



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

**GENERAL PLAN AMENDMENT
STAFF ANALYSIS**

Application:	GPA-EN-1-19-4
Applicant:	City of Phoenix Planning Commission
Location:	Northeast corner of Central Avenue & Indian School Road
Acreage:	108.17 acres
Requested Change:	To repeal the Phoenix Indian School Specific Plan.
Reason for Requested Change:	To accommodate a request for the Walkable Urban Code for a portion of the property and in recognition of the plan's implementation on the remaining portions of the property.
Village Planning Committee Action:	Encanto Village Planning Committee – May 6, 2019
Staff Recommendation:	Staff recommends approval of the request.

BACKGROUND

The City of Phoenix Planning Commission, at the request of the City of Phoenix Planning and Development Department, recently initiated this General Plan Amendment, GPA-EN-1-19-4, to repeal the Phoenix Indian School Specific Plan. Exhibit A to the staff report is a map of the Specific Plan's boundaries which covers approximately 108 acres at the northeast corner of Central Avenue and Indian School Road. The land within the Specific Plan is controlled by the following four property owners:

- City of Phoenix: Steele Indian School Park (+/- 72 acres)
- United States Government: Phoenix Veteran's Administration Health Care system campus (+/- 11.5 acres within the boundary of the Specific Plan)
- State of Arizona: State Veterans Home (+/- 4.5 acres)
- Privately owned (+/- 15 acres)

Approximately five acres of area in the Specific Plan is public right-of-way. Exhibit B to the staff report is a map highlighting the four different landowner areas.

This General Plan Amendment is in response to a request to rezone the privately owned portion of the Specific Plan property **from** R-5 TOD-1 PISSP (Approved C-2 TOD-1 PISSP) (Multifamily Residence District, Interim Transit Oriented Zoning Overlay District One, Phoenix Indian School Specific Plan (Approved Intermediate Commercial District, Interim Transit-Oriented Zoning Overlay District One, Phoenix Indian School Specific Plan)) and R-5 TOD-1 PISSP (Approved C-2 H-R TOD-1 PIDDP) (Multifamily Residence District, Interim Transit-Oriented Zoning Overlay District One, Phoenix Indian School Specific Plan (Approved Intermediate Commercial, High-Rise and High-Density District, Interim Transit-Oriented Zoning Overlay District One, Phoenix Indian School Specific Plan)) **to** WU Code T6:HWR UT (Walkable Urban Code, Transect 6:Height Waiver District, Transit Uptown Character Area) to allow a mixed-use development. The rezoning request has been assigned case number Z-9-19-4.

Phoenix Indian School Specific Plan

The Phoenix Indian School Specific Plan was created in response to federal legislation which enabled the Federal Government to exchange the Phoenix Indian School property for 100,000 acres of environmentally sensitive Florida land owned by a private developer (Barron Collier Company). The legislation required that a plan be in place for the Phoenix Indian School property for the exchange to be finalized. The Phoenix City Council adopted the Phoenix Indian School Specific Plan in 1991 after several iterations of the plan had been provided by a citizen committee, the Barron Collier Company and the Planning Department. The adopted plan called for the following elements:

- Minimum 40-acre park site
- Historic designations for the three significant structures on the site.
- Expansion of the Veteran's Administration (VA) Hospital
- 1.4 million square feet of office development
- 100,000 square feet of retail development
- Minimum of 1,200 housing units

Since the Plan's adoption several steps have been taken to implement the Plan's visions and goals.

Steele Indian School Park

Laying the foundation for the creation of a public park was one of the integral components of the Phoenix Indian School Specific Plan. Steele Indian School Park opened in 2001 and is

approximately 75 acres in size and is named after Horace C. Steele who, through the Steele foundation, donated \$2.5 million dollars to start development of the park.

Historic Preservation

In 1992 the Phoenix City Council approved a Historic Preservation Overlay on the three significant structures on the site – Memorial Hall, the Dining Hall and the Elementary School building. In 2004 the Phoenix City Council approved a Historic Preservation Landmark Designation for the same three structures as a means of further celebrating their significance and providing additional preservation measures.

Veteran’s Administration Hospital

Based on historic aerials, construction of the expanded VA Hospital, on what is now the Phoenix VA Health Care System campus, began in 1996. Expansion of the VA’s facilities is one of the goals of the Specific Plan. The VA campus is more than 35 acres in size at this location including the 11.5 acres that falls within the Specific Plan.

ReinventPHX and the Uptown TOD Policy Plan

In 2012 the City of Phoenix Planning and Development Department, with a grant from the U.S. Department of Housing and Urban Development initiated the ReinventPHX program along the

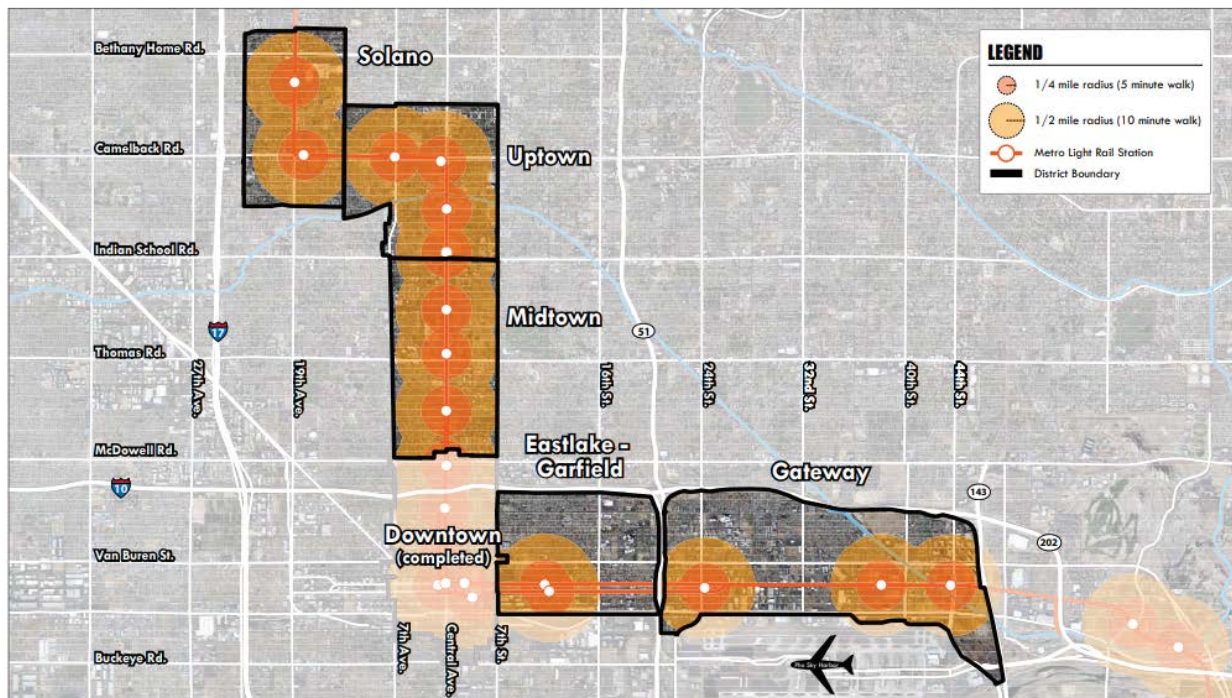


Figure 1: ReinventPHX Transit Districts

existing light rail corridor. One of the goals of ReinventPHX was to collaborate with property owners, residents, businesses and other stakeholders to plan for the growth of the light rail corridor. The light rail corridor outside of downtown was divided into five transit districts. Figure 1 on the previous page highlights the locations and boundaries for each of the transit districts. The Phoenix Indian School Specific Plan falls within the boundaries of the Uptown Transit District. The ReinventPHX effort created transit-oriented development (TOD) policy plans for each of the transit districts that provide a vision and policy guidance on everything from land use to health.

Each of the policy plans focus on several key opportunity sites within the district. These opportunity sites received a greater level of attention during the visioning efforts. One of the opportunity sites highlighted in the Uptown TOD Policy Plan is the area within the Phoenix Indian School Specific Plan. Working with the project team, the community developed a conceptual master plan for enhancements to Steele Indian School Park and development of the privately owned vacant parcel on the northeast corner of Indian School Road and Central Avenue.

The conceptual master plan for the site was developed based on the vision and standards outlined in the Phoenix Indian School Specific Plan. Figure 2 below highlights the master plan's



Figure 2: Conceptual Rendering of Master Plan Vision

incorporation of the Specific Plan's call for a pedestrian connection and view corridor from Central Avenue into the park.

The Phoenix City Council adopted the Uptown TOD Policy Plan as an addition to the General Plan in 2015 via GPA-AL-EN-1-14-4. The vision and strategies outlined for the site now serve as an additional layer of policy guidance. One of the strategies outlined in the City Council adopted plan was the rezoning of certain properties within the Uptown Transit District to the Walkable Urban (WU) Code. Property owners, community members and staff identified properties for WU Code zoning during the development of the Uptown TOD Policy Plan. The privately-owned parcel at the immediate corner of Central Avenue and Indian School Road was designated for WU Code T6:22 zoning in the Uptown TOD Policy Plan's conceptual zoning plan.

The request for WU Code zoning on the privately-owned portion of the Specific Plan referenced, case Z-9-19-4, is consistent with the recommendation outlined in the Uptown TOD Policy Plan. Furthermore, the request for the WU Code at this location will be required to demonstrate how it will address the conceptual master plan for the site as part of its development proposal.

Indian School Specific Plan vs. WU Code

The Indian School Specific Plan calls for a mixed-used project on the subject site of the rezoning case with building heights up to 12 stories near Central Avenue. The Specific Plan establishes square footage maximums for office and retail uses and a minimum number of residential units to be built. The Specific Plan also outlines standards for building placement, parking, and lot coverage.

The City Council adopted Uptown TOD Policy Plan called for the site to be rezoned to the T6:22 transect which allows for a building height up to 250 feet and does not set minimum or maximum requirements related to the square footage of uses or residential units. The WU Code also has standards related to building placement, parking and lot coverage that are similar with, but ultimately do not align with those found in the Specific Plan.

The WU Code was developed with the express purpose of implementing the vision and policies of the TOD Policy Plan for Uptown and all the other districts. Any application of the WU Code on the site would address many of the development standard concepts outlined in the Specific Plan while providing additional standards related to design, shade and connectivity.

Findings and Conclusion

Repeal of the Phoenix Indian School Specific Plan is appropriate in conjunction with a rezoning of the privately held parcel to the WU Code based on the following findings:

- With the privately held parcel at the corner rezoning to the Walkable Urban Code, the remaining area of the Specific Plan would be the Steele Indian School Park, the Arizona State Veteran’s Home and the Veteran’s Administration health care campus. Steele Indian School Park is built and is under the jurisdiction of the Parks & Recreation Board. The Arizona State Veteran’s Home and the Veteran’s Administration campus, as state and federal entities respectively, are not subject to municipal zoning standards such as the Indian School Specific Plan.
- Rezoning of the site to the Walkable Urban Code will result in regulations on the site that will meet the intent of Phoenix Indian School Specific Plan for a mixed-used, pedestrian-oriented development and will help to implement the Uptown TOD Policy Plan.
- One of the goals of the Indian School Specific Plan was the preservation of the three significant structures on the site – Memorial Hall, the Dining Hall and the Elementary School building. In response to the Specific Plan these three structures were ultimately rezoned with a Historic Preservation Landmark Designation. This designation offers additional protections for these structures and will not be impacted by the repeal of the Specific Plan.
- The Phoenix General Plan Land Use Map was ultimately updated to reflect the land use configurations with the expanded park, Veteran’s Administration facilities and the desired mixed-use project. The request to repeal the Specific Plan will make no changes to the existing land use designations.

RECOMMENDATION

Staff recommends approval of GPA-EN-1-19-4.

EXHIBITS

Exhibit A: Phoenix Indian School Specific Plan Aerial Map

Exhibit B: Property owner map within the Phoenix Indian School Specific Plan

Exhibit A

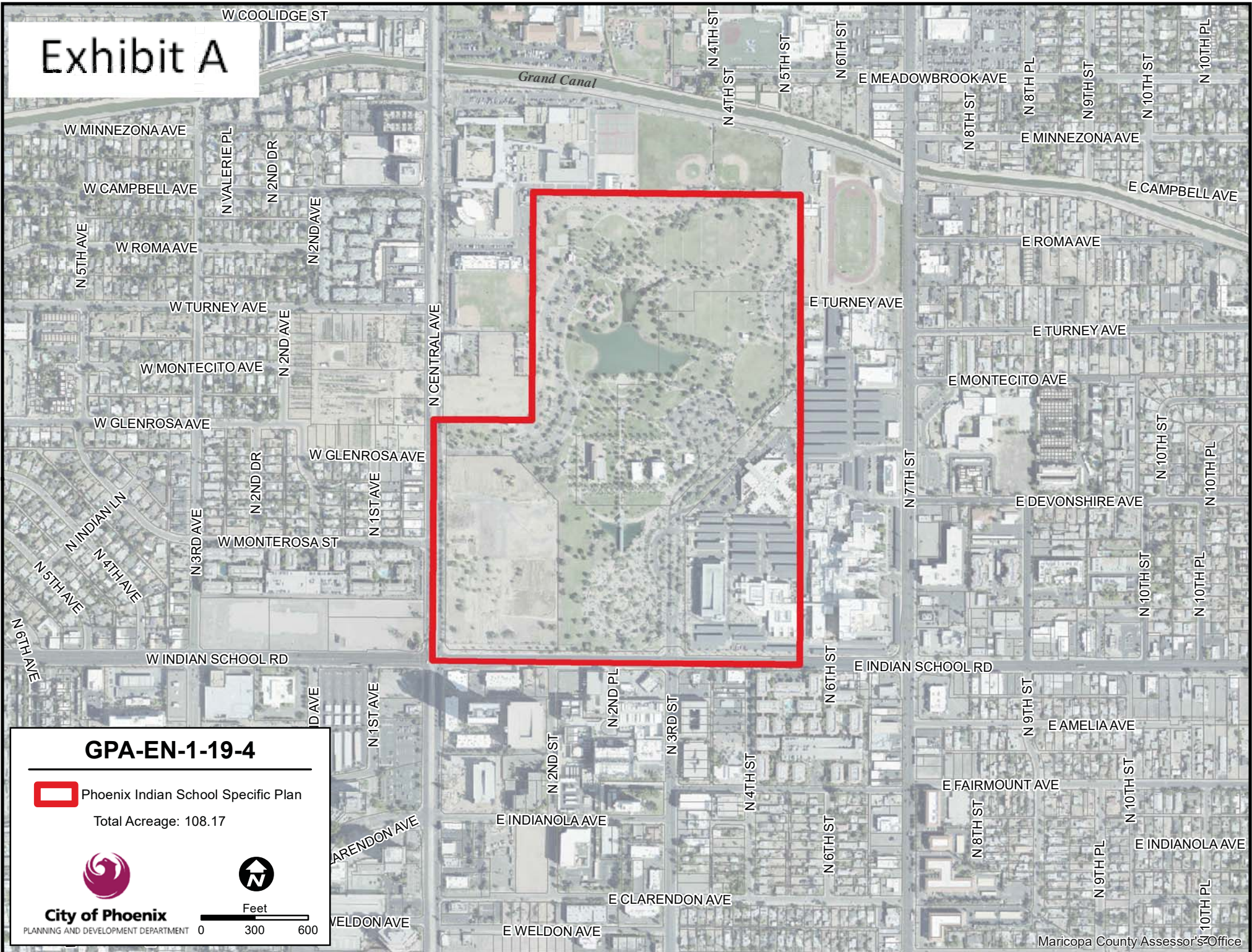
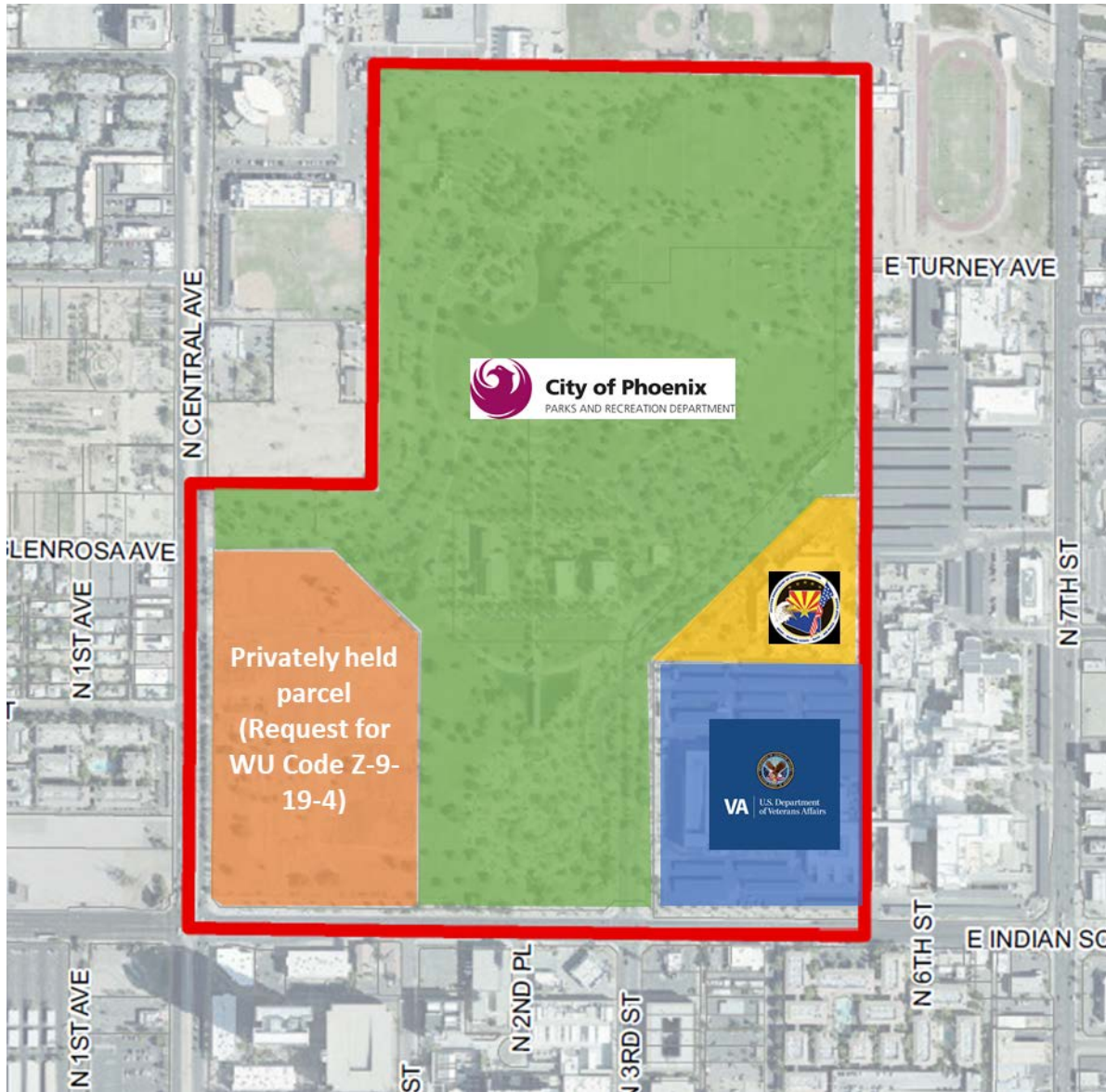



Exhibit B

Property Owners within the Phoenix Indian School Specific Plan



 Phoenix Indian School Specific Plan Boundary

 United States Government

 State of Arizona

 City of Phoenix

 Private Property