



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report Z-58-17-8
September 29, 2017

Central City Village Planning Committee Meeting Date: October 16, 2017
Planning Commission Hearing Date: November 2, 2017
Request From: R-5 (Multifamily Residence District) (11.07 acres)
Request To: WU (Walkable Urban Code) T5:5 EG (Eastlake-Garfield Transit Oriented Development District) (11.07 acres)
Proposed Use: Multifamily Residential
Location: Approximately 190 feet south of the southwest corner of 18th Street and Van Buren 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			
General Plan Land Use Designation		Residential 10 to 15 dwelling units per acre Commercial	
Street Map Classification	18th Street	Local	30-foot west half
	17th Street	Local	30-foot east half
<p><i>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.</i></p> <p>This redevelopment will continue to be multifamily affordable housing, providing additional housing options that are accessible to the light rail, near the Interstate 10 freeway, and Downtown Phoenix.</p>			

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 16th Street and Van Buren Street.

Applicable Plans and Initiatives

Transit Oriented Development Strategic Policy Framework – see #3.

Eastlake-Garfield Transit Oriented Development Policy Plan – see #4, #5, #6, #7 and #8 below.

Tree and Shade Master Plan – see #9 below.

Bicycle Master Plan – see #10 and #11 below.

Reimagine Phoenix – see #12 below.

Surrounding Land Uses/Zoning

	<u>Land Use</u>	<u>Zoning</u>
On Site	Sidney P. Osborn affordable housing complex	R-5
North	Commercial, automotive uses	C-3
South	Commercial, Vacant Lot	C-3
East	Commercial Single-Family and Multifamily Residential	C-3 R-5 RI
West	Single-Family and Multifamily Residential	R-5 RI

Background/Issues/Analysis

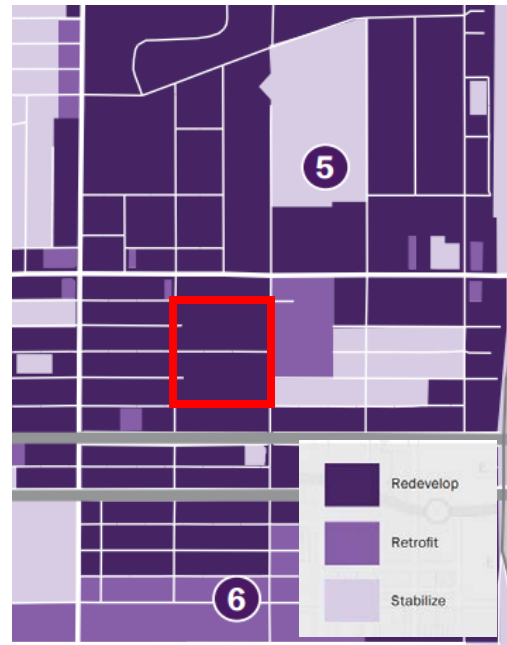
1. This request is to rezone a 11.07 acre site located approximately 190 feet south of the southwest corner of 18th Street and Van Buren Street from R-5 (Multifamily Residence District) to WU (Walkable Urban Code) T5:5 EG (Eastlake-Garfield Transit Oriented Development Policy District) to allow multifamily residential. The site is currently developed with an affordable housing complex owned by the City of Phoenix. Commercial uses are located to the north and south of the site. To the east, across 18th Street, are commercial,

single-family and multifamily residential uses. To the west, across 17th Street, are single-family and multifamily residential uses.

2. The General Plan Land Use Map designations are Residential 10 to 15 dwelling units per acre and Commercial. The proposal is consistent with the Residential land use designation, but is not consistent with the Commercial designation. A General Plan Amendment is not required because the portion not consistent is under 10 acres.
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 project 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.

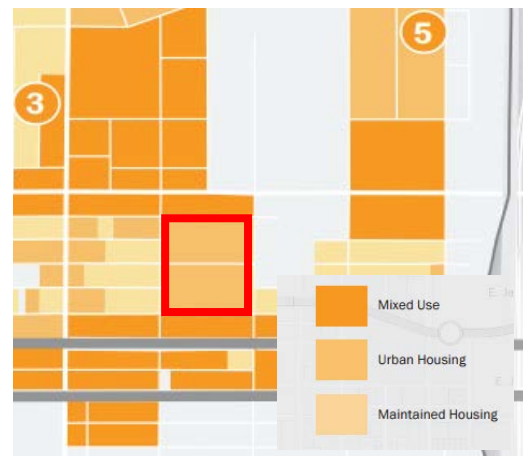


5. The site is within the CHOICE Neighborhoods Planning and Action Grant Area. The grant from the Department of Housing and Urban Development (HUD) is to assist in transforming distressed neighborhoods and public housing into mixed-income neighborhoods linking housing improvements with appropriate services, 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.



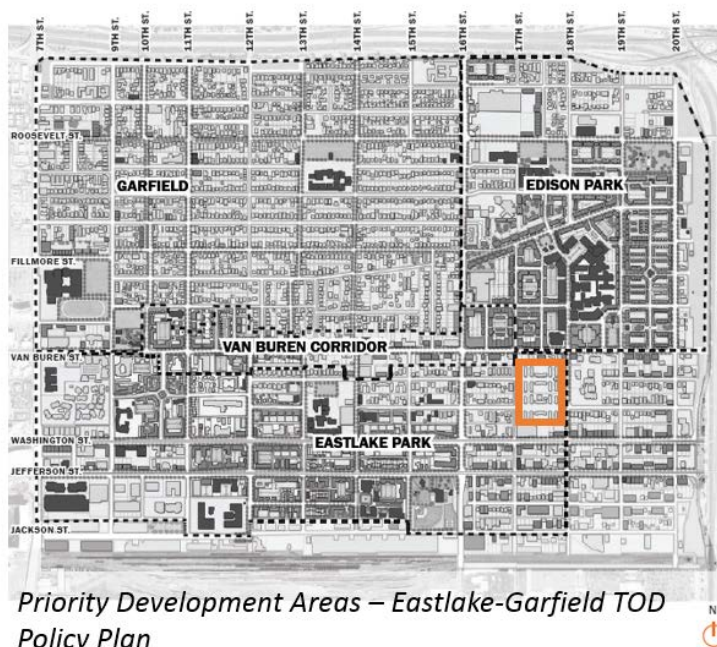
Source: Eastlake-Garfield TOD Policy Plan, page 46

6. The proposed redevelopment is consistent with the Housing Element opportunities map of Eastlake-Garfield TOD Policy Plan. The Housing Element Opportunities map shows the site as being appropriate for urban housing.



Source: Eastlake-Garfield TOD Policy Plan, page 50

7. The subject site is within the Eastlake Park Priority Development Area identified in the Eastlake-Garfield TOD Policy Plan. The Policy Plan's conceptual master plan 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 and



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.

8. 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: Kana Park Homes Option; and the Community Oasis 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 courtyard style multifamily buildings proposed, may not comply with the WU Code for frontage types. Units and building entrances will need to be adjacent 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 open spaces incorporated into the development be designed to be directly adjacent to residential units so residents are able to access the open space feature without having to compete with cars.
9. 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.
 10. 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.

11. There are bicycle lanes striped in both directions on 20th Street, two blocks east of the site. 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. This route offers a North/South connection to the light rail corridor (Washington/Jefferson Streets) as well as direct access to the Bike Boulevard to the north at Roosevelt Street, 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.

12. 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.
13. 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.
14. The City of Phoenix Water Services Department has noted that there are no water or sewer infrastructure concerns. However, they have provided the following comments for design considerations:
 - a) There are 2-inch, 3-inch, and 4-inch substandard mains running through both properties that will required to be abandoned.
 - b) On the parcel, APN# 115-04-147, there is a 6-inch ACP water main running through the property between 18th Street and 17th Street that will required to be abandoned.
 - c) There is an alley between both properties that has an 8-inch VCP sewer main running that has to remain in place. Services will be allowed to be taken from this main.
 - d) If these properties are to be combined or platted as one parcel, a sewer easement will be required for the sewer main mentioned in the above comment.
15. 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.
16. The site is located in an archaeologically sensitive area and numerous archaeological projects have occurred in several of the nearby parcels. Most notable is the Aeroterra Housing Project (formerly known as Frank Luke) north 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.

17. 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.
18. 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 designation of Residential 10 to 15 dwelling units per acre and not consistent with the designation of Commercial. However, as the site size is fewer than 10 acres, a general plan amendment is not required.
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 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

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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

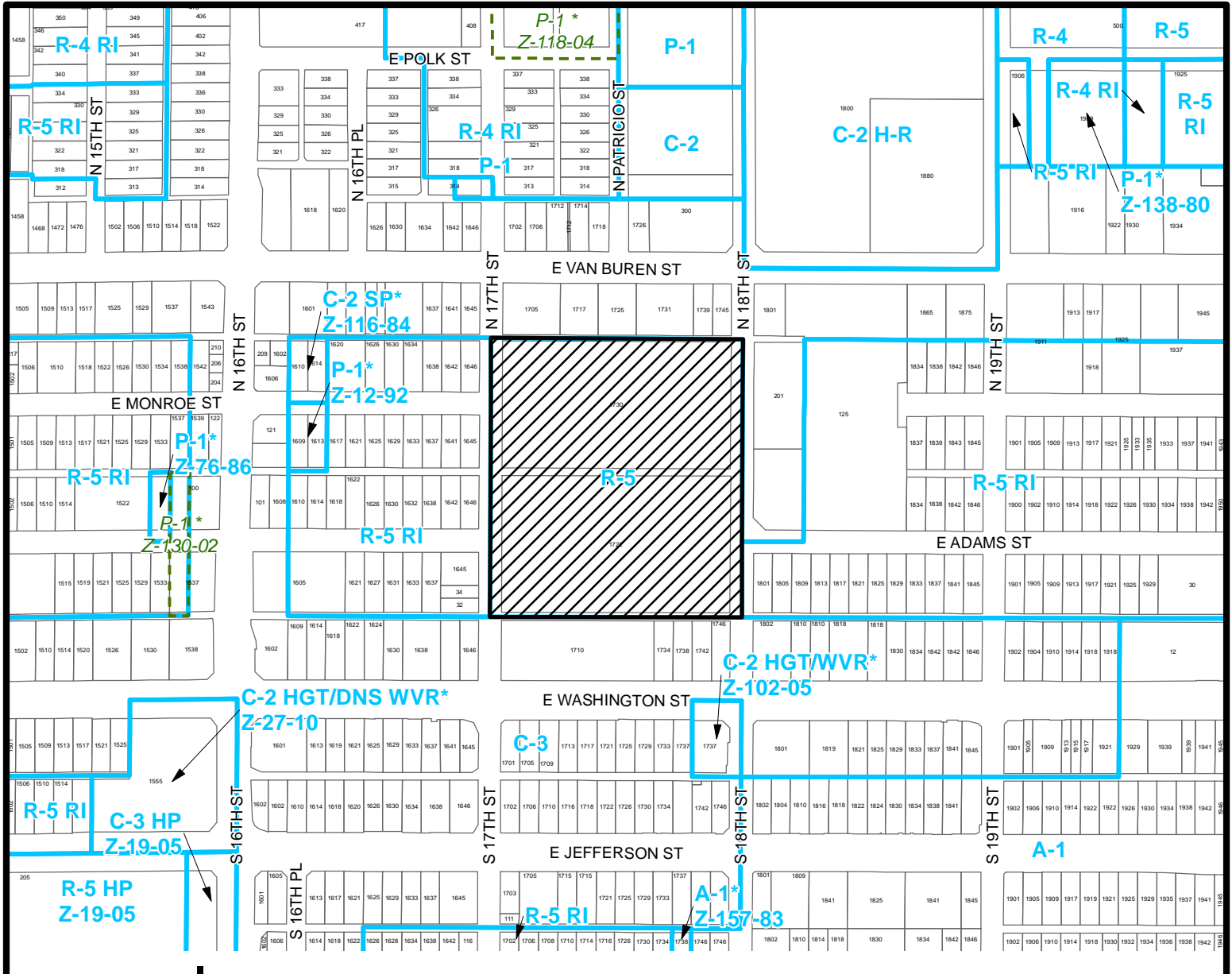
Exhibits

Sketch Map

Aerial

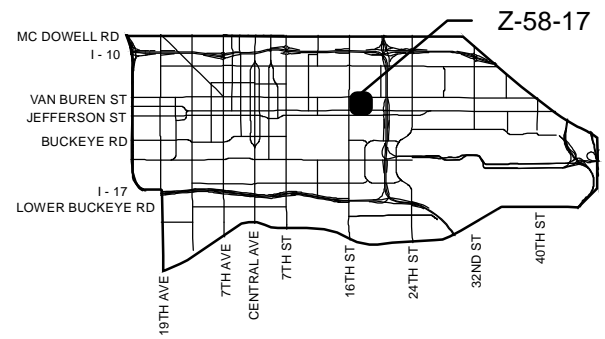
Existing Development Site Plan, date stamped September 5, 2017

Conceptual Site Plan date stamped September 5, 2017



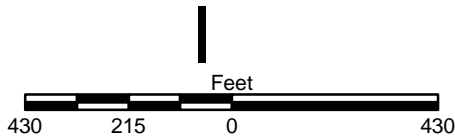
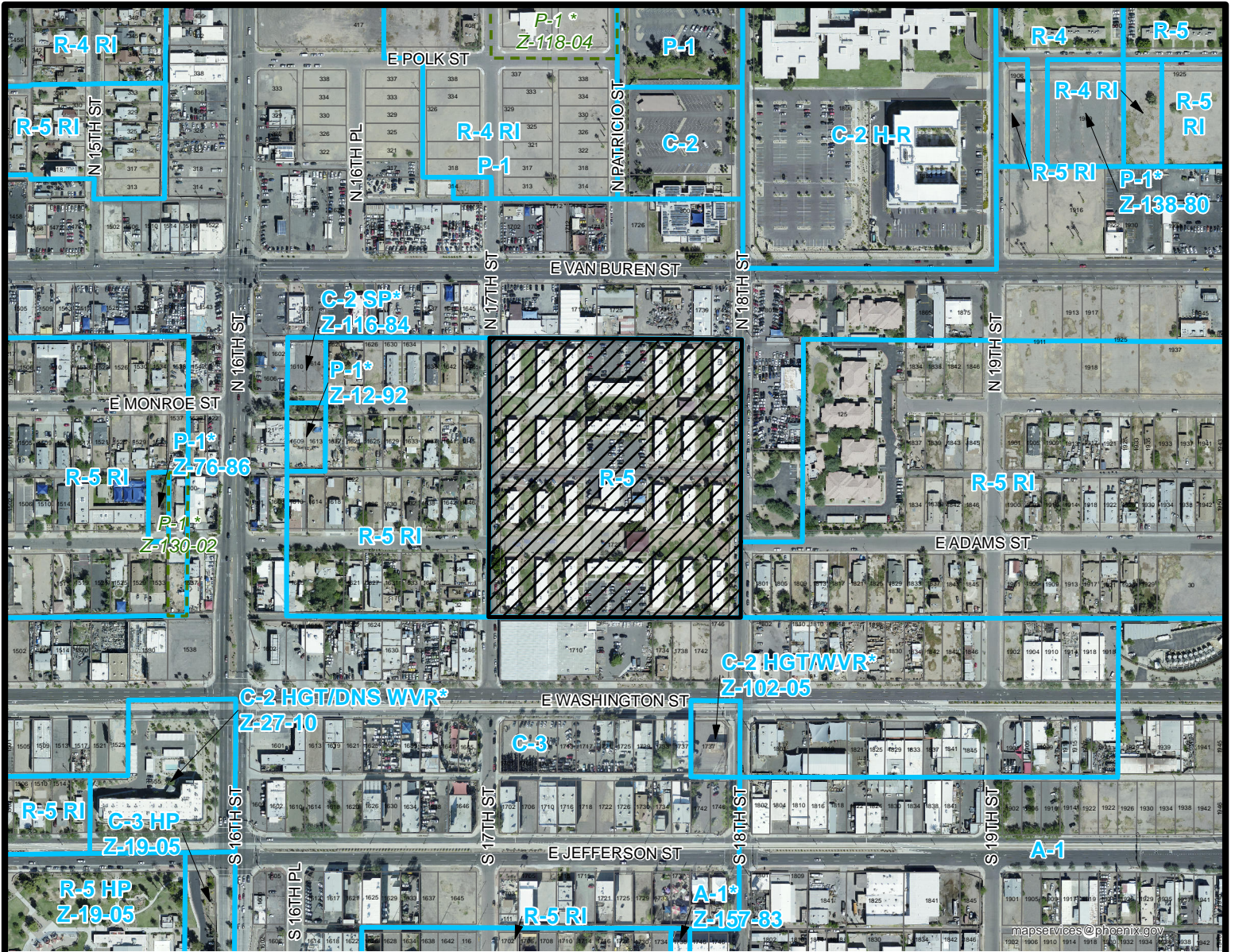
CENTRAL CITY VILLAGE

CITY COUNCIL DISTRICT: 8



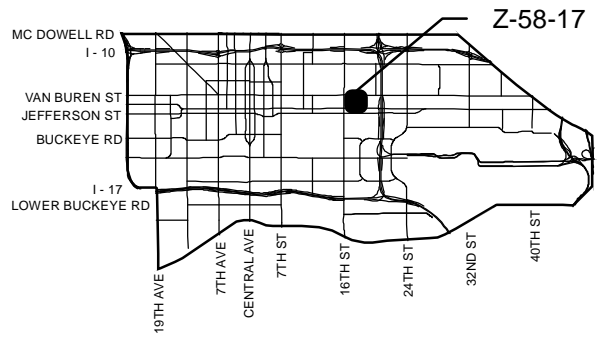
APPLICANT'S NAME: Gorman & Company, Inc./ Brian Swanton		REQUESTED CHANGE: FROM: R-5, (11.07 a.c.) TO: WU T5:5 EG (11.07 a.c.)	
APPLICATION NO. Z-58-17		DATE: 09/11/2017 REVISION DATES: 09/22/2017	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 11.07 Acres		AERIAL PHOTO & QUARTER SEC. NO. QS 10-31	
MULTIPLES PERMITTED R-5 WU T5:5 EG		CONVENTIONAL OPTION 481 No Maximum	
* UNITS P.R.D. OPTION 578 N/A			

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



CENTRAL CITY VILLAGE

CITY COUNCIL DISTRICT: 8



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

REQUESTED CHANGE:
FROM: R-5, (11.07 a.c.)

APPLICATION NO. **Z-58-17**

DATE: **09/11/2017**
REVISION DATES:

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

AERIAL PHOTO & QUARTER SEC. NO. **QS 10-31**
ZONING MAP **F-9**

TO: **WU T5:5 EG (11.07 a.c.)**

MULTIPLES PERMITTED
R-5
WU T5:5 EG

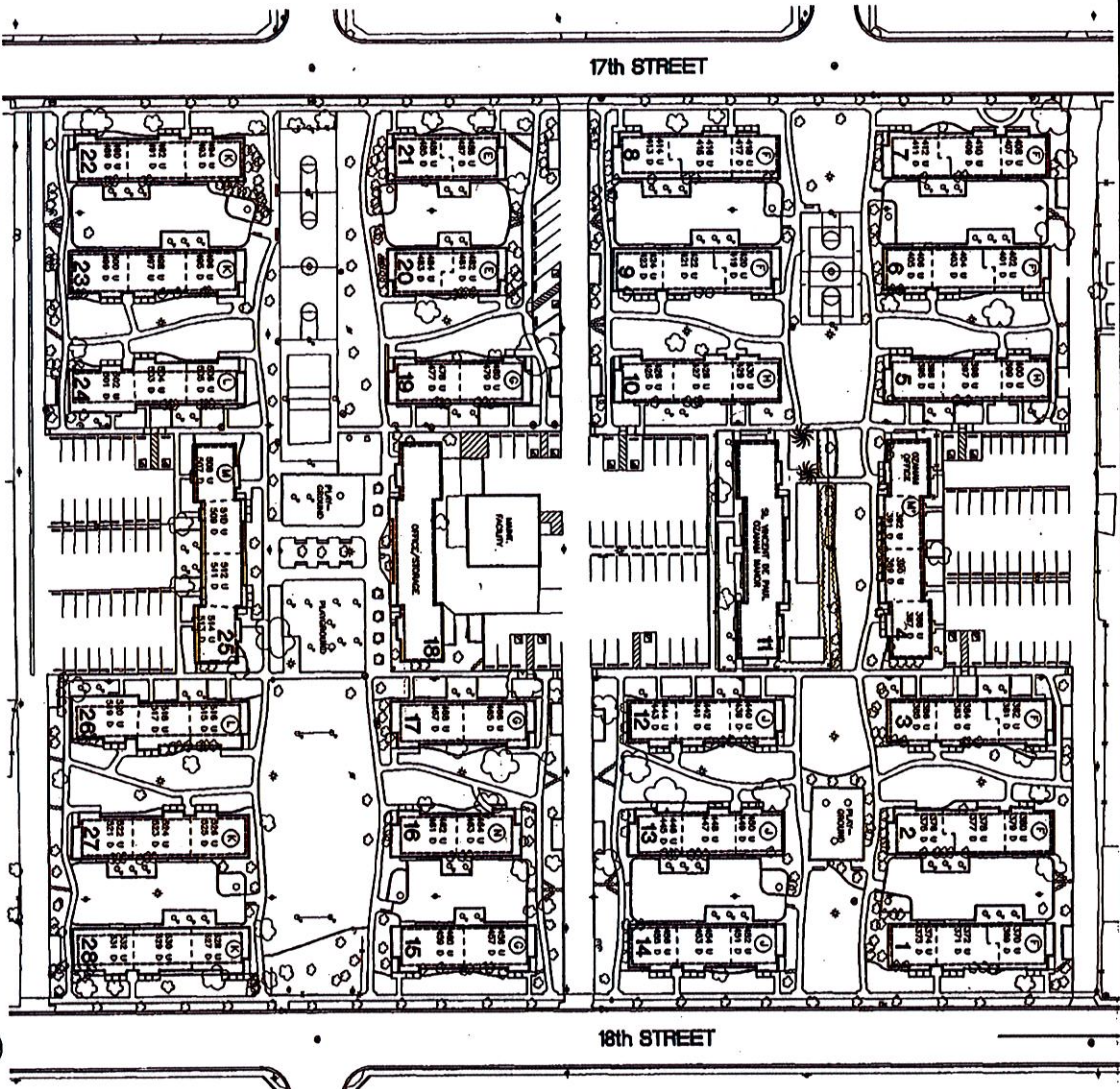
CONVENTIONAL OPTION
481
No Maximum

* UNITS P.R.D. OPTION
578
N/A

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

0 10 20 30
 8 AZ1-7B SITE PLAN

EXISTING SITE PLAN



17th STREET

18th STREET

PROJECT SUMMARY
 SIDNEY P. OSBORN AZ1-7B

BUILDING TYPE	# OF UNITS	1 BR	2 BR	3 BR	4 BR	5 BR	TOTAL
E (4) 3 BR	888	2	8	8	-	-	8
F (2) 2 BR	702	5	10	20	-	-	30
F (4) 3 BR	888	-	-	-	-	-	-
F (2) 2 BR	702	6	4	2	-	-	12
F (2) 3 BR	888	-	-	-	-	-	-
F (1) 4 BR	978	-	-	-	-	-	-
G (2) 3 BR	888	5	-	6	-	6	12
G (2) 3 BR	1288	-	-	-	-	-	-
H (4) 2 BR	702	2	8	-	4	-	12
H (2) 4 BR	978	-	-	-	-	-	-
J (4) 2 BR	702	5	12	6	-	-	18
J (2) 3 BR	888	-	-	-	-	-	-
K (9) 3 BR	888	4	24	-	-	-	24
L (9) 3 BR	888	2	-	12	-	-	12
M (4) 2 BR	702	1	4	4	-	-	8
M (4) 3 BR	888	-	-	-	-	-	-
M (2) 2 BR	702	1	2	4	-	-	6
M (4) 3 BR	888	-	-	-	-	-	-
N (2) 3 BR	702	1	-	2	2	-	4
N (2) 4 BR	978	-	-	-	-	-	-
TOTALS		28	42	50	8	6	144

LEGEND
 28 1/2" = 1' - 0"
 200 0' = 1" - 0"
 200 0' = 1" - 0"
 200 0' = 1" - 0"

CITY OF PHOENIX
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 Department

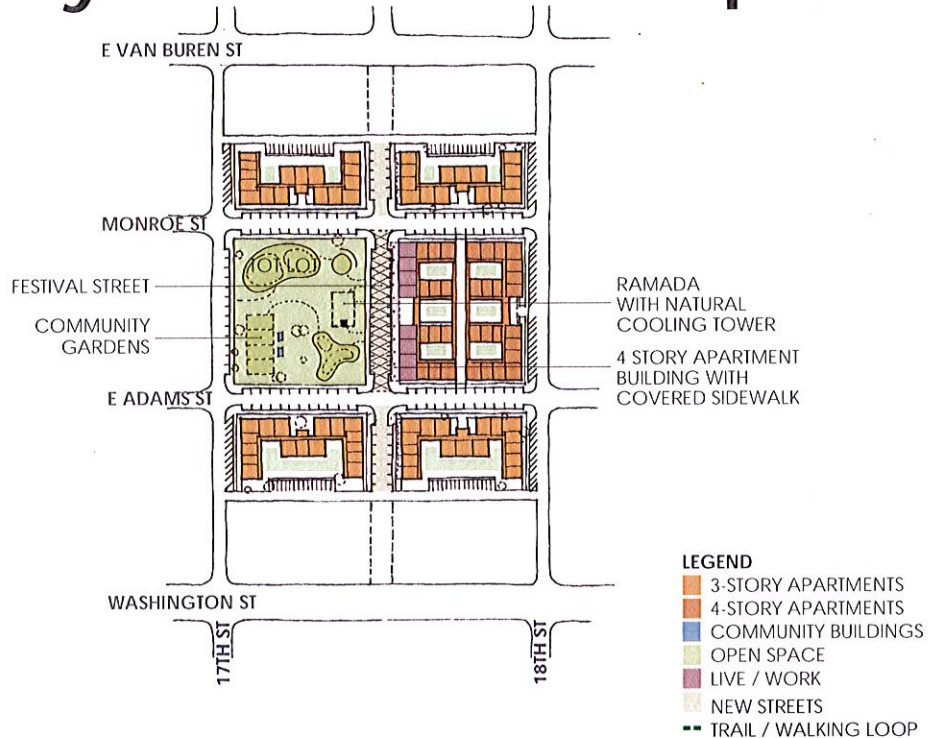
SHEET 8 of 18	SITE PLAN SIDNEY P. OSBORN HOMES AZ1-7B FILE: 83482A-8 DATE: 1997	CITY OF PHOENIX HOUSING DEPARTMENT SITE PLAN DRAWINGS PHOENIX	TRK ARCHITECTURE & FACILITIES MANAGEMENT, INC. 7228 NORTH DREAMY DRAW DRIVE PHOENIX, ARIZONA 85020 602-331-1800	JOB NO. 83462	REVIEWED	DATE ISSUED 11-03-97	REVISIONS 10-16-97
				ARIZONA			

Kana Park Homes Option

SIDNEY P OSBORN



Community Oasis Homes Option



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