HEARING:

- G. Other Business and Future Agenda Items
- H. Executive Session

For information purposes: Upon a public majority vote of a quorum ("Commission"), the Commission may hold an executive session, which will not be open to the public, but for only the following purposes: discussion or consideration of records exempt by law from public inspection (A.R.S. §38-431.03(A)(2));

or discussion or consultation for legal advice with the attorney or attorneys of the public body (A.R.S. §38-431.03(A)(3)).

Confidentiality Requirements: Pursuant to A.R.S. §38-431.03(C)(D), any person receiving executive session information pursuant to A.R.S. §38-431.02 shall not disclose that information except to the Attorney General or County Attorney or by agreement of the Commission, or as otherwise ordered by a court of competent jurisdiction.

The Commission may vote to hold an executive session for the purpose of obtaining legal advice from the Commission's attorney on any matter listed on the agenda pursuant to A.R.S. § 38-431.03(A)(3).

I. Adjournment

SHERRY ANN AGUILAR, CITY CLERK, MMC

POSTED: November 13, 2019 at 1:30 PM

SPECIAL NOTE: PERSONS WITH SPECIAL ACCESSIBILITY NEEDS, INCLUDING LARGE PRINT MATERIALS OR INTERPRETER, SHOULD CONTACT THE CITY CLERK'S OFFICE @ 623.222.1200 OR TTY 623.222.1002, BY NO LATER THAN 24 HOURS IN ADVANCE OF THE REGULAR SCHEDULED MEETING TIME.



CITY OF SURPRISE
Planning and Zoning Commission Meeting

Council Meeting Date: November 21, 2019 Contact Person: Nichole Flores
Submitting Department: Community Development District: Internal
Staff Recommendations:

Consent: Yes Regular: No Public Hearing: No Report/Discussion: No

Agenda Wording:

Consideration and action to review and approve or disapprove the November 7, 2019 Planning and Zoning Commission Minutes.

Motion:

I move to approve the November 7, 2019, Planning and Zoning minutes.

Background:

Objective Analysis:

Policy Compliant:

Financial Impact:

Budget Impact:

FTE Impact:

ATTACHMENTS:

1. 19-11-13 EVR 11-07-19 PZ MIN
-

**CITY OF SURPRISE
PLANNING AND ZONING COMMISSION**

MEETING MINUTES

November 7, 2019 / 6:00 PM

**AZ Techcelerator – Trebek Room
12425 W Bell Rd, Building D
Surprise AZ 85374**

CALL TO ORDER.

Chair Matthew Keating called the Planning and Zoning Commission Meeting to order at 6:00 p.m. at the AZ Techcelerator, 12425 W Bell Rd, Building D, Surprise, Arizona 85374, on November 7, 2019.

A. ROLL CALL

In attendance were Chair Matthew Keating, Vice Chair Dennis Bash, Commissioner Gisele Norberg, Commissioner Dennis Smith, Commissioner Scott Krous and Commissioner Ken Chapman. Commissioner Mitchell Rosenbaum had an excused absence.

STAFF PRESENT:

Ellen Van Riper, Chief Deputy City Attorney; Chris Boyd, Acting Community Development Director; Lloyd Abrams, Assistant Community Development Director; Robert Kuhfuss, Current Planning Supervisor; Hobart Wingard, Planner II; Joshua Mike, Planner II; Hobie Wingard, Assistant City Attorney; and Commission Secretary, Nichole Flores.

COUNCIL MEMBERS PRESENT:

None.

B. PLEDGE OF ALLEGIANCE

C. CURRENT EVENTS REPORT

Mr. Boyd shared discussion regarding community pools will be brought back on the December 5, 2019, meeting.

D. STAFF REPORT

None.

CALL TO THE PUBLIC:

Chair Keating opened the call to the public to discuss any items not listed on the agenda.

Hearing no comments, Chair Keating closed the call to the public.

CONSENT AGENDA:

Item 1 – Internal – Consideration and action to review and approve or disapprove the October 17, 2019 Planning and Zoning Commission Minutes.

Commissioner Smith made a motion to approve the October 17, 2019, Planning and Zoning Minutes as presented. Commissioner Chapman seconded the motion. Motion passes with 6 votes in favor.

REGULAR AGENDA ITEMS REQUIRING A PUBLIC HEARING:

Item 2 – Citywide – Presentation and discussion regarding a Major Amendment to the Surprise General Plan 2035

Joshua Mike, Planner II, presented item 2 to the Commission.

Chair Keating opened the public hearing.

Andy Cepon, resident, shared with the Commission his concerns regarding bus routes, bus stops and concerns of his neighborhood.

Hearing no further comments, Chair Keating closed the public hearing.

The Commission discussed the following:

- Growth element
- Barriers
- Greenway Road improvements

REGULAR AGENDA ITEMS NOT REQUIRING A PUBLIC HEARING:

Item 3 – District 3 – Consideration and action pertaining to approval of the Site Plan for Hayden Townhomes, generally located north of the northwest corner of Cactus Road and Cotton Lane.

Hobart Wingard, Planner II, presented item 3 to the Commission.

The Commission discussed the following:

- School access
- Roadway improvements

Commissioner Norberg made a motion to recommend approval of the Site Plan for Hayden Townhomes, generally located north of the northwest corner of Cactus Road and Cotton Lane. Vice-Chair Bash seconded the motion. Motion passes with 6 votes in favor.

OTHER BUSINESS:

Item G – Internal - Discussion pertaining to future agenda items.

None.

ADJOURNMENT:

Hearing no further business, Vice-Chair Bash made a motion to adjourn the Planning and Zoning Commission meeting. Commissioner Krous seconded the motion.

Meeting adjourned at 6:29 p.m.

Chris Boyd
Acting Community Development Director

Matthew Keating
Planning and Zoning Commission Chair

The foregoing instrument is a full, true and correct copy of the original document on file in the office of the City Clerk, City of Surprise, Arizona.

ATTEST BY: _____
Nichole Flores, Commission Secretary

DATE: _____



CITY OF SURPRISE
Planning and Zoning Commission Meeting

Council Meeting Date: November 21, 2019 Contact Person: Sergio Angulo
Submitting Department: Community Development District: District 6
Staff Recommendations:

Consent: No Regular: No Public Hearing: Yes Report/Discussion: No

Agenda Wording:

Consideration and action on a Conditional Use Permit for a new retail building with a drive-through facility located west of the southwest corner of Litchfield Road and Waddell Road in the Marley Park PAD.

Motion:

I move to approve/deny the Conditional Use Permit for a new retail building with a drive-through facility located west of the southwest corner of Litchfield Road and Waddell Road in the Marley Park PAD.

Background:

On July 10, 2019 Nagaki Design-Build Associates, Inc., submitted a request for a Conditional Use Permit for a new retail building with a drive-through facility located west of the southwest corner of Litchfield Road and Waddell Road in the Marley Park PAD.

Objective Analysis:

Policy Compliant:

Financial Impact:

All activity related to ongoing development of the City of Surprise has an economic and fiscal impact on the city and the region.

Budget Impact:

FTE Impact:

ATTACHMENTS:

1. 00 - FS19-487 - Retail at Marley Park - Staff Report
2. 01 - FS19-487 - Retail at Marley Park - Vicinity Map

3. 02 - FS19-487 - Retail at Marley Park - Site Plan
 4. 03 - FS19-487 - Retail at Marley Park - Landscape Plan
 5. 04 - FS19-487 - Retail at Marley Park - Elevations
 6. 05 - FS19-487 - Retail at Marley Park - Neighborhood Meeting Report
 7. FS19-487 - Retail at Marley Park - PowerPoint
-

1 **Case:** **FS19-487**
2
3 **Project Name:** Retail Building at Marley Park
4
5 **Council District:** 6 – Palo Verde
6
7 **Meeting Date:** November 21, 2019
8
9 **Planner:** Sergio Angulo
10
11
12 **Owner:** Marley Park West, LLC
13
14 **Applicant:** Nagaki Design-Build Associates, Inc.
15
16 **Request:** Conditional Use Permit for a new Retail Building with a Drive-
17 Through Facility.
18
19 **Site Location:** West of the southwest corner of Litchfield Rd. and Waddell Rd.
20
21 **Site Size:** 1.39 Acres (approx.)
22
23 **General Plan**
24 **Conformance:** The proposal is consistent with the Surprise General Plan 2035
25 as proposed under case FS19-487.
26
27 **Support/Opposition:** None known.
28
29 **Staff Recommendation:** Staff recommends the Commission move to **approve** case
30 FS19-487, subject to stipulations 'A' to 'E'.

31 **Existing Land Zoning:**



PAD – Commercial	PAD – Commercial	PAD – Commercial
PAD – Employment	PAD – Employment	PAD – Employment
PAD – Employment	PAD – Employment	PAD – Employment

History:

October 25, 2000: The Mayor and City Council approved the Planned Area Development for Marley Park.

November 9, 2000: The subject parcel was annexed into the City.

January 10, 2019: Staff met with the applicant to discuss the project during a regularly scheduled Concept Review meeting under CR18-680.

July 10, 2019: The applicant filed a request for a Conditional Use Permit approval for a new Retail Building with a Drive-Through Facility.

August 19, 2019: The applicant held a Neighborhood Meeting at the Residence Inn Hotel located at 16418 N. Bullard Ave. The meeting was properly advertised and was attended by one neighbor who was seeking information about the project. There were no concerns or opposition to this project.

49 **Project Description:**

50
51 Nagaki Design-Build Associates, Inc. on behalf of Marley Park West, LLC, requests approval
52 of a Conditional Use Permit to allow for a new retail building with a drive-through facility on
53 lot 6 of Marley Park Square located west of the southwest corner of Waddell Road and
54 Litchfield Road.

55
56 The subject property is zoned Planned Area Development (PAD) with an Employment land
57 use designation. The Marley Park PAD references the Zoning Code for permitted uses in
58 Neighborhood Commercial (C-1), Community Commercial (C-2), Regional Commercial (C-
59 3), Light Industrial (I-1), and Business Park (BP) zoning districts. The Surprise Unified
60 Development Code (SUDC) lists Conditionally Permits "Drive-Through Facilities" in
61 Community Commercial zoning districts, but requires an analysis of any proposed
62 Conditional Use to be based on the use specific standards listed under section 122-78 of the
63 SUDC. These standards include the following:

64
65 When allowed, drive-through facilities shall be subject to the following requirements:

- 66 a) Drive-through facilities shall be located a minimum of 150 feet from any other drive-
67 through facility, except for banks. Car washes or restaurants with drive-through
68 facilities located within the same building as gasoline service stations shall also be
69 exempted from this requirement.
- 70 b) Drive-through facilities shall be located a minimum of 25 feet from a public right-
71 of-way and a minimum of 75 feet from a residential district.
- 72 c) Drive-through aisles shall be clearly identified through the use of striping,
73 landscaping, signs and shall be designed to:
- 74 1) Contain aisles that are a minimum 11 feet wide. Any curved sections shall
75 be a minimum of 12 feet wide with a minimum radius of 25 feet on curved
76 section;
- 77 2) Minimize the conflict between pedestrians, parking and the building
78 entrance. Pedestrian walkways should not intersect the drive-through
79 aisles, but where they do; they shall have a minimum of 15 feet clear
80 visibility and be emphasized with enhanced paving. Appropriate pedestrian
81 crossing signs shall be visible from both the vehicle drive aisle and the
82 pedestrian walkway; and
- 83 3) Be integrated with the on-site circulation of the larger development. Drive-
84 through aisles shall not exit directly onto a public right-of-way.
- 85 d) The drive-through stacking lane before the first stopping point (i.e. restaurant menu
86 board, teller machine) shall be separated physically from the user's parking lot and
87 shall include the following capacity requirements:
- 88 2) Restaurants. Stacking lanes shall have a minimum capacity of 140 feet per
89 lane. The stacking requirements required for certain types of fast-food
90 restaurants may be less and shall be reviewed on an individual basis.

- 91 e) Drive-through speakers shall not be audible from the right-of way or adjacent
92 residential uses. Additional landscaping, sound attenuation walls, or other
93 mitigation measures may be required to reduce the sound level.
- 94 f) Drive-throughs shall orient pick-up windows away from adjacent residential uses.
- 95 g) Drive-through lanes shall be screened from the right-of-way and adjacent uses
96 through the incorporation of a landscaped berm with continuous, dense
97 landscaping at least four feet in height to effectively conceal the lower portion of
98 the vehicles in line. In cases when a berm may not be feasible because of space
99 constraints, a screen wall may be used in connection with landscaping.
- 100 h) It is strongly recommended that drive-through facilities incorporate an attached
101 canopy over the drive-through window area or teller area of the facility. The canopy
102 shall not exceed 14 feet in height, measured from the ground to underside of the
103 canopy. If canopy support pillars are used, they shall be finished with the same
104 body and accent materials as the primary building. All lighting fixtures in the canopy
105 area shall be recessed.
- 106 i) The architecture of drive-through uses shall reflect the architecture of the principal
107 building and shall be compatible and harmonize with that of the shopping center
108 motif or immediate neighborhood in terms of building color, materials, mass, scale
109 and form.

110
111 This Conditional Use Permit application has been reviewed against these standards and staff
112 finds that this Conditional Use Permit application conforms to the requirements set under this
113 section of the SUDC.

114
115 The subject site is approximately 1.39 acres and it is between the existing Freddy's Frozen
116 Custard & Steakburgers and the Dunkin' Donuts retail building. The site is accessed from
117 Waddell Road through an existing shared driveway and from the south through a shared
118 driveway that has direct access to Litchfield Road to the east. These driveways also serve
119 the existing and future businesses in Marley Park Square. The site plan shows good
120 pedestrian connectivity to the existing sidewalk along Litchfield Road and to future
121 developments to the south.

122
123 On site the applicant proposes an 8,090 sq. ft. retail building with a drive-through facility. The
124 developer proposes a restaurant and other retail uses to occupy the building. The building
125 sits centered on the property with the front facing north onto Waddell Road. The drive-through
126 lane runs along the south side of the building and wraps around the east of building where
127 the pick-up window is located. The site proposes a total of 81 parking spaces which are
128 distributed on the north, south, and west sides of the building. Four (4) of those parking
129 spaces are ADA accessible spaces and will be located near the front of the building. The site
130 meets the minimum parking requirement (73 spaces) of the SUDC.

The proposed landscape meets the requirements of the Marley Park PAD and the SUDC. The existing landscape along Waddell Road will remain as is. Landscape along the drive-through lane will screen the vehicles in the drive-through lane. Additional landscape will also help screen the refuse enclosure. In addition, the existing 3' decorative wall along the north of the site will screen the parking stalls from Waddell Road.

The proposed design will complement this area as it uses similar materials and design components as the ones used on the existing adjacent developments.

The applicant also included a lighting photometric study with this application which meets the lighting requirements of the SUDC.

Reviewing Agencies:

In addition to the standard city internal reviewing departments, the Arizona Department of Transportation, Maricopa Water District, and Luke AFB were included in the routing of this request. None of the reviewing agencies indicated any concerns over the request.

Summary:

Staff believes by accepting and incorporating stipulations 'A' to 'E' the proposed Conditional Use Permit will meet the requirements of the Marley Park PAD, the SUDC, and the General Plan.

Findings:

- The proposed Conditional Use Permit is consistent with the Surprise General Plan 2035.
- The proposed Conditional Use Permit meets the provisions of the Marley Park PAD and the SUDC as applicable.

Recommendation:

Based on the findings noted above, staff recommends the Commission move to **approve** case FS19-487, subject to stipulations 'A' to 'E' as outlined below:

- A. Development and use of the site shall be consistent with the Site Plan entitled "Marley Park Retail" prepared by ndba dated 9/19/19.
- B. Landscaping associated with the site shall be consistent with the Landscape Plan entitled "Retail Building" prepared by TJ&M Associates dated 9/18/19.
- C. Building Elevations shall be consistent with the Building Elevations entitled "Marley Park Retail" prepared by ndba dated 9/19/19.

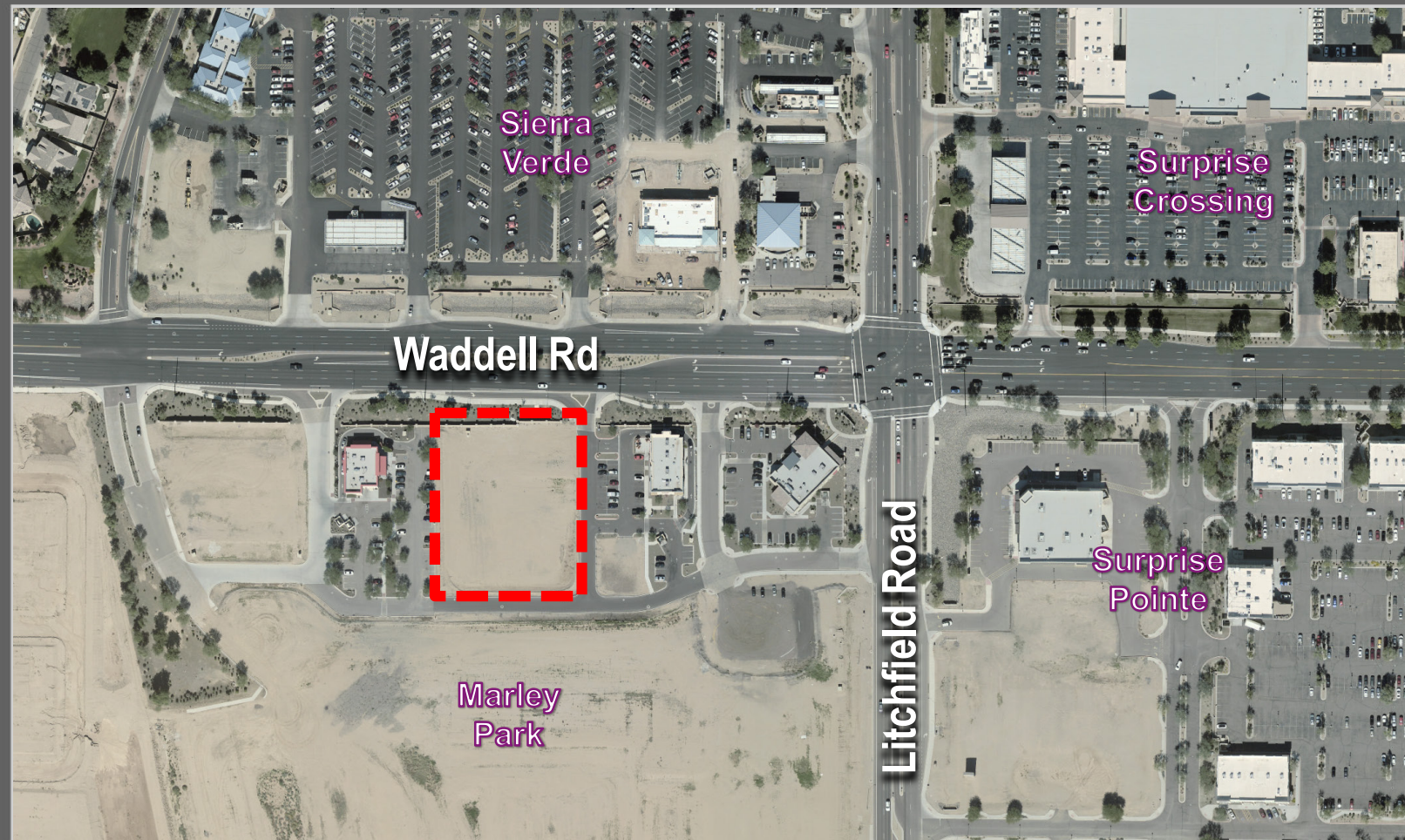
173 D. This Conditional Use Permit is valid for one (1) year after approval by the Planning
174 and Zoning Commission. This Conditional Use Permit shall expire on the one (1)
175 year anniversary of approval, unless construction commences prior to that date.

176 E. Non-compliance with the stipulations of approval of this case will be treated as a
177 violation in accordance with the provisions of Article XIV of the Surprise Unified
178 Development Code.

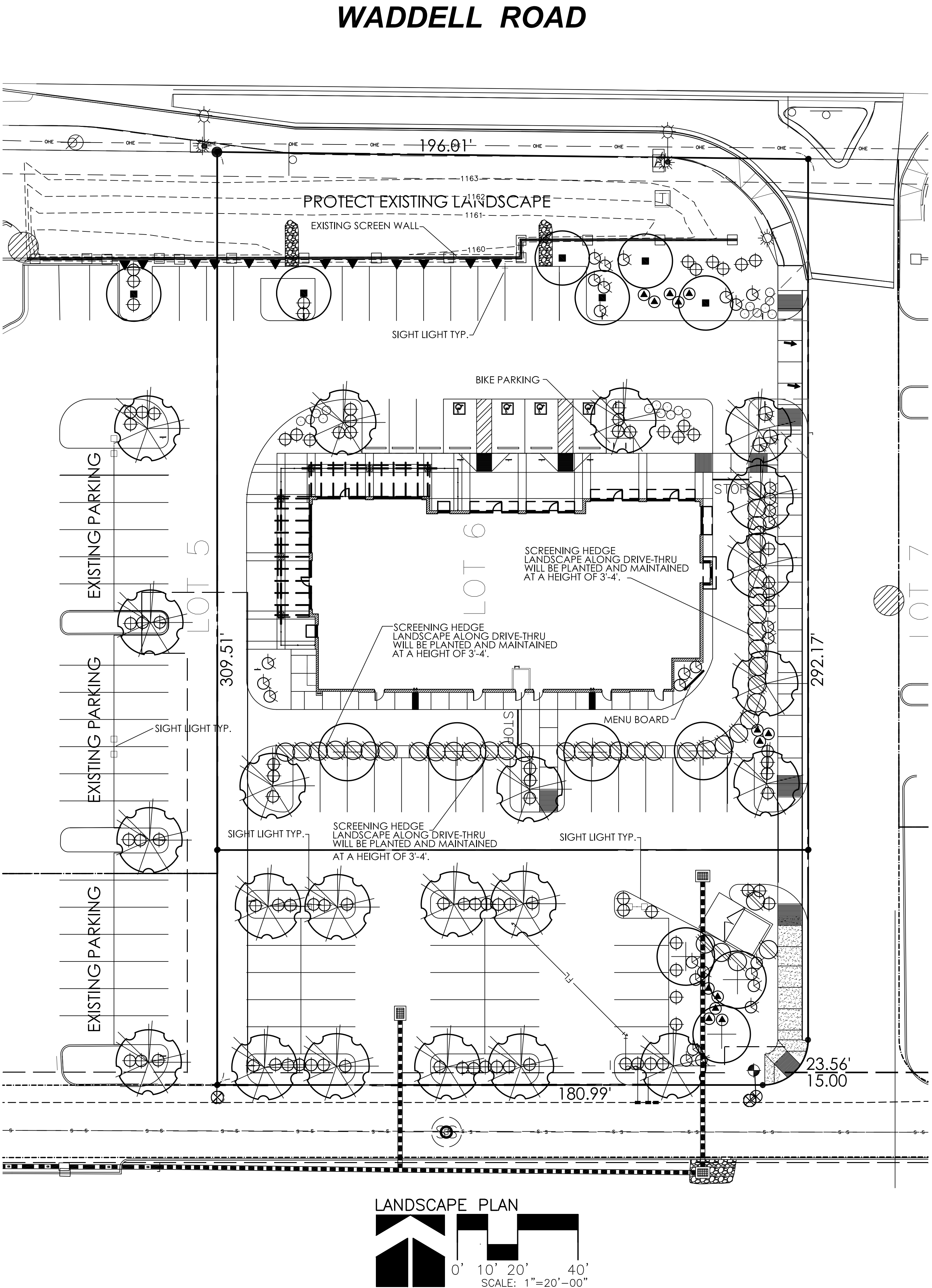
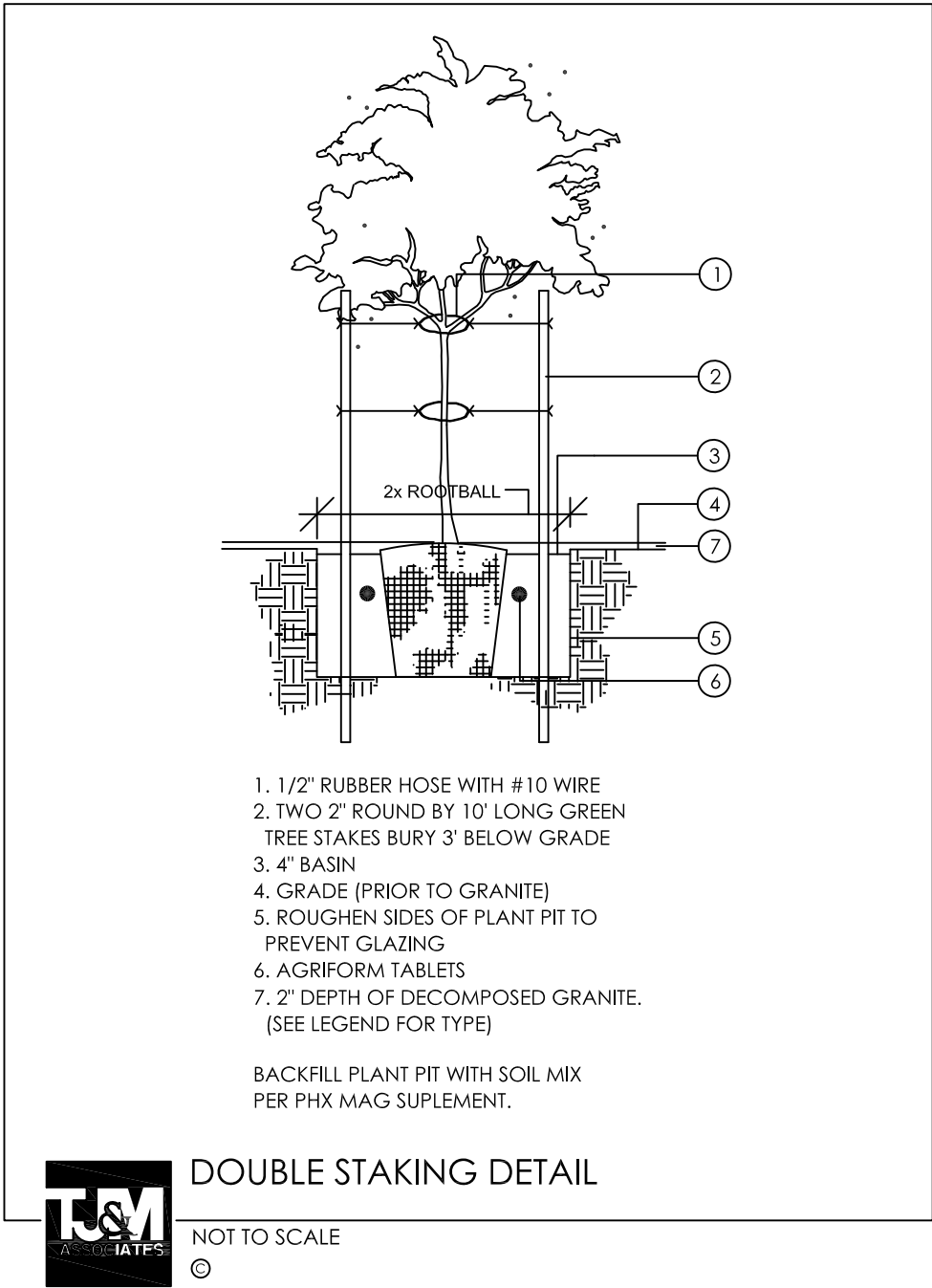
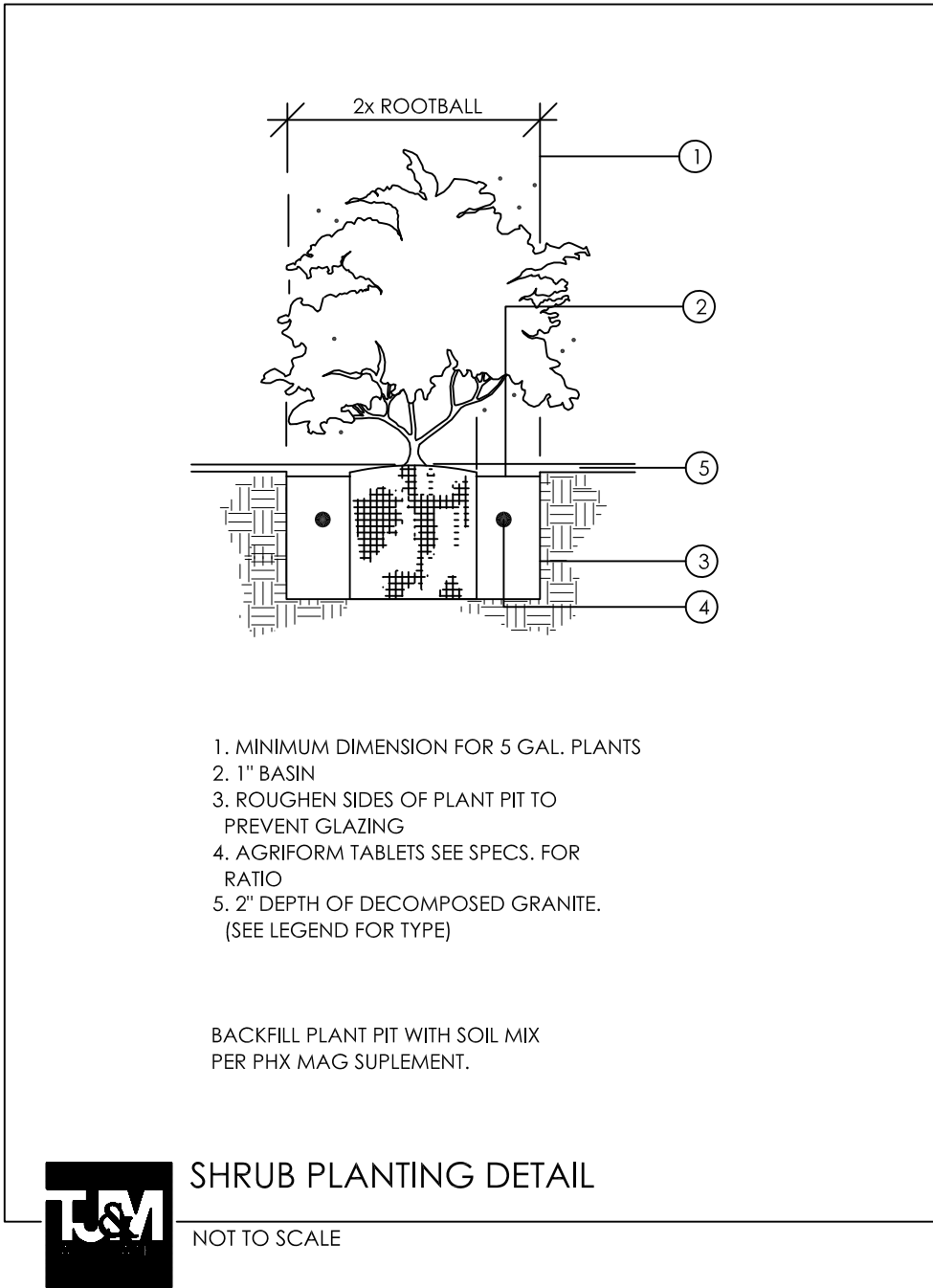
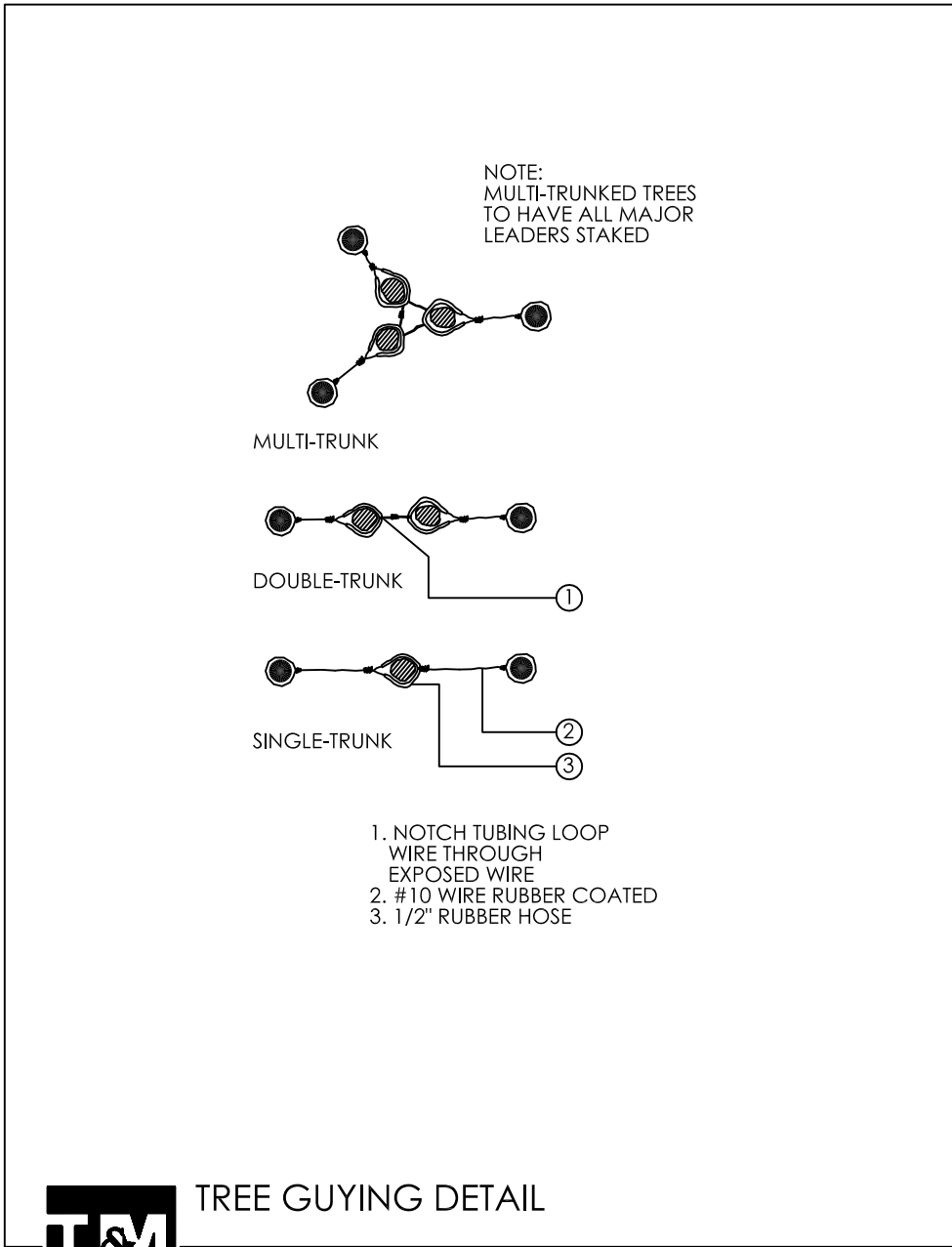
179 However, should the Commission wish to recommend **denial** of the request, the Commission
180 should make its own findings and base its decision on those alternative findings.

181
182 **Attachments:**

- 183
184 01 Vicinity Map
185 02 Site Plan
186 03 Landscape Plan
187 04 Building Elevations
188 05 Neighborhood Meeting Report



VICINITY MAP



LANDSCAPE LEGEND

- CERCIDIUM 'HYBRID'
DESERT MUSEUM PALO VERDE
24" BOX (SINGLE TRUNK)
- ULMUS PARVIFOLIA
CHINESE ELM
24" BOX
- DALBERGIA SISSOO
SISSOO TREE
24" BOX
- LEUCOPHYLLUM FRUTESCENS
'GREEN CLOUD'
5 GALLON
- HESPERALOE PARVIFLORA
RED YUCCA
5 GALLON
- RUELLIA PENINSULARIS
BAJA RUELLIA
5 GALLON
- AGAVE DESMETTIANA
AGAVE
5 GALLON
- TECOMA STANS 'SUNRISE'
SUNRISE YELLOW BELLS
5 GALLON
- BOUGAINVILLEA 'BARBARA KARST'
BOUGAINVILLEA
5 GALLON
- LANTANA MONTEVIDENSIS
'GOLD MOUND'
1 GALLON
- MATCH ADJACENT R.O.W.
DECOMPOSED GRANITE (1/2" SELECT)
2" DEPTH IN ALL LANDSCAPE AREAS

NET LOT SIZE: 60,564 SQ.FT.
ON-SITE LANDSCAPE: 20,132 SQ.FT. (33%)

T.J. McQUEEN & ASSOCIATES, INC.
LANDSCAPE ARCHITECTURE
URBAN DESIGN
SITE PLANNING
10450 N. 74th Street, Suite 120
Scottsdale, Arizona 85258
P. (602) 265-0320
EMAIL: timmcqueen@tjmla.net



REGISTERED PROFESSIONAL

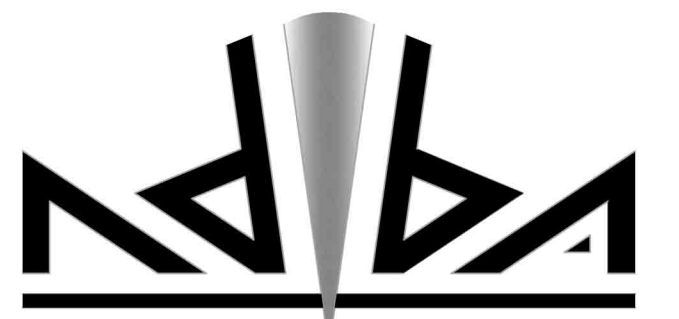
OWNERSHIP OF INSTRUMENTS OF SERVICE
All reports, plans, specifications, computer files, field
data, notes and other documents and instruments
prepared by the design professional as instruments of
service shall remain the property of the design
professional. The design professional shall retain all
common law, statutory and other reserved rights,
including the copyright therein.

RETAIL BUILDING
13983 W. WADDELL ROAD
SURPRISE, ARIZONA 85379

revisions:	
09.18.19	
CITY COMMENTS	

title: AS NOTED
scale: AS NOTED
drawn by: LSN
checked by: Larry S. Nagaki
date: 09.03.19
project no.: 201702.03

sheet no.
La.01

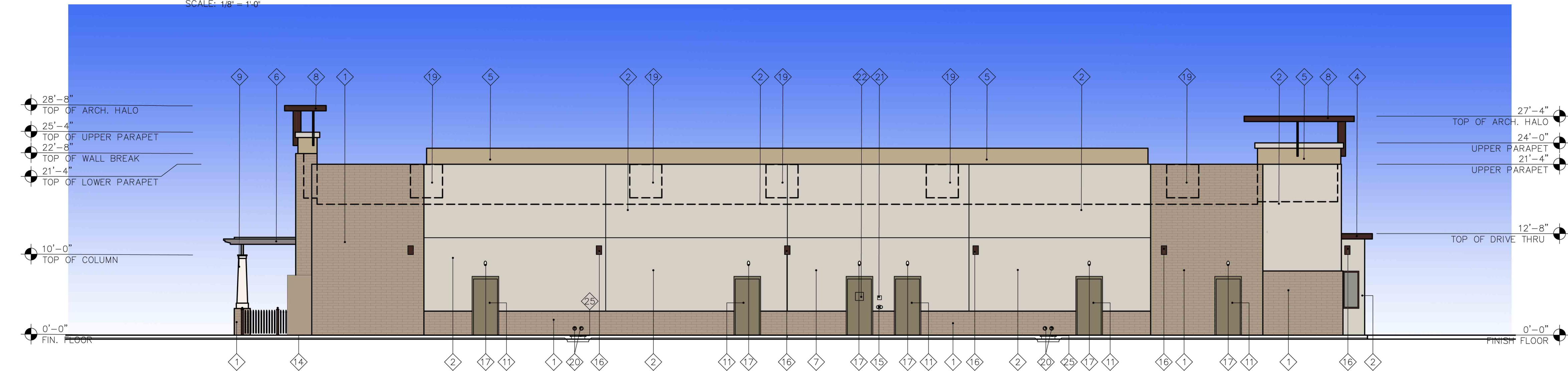


nagaki design-build associates, inc.
4601 N. Black Canyon Highway
Phoenix, Arizona 85015
Office: (602) 604-8886
Fax: (602) 604-8965
www.nagakidesign.com



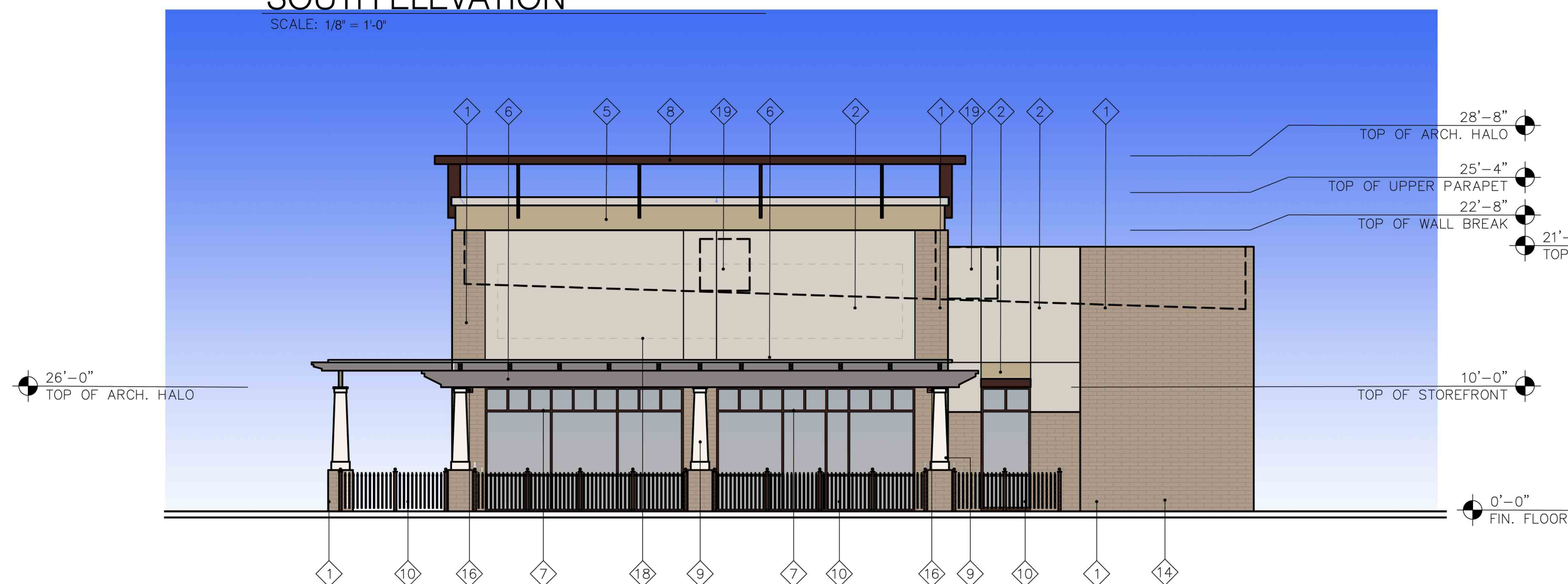
NORTH ELEVATION

SCALE: 1/8" = 1'-0"



SOUTH ELEVATION

SCALE: 1/8" = 1'-0"



WEST ELEVATION

SCALE: 1/8" = 1'-0"



EAST ELEVATION

SCALE: 1/8" = 1'-0"

Keynote	EXTERIOR FINISH	Description
1	Slump Block - Masonry integral color: Spanish Brown by Superfite Block	
2	Integral colored stucco, EIFS, - Color: DE 6227 - Muslin by Dunn Edwards ESR-2563	
3	Integral colored EIFS, sand finish, - Color: DE 6193 - Bamboo Screen by Dunn Edwards ESR-2563	
4	Metal Canopy - Color: Paint to match Ivy UC70569	
5	Integral colored stucco, sand finish, - Color: DE 6193 - Bamboo Screen by Dunn Edwards - ASTM C926-11a	
6	Trellis Framing - Color: SW3 134-8 - Weathered Teak by Sherwin Williams	
7	Aluminum Storefront window system, Color: Classic Bronze UC74957 by PPS	
8	Architectural Halo - Color to match Classic Bronze - UC74957	
9	Trellis Column - Color: DE6212 - Crisp Muslin by Dunn Edwards	
10	Patio Fence - Color: Paint to match Classic Bronze - UC74957	
11	Mandoor - Color: DE6223 - Mission Trail by Dunn Edwards	
12	Top of wall EIFS pop-out - Color: DE 6227 - Muslin by Dunn Edwards ESR-2563	
13	Dual pane insulated glazing with Low-E and clear glass; U - 0.50; SHGC - 0.25	
14	SES paint to match slump block - Spanish Brown	
15	Fire Department Connection	
16	Wall-Mounted Light Fixture	
17	Wall-Mounted Emergency Light Fixture	
18	Dashed line indicates area of wall surface dedicated for signage, 1.5 SF per lineal ft of frontage. Signs will be approved under separate permit.	
19	Roof-mounted mechanical equipment screened completely with parapet wall	
20	Brass Lamb's tongue roof drain leader escutcheon	
21	Fire Department Knobbox	
22	Fire Riser Room Sign	
23	12" high building address sign	
24	Drive-thru window	
25	Sidewalk scupper with aluminum grate	

Marley Park Retail

SWC - WADDELL AND LITCHFIELD ROAD
SURPRISE, ARIZONA

ORIGINAL - 7/16/19
REVISED - 9/3/19
REVISED - 9/19/19



4601 N. Black Canyon Highway
Phoenix, AZ 85015
Phone: (602) 604-8886
Fax: (602) 604-8965

Meeting Notes

Date: August 19, 2019

Project: Marley Park Retail Building – Lot 6

City of Surprise No.: FS19-487

Attendees: Matt Boeddeker, Owner; Buzz Gosnell, Owner; Ralph Bednar, Owner; Larry S. Nagaki, Architect; Gerald Williams, Neighbor; Sergio Angulo, City of Surprise; Robert Kuhfus, City of Surprise; Lloyd Abrams, City of Surprise; Chris Judd, Councilmember

As a part of the Conditional Use Permit and Site Plan Approval process, the ownership and development team held the required public outreach meeting on August 19, 2019 at 6:00 p.m. The meeting was held in one of the meeting rooms located within the Residence Inn Hotel located at 16418 N. Bullard Avenue, Surprise, Arizona.

Due to the size of the gathering the presentation was more informal. There was only one interested neighbor in attendance and thus the discussions were more intimate.

The lone neighbor in attendance was the owner of the building directly to the east of this project, the building that houses the Dunkin Donuts. During the discussions and information presentations, this individual appeared to be seeking more information about the specifics of the project and the potential tenants for the facility. He did not air any concerns with regards to this development.

The meeting was also attended by several City of Surprise Staff members. The discussion with these individuals centered around the processes and timing of approvals than the specifics of the project.

The meeting concluded at 6:30 pm with no new attendees arriving.



Retail at Marley Park Conditional Use Permit

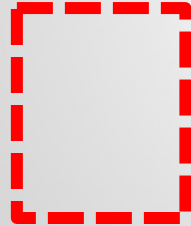
Planning & Zoning Commission

November 21, 2019

Sierra
Verde

Surprise
Crossing

Waddell Rd



Marley
Park

Litchfield Road

Surprise
Pointe

VICINITY MAP

An aerial photograph of a cityscape, featuring a prominent, large, curved building in the foreground. The image is heavily faded and includes a large, bright sun flare in the center, which obscures much of the background. The word "ZONING" is written vertically in white, bold, sans-serif capital letters on the right side of the image.

ZONING

SITE PLAN

LANDSCAPE PLAN

ELEVATIONS

RECOMMENDATION

Staff recommends the P&Z Commission to Approve subject to Stipulations 'A' – 'E'.



QUESTIONS OR COMMENTS?

Thank You



CITY OF SURPRISE Planning and Zoning Commission Meeting

Council Meeting Date: November 21, 2019 Contact Person: Joshua Mike
Submitting Department: Community Development District: Citywide
Staff Recommendations:

Consent: No Regular: No Public Hearing: Yes Report/Discussion: No

Agenda Wording:

Presentation and discussion regarding a Major Amendment to the Surprise General Plan 2035

Motion:

I move to recommend to City Council the approval of Resolution 2019-138.

Background:

The City of Surprise is working on a Major General Plan Amendment to update three elements of the General Plan 2035. The proposed updates include:

Roadway Systems Element and Transit Element within “Chapter 3: Transportation” to reflect updated roadway maps and policy changes associated with the recent Transit Feasibility Study and Transit-Oriented Development Strategic Plan.

Growth Element to reflect changes in the housing market.

Extending Surprise Municipal Planning Area as shown in the Land Use Map.

This Major Amendment includes expanding the Surprise Planning Area Boundary near the White Tank Mountains. If the proposed boundary is approved, all other maps that do not have substantive changes within the General Plan 2035 will also be updated.

Objective Analysis:

Policy Compliant:

Financial Impact:

This item does not have a direct financial impact, however all activity related to ongoing development of the City of Surprise has an economic and fiscal impact on the city and the region.

Budget Impact:

FTE Impact:

ATTACHMENTS:

1. 19.11.07 EVR P&Z General Plan Amend SR
 2. 01 FS19-296 GPA Land Use Map (60-Day Review)
 3. 02 FS19-296 GPA Roadway Systems Element FORMATTED DRAFT (60-Day Review)
 4. 03 FS19-296 GPA Transit Element FORMATTED DRAFT (60-Day Review)
 5. 04 FS19-296 GPA Growth Element FORMATTED DRAFT (60-Day Review)
 6. 05 FS19-296 GPA Presentation 11.21.19 CC Presentation
-



SURPRISE
ARIZONA

MAJOR GENERAL PLAN AMENDMENT

REPORT TO THE PLANNING AND ZONING COMMISSION

1	Case:	FS19-296
2		
3	Project Name:	Major General Plan Amendment
4		
5	Council District:	Citywide
6		
7	City Council Date:	November 21, 2019
8		
9	Planners:	Joshua Mike
10		Martin Lucero
11		
12		
13	Applicant:	City of Surprise
14		
15	Request:	Amend the General Plan 2035
16		
17	Site Location:	Surprise Municipal Planning Area
18		
19	Site Size:	328 square miles
20		
21	General Plan Conformance:	The proposal advances the goals of the Surprise General Plan 2035
22		and provides direction to further enhance additional tools and
23		planning policy.
24		
25	Support/Opposition:	This request has generated letters of acknowledgment and support
26		received from stakeholders and neighboring municipalities.
27		
28	Actions:	Provide recommendation to City Council.
29		
30		
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41		

42 **INTRODUCTION:**

43 The City of Surprise is working on a Major Amendment to the General Plan 2035 that will
44 update three elements of the General Plan 2035 and expand the Surprise Planning Area
45 Boundary near the White Tank Mountains.

46
47 These proposed changes qualify as a Major Amendment because according to the
48 Implementation Chapter of the General Plan 2035 “A Major Amendment to the Surprise
49 General Plan 2035 is any proposal that would result in a change to the Character Area Land Use
50 Plan that would substantially alter the city’s planned mixture or balance of uses.” This proposal
51 includes expanding the overall Municipal Planning Area (MPA) by adding approximately 26
52 square miles of Open Space to the land use balance.

53
54 **PROJECT DESCRIPTION:**

55 The proposed updates include:

- 56 • Roadway Systems Element and Transit Element within “Chapter 3: Transportation” to
57 reflect updated roadway maps and policy changes associated with the recent Transit
58 Feasibility Study and Transit-Oriented Development Strategic Plan.
- 59 • Growth Element to reflect changes in the housing market and recent annexations.
- 60 • Extending Surprise Municipal Planning Area by adding approximately 26 square miles as
61 shown in the Land Use Map.

62
63 **BACKGROUND:**

64 *Current General Plan 2035 and Major Amendments*

65 June 28, 2011: City Council approved Wildlife Corridors under Resolution 2011-68.

66
67 June 25, 2013: The City Council approved the current version of the Surprise General Plan 2035
68 under Resolution 2013-39.

69
70 November 5, 2013: The Surprise voters ratified the Surprise General Plan 2035.

71
72 February 3, 2015: Staff presentation updating City Council and Planning and Zoning Commission
73 on the development of the city-initiated Major General Plan Amendment-General Plan
74 Elements Update and summary of community workshops.

75
76 April 16, 2015: The Planning and Zoning Commission provided direction to pursue the
77 “Character Area” planning approach.

78
79 April 21, 2015: The City Council provided direction to pursue the “Character Area” planning
80 approach.

81
82 November 18-19, 2015: Consecutive public hearings for the Planning and Zoning Commission
83 held off-site at the AZ TechCelerator (12425 West Bell Road, Surprise, AZ). Presented the Staff
84 Report and summary of the Major Amendment to the General Plan 2035. The Planning and
85 Zoning Commission received comments from a Surprise resident and listened to a presentation

of parcels impacted by the existing Wildlife Linkages Map and proposed Wildlife Linkages Corridor sub area.

December 3, 2015: Presentation and discussion at regular City Council meeting. Based on discussions of parcels impacted by the existing Wildlife Linkages Map and proposed Wildlife Linkages Corridor sub area, action was postponed so an alternative Land Use Map could be presented.

December 15, 2015: At a Special Meeting City Council adopted the full proposed General Plan Amendment text and a revised Land Use Map.

August 8, 2019: The 60-day review period required by Arizona Revised Statue begins to allow residents, stakeholders, and neighboring municipalities an opportunity to review and comment.

October 7, 2019: Review period ends

October 29, 2019: Citizen Outreach is held at City Hall for staff to discuss and answer questions regarding the proposed Major Amendment.

STAKEHOLDER AND CITIZEN OUTREACH:

The proposed changes were distributed to the stakeholder list that included adjacent municipalities, Luke AFB, regional governments and organizations, and state agencies. The City published drafts online, made announcements via Press Release and Public Notices, and sent digital copies to stakeholders. Staff received acknowledgements from various stakeholders that the proposals do not conflict with their edge treatments or regional goals.

ANALYSIS AND DISCUSSION:

Surprise General Plan Amendment Criteria:

The Implementation Section of the Surprise General Plan 2035 states *"In considering plan amendments, the proposal will be considered in terms of all the elements. A thorough evaluation shall include, but is not limited to the following:"*

- ***Whether the proposed change is generally consistent with goals, objective, and other elements of the Surprise General Plan.***
 - The objective of the Elements within the General Plan 2035 will still be achieved through the guidance of the existing goals and policies. The proposed change furthers the goal to provide transit options within Surprise.
- ***Whether the proposed change is justified by a change in community conditions or neighborhood characteristics since adoption of the Plan.***
 - Development is occurring and this addresses market conditions and future traffic and transportation needs.

- ***Whether the proposed change creates an adverse impact on public facilities and services, including roads, sewer, water supply, drainage, schools, police, fire, and parks, that cannot be reasonably mitigated.***
 - There are no adverse impacts expected by these proposals.
- ***Whether the proposed change creates an adverse impact on landmarks or other historically significant structure or properties that cannot be reasonably mitigated.***
 - There are no adverse impacts expected by these proposals.
- ***Whether development resulting from the proposed change would create an undue adverse impact on surrounding neighborhoods.***
 - The objective of the improving traffic and transportation planning and achieving public transit goals will have a positive impact on Surprise neighborhoods.
- ***Whether the proposed change would have a significant adverse impact on the natural environment, including washes, vegetation, slopes, groundwater, and other significant natural resources that could not be easily mitigated.***
 - Open Space is being added to the Surprise MPA as part of the White Tank Mountains Regional Park to protect the natural environment within Surprise. This park will continue being managed by Maricopa County and supported by organizations and neighboring municipalities.
- ***Whether there was a change in city-adopted policies or codes that would justify a change in the Surprise General Plan 2035.***
 - The adopted and accepted findings of the recent Transit Feasibility Study and Transit-Oriented Development Strategic Plan justify the proposed changes.

Staff has evaluated the subject request against these criteria and is satisfied the proposed changes to the General Plan 2035 adequately address these issues.

REVISIONS TO GENERAL PLAN 2035 ELEMENTS:

Roadway Systems Element

Roadway Systems Element includes goals and policies to improve overall circulation in the City of Surprise. A hierarchical roadway network is established for vehicle transportation, with designated roadway types, that correspond to the City's design standards. The roadway type is linked to anticipated traffic levels, and acceptable levels of service. Alternative transportation modes are also emphasized in this element to reduce dependency on the automobile and thereby improving the residents' quality of life and environmental quality.

The transportation policies serve as guidelines for planning circulation improvements to accommodate anticipated population growth, maintaining acceptable service levels while development occurs, promoting alternative transportation modes, and coordinating with local and regional jurisdictions to phase regional transportation facilities. The Roadway Systems Element explains how the goals will be achieved, the policies implemented, and how both directly relate to the City's design standards.

Transit Element

Surprise growth has placed it in the top ten largest cities in Arizona. As Surprise continues to evolve and grow, providing a range of mobility services will be essential to attracting new economic opportunities for the expanding residential base. The general plan amendment has been updated to refer back to a Transit Feasibility Study which was adopted in October 2018. The Study developed a comprehensive understanding of the City's current and future transit needs. The Transit Feasibility Study in combination with the Transit Orientation Development standards specifically outlines transit investments for the City for the short- and long-range planning horizons.

If implemented, a multi-modal transit network would connect residents to popular destinations and activity centers both within City limits and throughout the region. Having an established transit network is increasingly becoming a vital component in the efforts of cities to be economically competitive and retain existing and attract new residents, businesses, and visitors to their communities.

Growth Element

Per the Marisol Ranch and Lone Mountain Pre-Annexation Development agreements, the City is required to include the annexation area into any growth boundary, urban boundary, urban service boundary, or other similar purpose land use regulatory device that may be established by Surprise or local or state law, referendum, or initiative in the future with respect to the area in which the Annexation Parcels are located. Based on this requirement, the growth patterns and other developer proposals since the most recent Major Amendment in 2015, staff has updated the population data and "Anticipated Growth Map".

Surprise Municipal Planning Area

This proposal includes expanding the Surprise MPA boundary by adding approximately 26 square miles of Open Space Character Area Land Use. This expansion will result in the White Tank Mountains Regional Park being included in both the Buckeye and Surprise MPAs. There is no expectation to annex this regional park into either municipality, but the expansions are intended to avoid islands of County land on regional maps. If the proposed boundary is approved, all other maps that do not have substantive changes within the General Plan 2035 will also be updated.

SUMMARY:

Staff is proposing changes to the Surprise General Plan 2035 that qualify as a Major Amendment due to the expansion of the planning area and the non-technical text change. The proposed changes to the Roadway Systems Element and Transit Element within "Chapter 3: Transportation" reflect updated roadway maps and policy changes associated with the recent

212 Transit Feasibility Study and Transit-Oriented Development Strategic Plan. The revisions to the
213 Growth Element reflect changes in the housing market and the requirements of two pre-
214 annexation agreements.

215

216 **ATTACHMENTS:**

217 01 FS19-296 GPA Land Use Map (60-Day Review)

218 02 FS19-296 GPA Roadway Systems Element FORMATTED DRAFT (60-Day Review)

219 03 FS19-296 GPA Transit Element FORMATTED DRAFT (60-Day Review)

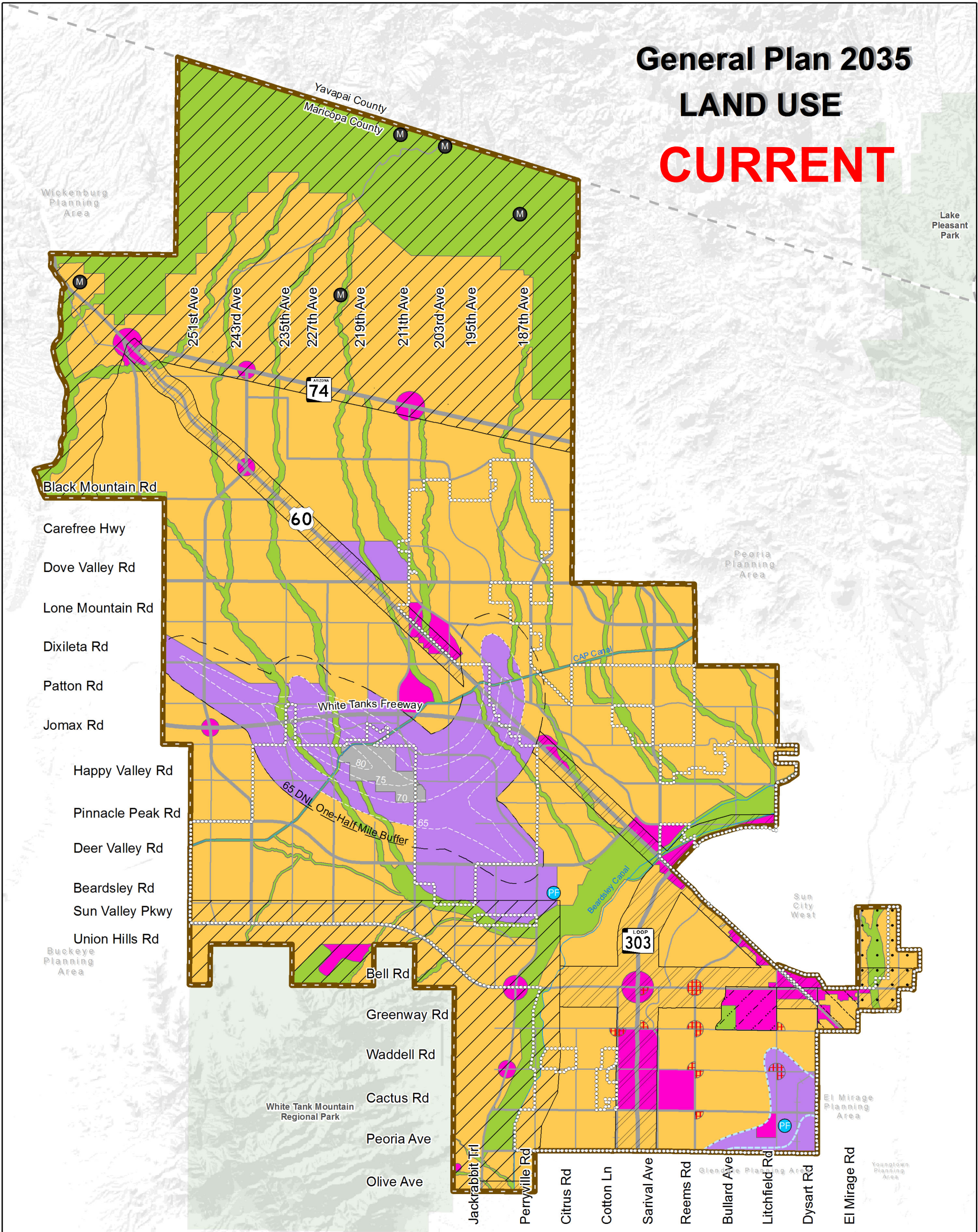
220 04 FS19-296 GPA Growth Element FORMATTED DRAFT (60-Day Review)

221 05 FS19-296 GPA Presentation

General Plan 2035

LAND USE

CURRENT



Character Areas

- Neighborhood
 - Rural
 - Suburban
 - Urban
- Commerce & Office
 - Mixed Use: Residential
 - Mixed Use: Commercial
 - Regional Commercial
 - Commercial Office
- Employment
 - Business Park
 - Industrial
- Open Space
(As described on page 53)

Sub Areas

- [] Luke Compatibility District
- [] Scenic Lands Development
- [] Surprise Center District
- [] Surprise Heritage District
- [] Transit Oriented Development District
- [] Aggregate Resource Areas

Features

- [] Planning Area
- [] Aux 1 Noise Contours
- [] Luke AFB Noise Contours
- [] Canals
- [] Military
- [] Existing Community Commercial
- [] Public Facility
- [] Mining

Circulation

- [] Freeway
- [] Parkway
- [] Major Arterial
- [] Minor Arterial
- [] BNSF Rail

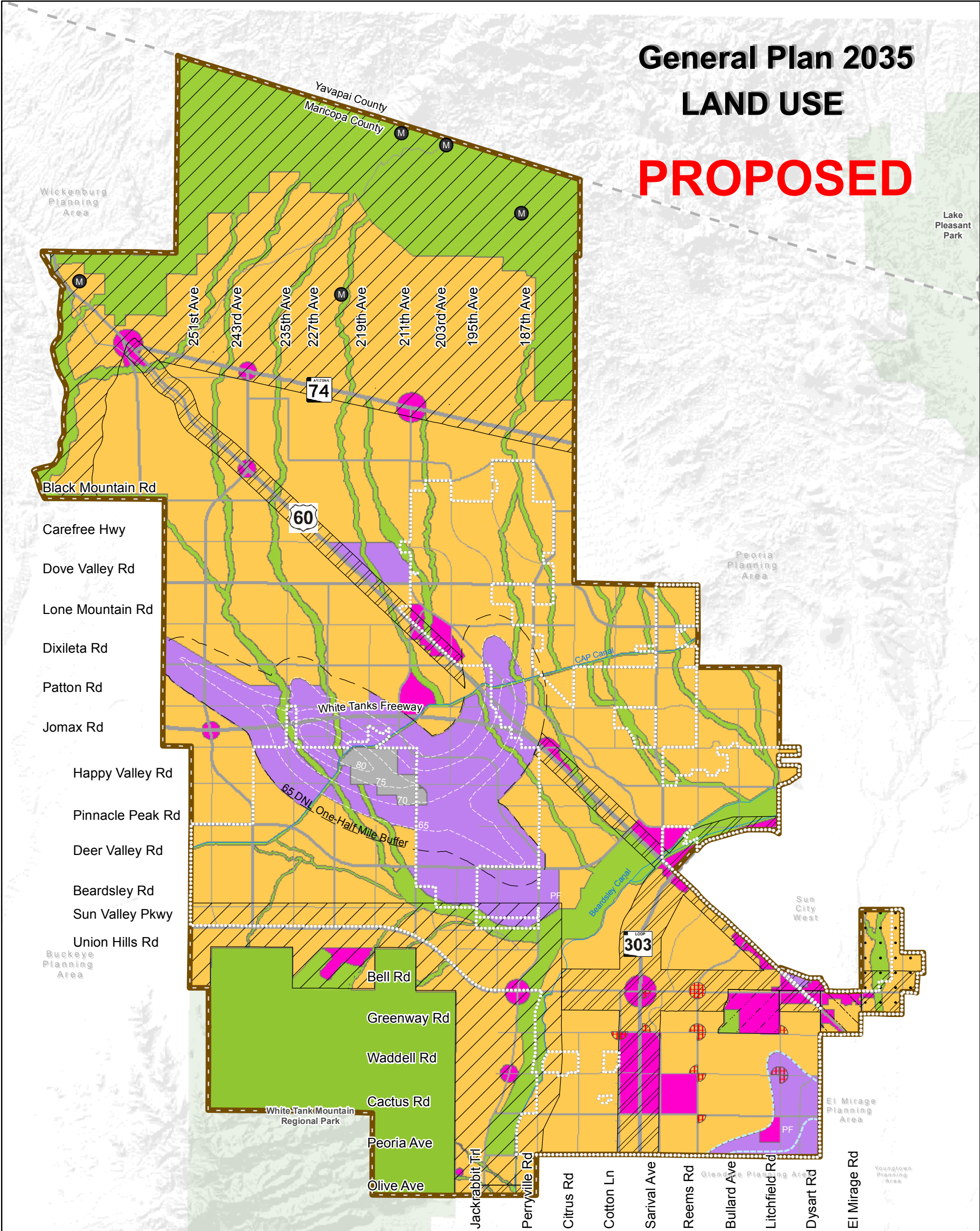
Michael Baker INTERNATIONAL

SURPRISE ARIZONA

General Plan 2035

LAND USE

PROPOSED



Character Areas

- Neighborhood
 - Rural
 - Suburban
 - Urban
- Commerce & Office
 - Mixed Use: Residential
 - Mixed Use: Commercial
 - Regional Commercial
 - Commercial Office
- Employment
 - Business Park
 - Industrial
- Open Space

Sub Areas

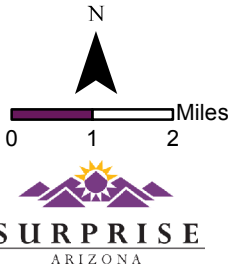
- [] Luke Compatibility District
- [] Scenic Lands Development
- [] Surprise Center District
- [] Surprise Heritage District
- [] Transit Oriented Development District
- [] Aggregate Resource Areas

Features

- [] Planning Area
- [] Aux 1 Noise Contours
- [] Luke AFB Noise Contours
- [] Military
- [] Existing Community Commercial
- [] Public Facility
- [] Mining

Circulation

- [] Roadways_B&W



Roadway Systems Element

INTRODUCTION

The purpose of the Roadway Systems Element is to plan a sufficient roadway network for the future that will support multiple modes of transportation, including travel by private automobile, public transit, walking, bicycling and neighborhood electric vehicles. This system includes all levels of roadway from freeways to local streets.

DISCUSSION

Surprise's Roadway Accessibility & Mobility in the Regional Context

Located approximately 45 minutes from downtown Phoenix, US-60/Grand Avenue and the Loop-303 freeway serve as the largest high capacity roadways that connect the city of Surprise to the Maricopa County region. Surprises location at the northwestern edge of the Phoenix metropolitan area and prominence of the US-60/Grand Avenue corridor make it a gateway for travelers coming to and from Las Vegas and Wickenburg and is an Interim Segment of the CANAMEX Trade Route under the North American Free Trade Agreement (NAFTA).

The existing roadway network within the developed areas of Surprise primarily consists of the one-mile arterial roadway grid system typical of the Phoenix metropolitan area. With the exception of a few isolated roadways with topographical constraints or other physical obstructions, future planned roadways in Surprise will also follow the one-mile arterial roadway grid pattern.

There are currently five Roads of Regional Significance identified by Maricopa County DOT within or immediately adjacent to the Surprise Municipal Planning Area. These roadways include; Loop 303, US-60/Grand Avenue, Bell Road, Dysart Road, and Olive

Avenue. Roadways of Regional Significance are established at MCDOT so as to prioritize their importance and linkage to the regional arterial network. These roadways then are also receive higher recognition and priority when evaluation of regional improvements by MAG and MCDOT.

A 2010 US 60 Access Management Plan Study conducted by MAG recommends an Arizona Parkway section for the entire corridor length along with access management guidelines. The widened median north of Jomax Road accommodates the future White Tanks Freeway. The ultimate facility will comprise one trumpet interchange, four diverging diamond interchanges (DDI), two single point urban interchanges (SPUI) and 13 indirect left turn intersections. Currently, MAG is in the process of completing the US-60/Grand Avenue Corridor Optimization and Access Management Plan and System Study (COMPASS), which is evaluating an overall vision for the corridor. It will establish an access management system and improve traffic operations by reducing rail conflicts along the corridor.

The Loop 303's connection between I-10 and I-17 provides an invaluable transportation corridor that will not only enhance the mobility of people and goods to and from Surprise and the region, but also support employment growth and economic development

Roadway Systems Element



opportunities in Surprise. Regional services such as automobile dealerships have already been constructed at the Loop 303 and Waddell Road and a future mixture of high intensity commercial uses are planned in the Prasada planned community along Loop 303.

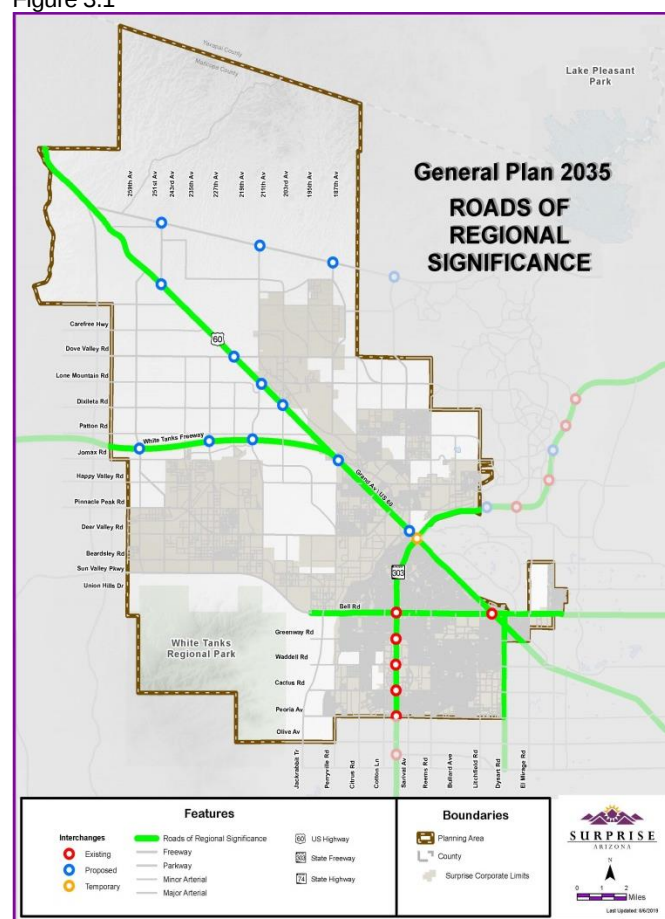
While US-60 and Loop 303 are important facilities to promote regional connectivity, east to west mobility is challenged with the existing roadway infrastructure in Surprise. Bell Road is also a primary community gateway. It is heavily traveled by Surprise residents and Sun City residents that travel east to regional employment and commercial retail centers in Peoria and Glendale. With the exception of Grand Avenue (running diagonally from southeast to northwest), Bell Road current serves as the sole east-west high capacity roadway with the only bridge crossing of the Agua Fria River. The only other bridge crossings of the Agua Fria River are Grand Avenue and the Loop 303, neither facilitating a direct east-west connection along the traditional grid pattern.

The lack of vehicular roadway connections to the east is a constraint that can limit employment growth in Surprise and increases the congestion of Bell Road within Surprise and adjacent communities. A large percentage of residents who commute to jobs east of the city put stress on the performance and capacity of Bell Road and Grand Avenue, particularly during the morning and afternoon peak periods. As jobs are created in Surprise, the reduction in commute patterns will also reduce stress onto the overall performance of the arterial and collector network in Surprise.

With respect to planned long term accessibility and mobility in the region, the White Tanks Freeway has been identified by MAG, in the 2007 Interstate 10/Hassayampa Valley

Transportation Framework Study (Figure 3.2), to serve the future growth and development of the region. The White Tanks Freeway is a planned long term freeway, yet to commit or identify a permanent funding source, will provide east to west regional connectivity from the planned Hassayampa Freeway (possible I-11 corridor) in Buckeye to existing Loop 303 freeway in Surprise. As Figure 3.1 illustrates, within the Surprise planning area, the proposed freeway corridor runs approximately north of the current Jomax Road alignment, until its intersection with Loop 303 freeway.

Figure 3.1



Surprise General Plan 2035: Foundation for the Future

Influence of Previous and Ongoing Studies

There are a number of important local and regional transportation planning studies that have influenced the planning and design of existing and planned roadways in Surprise over the last several years. Some refinements to Roadway Circulation Framework map were made in conjunction with the planning process, but the foundation of the Roadway Circulation Plan was made based influences and recommendations identified in the studies identified below. Additional transportation studies associated with transit, commuter rail and bike and pedestrians are identified and discussed in the Transit and Alternative Modes Elements.

Table 3.1: Previous and Ongoing Studies

Study (Year), Author	Purpose	Findings/Key Points
US-60/Grand Ave. Access Management Plan: SR -303L/Estrella Freeway to SR-74 (2010)	The study provides a clear vision for the corridor development to guide the actions of the various agencies in the corridor. The study recommends an Arizona Parkway section for the entire corridor length along with access management guidelines. The ultimate facility will comprise one trumpet interchange, four diverging diamond interchanges (DDI), two single point urban interchanges (SPUI) and 13 indirect left turn intersections.	- US-60/Grand Avenue will connect with several key high-capacity, region serving facilities. - Access to US-60/Grand Avenue must reflect the facility's role in regional and state travel, which demands traffic operational concepts that maintain safety and capacity as growth progresses. - US-60/Grand Avenue, in combination with US-93 north of Wickenburg, is an Interim Segment of the CANAMEXT Trade Route under the North American Free Trade Agreement (NAFTA). - Future BNSF operations potentially will impact traffic operations and truck traffic levels in the Study Corridor. - The presence of the parallel BNSF corridor will affect options for a future regional arterial grid system.
North Peoria Traffic Study (2014)	The study identifies multimodal transportation needs for an area approximately bounded by the Agua Fria River, 67th Avenue, Union Hills Drive and the West Wing Parkway.	- There are 19 roadway improvements ranging in cost from \$1.6 million to \$22.8 million. - There are 15 intersection improvements ranging from operations only to \$1.2 million in costs. - There are seven transit improvements ranging in annual cost from \$189,000 to \$275,000 plus one Park-and-ride lot estimated at \$6 million. - There are 10 non-motorized improvements ranging in cost from \$50,000 to \$1.5 million.
Peoria Multi-modal Transportation Study (2011) Nelson/Nygaard	The study addresses smarter growth with short-term and mid to long-term improvements for local transit service, high capacity transit, an Old Town Transit Center and bus stop improvements.	- It is more important to extend Valley Metro services into Peoria than to develop purely local circulator services. - It is important to provide full rather than limited service. - Peoria Dial-A-Ride service needs to be maintained. - Bus stop facilities should be improved. - An Old Town Transit Center should be developed at the 83rd/Peoria/Grand

Roadway Systems Element



Table 3.1: Previous and Ongoing Studies

Study (Year), Author	Purpose	Findings/Key Points
		intersection. Projected population and employment levels and densities for the foreseeable future will not support High Capacity Transit.
Access Management Plan, Draft (2014) Surprise	The purpose is to maintain the capacity of roadways while promoting safety and bicycle and pedestrian access by reducing the number of conflict points along the roadway facility.	- The plan defines roadway functional classification for urban and rural roads. - The plan defines access management strategies for driveways and intersections, number of access points, auxiliary lanes and internal site circulation. - The plan defines bicycle and pedestrian access and mobility and shared use paths for bicycle and pedestrian access.
Maricopa County Department of Transportation (MCDOT) Planning Studies 163rd Avenue Corridor Improvement Study - El Mirage Road Corridor Improvement Study - Jackrabbit Trail Parkway Corridor Improvement Study - Jomax Road East Corridor Improvement Study - Patton-Jomax Corridor Improvement Study - Sun Valley Parkway Corridor Improvement Study - Turner Parkway Corridor Feasibility Study - State Route 74 Access Management Study - Deer Valley Parkway Feasibility Study - Dove Valley Parkway Feasibility Study	MCDOT conducted corridor studies for numerous current and future roadways within and adjacent to the Surprise Metropolitan Planning Area. Many of the studies were derived from the Interstate 10-Hassayampa Valley Roadway Framework Study.	- Many of the studies recommend a preferred or feasible roadway alignment for potential Arizona Parkway facilities. - The Arizona Parkway is a six to eight-lane roadway with a wide median in a 200-foot right-of-way that employs indirect left turn intersections and median u-turn features. - Most experts agree that the Arizona Parkway achieves greater vehicular capacities at reasonable travel speeds in a safer manner when compared to the conventional principle arterial roadway.
MAG Regional Transit Framework (2010)	The framework provides an understanding of the region's transit needs and deficiencies with the goal of identifying high-leverage transit investments that can attract a significant number of new passengers	- Scenario II assumes the existing transit revenues sources and services continue through 2030. - Scenario II expands funding to \$11.05 billion that is consistent with peer regions in 2006. This addresses many service deficiencies.

Surprise General Plan 2035: Foundation for the Future

Table 3.1: Previous and Ongoing Studies

Study (Year), Author	Purpose	Findings/Key Points
	while improving existing transit service.	Scenario III expands funding to \$21.46 billion that is a leader among peers and is four times the existing level. Among other service enhancements, it develops a more comprehensive network of higher speed transit.
Interstate 10 – Hassayampa Valley Roadway Framework Study (2007) Figure 3.2	The study develops a multi-modal transportation network for the build-out population and employment in the study area bounded by Loop 303, 459th Ave, the Gila River and SR 74. The 3,000,000 person population is derived from the more than 100 entitled master-planned communities.	The project established a transportation framework that: - Identifies a network of freeways, parkways and arterials - Recommends a new arterial facility entitled the “Arizona Parkway” for providing a higher capacity and safer roadway - Includes recommendations for transit connections - Provides a transportation planning framework for making land use decisions
2035 Regional Transportation Plan (2014) MAG	This is the fourth update of the 2003 RTP. The RTP is the basis for programming of regional transportation funds for regional transportation services in the freeway life cycle program (FLCP), the arterial life cycle program (ALCP) and the transit life cycle program (TLCP).	- Freeway/Highway projects include Loop 303 and an interchange at Bell Road and Grand Avenue and an interchange at El Mirage Rd and Loop 303. - Arterial street projects include R.O.W. preservation for Jomax Rd and El Mirage Rd improvements between Grand Ave and Bell Road. - Transit projects local bus, regional super grid bus and regional Express/LINK bus service on select routes in Surprise. - Improvements are funded by a combination of federal, regional transportation sales tax and local revenue sources.
US-60/Grand Avenue Corridor Optimization and Access Management Plan, and System Study (COMPASS) (in process)	The project goals are to: - Create an overall vision for the corridor - Enhance economic development, maintain accessibility, improve traffic operations and reduce highway and rail conflicts. - Establish an access management system - Develop guidelines for signage, landscaping and aesthetic treatments	The study evaluates Grand Avenue from Loop 303 and Interstate 10, is in process. Draft documents are currently unavailable at the time of this writing.

Functional Classification System

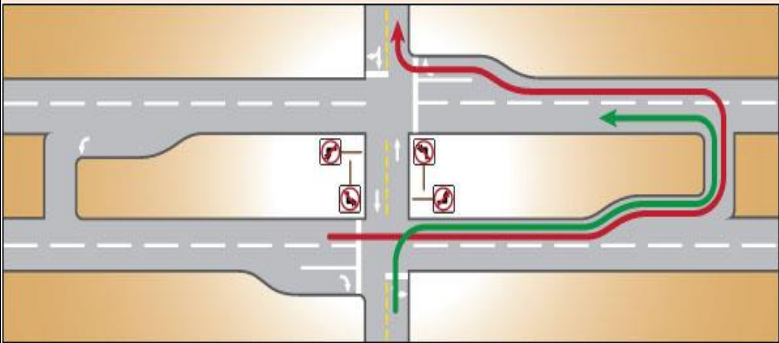
Roadway Systems Element



Roadways are typically characterized by their operational, access management, and physical characteristics called “functional classifications”. The Roadway Functional Classification Plan shown in Figure 3.3 depicts the classification of each roadway type under “build-out” conditions within for Surprise Planning Area. Typical roadway cross sections can be found in the city’s engineering design manual as the cross section details can be modified from time to time.

The following categories are included in the Functional Classification System for the Surprise Roadway Systems Plan:

Table 3.2: Functional Classification System

Roadway Type	Description	Through Lanes	Target Operating Speed
Freeway/Highway	Freeways and highways are divided facilities that are designed to carry large volumes of high-speed traffic and serve long, regional trips. Freeways have full access control (highways do not); with entry and exit restricted to grade-separated traffic interchanges. A freeway is typically 4 to 8 through lanes that can accommodate 160,000 to 200,000 vehicles per day. All roadways classified as freeways are portions of the State Highway System and are under the jurisdiction of the Arizona Department of Transportation (ADOT).	4 or more	45-65 mph
Parkway	Parkways are, by design, an enhanced arterial roadway which utilizes a distinct indirect left-turn intersection configuration. This intersection treatment prohibits left turns at major cross-street intersections and controls intersection traffic movements with two-phased traffic signal control. The improved functionality increases capacity while maintaining local access. As such, Parkway can accommodate up to 85,000 vehicles per day and acceptable level of service. The standards for a Parkway are based on the “Design Guideline Recommendations for the Arizona Parkway” adopted by the Maricopa County Department of Transportation. 	6 lanes	45 mph
Major Arterial	Major arterials are designed to move high volumes of traffic over substantial distances, but may also provide direct access to adjacent properties. In the Valley, arterial streets are usually located on one-mile section lines and intersections are at-grade	6 lanes	45 mph

Surprise General Plan 2035: Foundation for the Future

Table 3.2: Functional Classification System

Roadway Type	Description	Through Lanes	Target Operating Speed
Minor Arterial	Minor arterials are similar to major arterials but with somewhat lower design requirements.	4 lanes	35-45 mph
Commercial Collector	Collector streets are designed to carry lower traffic volumes for shorter distances while providing direct access to commercial land uses. Commercial Collector streets serve as a land access function by receiving traffic from arterial roadways and distributing it to commercial business driveways and vice versa. Two through lanes with striped bike lane and detached sidewalk is a typical design. Commercial collector roadways may be increased to 4 lane roadways to accommodate high volume land use trip generators.	2-4 lanes	25-35 mph
Residential Collector	Residential Collector roadways are designed to carry lower traffic volumes for shorter distances while providing direct access to residential communities. These roadways typically receive traffic from adjacent arterial roadways and distribute traffic to local streets within a residential community. The Residential Collector is intended to promote all modes of mobility by offering striped bike lanes and large detached sidewalks separated from the roadway with generous landscape designs.	2 lanes	25 – 35 mph
Local Street	Local streets provide access directly to local property and are not designed to accommodate through traffic. Two lanes is the usual width. Since collector and local roadways are usually developed as part of planned communities to support specific land uses and site plan configurations, these roadways are not shown on the Transportation Map on page 94	2 lanes	25 mph

The Roadway Functional Classification Plan for Surprise relies upon a series of Parkways to efficiently serve as high capacity corridors. The majority of the proposed parkway locations were originally identified in the Interstate 10/Hassayampa Valley Transportation Framework Study (Figure 3.2). Those parkway location recommendations (with a few subtle alignment adjustments and modifications) are essentially intact and represented in the Roadway Functional Classification Plan. Proposed north-south parkway corridors are 163rd Avenue, 187th Avenue, portions of 211th Avenue, Wild Rose Parkway and Turner Parkway (northwest planning area). Sun Valley Parkway, Deer Valley/Pinnacle Peak Parkway, and Dove Valley/Lone Mountain Road are proposed parkways to serve high capacity east-west mobility in Surprise.

The Roadway Functional Classification Plan has fewer 6-lane major arterial roadways than previously identified. The inclusion of parkways into the overall roadway functional classification plan increases vehicle carrying capacities of these corridors thereby reducing the operational and performance stresses on adjacent arterial roadways. Adhering to strong access

Roadway Systems Element



management policies on major arterial roadways will increase the operational performance of these facilities which in turn will create an opportunity for additional 4-lane minor arterial roadways along added section line roadways.

Figure 3.2: Interstate 10/Hassayampa Valley Transportation Framework Study

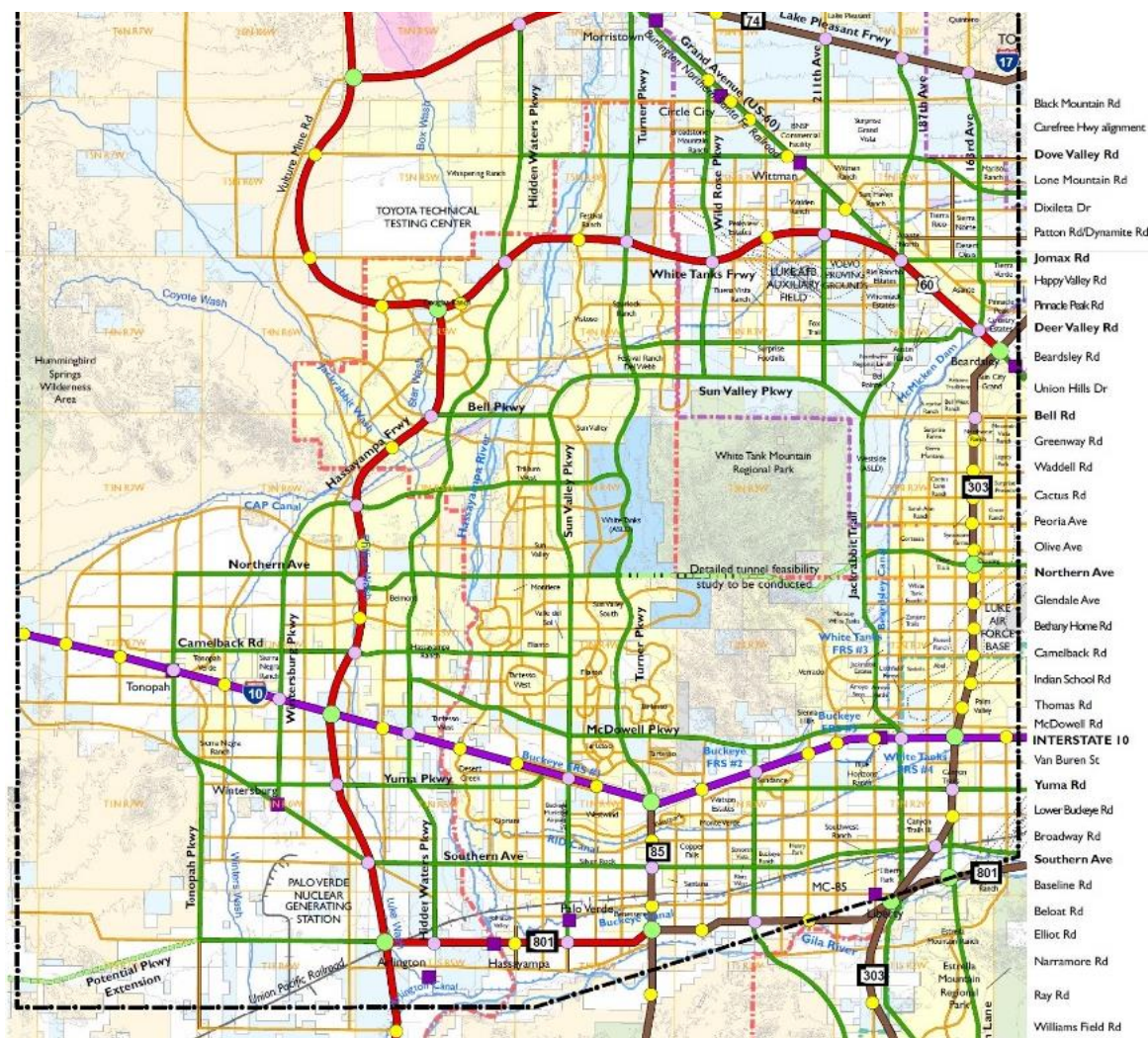


Table 3.3 below shows a breakdown of the total length of existing and planned roadways by type under build out condition in Surprise.

Table 3.3 Roadway Type	Length	
	Miles	Percent
Freeway/Highway	34.7	8.58%
Parkway	82.03	20.29%
Major Arterial	113.84	28.16%
Minor Arterial	173.63	42.96%
TOTAL	404.2	100%

Surprise General Plan 2035: Foundation for the Future

Scenic Corridors

The Roadway Functional Classification Plan identifies four Scenic Corridors. The Scenic Corridor is a special overlay designation designed to protect and enhance the byway's intrinsic qualities and character that define their scenic corridor. The four Scenic Corridors are; Sun Valley Parkway, Carefree Highway, Castle Hot Springs Road and Olive Avenue. Specific urban design character guidelines are recommended to be developed for each Scenic Corridor, extending $\frac{1}{4}$ mile from the centerline of each roadway. The Scenic Corridor designation is intended to:

- Preserve the native vegetation and unique visual characteristics of the corridor
- Encourage buildings and other structures to adapt to the terrain in placement and appearance, avoiding excessive cuts and fills.
- Encourage the use of open space buffers separating the roadway from buildings
- Encourage the use of southwestern architectural styles that reflect the character of the Sonoran Desert
- Maintain the natural state of washes at necessary crossings
- Encourage plant species and densities to be consistent with the surrounding landscape character of the specific location
- Encourage the use of muted or low level lighting to help minimize nighttime glare
- Encourage signage design that is context sensitive

Sun Valley Parkway has been functionally designated as a "Parkway." The roadway also experiences significant recreational bicycle use. The City of Buckeye, Maricopa County and the City of Surprise all recognize that this roadway showcases the White Tank Mountain Regional Park, which the roadway

circumnavigates. The view angles away from the mountains are also dramatic. The Scenic Corridor designation is designed to preserve these mountain views and suggest development practices that limit encroachment into hillsides and maintain broad viewsheds as reasonably as possible.

Carefree Highway/State Route 74 also maintains a Scenic Roadway designation. Recognizing the inherent beauty of the surrounding area, Maricopa County completed the State Route 74 Scenic Corridor Management Guidelines in 2000. Cities are encouraged to follow suit and the City of Peoria has established guidelines to mirror the corridor and Surprise is designating this facility as a Scenic Corridor. The Scenic Corridor for Carefree Highway will also have to consider a planned overhead electric transmission line along the roadway corridor.

Castle Hot Springs Road is a unique rural roadway Scenic Corridor designation. Maricopa County completed the Castle Hot Springs Scenic Corridor Guidelines in 2000. These guidelines assume that the historic pattern of urban growth and development will continue in Maricopa County. The Castle Hot Springs Scenic Corridor is consistent with other scenic corridors in Maricopa County that were established ahead of urban growth and development. This roadway serves a natural gateway to the Bradshaw-Harquahala BLM recreation and management areas located to the north of Surprise.

Olive Avenue, much like Carefree Highway and Castle Hot Springs Road, also was identified by Maricopa County as a scenic roadway in 2000. Olive Avenue serves as the primary roadway access to White Tanks Regional Park. The Surprise Municipal Planning Area has now expanded by two square miles that includes frontage on Olive Avenue from 187th Avenue to 203rd Avenue.

Roadway Systems Element



Designated Truck Routes & the Movement of Goods & Freight

Virtually all of Surprise's goods are imported from outside the region. The movement of freight and goods in Surprise and the region is supported by an integrated intermodal freight infrastructure consisting of trucks on roadways, rail and railroads. Commercial goods movement must be optimized to maintain and improve the region's economic competitiveness while minimizing potential negative impacts to the transportation system and neighborhoods.

The overall intermodal freight system and infrastructure is owned and operated by public agencies and private businesses. While the system is intended to support the goods movement/freight requirements for the City of Surprise and the region, it is important to also note that this infrastructure also supports Surprise's role in the nation's supply chain and business trade.

Trucks: The majority of goods in the Surprise region are transported by trucks using state and federal highways with access provided by truck routes along regional arterials. In the Surprise region, US-60, Loop-303 and SR-74 are major truck corridors. These serve both local as well as regional trade. There are four arterial roadways that also serve as designated truck routes in Surprise. Bell Road, Dysart Road, Cactus Road (from Litchfield Rd. to Dysart Rd. only) and Peoria Avenue (from Litchfield Rd. to Dysart Road only) are designated truck routes to facilitate the movement of goods primarily from the Skyway Business park to the Loop-303 and Loop-101 freeways. While the designation of Bell Road as a truck route is not ideal, because Bell Road maintains the only bridge over the Agua Fria River to the east, there are no other alternatives for a truck route until a

second bridge crossing is constructed. A future Olive Avenue crossing of the Agua Fria River will promote a more efficient east-west movement of trucks originating from the Skyline Business Park and reduce the dependency on an already-overcrowded Bell Road. Truck route standards within the City of Surprise adhere to all current Arizona Department of Transportation standards for length and weight.

Freight Rail Service: Freight rail service is operated by the Burlington Northern Santa Fe (BNSF) railroad along the US-60 corridor. Freight service within this corridor is focused in the areas of auto trans-load service, lumber, fly ash, cement and local freight service. The Alternative Modes Element provides a more in depth discussion on rail service in Surprise.

Roadway Level of Service

The arterial street system forms the backbone of the City's multi-modal transportation system. As illustrated below in the Complete Streets section, a street is more than curb, gutter, and pavement built to serve the private automobile. The street right of way is often shared by several different transportation modes including automobiles, trucks, buses, bicycles and pedestrians. Improvements to the street system must balance the needs of all modes. The street system provides access to activity centers, supports new development, and provides for recreational travel. While widening streets adds capacity to the system, it cannot eliminate congestion. The modern street system provides a combination of integrated components that can work together to maximize mobility and manage congestion.

A street is a fundamental part of what makes up a neighborhood's culture and can simply

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act as a conduit for vehicles in some contexts, or take on aspects of the surrounding place in others. The street cross-section includes the sidewalk and store frontage areas of the road edge as well, greatly impacting the feel of a community. Therefore, the plan for future improvements of Surprise roadways must take the context of the adjacent area and the prime use of the road into consideration. Conversely, land development proposals must be integrated with the street.

The City street system is comprised of section line and mid-section line streets that form a grid network that is the backbone of the transportation system. The grid system provides convenient square-mile units when considering design options for private developments or public improvements. This square-mile unit should be considered as a whole whenever planning and designing improvements anywhere within that unit. The network includes streets that have two, four, six or eight through lanes, a striped center two-way left turn lane, or raised medians, and various configurations at the major intersections. The City Transportation Department maintains a very comprehensive traffic counting program on its major streets. Daily traffic counts are conducted every year. The 24-hour volumes are published in map form annually by the Traffic Engineering Division and Transportation Planning. Detailed 15-min count data is also available through the Traffic Engineering Division.

The City also uses Level of Service (LOS) to analyze road conditions. Levels of Service (LOS) is a roadway “grading scale” initiated by the 1965 Highway Capacity Manual (HCM), used to describe traffic operations and is used to explain the quality of traffic operations in a broader, less technical sense for consumption by general public and elected officials.

The LOS level of service (LOS) concept is

utilized to determine the efficiency of existing and future roadway and intersection operations. Level of service provides a comparative measure of the congestion and travel conditions and is reported in levels “A through F,” with “A” representing the best representing free flow conditions and “F” representing breakdown conditions that includes driver discomfort. LOS on roadway segments, as shown in Table 3.4 in the context typical daily vehicular volumes, is defined as follows:

LOS A: Free flowing conditions. The operation of vehicles is virtually unaffected by the presence of other vehicles and operations are constrained only by the geometric features of the roadway and driver preferences.

LOS B: Indicative of free flow, but the presence of other vehicles begins to have a noticeable impact on speeds and freedom to maneuver.

LOS C: Represents a range in which the influence of traffic density on operations becomes marked. The ability to maneuver within the traffic stream and to select an operating speed is now clearly affected by the presence of other vehicles.

LOS D: Borders on unstable flow. Speeds and ability to maneuver are severely restricted because of traffic congestion.

LOS E: Operations are at or near capacity and are quite unstable.

LOS F: Represents forced or breakdown flow.

The City of Surprise strives to achieve a level of service “C” “D” or better on all roadways. Any roadway where the level of service falls to a level of service “E” or “F” is considered congested and requires review for improvements. Where feasible, capacity

Roadway Systems Element



improvements or other remedial actions are usually recommended if the level of service is worse than “C”. “D.”

For the 2012 Transportation Plan update the City worked with the Maricopa Association of Governments (MAG) to conduct a Citywide LOS analysis. Based on methodology used by MAG, the majority of intersections in Surprise currently operate at LOS B or C. It needs to be understood that LOS is only one aspect of looking at streets and potential future improvements.

The city of Surprise has goal of achieving a LOS C on major arterial roadways and parkways but will accept a LOS D. This is a common approach taken by many communities nationally, but Surprise will strive to maintain the LOS C or better on each of Surprise’s major arterials and parkways.

Connecting gaps and improving safety in the overall network are of primary importance, along with travel times if possible. Additionally, improvements can be triggered by adjacent developments. Finally, improvements may be made due to a need to balance the travel modes by using Complete Streets Methods.

Table 3.4 – Service Volumes and LOS						
Roadway Type	# of Travel Lanes	LOS A	LOS B	LOS C	LOS D	LOS E
Freeways	4	47,940	55,930	63,920	71,910	79,900
	6	73,980	86,310	98,640	110,970	123,300
	8	100,080	116,760	133,440	150,120	166,800
	10	126,180	147,210	168,240	189,270	210,300
Limited Access Parkway	4	29,280	34,160	39,040	43,920	48,800
	6	43,740	51,030	58,320	65,610	72,900
	8	57,960	67,620	77,280	86,940	96,600
Major Arterial	5	30,480	35,560	40,640	45,720	50,800
	6	36,480	42,560	48,640	54,720	60,800
Minor Arterial	3	12,960	15,120	17,280	19,440	21,600
	4	21,540	25,130	28,720	32,310	35,900
Major Collector	2	5,100	5,950	6,800	7,650	8,500
	3	8,520	9,940	11,360	12,780	14,200
	4	10,560	12,320	14,080	15,840	17,600
Minor Collector	2	3,360	3,920	4,480	5,040	5,600
Local Street	2	1,200	1,400	1,600	1,800	2,000

Source: City of Peoria TIA Criteria; McDOT Roadway Design Manual

A street system can be defined by the function of individual streets both from an access and mobility standpoint. Generally, the higher the functional class, the higher the level of mobility and the less direct access. Conversely, the lower the functional class, the lower the level of mobility and the more direct access. A freeway is considered the highest

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functional class since it provides good regional mobility and only has access at traffic interchanges. Local streets are considered the lowest functional class because the primary purpose is local access. Arterial streets primarily serve through traffic; however, they also have local access at driveways and intersecting streets. Collector streets fall between local and arterial streets. As the name suggests, they are meant to act as collecting conduits for local streets and provide a link to arterials.

Collector streets within a square mile provide an opportunity to reduce the dependency on arterial streets and allow alternative connections to adjacent sections, communities, and commercial corners. Additionally, mid-section access between communities is desired by cyclists in some cases as these roads have lower speeds and generally feel safer.

Complete Streets

The notion of a “complete street” is to ensure that the design and construction of new roadways and retro-fitting of existing roadways ensures that facilities for bicycles, pedestrians, and transit are recognized as integral to a properly designed and functioning street. “Complete Streets” as defined by the National Complete Street Coalition, is “a transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation”.

~~“Complete streets” embraces the notion that all modes of travels are equally as important to mobility, health, and safety as a vehicular travel lane. Walking and bicycling foster safer, more livable, family friendly communities; promote physical activity and health; reduce~~

~~vehicle emissions and fuel use; and often increase property values in the areas they serve.~~

On March 11, 2010, the U.S. Secretary of Transportation issued a Policy Statement on Bicycle and Pedestrian Accommodation. This policy states that walking and bicycling shall be considered equal to other transportation modes, and encourages states, local governments, professional associations, community organizations, public transportation agencies, and other government agencies to adopt similar policy statements.

The Complete Streets concepts within the Transit-Oriented Development Strategic Plan and the Transit Feasibility Study that were accepted by Surprise City Council, are intended to work toward the implementation of a Complete Streets planning process. The Maricopa Association of Governments (MAG) is the regional planning agency and they produced a Complete Streets Guide in 2011. The MAG Complete Streets Guide is a resource containing strategies and goals, and presents a planning process which can be utilized to implement Complete Streets within a community.

The City will work toward the development of Complete Streets design guidelines that accommodate and balance the needs of all users of the transportation network. The design guidelines will consider such features as street and intersection design, retrofitting existing roadways, accommodating people with disabilities, pedestrian access and crossings, transit accommodations, bikeway design and bicycle facilities, street furnishings, sidewalks and pedestrian walkways, striping, streetscapes and streetscape ecosystems, lighting, and landscaping and the placement of street canopies. Other features for consideration within the framework of formal guidelines

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include traffic calming measures, connectivity between adjacent land uses, street networks and classifications, the interaction between future light rail transit extensions and other modes, and Context Sensitive Design as it pertains to Complete Streets.

The City of Surprise embraces the “complete streets” policy in patterning design components presented in the MAG Complete Streets Guide for the planning and design of new or retrofitted streets in Surprise. While the City intends to pattern the development of future corridors upon the recommended planning methodology of the MAG Complete Streets Guide, the City specifically envisions a local process that is necessary in order to establish a long-term Complete Streets planning process. The development of an overall process will ultimately lead to Complete Street Standards and Guidelines being considered in all future reconstruction projects and new street construction projects that occur in Surprise. While the City can utilize guidance offered in the MAG Complete Streets Guide, the City also intends to develop its own long term process and procedures (and perhaps guidelines or standards) for the evaluation, design and prioritization of investment choices for complete streets projects in Surprise.

Parking

As travel and parking needs have increased, there has been recognition of the constant need to better manage transportation and parking facilities. Parking requirements in Surprise are set out in the Zoning Ordinance and Engineering Design Guidelines by the type and size of use.

Trends

There is rising demand for parking for long

distance commuters. The current park and ride facility, located on Bell Road east of Grand Avenue provides for inter-modal service. The predominant modal interchange is between the private automobile and transit, but also includes modal changes between transit and bicycle, pedestrian, carpool, vanpool, or drop-and-ride modes as well. Maricopa County government found that vanpool subsidies helped achieve trip reduction ordinance goals but was also an efficient and cost effective way to reduce single occupant vehicle use. Transit service offered at the facility includes the Route 571 Express Bus between Surprise and downtown Phoenix. There is a rising demand for additional park and ride facilities in Surprise. The changing needs of the public and the surrounding environment reaffirm the need to approach park and ride facilities with an eye for innovation and optimization.

Managing Parking Supply

A balance should be achieved between parking policies, travel behavior, development density, development cost and urban design. In most developments in Surprise there is an oversupply of parking, and it is provided at no direct cost to the tenants or their employees. Measures need to be taken to discourage oversupply of parking while still providing adequate parking that is not too expensive in order to maintain retail and employment centers. On-street parking in residential areas near employment and commercial sites should also strike a balance between providing for resident parking and providing overflow commercial and employee parking.

Parking Facility Design

Structured parking allows development densities and site designs that support good transit service and alternative modes,

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although it is more expensive than surface parking to build. Structured parking will minimize the amount of valuable land needed for travel and parking purposes.

Character Area Land Uses & Roadway Compatibility (in progress)

As described throughout the General Plan 2035, the character area land use planning approach places emphasis upon the urban form and character of an area, not the prescriptive land use of each development parcel. The Neighborhood Character Areas may consist of rural, suburban or urban neighborhoods. Compatibility and transition procedures and guidelines help shape the integration and buffering of various development types. For example, the Commerce & Business Character Area locations could include a blend of mixed used commercial and residential, regional shopping centers or a medical campus. The question of their individual appropriateness will hinge upon how these uses fit into the character of the area in which they are proposed.

~~The City has a section line and mid-section line system of surface streets that form the grid network which creates one square mile development patterns throughout the majority of Surprise's planning area.~~ When applying the Character Area land use approach, the intent is to fit developments and roads together by ensuring that the activity creating trips are located on a roadway designed to handle the impact. It also strives to make efficient use of public investment by not overcrowding or underutilizing roadways. Because the precise future land use surrounding of a given intersection is not specifically defined, it places a greater need in forecasting necessary roadway capacity to accommodate vehicle trips generated. When considering the flexibility within the Character Area land use approach it would be acceptable to upgrade the roadway

classification to the next level to handle a greater intensity.

Neighborhood commercial, and large scale retail destinations are expected to be more intense uses. These uses may take access to lower classified roadways if access may be taken directly from a neighborhood or collector street that intersects the arterial at a controlled intersection. This would be dependent on the development having good internal circulation and providing access points at the appropriate arterial access spacing.

The Character Area approach then puts a greater degree of emphasis on the need for the city to more frequently evaluate the performance of roadways compared against a continually updated “scorecard” of new growth. While it is likely that the predominant residential land use pattern will consist of suburban densities (3-5 dwelling units per acre), a mixture of densities can maximize the opportunity for non-vehicular forms of transportation within the development. This will maximize the level of internalized activity and minimize the impact on surrounding neighborhoods. In either case, the Character Area approach puts added emphasis on the city to conduct more frequent performance measurements of roadways and off street systems than under the traditional planning methods. The Implementation Element in Chapter 6 provides more detail on the need to conduct roadway count studies and travel time studies on a regular basis.

In order to provide a snapshot of the impact of certain typical land uses upon Surprise's roadways, Table 3.5 is provided to demonstrate these effects. The Institute for Traffic—Transportation Engineers Trip generation Manual offers guidance on trip generation levels for many different land use types and is referenced and utilized in the creation of Table 3.5.

Roadway Systems Element



Table 3.5: Average Daily Trips by Land Use Types

Land Use Type	Average Daily Vehicle Trips Generated
Single Family Residential Home	10
200-unit apartment complex	1,330
Condominium/Townhouse (300-vehicles)	1,000
Assisted Living Facility (150-beds)	410
Fast Food restaurant – 3000 Sq. ft. with Drive thru	1,490
Convenience Market (2,000 sq. ft.) –	1,500
Hotel (200-rooms)–	1,785
Grocery Store – 50,000 sq. ft.	5,100
Warehouse (350-employees)	1,360
Office Park (1,500-employees)	5,250
Community Park (50-acres)	80
Elementary School (650-students)	840
Church (20,000 sq. ft. on a Sunday)	735

Table 3.5: Average Daily Trips by Land Use Types

Land Use Type	Average Daily Vehicle Trips Generated
210 - Single Family Residential Home	10
220 - 200 unit apartment complex	1464
254 - Assisted Living Facility (150 beds)	390
934 - Fast Food restaurant – 3000 Sq. ft. with Drive thru	1413
851 - Convenience Market (2,000 sq. ft.)	1525
310 - Hotel (200 rooms)	1672
850 - Grocery Store – 50,000 sq. ft.	5339
150 - Warehouse (350 employees)	1768
750 - Office Park (1,500 employees)	5310
411 - Public Community Park (50 acres)	39
520 - Elementary School (650 students)	1230
560 - Church (20,000 sq. ft. on a Sunday)	550
210 - Single Family Residential Home	10

Source: ITE Trip Generation Report, 8th-10th Edition

GOALS AND POLICIES

The goal and policy statements for the Roadway Systems Element serve as the City's policy guide for the expansion, design and prioritization of investment choices for roadways in Surprise. The goals and policy statements reflect the culmination of collective inputs received from stakeholders, citizens, elected officials, City staff as well as the re-validation of select goals and policies from the 2013 Surprise General Plan update process.

Goal 1: Integrated Decisions

Develop a complete and connected system of roadways.

Policies

1. The City will maintain the Surprise transportation system to serve current and future needs and protect the investment in the City's roadways.
2. Design roadways to support planned and existing land uses to achieve a LOS C or greater and maintain no less than a LOS D on major arterial and parkways.
3. Prioritize opportunities to restore and reconnect the street grid.
4. Partner with land owners and developers to seek to add capacity and identify a second point of arterial roadway access north of Grand Avenue and east of 163rd Avenue.
5. Provide for future transportation corridors by identifying and preserving adequate right-of-ways during the planning and development processes, in advance of development occurring.
6. The City continually find efficient means to transport truck traffic in a manner that minimizes the impacts upon residential and pedestrian oriented land uses.

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7. Require the use collector roadways or frontage roads for warehouse and distribution uses land uses along the Loop 303 corridor in order to promote the segregation of truck trips from automobile trips.
8. Collaborate with ADOT, MAG and McDOT to identify likely routes for over-sized, over-weight vehicles.
9. Partner with McDOT to accept the recommendations of the Capacity Study to promote the expansion of capacity of roadways such as El Mirage Road and Sun Valley Parkway that provide regional connection to and from Surprise and have experienced significant increases in average daily vehicle trips over the past several years.
10. Regularly conduct (every two years) customer satisfaction surveys to determine areas in need of improvement to supplement and support findings from bi-annual traffic counts and LOS analyses of roadways in Surprise.
11. Maintain strong access management policies for incoming development accessing major arterials and parkways. The extent feasible, promote internalized driveways for limiting driveway access onto major arterials to enhance the operations and capacity of these roadways in order to reduce the need to expand system capacity in the future.
12. Strive to improve traffic flow by completing missing and incomplete links in the arterial network in Surprise.
13. Plan for the one mile spacing of arterial roadways in Surprise to the extent possible.
14. Conduct roadway count studies and travel time studies on a more frequent and regular basis to assist the city with the goal of keeping the rate of travel time increases below the growth rate of traffic volumes

under the Character Area land use planning approach.

Goal 2: Complete Streets

Provide roadways that are “complete streets” that cater to enhancing multi-modal accessibility.

Policies

1. Adopt a Complete Streets Plan and Policy document that provides specific direction for the planning and implementation of complete street elements for Surprise roadways. The City shall utilize guidance from the MAG Complete Streets Guide in the preparation of this document.
2. Encourage a pilot program to evaluate and assess functionality of a complete street design and assess future potential opportunities for existing streets to transition to complete streets.
3. The City of Surprise shall require developers to design and construct pedestrian and bicycle connections to internally and externally link residential uses to nearby commercial uses, schools, parks, transit stops and adjacent neighborhoods.
4. Evaluate and prioritize existing roadways that are minor arterials or greater for retrofitting to a complete street. Greenway Road is a high priority candidate. Evaluate and prioritize and cost benefit analysis should be utilized to target roadways that provide the greatest connection between existing neighborhoods and employment and other activity centers.
5. Continue to update the City’s adopted standard roadway cross-sections to embrace the complete street concepts to enhance multi-modal mobility when designing new streets or improving existing streets throughout the Surprise

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planning area.

6. Update to the Gap Study should commence in the near future to re-fresh the city's priorities and investment choices for closing multimodal infrastructure gaps
7. Prepare an off-street systems mobility plan that investigates and recommends non-motorized mobility network along the newly recognized greenway system. This plan should provide for a safe, alternate mode of transportation to motor vehicular trips using sidewalks, greenways, trails of all sorts, other pedestrian linkages can make the City more walkable to and from existing and planned neighborhoods and employment centers.

Goal 3: Access

Improve transportation access to, from, and within Surprise.

Policies

1. The City shall continue to seek collaboration with ADOT and the City of Peoria to prioritize the need to establish a partial interchange on the Loop 303 at Litchfield Road.
2. Collaborate with the City of Peoria, MCDOT, ADOT for the coordination and extension of Jomax Road from US60 to Happy Valley Road, and for a future traffic interchange with the Loop 303.
3. Continue to collaborate with MAG, McDOT and the City of Peoria to continually emphasize the need for additional east-west major arterial roadway bridge crossings of the Agua Fria River to support anticipated growth. Potential bridge crossings at Olive Avenue, Happy Valley Road and Lone Mountain Road are preferred crossings to service growth at a

timeframe complimentary to development proximate to these areas.

4. Identify and prioritize freight infrastructure projects that are needed to maintain mobility and enhance the City's (and regions) economic competitiveness.
5. Collaborate with ADOT, MAG, FHWA and McDOT to preserve a 350-foot right-of-way for the future White Tanks Freeway and planned parkways as designated in the Roadway Systems Element.
6. Continue to collaborate with MAG to leverage funding opportunities for the construction of planned parkway facilities. Added emphasis may be placed on parkways if support for additional freeway facilities is lacking.
7. Ensure that the local transportation system is fully and effectively connected to the regional transportation system.
8. The City shall support construction of regional freeways providing improved access between Surprise and the region.
9. Maximize the effective use of roadway capacity by managing access to arterials, and assuring a high level of cross access between adjacent developments
10. Utilize new technologies such as Intelligent Transportation Systems (ITS) to maximize the capacity and efficiency of the transportation system.
11. Continue to coordinate and cooperate with regional agencies and adjacent communities to assure continuity of roadway, transit and alternative modes of travel across jurisdictional boundaries.

Goal 4: Funding

Leverage regional partnerships, land owner

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support, and cost effective financing mechanisms to secure fair and sufficient funding for the transportation system in Surprise.

Policies

1. Investigate alternative funding options for the design, construction, operation and maintenance of transportation facilities and services in Surprise.
2. Continue to develop and maintain strategic partnerships with Arizona Department of Transportation, Maricopa County Department of Transportation, the Maricopa Association of Governments, the Regional Public Transit Association, and adjacent jurisdictions for regional projects and services that benefit Surprise.
3. Continually update the CIP for priority roadway projects to make investment choices that assist in the construction of roadway facilities that support employment growth areas and residential growth areas identified in the Growth Area Element.
4. Collaborate with existing properties with approved PAD's to equitably evaluate the adjustments in the Functional Classification Plan to make adjustments to approved PADs that will accommodate modifications to proposed alignments and right-of-ways widths.
5. Invite and encourage the use of CIP budgets to leverage the development of recommended greenway trails as a mechanism to encourage investment in existing communities that in turn spurs redevelopment and revitalization of these areas.
6. Update and implement the Capital Improvement Plan and evaluate its projects using the goals and policies within the General Plan and City Council Strategic Action Plan.
7. The City put an enhanced emphasis on developing and maintaining a robust pavement preservation system that earmarks annual CIP dollars towards the

maintenance of priority needs in order to extend the lifespan of critical roadway infrastructure.

8. Continue to apply for all applicable state and federal grants to develop and maintain the transportation system in Surprise.
9. Explore additional opportunities to work with adjacent communities, Flood Control District of Maricopa County, Maricopa County and the Maricopa Association of Governments to ensure bicycle and pedestrian network continuity across jurisdictional boundaries.

Goal 5: Roadway Designs

Promote roadway designs, operations, and aesthetics that support the Character Areas they serve.

Policies

1. The City of Surprise shall require that newly proposed developments demonstrate that there are adequate services and facilities, or plans to provide the necessary services and facilities, to serve the development during the development approval process.
2. Maintain the traditional grid street pattern where it currently exists, reconnect it where possible. When improving older streets in neighborhoods, maintain original street widths and curb radii.
3. The City of Surprise shall initiate and/or require development applicants to prepare and update master plans and strategic plans as needed to prepare for infrastructure needs and financial resources to serve growth.
4. Strive to integrate land use and roadway compatibility decisions per suggested measures outlined in the Implementation Element of General Plan.
5. Revise subdivision regulations to include connectivity standards and guidelines that require greater street connectivity, and

Roadway Systems Element



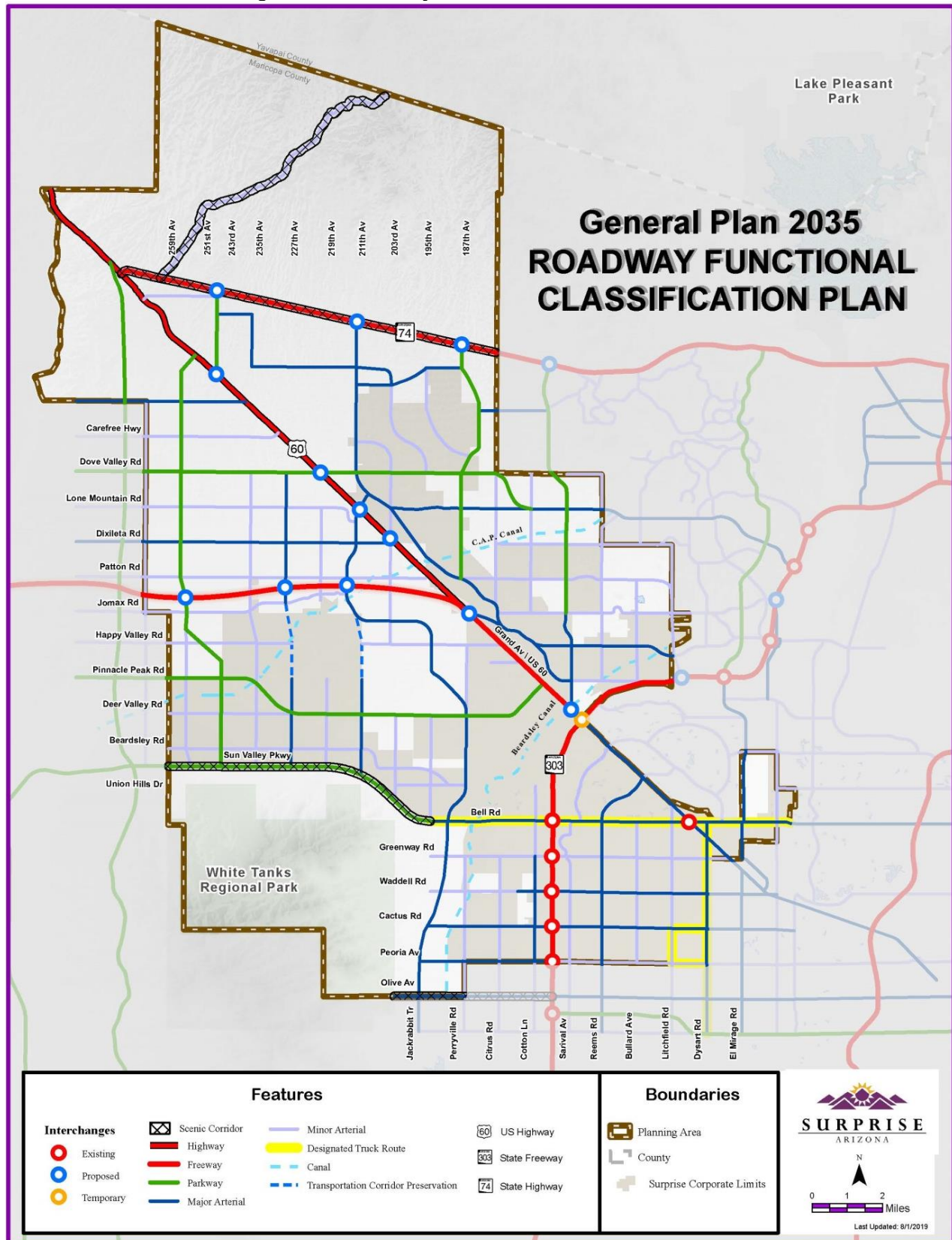
provide allowances for pedestrian and bicycle connections when street connectivity cannot be made.

6. Within Scenic Land Overlay and Scenic Roadway Corridor areas, the City promote roadway designs that preserve natural features, steep slopes, and when appropriate, views, low ambient light intrusion, and low noise.
7. The City continue to utilize the MAG roadway construction standards and specifications.
8. Partner with BNSF railroad to identify a comprehensive intermodal transportation network to serve the daily needs of this future facility. An internal collector roadway that promotes truck traffic while segregating truck trips from adjacent planned residential communities is a priority. Partner with ADOT to identify coordinated access management and turning movements onto US 60.
9. Install truck route signage on Bell Road and Dysart Road and segments of Cactus Road and Peoria Avenue to identify truck routes in the City.
10. Encourage land use patterns that reduce the amount of external travel by developing neighborhoods where mixed use centers and services are easily accessible from residences.
11. Prepare a Scenic Roadway Corridors overlay district and/or design guidelines to require the design and construction of Scenic Corridor roadways that embrace the terrain and scenic quality in the roadway design, landscaping, lighting and building development standards for properties located within these corridors.
12. Ensure the physical location and design of transportation facilities are done in a fashion which is environmentally sensitive to our desert, mountains, scenic corridors, open spaces and

neighborhoods.

13. Strive to protect neighborhoods and the environment from adverse effects of transportation facilities and services.
14. Promote the design well landscaped streets, with low water usage plants, to help improve the community aesthetics.
15. Establish a process for existing neighborhoods to request traffic calming, including how to evaluate the request, select the appropriate type of calming treatment, and fund recommendations.

Figure 3.3: Roadway Functional Classification Plan





Transit Element

INTRODUCTION

A primary strategy of the Transit Element is to reduce dependence on the private automobile in order to achieve multiple and interrelated goals including: increasing mobility, preserving and enhancing neighborhood character, improving air quality, and fostering compact development and a more walkable city. A greater reliance on public transportation will improve mobility by increasing travel options for residents, and by increasing the people-carrying capacity of the City's transportation system. It will also decrease the environmental degradation caused by the growing use of single-occupant vehicles. The intent is to develop a transit system that supports as well as leads the development of Surprise Land Use Character Areas as set forth by the Surprise General Plan 2035.

Surprise's development strategy combines transit supportive changes in the City's development pattern with a more complete and competitive multimodal transportation system. Achieving growth targets based on cores and corridors is an important element for the future development of Surprise. It provides more desirable investment in facilities and service delivery systems to support areas where growth will occur and reflects local decisions and neighborhood priorities. This shift may require some major investments in transit infrastructure and services as well as changes in priorities for street use.

DISCUSSION

Regional Collaboration

The transit system in Surprise is affected by plans and programs that guide the development and management of the regional transportation system. The *Regional Transportation Plan* (RTP) adopted by the Maricopa Association of Governments (MAG) in July 2010 calls for a significant expansion of regional transit services into portions of Maricopa County which are currently underserved, including Surprise. Proposition 400, the funding measure to implement the RTP, was passed by voters in November 2004. This extended the one-half cent sales tax (approved through Proposition 300) for transportation an additional 20 years, through 2025. This funding is divided between freeway, arterial roadway, and transit projects.

Commuter express service from Surprise to downtown Phoenix via the Grand Avenue corridor began in January 2006. Regional transit service planned to be extended to Surprise through Proposition 400 funding (both frequent stop trunk line and limited stop express services) will not occur within the planned timeframe of the RTP due to shortfalls in sales tax revenues, which provide the funding for these planned services. It is likely that no future funding for regional transit service will be available to Surprise until such time as another Proposition is passed by the voters, or another funding source is instituted.

The levels of transit service provided for in the RTP are not adequate to accommodate demand given the projected rate of development in Surprise. [The City of Surprise completed its Transit Feasibility Study \(October 2018\).](#)

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which made short-term and long-term recommendations for Surprise and its connectivity into the larger regional network. Short-term recommendations include creating a Surprise local circulator that provides access to many retail, commercial, educational, and institutional destinations along Bell Road and Greenway Road. The long-range transit service recommendation includes a new neighborhood circulator route on Bullard Avenue, additional trips on the Route 571, and a new local route on Litchfield Road. MAG published the Northwest Valley Local Transit System Study (June 2013), which made short-term, mid-term, and long-term recommendations for Surprise and the rest of the Northwest Valley. Short-term recommendations include creating a Surprise local circulator that provides access to many retail, commercial, educational, and institutional destinations along Bell Road and Greenway Road. Mid-term recommendations include extending existing bus routes into Surprise and increasing service on local circulators as demand increases. Long-term recommendations include the implementation of high-capacity transit along the US60/Grand Avenue corridor and extending additional bus routes into Surprise.

The City of Surprise is currently working with Valley Metro on a Short Range Transit Study to identify additional transit opportunities along US60/Grand Avenue corridor prior to the implementation of a high-capacity transit option.

During the public outreach effort for this Surprise Transit Feasibility Study, the public was able to provide comments on draft service routes/corridors and transit points of interest and desired connections to existing transit services and areas. Public feedback obtained helped the study team refine the draft network into a final transit service recommendation for the City of Surprise. General Plan 2035, citizens showed a preference for development

patterns concentrated around major transportation corridors. Surprise has no major transportation corridor more significant than US 60/Grand Avenue. Not only is this roadway part of the State Highway System, it is also immediately adjacent to the BNSF Railway.

In addition to the short- and long-range recommendations discussed previously, there are other service options available that can help the City of Surprise build transit supply. These options are further discussed in the plan but could include additional express routes, carpool and vanpool programs and emerging technologies and service modes.

MAG completed the initial phase of a regional commuter rail study, which shows support for passenger service in this corridor. In addition to the City's effort in planning and developing transit options for its residents, MAG and Valley Metro continue to perform and develop regional plans for regional commuter options. Recently MAG completed the Regional Transit Framework update (focused on high capacity transit), Regional Commuter System update (focused on commuter rail) and will be beginning studies for Regional Bus Rapid Transit and Commuter Bus Feasibility. Such service is not yet assured, and will, in any case, be years in the future. Until that time, concentrated rubber tired-transit services in the corridor can both demonstrate the demand for service and influence land use patterns in the corridor.

Existing and Projected Levels of Transit

Valley Metro under the Regional Public Transportation Authority (RPTA) provides all of Surprise's transit service. Surprise is currently served by one Valley Metro express bus route to downtown Phoenix. Valley Metro also provides local Dial-a-Ride (DAR) service to Surprise through a regional cab contract. Express bus routes are meant to be suburb-to-suburb

Transit Element



routes. Route 571 serves commuters travelling between Surprise and Phoenix. Existing transit service in Surprise consists of express bus and paratransit service. While there is currently no local bus service in Surprise, there are several routes that operate in neighboring communities. Valley Metro's vanpool program is another service available to Surprise residents. The City also has one designated park-and-ride facility. A park and ride facility at 13327 W. Bell Road serves transit users. The popularity of the Express Route 571 shows that there are important transportation needs in Surprise and the surrounding areas. Due to the success of these services, plans are progressing to implement a circulator route within the City, as well as regional high capacity transit such as commuter rail.

Commuter Rail

Many consider commuter rail to be the missing element in the regional transportation system, and the BNSF line running along Grand Avenue is key to achieving the objective of implementing commuter rail services in this corridor. Commuter rail trains typically provide service between suburbs and urban centers. Service typically occurs at a lower frequency than light rail, serving primarily peak travel needs for commuters. Travel distance between a rail line's termini may range between 30 and 50 miles, with station spacing typically five to ten miles apart.

In 2010-2018 MAG completed an update to the Commuter Rail System Study, along with corridor development plans for each of the four corridors identified in the system study. The system study provides a detailed evaluation of potential commuter rail links to the West Valley by incorporating the findings of the Grand Avenue and Yuma West

Corridor Development Plans; and evaluation of potential commuter rail links to the East Valley. The system study calls for phased implementation of the commuter rail system based on a number of factors, including: development patterns, changes in travel demand, community support, potential funding sources and potential integration with the Phoenix/Tucson intercity rail.

By 2035 the Grand Avenue corridor is projected to experience a 41 percent increase in population and a 52 percent increase in employment. As a result of this growth, and even with planned roadway improvements and increased transit service, congestion in the Grand Avenue corridor is expected to worsen. Automobile congestion levels are projected to range from moderate to severe throughout the length of the project corridor. Commuter rail service would provide an opportunity to improve mobility, particularly for peak period trips, by reducing travel time and providing a reliable and consistent alternative to automobile travel in a congested roadway corridor.

The BNSF rail line currently carries seven to eight trains daily at an approximate speed of 49 miles per hour. Upgrades and changes desired for implementing commuter rail services on the BNSF line may include new signals, a second track, and reduced main track switching activity. Additional commuter rail implementation requirements include governance and administration, railroad cooperation and funding.

Trends in Transit Use

The Surprise Transit Feasibility Study accepted by Surprise City Council on October 2, 2018 documented existing conditions in Surprise. This includes an analysis of the City's demographic trends, the identification of

activity centers and land uses, and a review of the City's existing transit services and facilities. The study additionally documented the existing travel markets in Surprise.

The commute is an important transit trip generator. The American Community Survey (ACS) 5-year estimates show that Surprise has the lowest percentage of households with workers compared to Maricopa County and its peers. This can be attributed to the fact that 22 percent of Surprise's population is over 64 years of age compared to 14 percent countywide. According to the United States Census, more than 75 percent of Surprise workers used a car, truck, or van to commute to their jobs. Public transportation as a mode of commuting amounted to less than one percent.

Although the majority of Surprise workforce travels to jobs across the region, by personal automobiles, the data also show several potential internal transit markets. Potential service between large employment centers and retail, commercial, and residential areas of Surprise may circulate both internal work and non-work trips.

City of Surprise Dial-a-Ride (DAR) transit use has remained relatively flat for the last five years due to limited funding. In 2012 the City switched to contract service for DAR and began to use 2010 New Freedom grant funds available for this type of service. The City anticipates a 10 percent growth over the next three years in DAR service trips.

The City participated in a region wide reorganization of the express bus route system that was implemented in 2012. The 571 express route, which provides express commuter service from Surprise into downtown Phoenix, has experienced steady growth, and currently provides 4 morning inbound trips and 4 evening outbound trips.

According to the United States Census, more than 75 per cent of Surprise workers used a car, truck, or van to commute to their jobs. Public transportation as a mode of commuting amounted to less than one percent. Surprise has seen an increase in transit ridership in the past year. Valley Metro's annual transit report reflects a 9.33% increase in Route 571 ridership in 2015 from 2014, and 31.15% decrease in 2014 from 2013. The total decrease in 2014 was similar to those experienced throughout the valley and was partially attributed to the significant decrease in fuel prices.

The projected increase in pPopulation increases for Surprise will provide an opportunity to expand transit into new and growing markets, thereby extending its ridership base. To meet the continued needs and demands generated by development, it will become necessary to develop local public transit services. As environmental and capacity issues become more evident, transit's role will increase. Effective use of transit could make a difference in the level of congestion in certain corridors in the Surprise area.

Surprise Transit Services

Express Bus

Express Route 571 is the sole regional transit service connecting Surprise to downtown Phoenix. As a direct commuter service, Route 571 operates Monday through Friday, making four inbound morning peak-period trips to Phoenix and four outbound peak-period trips back to Surprise. Route 571 operates from the Surprise Park-and-Ride to Downtown Phoenix via Grand Avenue in the inbound direction and Interstate 10/Loop 101 in the outbound direction.

Local Bus

At this time, there are no local bus routes

Transit Element



serving Surprise; however, Valley Metro Local Routes 83-83rd Avenue, 106-Peoria Avenue, and 138-Thunderbird Road provide service in the vicinity of Surprise.

Valley Metro Paratransit

Paratransit service is a shared-ride, door-to-door service (mandated by the Americans with Disabilities Act of 1990) provided to people with disabilities who are not able to use traditional fixed-route transit service. Federal Transit Administration requires that, at a minimum, ADA complementary paratransit be provided within 3/4 of a mile of a bus route or rail station, at the same hours and days, for no more than twice the regular fixed route fare. In Surprise, seniors, certified ADA passengers, and income-qualified individuals are eligible to use Valley Metro paratransit services to book trips longer than 7 miles outside of Surprise for medical appointments and work.

RideChoice Taxi Service

Valley Metro's RideChoice program provides discounted taxi service to qualified seniors, people with disabilities, and income-qualified individuals 24 hours per day, 365 days per year. To be eligible for the program, passengers must either be 65 years or older or be certified as ADA-paratransit eligible, and provide proof of residency within a participating community. Wheelchair accessible service is available at no additional charge.

In October 2018, Valley Metro launched an Enhanced RideChoice service for qualified participants. The redesigned program provides more service and more transportation options, including additional wheelchair-accessible vehicle providers and the rideshare provider Lyft.

Vanpool

Valley Metro's vanpool program is another service available to Surprise residents. Under the vanpool program, Valley Metro provides a group of six to fifteen people with a van to use for commuting purposes. One qualified participant volunteers to be the driver, and each rider pays a monthly fare that covers the lease, fuel, maintenance, and insurance costs of the van.

Transit Supportive Land Use Planning

In order for transit to be successful, the City of Surprise City Council approved the Transit-Oriented Development Strategic Plan needs to create a more "transit friendly environment" in which transit has a better opportunity to succeed. One ~~element of this strategy~~ is to provide for denser, mixed use developments that will support travel by transit. Another element is to provide the physical facilities that result in a better operating environment for transit, such as bus pullouts, park and ride lots, signal prioritization for transit vehicles and improved access to transit for pedestrians and bicyclists.

Implementation is dependent on the close coordination of land use and transportation planning. The relationship between transit and land use focuses development in concentrated rather than linear patterns adjacent to transit stops and stations. Transit investments are directed to link these transit supportive areas to provide people with an attractive ~~option~~ alternative to the single occupant vehicle. This will allow more people to live and work within walking distance of transit.

GOALS AND POLICIES

Goal 1: Balanced Multi-modal System

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Develop and maintain a balanced, multi-modal transportation system to ensure safe and efficient movement of people and goods in Surprise.

Policies

1. Provide and expand transportation demand management strategies to help reduce traffic congestion and encourage alternative modes of travel.
2. Consider the needs of the entire community and the special needs of the elderly and people with impaired mobility in the planning, design, construction and maintenance of the City's transportation system.
3. Include transit planning as an integral component of long range plans and the development review process.

sistent with regional standards.

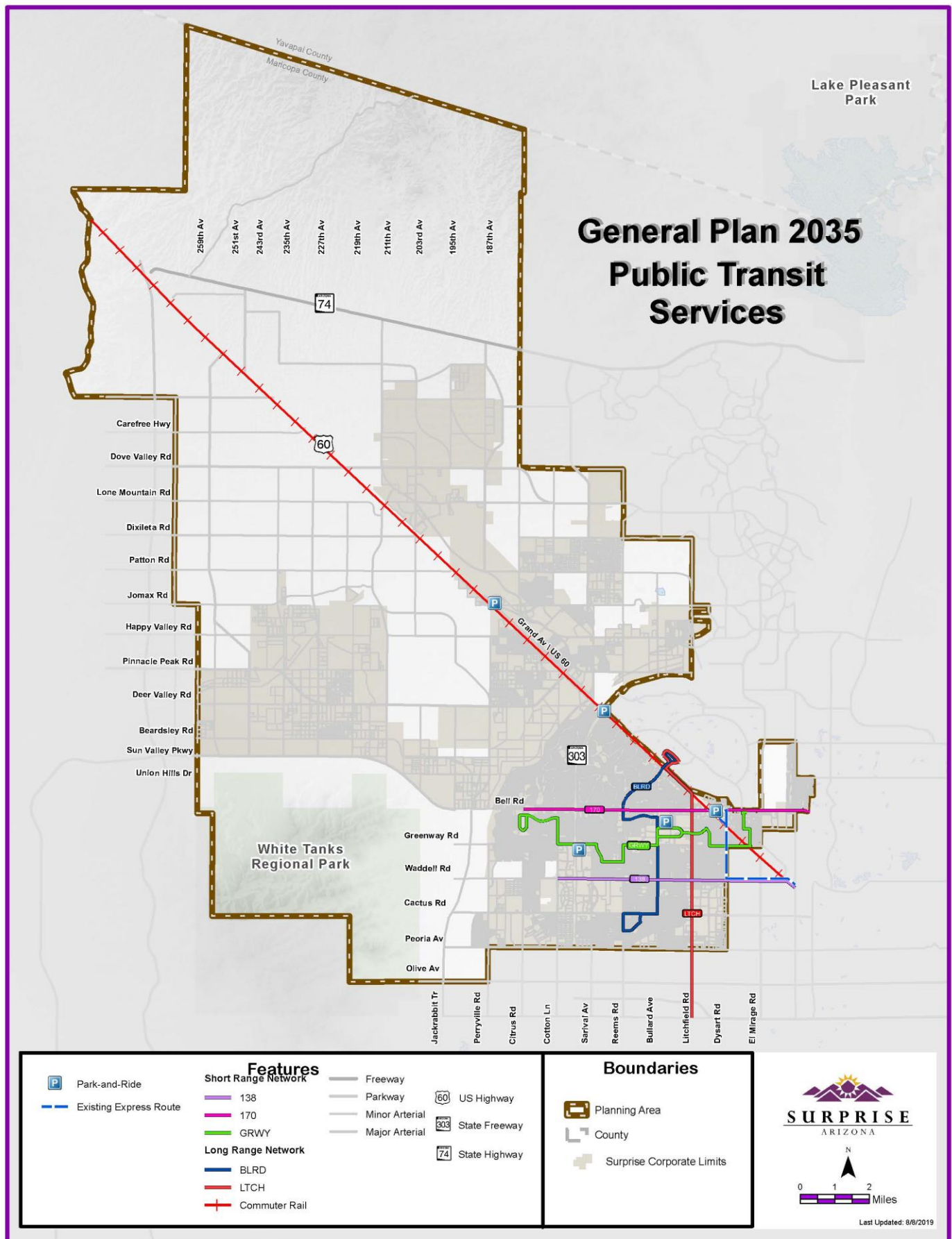
8. Collaborate with regional agencies to ensure increased transit service frequency, connectivity and availability in Surprise.

Goal 2: Access and Alternatives

Provide attractive and convenient public transit services to, from, and within Surprise.

Policies

1. Pursue a Citywide local transit system that connects homes, businesses, schools, and employment centers.
2. Integrate the regional transit system with the Surprise local transit system.
3. Work with all appropriate agencies and interests to support the implementation of commuter rail service in the Burlington Northern/Santa Fe (BNSF) Railway corridor adjacent to US 60/Grand Avenue.
4. Support the provision of high frequency transit service and capital investments to benefit high density/intensity areas.
5. Implement transit priority measures to ensure increased transit ridership.
6. Encourage transit services that address the needs of persons with disabilities, the elderly, young people, people with special needs, and people who depend on public transit for their mobility.
7. Develop transit fare recovery policies con-



Growth Element

INTRODUCTION

The purpose of the Growth Element is to establish policies that will lead to sustainable growth over the next 10-20 years by promoting more efficient coordination of land use, transportation, and infrastructure development. The policies and plans outlined within this Element are designed to sustain high quality of life within Surprise, protect natural resources, and drive economic vitality by ensuring that necessary public facilities are completed in harmony with both existing and new development.

DISCUSSION

The City of Surprise's population is projected to reach approximately 750,000 residents upon build-out of the City's Planning Area. This means, with a current population of just over ~~123,000~~ 138,000 residents, there is significant opportunity for growth within the City over the next 10-20 years and beyond. Where and when growth is accommodated has major implications on the outlay of infrastructure, service levels and on the costs to maintain City operations and infrastructure. Therefore, the ability to wisely manage and direct growth to key strategic locations is critical for Surprise's continued success and prosperity.

This element provides the direction for managing this expected growth by creating a link between planned land use, transportation, and infrastructure facilities with specific implementation techniques such as zoning ordinances, capital improvement programs, impact fee requirements, and design guidelines.

Growth Management Strategy

While demographics, market trends, community needs, and land resources often drive growth, development must be strategically planned and phased to maximize the efficient use of urban facilities and services.

Through the use of smart growth policies that promote development near existing trans-

portation options, public infrastructure, and community facilities; foster distinct, attractive communities with a strong sense of place; and preserve open space and critical environmental areas the City has developed a strong policy framework to guide growth management in a sustainable way, which reflects the community vision established within the General Plan 2035.

Recent Growth and Development Patterns

Recent Growth

Over the decade of 2000 to 2010, Surprise had an astounding population growth rate of 281%, making it the 6th fastest growing city in Arizona over that time frame. The current population of Surprise is approximately 138,161 ~~123,000~~ (2013—2018 US Census estimate) and continues to grow at a steady pace. Affordable housing, an abundance of parks and open spaces, quality schools, sustainable employment opportunities, connected transportation systems, sense of community pride, and a low crime rate are just a few reasons that contribute to a superior quality of life that draw incoming residents to Surprise.

Historically known as a community that caters to the active adult lifestyle, Surprise has experienced an infusion of younger families that have helped generate more diverse services, recreation and retail shopping opportunities in Surprise over the past decade. In fact, the

Growth Element



median age in Surprise is now 36.841.3 years old (2010) and was 46.1 years of age in 2000.

Like the majority of fast growing cities, Surprise has its challenges with achieving an appropriate jobs to housing balance that ensures a sustainable growth model into the future. Much like the population, the labor force in Surprise has shown positive growth of 4.7% over the last 10 years. However, Surprise experiences a significant amount of daily workers migrating out to jobs in other cities throughout the region. In 2011–2015 Surprise had a workforce of 42,44048,716 people, of which 38,734–43,730 of the residents commuted to work outside of Surprise. Whereas 10,14813,328 people commute into Surprise for work and only 3,706–4,986 people both live and work in Surprise.

This condition has caused Surprise residents, elected officials and employers to place an importance within the General Plan 2035 on reducing the current trend of residents commuting elsewhere for higher paying, professional wage jobs.

Development Patterns

The analysis of Surprise's present development pattern is one of the fundamental steps in formulating a growth plan for the City. The evaluation of current land use patterns coupled with the understanding of existing and planned transportation corridors, public facilities and environmental constraints, enables a determination of development potential to be made for the remaining undeveloped portions of the planning area.

Up to today, the majority of the City's growth has largely been concentrated within the southeastern portion of the City's planning area. This roughly 40 square mile core area is bounded by Grand Avenue (US 60) on the north, Peoria Avenue on the south, Beardsley Canal on the west, and Dysart Road to the east.

Growth within this area has historically been dominated by sprawling low-density suburban development on former agricultural lands. Of this development, a large concentration of active-adult communities are located north of Bell Road, while traditional single-family communities are primarily located south of Bell Road. Smaller clusters of multi-family development are also scattered throughout this portion of the City.

Along with their foundation of suburban residential development, the City maintains a service base of commercial, business and industrial uses. Retail and service uses are generally concentrated along Bell Road and Grand Avenue, while neighborhood type retail and service uses are located at the intersection of many major arterials within the central core of Surprise. However, with the development of Loop 303, additional regional retail and service uses have begun to concentrate along this important regional transportation corridor.

The planned Surprise Center District, or downtown, is also located within this core development area and is currently comprised of Surprise's spring training facilities, community park, aquatics and tennis center, and the City Hall and Public Facility complex.

Almost all industrial development currently within the City constitutes light manufacturing, distribution and storage facilities. These uses are generally located along the existing BNSF railroad line in the southeast portion of Surprise as well as at the north east intersection of Bell Road and Grand Avenue.

The remaining portions of land north of the Beardsley canal within the City limits and the larger Surprise planning area is predominantly undeveloped. However, the limited land use that does exist in this area is diverse and has a significant impact on the future growth of Surprise. Most notably, the Luke Air Force Base Auxiliary Field #1 (AUX 1) is located along

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Happy Valley Road, west of 211th Avenue. Immediately adjacent to AUX 1 is the Ford Proving Grounds, which borders the Northwest Regional Landfill.

In addition to these large non-residential land uses, several existing residential land uses can be found in the vast Surprise planning area north of the Beardsley canal. Most residential development consists of smaller pockets of rural residential development scattered north of Jomax Road and south of SR 74, including the communities of Wittman and Circle City. However, multiple large scale suburban planned area developments are currently under construction along the 163rd Avenue alignment.

Growth Areas

With a planning area of approximately 302 square miles, growth in the City of Surprise has the ability to occur at many levels and in many directions. Growth areas are not static—they are prone to change due to outside influences such as market conditions and specific city needs. The Anticipated Growth Map shows where growth is highly likely and encouraged in the City. The growth areas are categorized by the type of development that may occur, and will be further defined as part of a city-initiated or private development-initiated specific area plan to better define land use, circulation and urban form plans for each area.

The following growth area descriptions identify a general narrative of each area's existing and desired future development characteristics. The intent is to provide a more enhanced picture of these areas that is in keeping with the recommended land uses identified in the Character Area Land Use Plan. Land use decisions affecting property within these growth areas should not only take into account these general descriptions, but should also be based upon future area-specific planning recommendations and appropriate design principles that may relate to future requests for development.

Residential

Cactus & Citrus: As some of the last available land within the existing urbanized area of Surprise, this growth area is well suited for residential development. The defined arterial roadway system and Loop 303 freeway provide optimal connectivity for future residents to access destinations within Surprise as well as the larger region. Residential development in this area should reflect densities that respect existing adjacent development, while also fostering a population base that will promote future transit opportunities and support more intense non-residential development desired along the Loop 303 corridor.

163rd Ave Corridor: This area is already experiencing new residential growth as developable land south of the Beardsley canal is becoming more limited. With access along 163rd Avenue and Grand Avenue as well as close proximity to Loop 303, availability of existing services, and adjacency to desired open space linkages, growth in this area should include a full range of housing opportunities along with appropriately located commercial areas.

Sun Valley Parkway: While residential development may not occur in this area as quickly as other residential growth areas, this land is readily accessible with its placement along Sun Valley Parkway. Given the proximity to the White Tank Mountain Regional Park, this area is well suited to create a smooth transition from urban to rural residential land uses. The location of this area provides opportunities to define a more natural edge with the park that includes wildlife corridors and community trail linkages to a City-wide open space system.

Employment

Bell Road: The Bell Road corridor is largely built-out, therefore growth along this corridor is expected to be primarily infill development of vacant sites or redevelopment of underutilized properties. Much of this infill development

Growth Element



should take the form of commercial, office and appropriately placed mixed-use projects. However, a potential exists for infill development to further degrade traffic congestion along Bell Road. Consequently, growth management strategies for this area should focus on the timely development of circulation system improvements related to infill development projects, such as the use of transit or other alternative transportation methods.

Railplex: This growth area is already a significant employment center within Surprise. The availability of extensive land resources combined with the placement of existing infrastructure and rail access, positions this area to immediately support a mix of export-oriented base sector activities, such as warehouse distribution, light or heavy manufacturing, research and development uses, and select business services. In order to support near term job growth in the City, development in this area should focus on supporting a variety of employment types from small and mid-size warehouse projects to large scale manufacturing. In addition, the maintenance of the “goods movement” infrastructure within this growth area is also important to remain competitive within the region.

303 Corridor: The 303 Corridor is expected to be a prestigious corporate center and high density development area. The strong connections this growth area has to the Loop 303 regional transportation system, as well as the local circulation system, makes this area appropriate for a mix of employment and residential uses. Development should create an attractive public realm and include provisions for enhanced community amenities, transportation and infrastructure, and other public services. Density, building design and streetscapes must support transit oriented development and must encourage the use of alternative modes of transportation as the preferred method of travel to and within this

area.

Grand & Beardsley: As development occurs along 163rd Avenue, this growth area will play a prominent role in providing a variety of employment opportunities, such as office and institutional jobs and regional shopping services. Access to Loop 303 will also help to draw people beyond the adjacent residential neighborhoods to this mixed use area. The relationship between these various uses and their impact on one another and surrounding residential neighborhoods deserves special consideration. With the BNSF rail line and Beardsley canal running through this area, it will be critical to provide adequate connections to the surrounding planned residential neighborhoods and open space linkages to ensure this area is not an isolated development. Consideration should also be given to take advantage of future mass transit systems that might be built along the existing BNSF rail line.

Special Districts:

City Center: City Center or Downtown Surprise has a unique role to play in the 21st century development of the West Valley region. In addition to being the civic, administrative, legal, cultural, and entertainment center, downtown will also offer transit connections and is planned as an exciting pedestrian environment.

The downtown should be a vibrant city and regional center where residents are able to live, work and play. Most of this area should integrate a diverse, but compatible, cluster of land uses where residents, employees, shoppers, tourists, and students can gather in a well-designed mixed use environment. Development should exhibit high architectural and urban design standards where the public realm is inviting and the street network is supportive of alternative modes of transportation.

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Heritage District: The Original Town Site (OTS) of Surprise currently includes over 16% of undeveloped lands within its boundaries, in addition to many vacant properties. Therefore future growth in this area is envisioned to have a strong focus on providing much needed services for the residents living within the Heritage District, while protecting and expanding the cultural aspects of the City's roots. The revitalization of the Heritage District will provide a balanced approach to heritage neighborhood renewal and a heritage arts, culture, and entertainment-oriented development sector—providing unique cultural and heritage assets for the city as a whole.

The ultimate pattern of revitalization supports design strategies and public improvements that capitalize on the cultural aspects of walkability and “front yard-living” that provide the basis for a vibrant, culturally diverse community, while providing regional connectivity and expanded services.

Current planning efforts for this area include the Village 1 Plan and the Specific Plan for the Revitalization of the Original Town Site that ensures the vision of future investment.

Managed Growth Areas

Managing growth not only involves the identification of those areas that are appropriate for enhanced development, it also requires controlling growth in areas that exhibit important natural resources.

Surprise has many significant natural areas that help give the City a unique identity. In order to protect and ensure that future generations will be able to use and enjoy these natural resource areas, some portions of the City require a more context sensitive development pattern. These lands include Sub Areas such as the Scenic Lands Development and Wildlife Linkages Corridor, and may also include additional key resource lands to be further defined through future studies.

To limit the density and intensity of development in these important natural resource areas and maintain an overall healthy and diverse environment, the City will utilize the various conservation goals and policies provided throughout the General Plan 2035 along with all accompanying existing and future planning policy documents.

GOALS AND POLICIES

Goal 1: Sustainable Growth

Support sustainable growth that ensures effective, efficient, and equitable provision of public services, land, and infrastructure.

Policies

1. Promote infrastructure expansion where it will be more efficient and effective, and minimizes adverse impacts outside the identified growth areas.
2. Give priority to infrastructure upgrades and improvements in the identified growth areas.
3. Focus infrastructure improvements in designated growth areas and contiguous to existing development.
4. Make development decisions predictable, fair and cost effective.
5. Promote and provide incentives for infill development, redevelopment and growth in existing urbanized areas.
6. Expand efforts to ensure all new development and future development includes community and stakeholder collaboration.
7. Promote sustainable and green building practices to lessen the demand on infrastructure.

Goal 2: Multi-Modal Growth

Growth Element



Emphasize efficient transportation to, from, and within growth areas, focusing on automobile, transit, and other forms of circulation.

Policies

1. Promote physical planning and design techniques that facilitate access to, and use of, transit services and other multi-modal circulation options.
2. Concentrate circulation infrastructure expansion in identified growth areas and coordinate improvements with development activity.

Goal 3: Natural Resources

Conserve significant natural resources and open space in the Growth Areas.

Policies

1. Allow for growth management strategies, such as the transfer of development rights, to conserve open space.
2. Strengthen connections between open space areas within, and outside of growth areas by identifying open space corridors between these areas.
3. Safeguard and maintain significant historic, archaeological, and natural resources in the growth areas.

Goal 4: Downtown

Foster the continued development of a unique and well-designed downtown.

Policies

1. Create and adopt design guidelines specific to the downtown area.
2. Promote art as an integral part of all downtown development.
3. Remove barriers that may hinder residential development in the identified downtown

area.

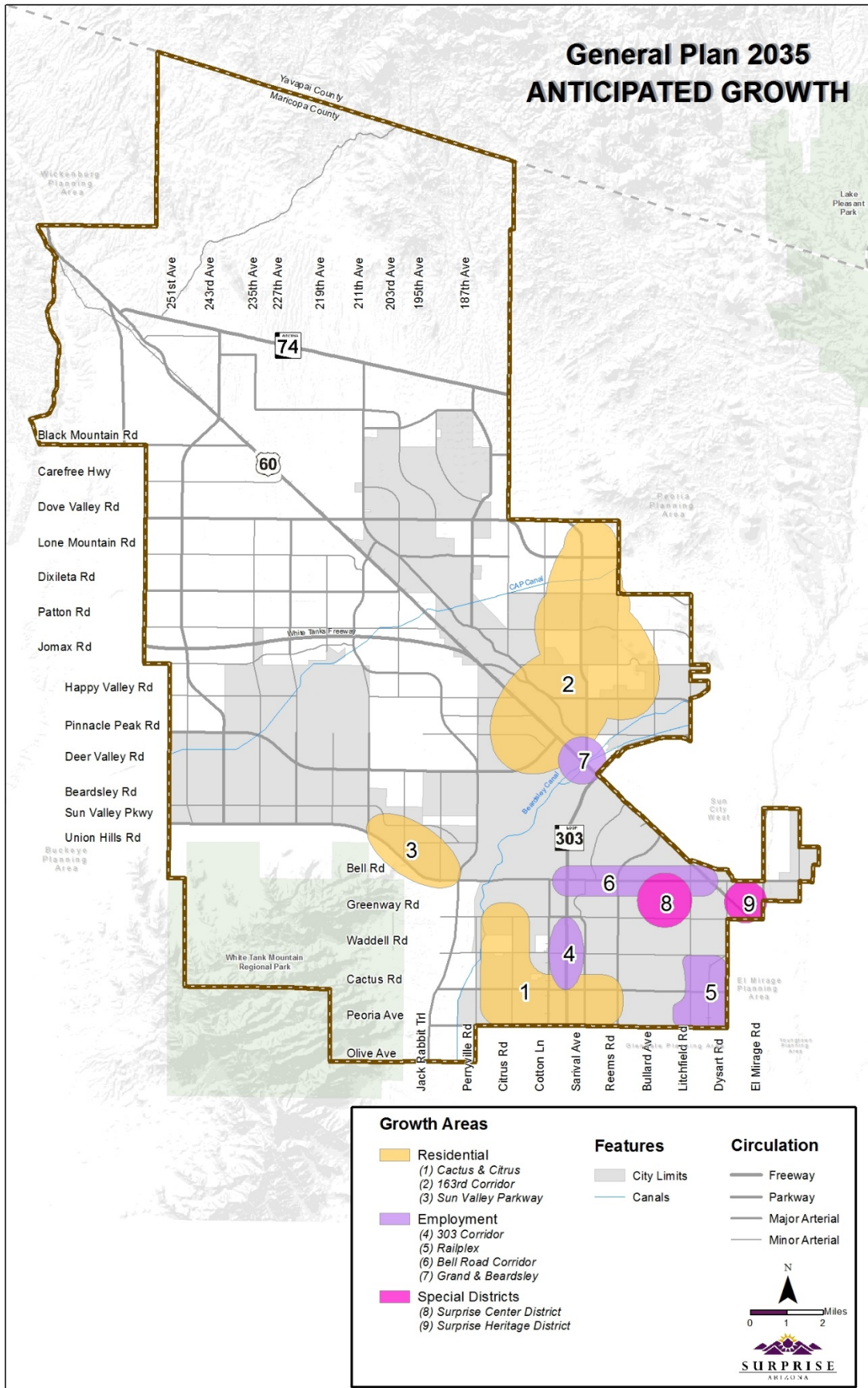
Goal 5: Original Townsite

Protect the historic qualities of the Original Townsite (OTS) while promoting compatible, context-sensitive infill development.

Policies

1. Seek opportunities to leverage outside funding and incentives to promote growth in the OTS.
2. Identify local, state and federal resource programs and grant opportunities that can be used to enhance social programs and/or public facilities in the OTS.
3. Continue to work with other public, private, and non-profit entities to enhance needed services in the OTS.
4. Create and adopt design guidelines specific to the OTS.
5. Continue to educate and inform residents of the value in preserving the heritage of the OTS.
6. Promote pedestrian connectivity as an integral part of all OTS development.
7. Encourage adaptive reuse of vacant properties to preserve cultural identity and invigorate underutilized areas.

General Plan 2035 ANTICIPATED GROWTH





**Major Amendment General Plan 2035
Planning and Zoning
November 21, 2019
FS19-296**

Proposed Changes

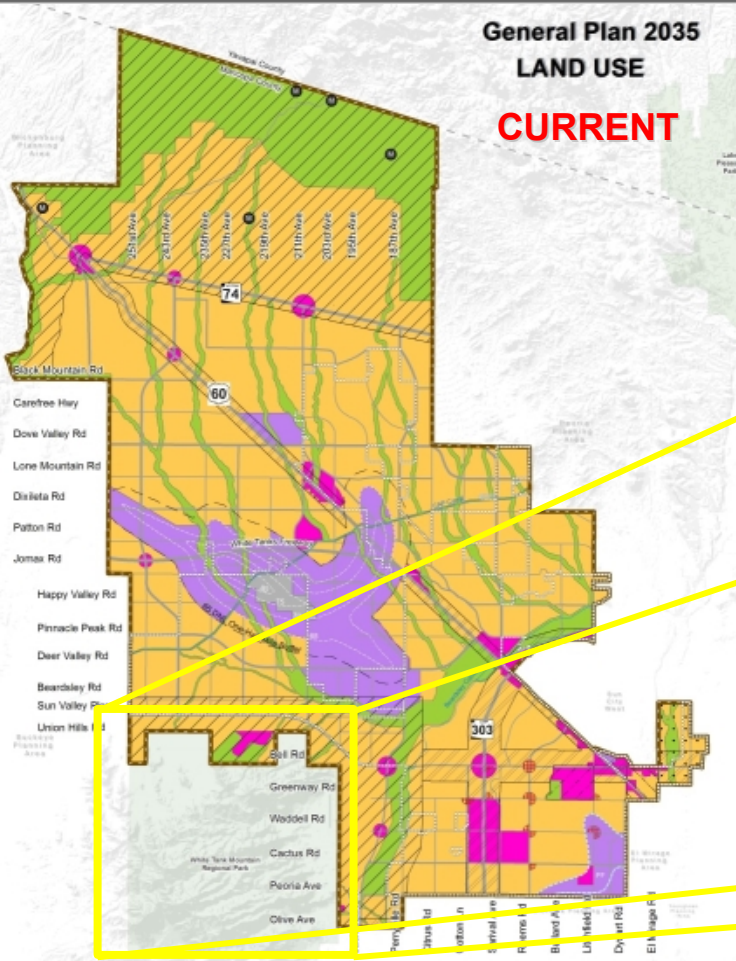
- Extending Surprise Municipal Planning Area by adding approximately 26 square miles as shown in the Land Use Map. (all other maps will also be updated)
- Roadway Systems Element and Transit Element within “Chapter 3: Transportation” to reflect updated roadway maps and policy changes associated with the recent Transit Feasibility Study and Transit-Oriented Development Strategic Plan.
- Growth Element to reflect changes in the housing market and recent annexations.

**General Plan 2035
LAND USE**

CURRENT

Surprise Municipal Planning Area (MPA)

- Expanding the Surprise MPA
- About ½ White Tank Mountains Regional Park (remain County park)
- Aligns with Buckeye's updated MPA
- 26 square miles of Open Space
- Eliminate islands in region's MPAs

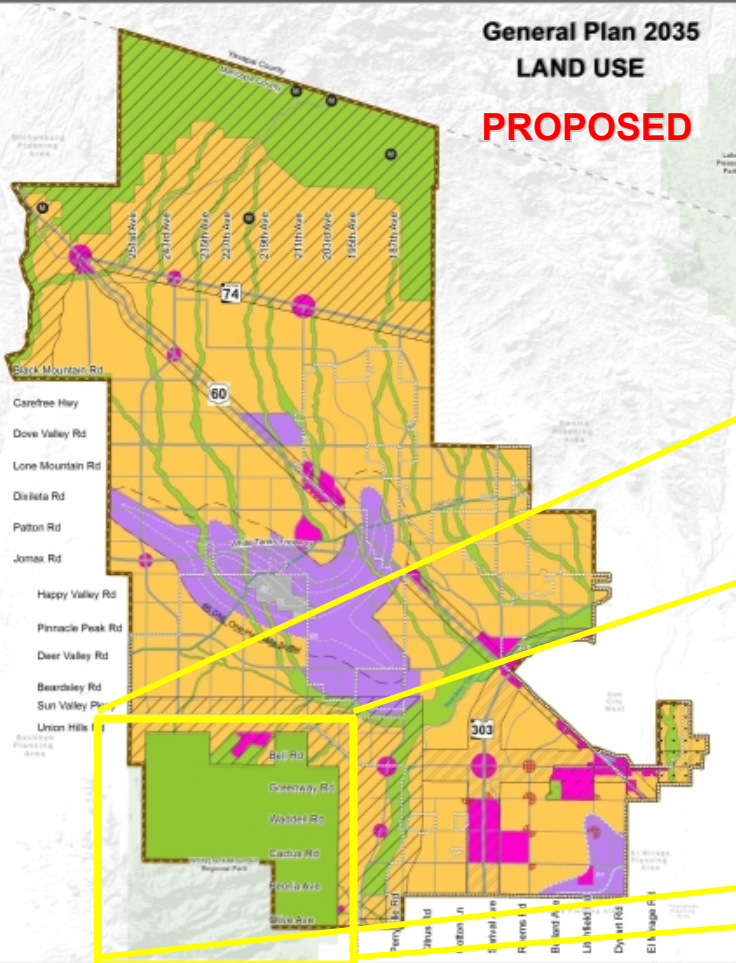


**General Plan 2035
LAND USE**

PROPOSED

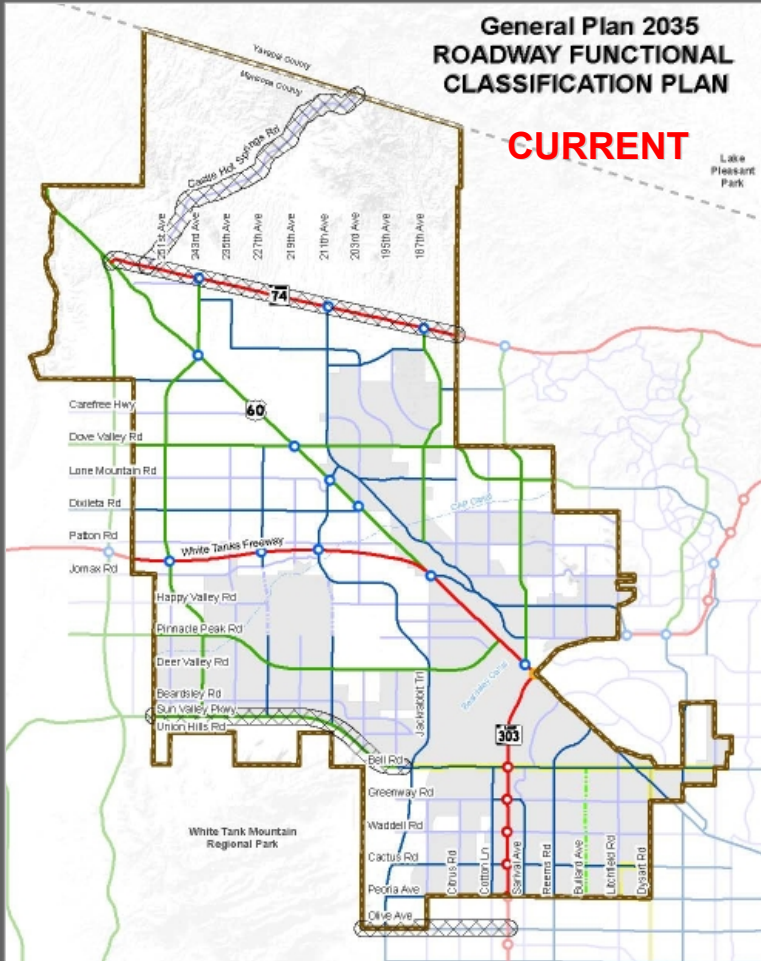
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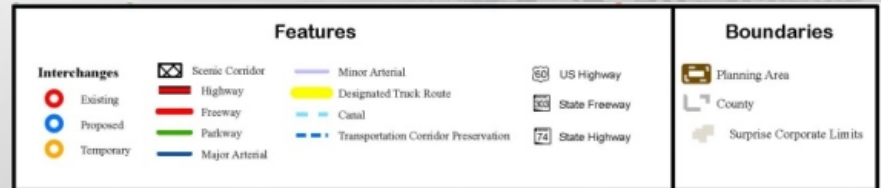
General Plan 2035 ROADWAY FUNCTIONAL CLASSIFICATION PLAN

CURRENT

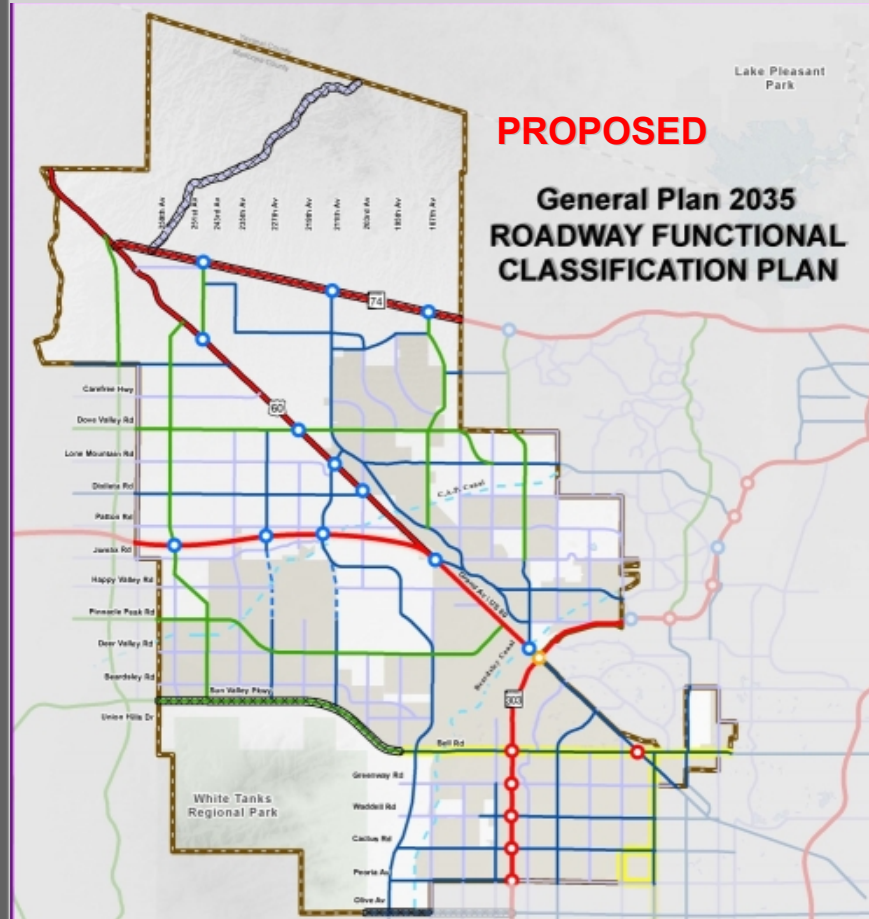


Roadways Element

- Goals and policies to improve overall circulation
- Hierarchical roadway network
- Emphasis on alternative transportation modes
- Explains how:
 - Goals will be achieved
 - Policies will be implemented



Roadways Element



- Goals and policies to improve overall circulation
- Hierarchical roadway network
- Emphasis on alternative transportation modes
- Explains how:
 - Goals will be achieved
 - Policies will be implemented

Features				Boundaries
Interchanges	Scenic Corridor	Minor Arterial	US Highway	Planning Area
Existing	Highway	Designated Truck Route	State Freeway	County
Proposed	Freeway	Canal	State Highway	Surprise Corporate Limits
Temporary	Parkway	Transportation Corridor Preservation		
	Major Arterial			

CURRENT

Transit Element

- Refers back to Study adopted in October 2018
- Current and future transit needs
- Transit Orientation Development standards
 - outlines transit investments, short- and long-range
- Multi-modal transit network, connect residents to
 - popular destinations
 - activity centers
 - retain existing and attract new residents

PROPOSED

Transit Element

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- Transit Orientation Development standards
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 - retain existing and attract new residents

Growth Element

CURRENT

- Based on growth patterns and other developer proposals
- Revised since most recent Major Amendment in 2015
- Recent pre-Annexation Development agreements
- Development growing more north than previously projected



Growth Element

PROPOSED

- Based on growth patterns and other developer proposals
- Revised since most recent Major Amendment in 2015
- Recent pre-Annexation Development agreements
- Development growing more north than previously projected



Major Amendments

Implementation Chapter of the General Plan 2035

- “...any proposal that would result in a change to the Character Area Land Use Plan that would substantially alter the city’s planned mixture or balance of uses.”
- adding approximately 26 square miles of Open Space to the land use balance.

Public Hearings: Arizona Revised Statutes

- 2 public hearings with Planning and Zoning Commission
 - 1 off-site and 1 at City Hall
- 1 public hearings with City Council
 - All proposed amendments heard at 1 meeting per year

Concurrent Cases

➤ **FS18-557 Marisol Ranch Rezoning:**

- ✓ Rezoning to remove waste water treatment facility
- ✓ Request an additional 388 dwelling units
- ✓ Amend the development parcels (quantity and layout)

➤ **FS18-459 Lone Mountain Ranch Rezoning:**

- ✓ Rezone from RR to Surprise PAD (including RR, RM, RH, and CC)

➤ **Planning and Zoning Commission (June 6, 2019)**

- ✓ Recommended Approval (5-2)



QUESTIONS OR COMMENTS?

Thank You