



**City of Phoenix**  
 PLANNING AND DEVELOPMENT DEPARTMENT

**Staff Report Z-57-17-8**  
 September 29, 2017

**Central City Village Planning Committee Meeting Date:** October 16, 2017

**Planning Commission Hearing Date:** November 2, 2017

**Request From:** R-4 (Multifamily Residence District) (16.77 acres)  
 R-5 (Multifamily Residence District) (13.63 acres)

**Request To:** WU (Walkable Urban Code) T4:3 EG (Eastlake-Garfield Transit Oriented Development District) (16.77 acres)  
 WU (Walkable Urban Code) T5:5 EG (Eastlake-Garfield Transit Oriented Development District) (13.63 acres)

**Proposed Use:** Multifamily Residential

**Location:** Approximately 370 feet south of the southwest corner of 20th Street and Roosevelt Street

**Owner:** City of Phoenix Housing Department

**Applicant:** Brian Swanton, Gorman and Company, Inc.

**Representative:** Gammage and Burnham, PLC

**Staff Recommendation:** Approval, subject to stipulations

General Plan Conformity			
<b>General Plan Land Use Designation</b>		Residential 10 to 15 dwelling units per acre Public/Quasi-Public	
<b>Street Map Classification</b>	McKinley Street	Local	26-foot south half
	Polk Street	Local	30-foot north half
	Villa Street	Local	Varies: 26.5-32.1-foot north half

<b>Street Map Classification, continued</b>	18th Street	Local	Varies: 26-30-foot east half
	19th Street	Local	Varies 26-35-foot east half
	20th Street	Minor Collector	40-foot west half

***CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOOD CORE VALUE; DIVERSE NEIGHBORHOODS; LAND USE PRINCIPLE: Include a mix of housing types and densities where appropriate within each village that support a broad range of lifestyles.***

This development will be mixed-income, multifamily affordable housing, which will provide additional housing options that are accessible to the light rail, near the Interstate 10 freeway and Downtown Phoenix, and adjacent to the St. Luke's Medical Center.

***CONNECT PEOPLE AND PLACES CORE VALUE; TRANSIT ORIENTED DEVELOPMENT; LAND USE PRINCIPLE: Encourage high-density housing and high intensity employment uses to locate adjacent or close to transit stations per adopted transit district plans.***

The site is located within the Eastlake-Garfield Transit Oriented Development (TOD) District and is approximately three-quarters of a mile from a light rail station to the southeast at 24th Street and near bus routes on Roosevelt Street, 16th Street, and Van Buren Street.

### Applicable Plans and Principles

Transit Oriented Development Strategic Policy Framework – see #3.

Eastlake-Garfield Transit Oriented Development Policy Plan – see #4, #5, #7, #8 and #9 below.

Tree and Shade Master Plan – see #10 below.

Complete Streets Guiding Principles – see # 12 below.

Bicycle Master Plan – see #11, #12 and #13 below.

Reimagine Phoenix – see #14 below.

<b>Surrounding Land Uses/Zoning</b>		
	<u>Land Use</u>	<u>Zoning</u>
<b>On Site</b>	Frank Luke and A.L. Krohn affordable housing complexes	R-4, R-5
<b>North</b>	Edison Park State Social Service Building Surface Parking Lot	R-4, R-5, C-1 R-4 R-4
<b>South</b>	St. Luke's Medical Center Vacant Lot	C-2 H-R, C-2 H-R SP, P-1, R-4 RI R-5 RI, P-1, R-4 RI
<b>East</b>	Vacant Commercial Single-Family Residential	WU T5:5 EG C-1 C-1
<b>West</b>	St. Luke's Medical Center Multifamily Residential, State Social Service Office, parking lot	C-2 H-R, C-2 H-R SP, P-1, R-4 RI R-4

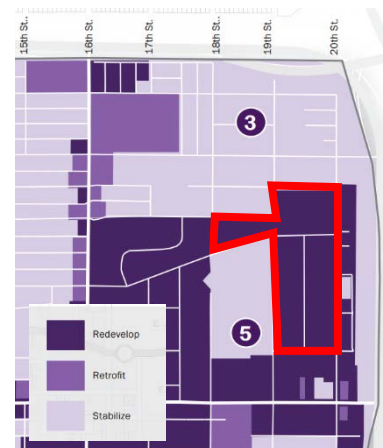
**Background/Issues/Analysis**

1. This request is to rezone a 30.40 acre site located approximately 370 feet south of the southwest corner of 20th Street and Roosevelt Street from R-4 (Multifamily Residence District) and R-5 (Multifamily Residence District) to WU (Walkable Urban Code) T4:3 EG (Eastlake-Garfield Transit Oriented Development District) and WU (Walkable Urban Code) T5:5 EG (Eastlake-Garfield Transit Oriented Development District) to allow multifamily residential. The site is currently developed with two affordable housing complexes owned by the City of Phoenix. Edison Park, a state owned social service building, and a surface parking lot are located to the north. A vacant parcel is and St. Luke's Medical Center are located to the south. Located to the west is the St. Luke's Medical Center, multifamily residential and the state owned social service building and a parking lot. To the east, across 20th Street, are commercial and single-family residential uses, and vacant parcels.
2. The General Plan Land Use Map designations are Residential 10 to 15 dwelling units per acre and Public / Quasi-Public. The proposal is consistent with these land use designations.
3. The Transit Oriented Development Strategic Policy Framework is part of the city's General Plan which identified planning typologies to describe urban environments. The identified environment for the 24th Street light rail station area is Minor Urban Center. Minor Urban Center is a place type characterized by medium to low intensity, with building heights typically from two to five stories, with incentive heights of up to seven stories. Land uses may include entertainment, retail, mid-rise living and office employment. The proposed redevelopment generally falls within the parameters of the Minor Urban Center place type.

4. The site is located within the Eastlake-Garfield TOD (Transit Oriented Development) District, the boundaries for which are Interstate 10 on the east and north, 7th Street on the west, and the Union Pacific Railroad on the south. The Policy Plan adopted for the Eastlake-Garfield TOD District provides a blueprint for fully achieving the transformative potential of light rail in a sustainable manner. Changes advocated in the plan can lower transportation costs for residents, create new business opportunities, encourage active, healthy lifestyles, ensure Phoenix increases its competitive advantage in the global marketplace, and improve prosperity by growing the economy in locations with existing infrastructure and public services. In order to realize the implementation of the Vision and Master Plan for the Eastlake-Garfield TOD District, one key recommendation is the implementation of the Walkable Urban Code, a form-based zoning code.



5. The site is within the CHOICE neighborhoods Planning and Action Grant Area. The grant from the Department of Housing and Urban Development (HUD) is to assist in transforming distressed neighborhoods and public housing into mixed-income neighborhoods linking housing improvements with appropriate services, schools public assets, transportation, and access to jobs. The Policy Plan envisioned the receipt of this grant. The Eastlake-Garfield TOD Policy Plan, in the Land Use Element, mapped the areas to stabilize, retrofit and redevelop. The subject site is illustrated for redevelopment, which is consistent with the request.



Source: Eastlake-Garfield TOD Policy Plan, page 46

6. Many public housing sites owned by the City of Phoenix were developed in the 1940s to the 1960s. When redevelopment is proposed, the Housing Department typically works with the city's Historic Preservation Office to identify preservation strategies such as preserving structures that represent the original housing development. In this area, a cluster of buildings at



Buildings at the northwest corner of 19th Street and Villa Street may remain and be rehabilitated.  
Source: August 2016 Google Street View

the northwest corner of 19th Street and Villa Street may be preserved. These units were built in 1963.

- The subject site is within the Edison Park Priority Development Area identified in the Eastlake-Garfield TOD Policy Plan. The Edison Park neighborhood is dominated by two large land uses, St. Luke's Medical Center, and the Frank Luke and A.L. Krohn public housing complexes. A conceptual master plan for the neighborhood was developed with future implementation of a CHOICE Neighborhood redevelopment grant in mind. The conceptual design incorporated considerations such as the need to increase the number of units, development of a variety of housing types, and an ability to appeal to households with varied demographics.



Source: Eastlake-Garfield TOD Policy Plan, pp. 139-140

The Policy Plan's conceptual site layout depicts a

building form that is consistent with the WU Code. Buildings are adjacent to, and the units are oriented to the street, and parking is behind the buildings. Such a design respects a walking environment. The Policy Plan's conceptual redevelopment plan includes a range of housing types, from standard apartment buildings, to patio homes and live-work townhouses. These housing types were arranged in a manner that created defined streets and squares. The site design fosters a sense of community by having eyes on the street and it becomes less of an "enclave" and more of a neighborhood that is well-connected to parks, schools, commerce, and the rest of the community

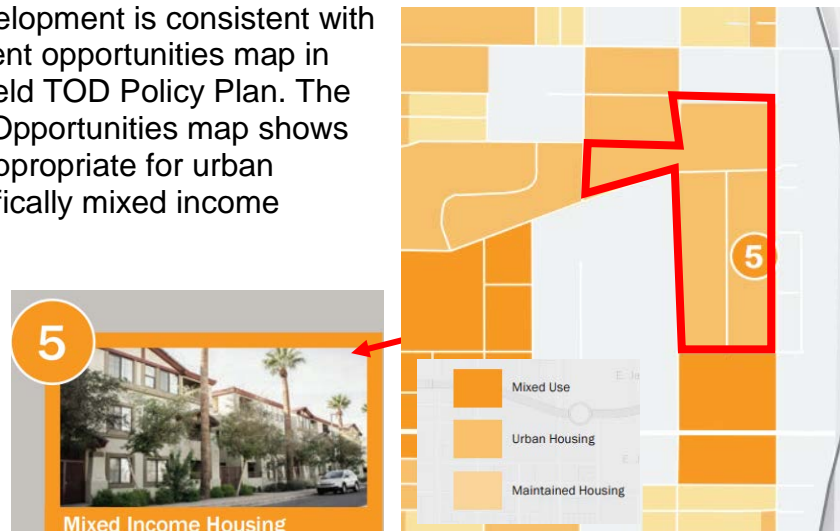
- Subsequent to the adoption of the Eastlake-Garfield TOD Policy Plan, the City of Phoenix received the CHOICE Neighborhoods Planning and Action Grant for the area. Consultants were engaged to assist in the planning and design process for redevelopment of the public housing units. Two possible layouts for the site are under consideration by the community and the City: Connected Oasis Homes Option; and the Green Trail Homes Option. At this time those

plans are conceptual and intended to inform the process as the City works to prepare an application for CHOICE Neighborhood Implementation Grant funding. Upon approval of this request for the WU Code, redevelopment of the site will need to conform to the Code's requirements.

- The WU Code requires frontage types for all buildings adjacent to streets. The only buildings in the conceptual layout for rezoning that appear to meet the conditions of the WU Code for a frontage are circled in green below. Courtyard style multifamily buildings, which comprise the great majority of building types proposed, may not comply with the WU Code for frontage types. Units and building entrances will need to be adjacent to the streets. Many of the buildings shown below are likely to “side” on to the streets.
- The courtyard style design, if pursued, should always face the street. Ground floor units will need to face the street as well. Usually, this is accommodated by a slight redesign. The courtyard buildings should be oriented so the courtyard is visible from the street and not oriented to a parking area.
- It is recommended that the linear park be moved to the eastern portion of the site so it can serve as a visual amenity to both the residents and for the commercial properties along 20th Street (outlined in orange below). At present the 19th Street frontage for the medical center is static and when it does “re”develop, it will be done well. The investment in open space on 20th Street could assist in spurring redevelopment and/or rehabilitation of commercial properties on 20th Street. Further, there should not be a north/south roadway/drive aisle between the linear park and the residential units. All residents should be able to access this open space feature without having to compete with cars.



9. The proposed development is consistent with the Housing Element opportunities map in the Eastlake-Garfield TOD Policy Plan. The Housing Element Opportunities map shows the site as being appropriate for urban housing and specifically mixed income housing.



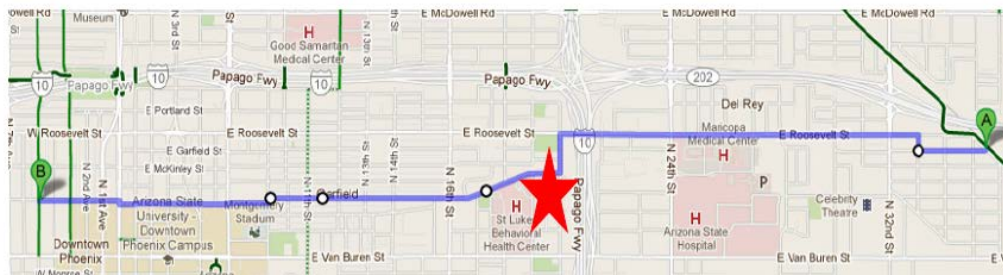
Source: Eastlake-Garfield TOD Policy Plan, page 50

10. The Tree and Shade Master Plan has a goal of treating the urban forest as infrastructure to ensure that trees are an integral part of the city's planning and development process. Toward that end, development of this site will contribute to the urban forest infrastructure through the provision of trees along the rights-of-way. The trees should be planted near the sidewalks to provide maximum shade and thermal comfort for pedestrians.
11. Bicycle parking is a requirement of the Walkable Urban Code and is supported by the City of Phoenix Comprehensive Bicycle Master Plan. The site is located within the Eastlake-Garfield TOD District. New development should be designed to support walking and bicycling. Census data indicates about half of the households in this general area do not have access to an automobile. It is likely that many residents will utilize bicycles as a form of transportation. The development will be required to meet the bicycle parking requirements outlined in Section 1307.H of the Zoning Ordinance. It is recommended that the development provide bicycle parking spaces beyond the minimum required and incorporate three types of bicycle parking: secured parking (e.g. lockers or a bicycle room); parking within the units; and guest parking with inverted-U racks placed near entrances to buildings.



Secured bicycle parking can be accomplished through the use of individual lockers and/or the establishment of secured bicycle rooms.

- The subject site is located near the Bike Boulevard on Roosevelt Street and there are bicycle lanes striped in both directions on 20th Street. This route offers a North/South connection to the light rail corridor (Washington/Jefferson Streets) as well as direct access to the Bike Boulevard, a low stress route for bicyclists to travel from the downtown to the Grand Canal. This design is consistent with the Council adopted Guiding Principles for Complete Streets, one tenet of which is to make Phoenix more bikeable.



★ Subject site is located on the Bike Boulevard, providing low stress bicycle access to downtown Phoenix and the Grand Canal.

Source: *Bicycle Program, City of Phoenix Street Transportation Department*

- The presence of bicycle facilities on 20th Street is important for the multimodal environment envisioned through the Eastlake-Garfield TOD Policy Plan, for the Guiding Principles for Complete Streets, and for the Bicycle Master Plan. Development of the subject site will result in the addition of many residents to this bicycle corridor and depending on the final design, the introduction of regular vehicular ingress/egress at points along the west side of 20th Street. It is recommended that driveways accessing the site be a wing type driveway (P-1255-1), which works well when sidewalks are attached to the curb. The design has a narrow flare or wing, which tends to slow vehicular movement, an important consideration for minimizing conflicts adjacent to bicycle lanes.
- As part of the Reimagine Phoenix initiative, the City of Phoenix is committed to increasing the waste diversion rate to 40 percent by 2020 and to better manage its solid waste resources. Section 716 of the Phoenix Zoning Ordinance establishes standards to encourage the provision of recycling containers for multi-family, commercial and mixed-use developments meeting certain criteria. The provision of recycling containers was not addressed in the applicant's submittals.
- Fire prevention does not anticipate any issues with this request. But the site or/and building(s) shall comply with the Phoenix Fire Code. The water supply (gpm and psi) to this site is unknown. Additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
- The City of Phoenix Water Services Department has noted that there are no water or sewer infrastructure concerns.



17. It has been determined that this parcel is not in a Special Flood Hazard Area (SFHA), but is located in a Shaded Zone X, on panel 2210 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
18. The site is located in an archaeologically sensitive area and numerous archaeological projects have occurred in several of the nearby surrounding parcels. Most notable is the Aeroterra Housing Project (formerly known as Frank Luke) immediately to the west of this project area, which identifies hundreds of features including human burials. If no previous archaeological projects have been conducted within this project area, it is recommended that archaeological Phase I data testing of this area be conducted. Phase II archaeological data recovery excavations may be necessary based upon the results of the testing. A qualified archaeologist must make this determination in consultation with the City of Phoenix Archaeologist. This work is recommended to assist the project proponent in complying with the State Burial Law, ARS 41-865, and Chapter 8, Section 802[B2] of the City's Historic Preservation Ordinance. In the event archaeological materials are encountered during construction, all ground disturbing activities must cease within a 33-foot radius of the discovery and the City of Phoenix Archaeology Office must be notified immediately and allowed time to properly assess the materials. This is addressed in Stipulations #1, #2 and #3.
19. The City of Phoenix Aviation Department has noted that the property is in the Public Airport Disclosure area. This area may be subject to overflights of aircraft operating at the Airport. People are often irritated by repeated overflights regardless of the actual sound level at the overflight site. Therefore, a Notice to Prospective Purchasers, which follows policy regarding properties in the City of Phoenix underlying the flight patterns of Phoenix Sky Harbor International Airport, is required. This is addressed in Stipulation #4.
20. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements. Zoning adjustments, abandonments or other formal actions may also be required.

## **Findings**

1. The proposal is consistent with the General Plan land use map designations of Residential 10 to 15 dwelling units per acre and Public / Quasi-Public.
2. The proposed development is within the Eastlake-Garfield TOD District, is near the light rail corridor, and higher density is supported in this location.
3. The proposed redevelopment of the existing affordable housing on the site will allow new mixed income development and should contribute to the mix of housing types in the area.

### **Stipulations**

1. The applicant shall conduct Phase I data testing and submit an archaeological survey report of the development area for review and approval by the City Archaeologist prior to clearing and grubbing, landscape salvage, and/or grading approval.
2. The applicant shall conduct Phase II archaeological data recovery excavations if, upon review of the results from the Phase I data testing, the City Archaeologist, in consultation with a qualified archaeologist, determines such data recovery excavations are necessary.
3. In the event archaeological materials are encountered during construction, the developer shall immediately cease all ground-disturbing activities within a 33-foot radius of the discovery, notify the City Archaeologist, and allow time for the Archaeology Office to properly assess the materials.
4. The property owner shall record a Notice to Prospective Purchasers of Proximity to Airport in order to disclose the existence, and operational characteristics of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property. The form and content of such documents shall be according to the templates and instructions provided which have been viewed and approved by the City Attorney.

### **Writer**

Hannah Oliver  
September 29, 2017

### **Team Leader**

Joshua Bednarek

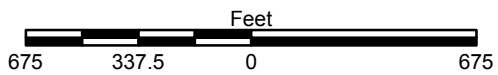
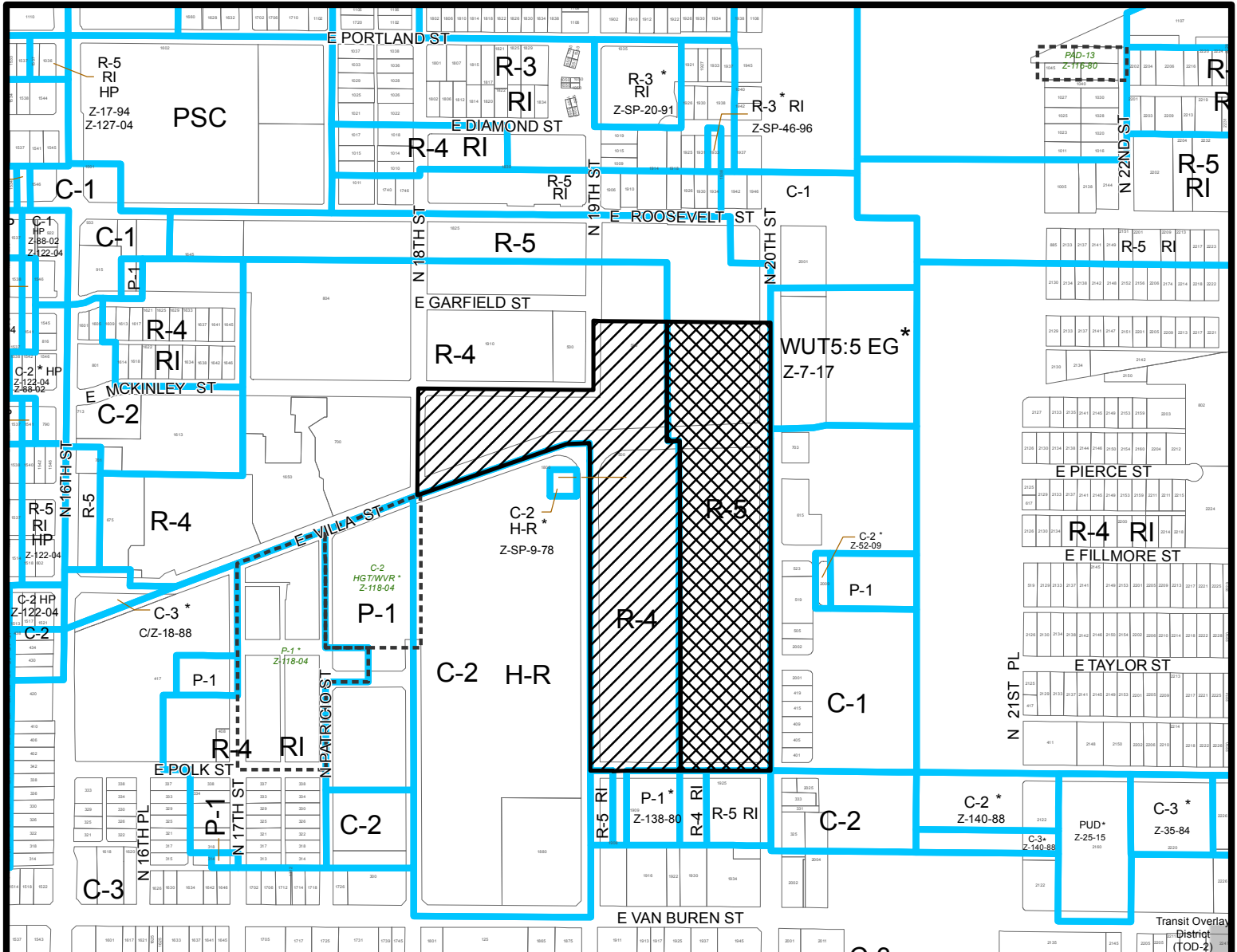
### **Exhibits**

Sketch Map

Aerial

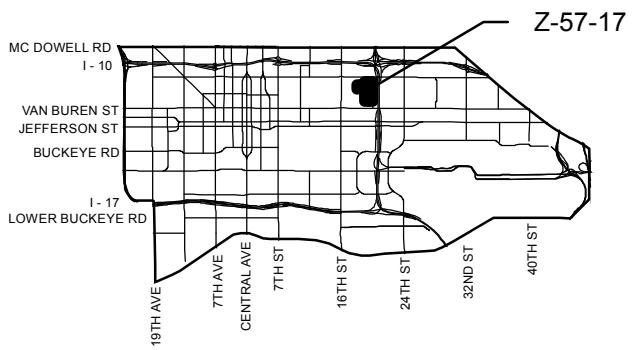
Existing Development Site Plan, date stamped September 5, 2017 (2 pages)



Conceptual Site Plan, date stamped September 5, 2017 (2 pages)

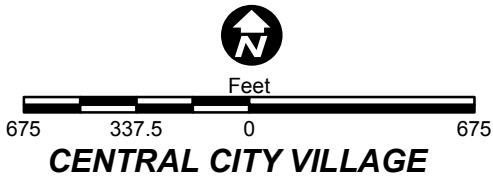
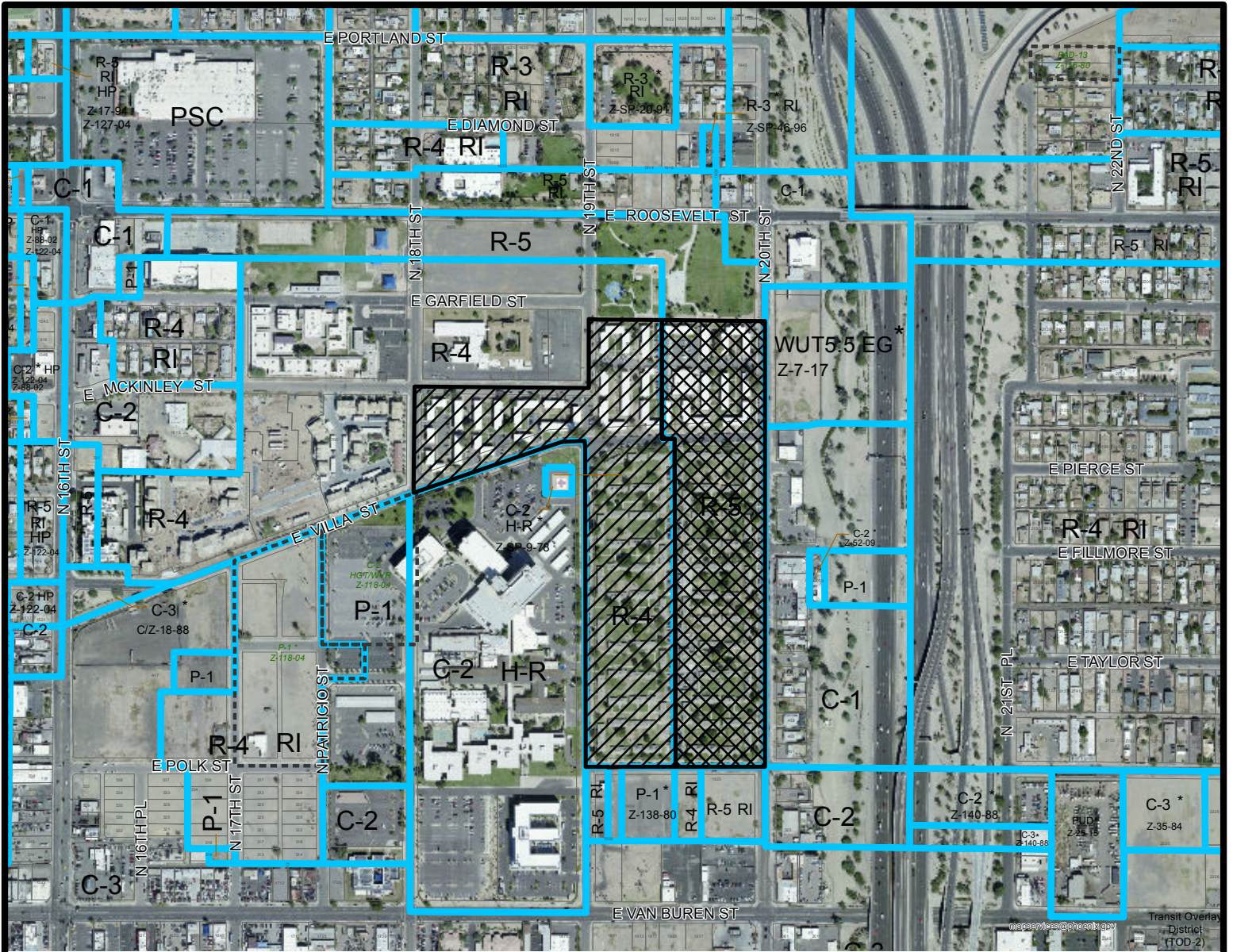


**CENTRAL CITY VILLAGE**

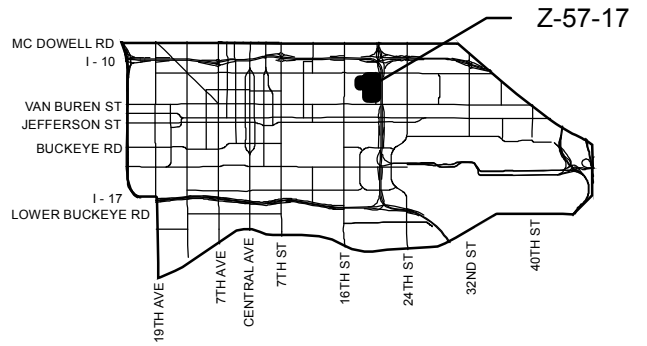
CITY COUNCIL DISTRICT: 8



<b>APPLICANT'S NAME:</b> Gorman & Company, Inc. / Brian Swanton		<b>REQUESTED CHANGE:</b> FROM: R-4, ( 16.77 a.c.) R-5, (13.63 a.c.) WU T4:3 EG, (16.77 a.c.)  TO: WU T5:5 EG, (13.63 a.c.) 	
<b>APPLICATION NO.</b> Z-57-17	<b>DATE:</b> 09/28/2017	<b>REVISION DATES:</b>	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.  <b>30.40 Acres</b>	<b>AERIAL PHOTO &amp; QUARTER SEC. NO.</b> QS 11-31	<b>ZONING MAP</b> F-9	
<b>MULTIPLES PERMITTED</b> R-4, R-5 WU T4:3 EG, WU T5:5 EG	<b>CONVENTIONAL OPTION</b> 486, 593 No Max.		<b>* UNITS P.R.D. OPTION</b> 583, 711 N/A
<b>* Maximum Units Allowed with P.R.D. Bonus</b>			



CITY COUNCIL DISTRICT: 8



APPLICANT'S NAME: **Gorman & Company, Inc. / Brian Swanton**

APPLICATION NO. **Z-57-17**

DATE: **09/28/2017**  
REVISION DATES:

GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.

**30.40 Acres**

AERIAL PHOTO & QUARTER SEC. NO.  
**QS 11-31**

ZONING MAP  
**F-9**

REQUESTED CHANGE:

FROM: **R-4, ( 16.77 a.c.)**  
**R-5, (13.63 a.c.)**

TO: **WU T4:3 EG, (16.77 a.c.)**   
**WU T5:5 EG, (13.63 a.c.)**

**MULTIPLES PERMITTED**

**R-4, R-5**  
**WU T4:3 EG, WU T5:5 EG**

**CONVENTIONAL OPTION**

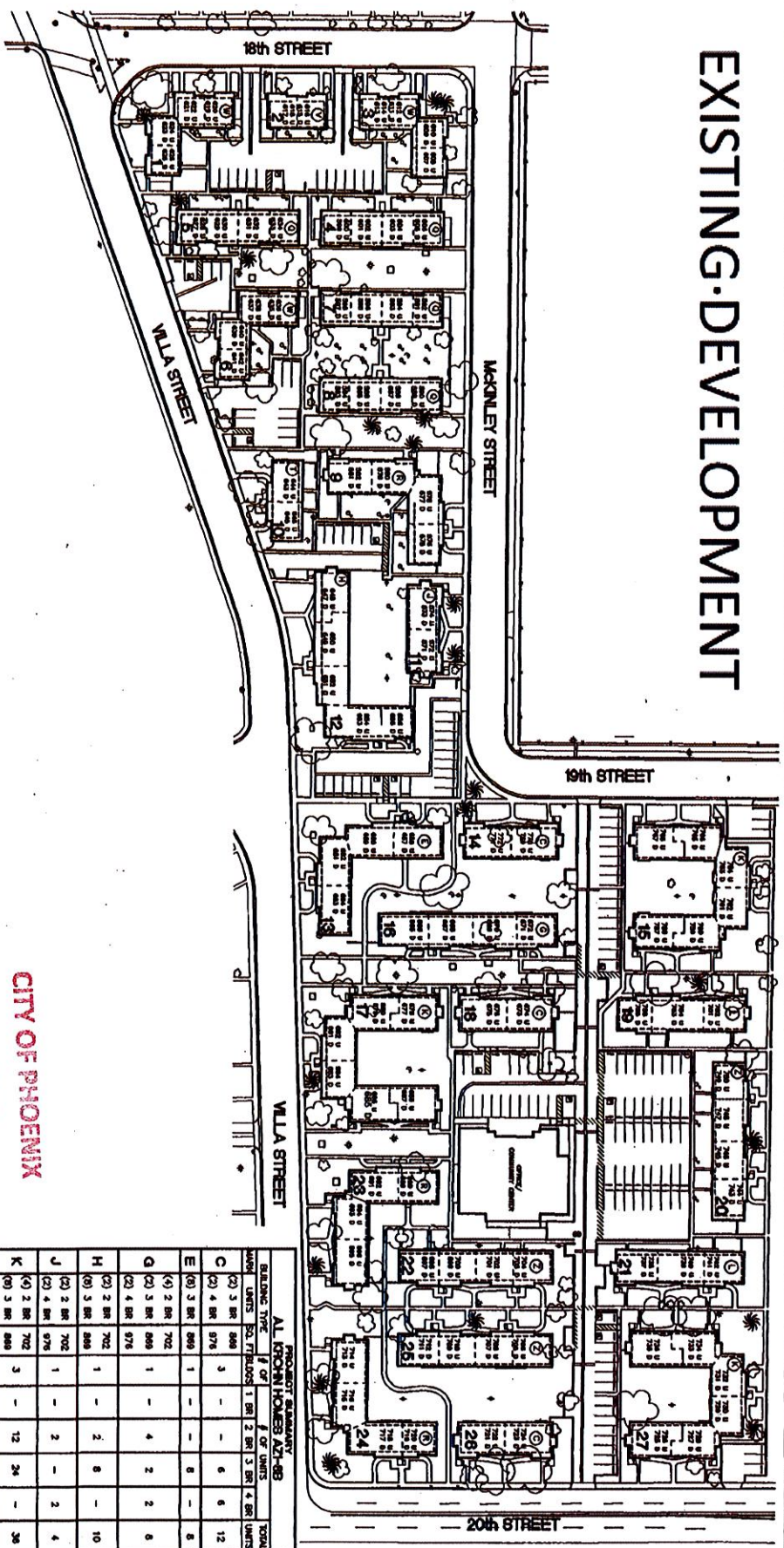
**486, 593**  
**No Max.**

**\* UNITS P.R.D. OPTION**

**583, 711**  
**N/A**

\* Maximum Units Allowed with P.R.D. Bonus

# EXISTING-DEVELOPMENT



11 AZ1-BB SITE PLAN

**CITY OF PHOENIX**  
 SEP 0 5 2017  
 Planning & Development  
 Department



BLOCK	UNITS	TOTAL UNITS			
		1 BR	2 BR	3 BR	4 BR
A	(3) 3 BR 608	3	-	-	-
B	(2) 4 BR 976	-	-	-	-
C	(3) 3 BR 608	3	-	-	-
D	(4) 2 BR 702	4	2	2	0
E	(3) 3 BR 608	3	-	-	-
F	(3) 2 BR 702	1	-	-	-
G	(2) 4 BR 976	-	-	-	-
H	(3) 2 BR 702	1	-	-	-
I	(2) 2 BR 702	1	-	-	-
J	(2) 4 BR 976	-	-	-	-
K	(4) 2 BR 702	3	-	-	-
L	(4) 2 BR 702	2	-	-	-
M	(3) 4 BR 976	2	-	-	-
N	(3) 1 BR 594	4	32	-	-
O	(3) 2 BR 702	3	-	-	-
P	(3) 3 BR 608	3	-	-	-
Q	(4) 2 BR 702	1	-	-	-
R	(4) 1 BR 594	1	-	-	-
S	(3) 2 BR 702	3	-	-	-
T	(3) 2 BR 702	1	-	-	-
U	(4) 1 BR 594	3	-	-	-
V	(3) 1 BR 594	3	-	-	-
W	(3) 2 BR 702	3	-	-	-
X	(3) 2 BR 702	3	-	-	-
Y	(3) 2 BR 702	3	-	-	-
Z	(3) 2 BR 702	3	-	-	-
TOTALS		27	60	62	14

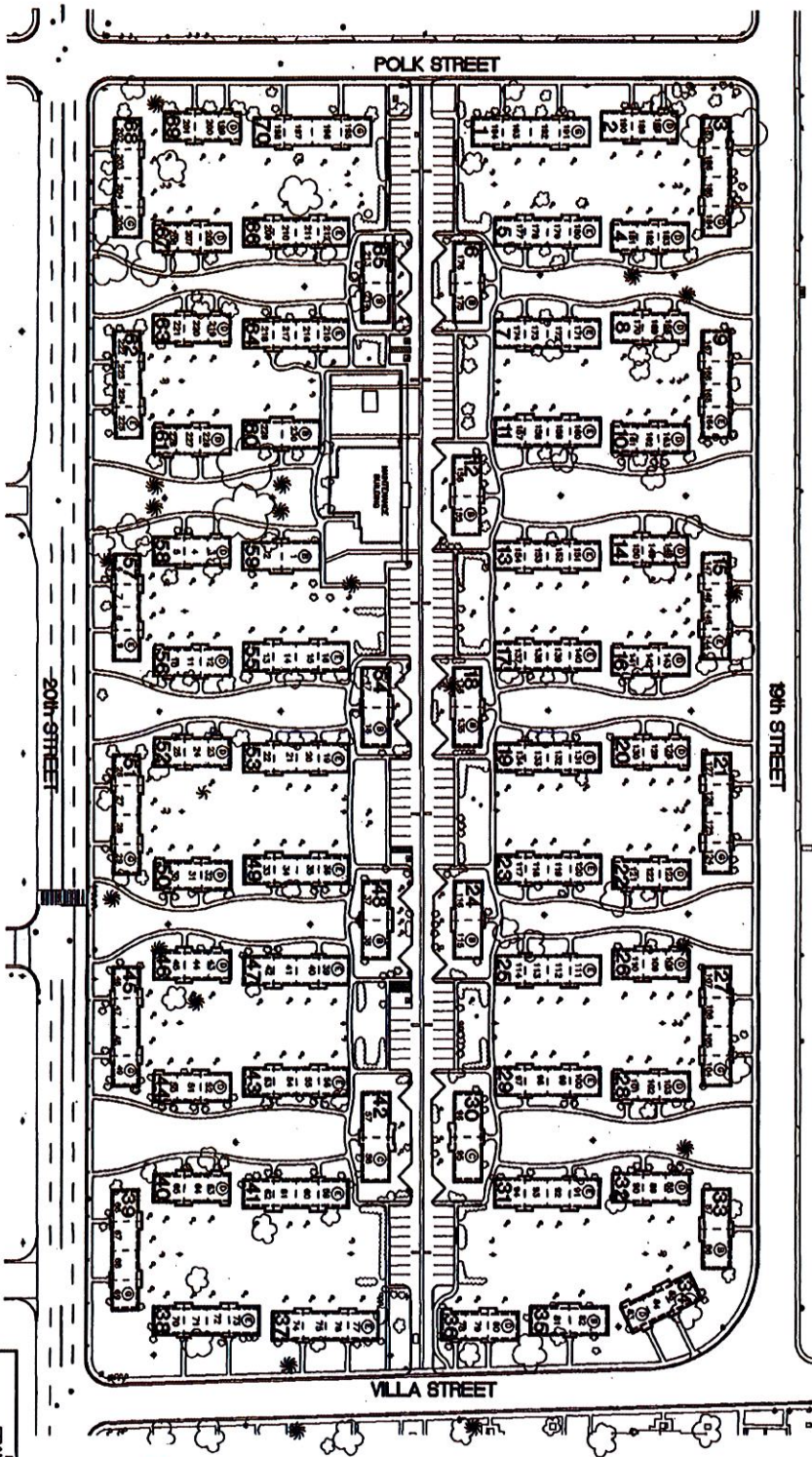
28  
 700 U  
 689 D  
 689 D  
 689 D

SHEET 11 OF 18  
 SITE PLAN  
 A.L. KROHN HOMES  
 AZ1-BB  
 FILE: 93482A11 DATE: 1997

CITY OF PHOENIX HOUSING DEPARTMENT  
 SITE PLAN DRAWINGS  
 PHOENIX ARIZONA

**TRK** ARCHITECTURE & FACILITIES MANAGEMENT, INC.  
 7228 NORTH DREAMY DRAW DRIVE  
 PHOENIX, ARIZONA 85020 602-331-1800  
 JOB NO. 93482 REVIEWED DATE ISSUED 11-03-97 REVISIONS 10-16-97

# EXISTING DEVELOPMENT



2 AZ1-2 SITE PLAN



CITY OF PHOENIX  
 Planning & Development  
 Department  
 SEP 0 5 2017

FRANK LUKE HOMES AZ1-2

BUILDING TYPE	# OF UNITS	# OF UNITS				TOTAL
		1 BR	2 BR	3 BR	4 BR	
B (2) 3 BR	757	11	-	-	22	4
C (2) 4 BR	665	2	-	-	22	4
D (2) 1 BR	465	24	48	24	-	72
D (1) 2 BR	563	-	48	48	-	96
E (2) 2 BR	563	0	36	-	-	36
F (2) 2 BR	563	0	36	-	-	36
TOTALS	70	96	108	22	4	230

# Connected Oasis Homes Option

FRANK LUKE, AL KROHN, & COUNTY PARCEL



- LEGEND**
- TOWNHOMES
  - 3-STORY APARTMENTS
  - LIVE / WORK
  - COMMUNITY BUILDINGS
  - OPEN SPACE
  - NEW STREET
  - TRAIL / WALKING LOOP

AUGUST 09, 2017  
 DRAFT FOR TEAM USE ONLY; NOT FOR DISTRIBUTION OR PUBLICATION

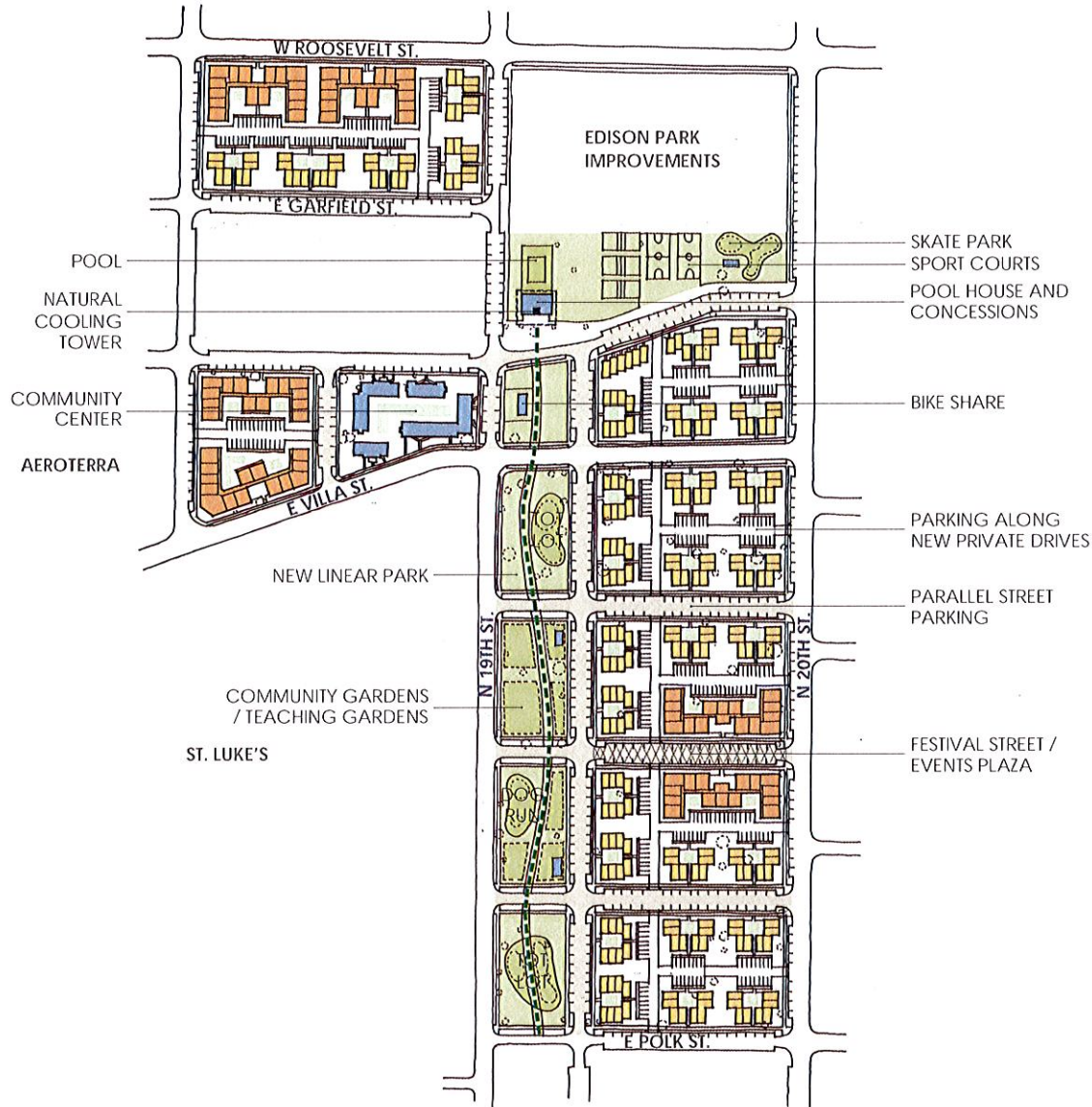
**EDISON — EASTLAKE** CHOICE NEIGHBORHOODS  
 TRANSFORMATION PLAN

CITY OF PHOENIX  
 SEP 18, 2017  
 Planning & Development  
 Economics

**MITHUN**

# Green Trail Homes Option

FRANK LUKE, AL KROHN, & COUNTY PARCEL



AUGUST 09, 2017  
 DRAFT FOR TEAM USE ONLY; NOT FOR DISTRIBUTION OR PUBLICATION

EDISON — EASTLAKE CHOICE NEIGHBORHOODS  
 TRANSFORMATION PLAN

CITY OF PHOENIX  
 SEP 9 2017  
 Planning & Development  
 Development



MITHUN