

Staff Report Z-58-19-7 (Broadway and Central PUD) May 5, 2020

South Mountain Village Planning May 12, 2020

Committee Meeting Date:

Planning Commission Hearing Date: June 4, 2020

Request From: R1-6 RSIO (Single-Family Residence

District, Rio Salado Interim Overlay) (4.93 acres) and R-5 RSIO (Multifamily Residence District, Rio Salado Interim

Overlay) (5.97 acres)

Request To: PUD RSIOD (Planned Unit

Development, Rio Salado Interim Overlay District) (10.90 acres)

Proposed Use: Multifamily and single-family residential

Location: Northeast Corner of 6th Avenue and

Broadway Road

Owner: Chicanos Por La Causa

Applicant:Prince TwumasiRepresentative:Prince Twumasi

Staff Recommendation: Approval, subject to stipulations

General Plan Conformity				
General Plan Land Use Map Designation		Residential 10 to 15 dwelling units per acre		
Street Map Classification	Broadway Road	Arterial	40 foot north half street	
	6th Avenue	Local	20 foot east half street	
	Pueblo Avenue	Local	0 foot south half street	

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CONNECT PEOPLE AND PLACES CORE VALUE; CORES, CENTERS, AND CORRIDORS; DESIGN PRINCIPLE: Encourage centers to provide a pedestrian environment with plazas, common open space, shaded walkways, separation of pedestrian and vehicular traffic, bicycle parking, and vehicle parking in architecturally disguised structures or underground where feasible.

The subject site is located partially within the South Mountain Village Core which is envisioned as a walkable urban center of retail, employment, and housing activity. The site is located within approximately 1,000 feet from a future light rail station, adjacent to an existing transit center, and designated as a Minor Urban Center Place Type. The development includes features to promote walking, bicycling, and transit use as an affordable way of life.

CONNECT PEOPLE AND PLACES CORE VALUE; CORES, CENTERS, AND CORRIDORS; LAND USE PRINCIPLE: Locate land uses with the greatest height and most intense uses within village cores, centers and corridors based on village character, land use needs, and transportation system capacity.

The subject site is located partially within the South Mountain Village Core and the development proposes a density and form supportive of a Village Core and Minor Urban Center Place Type as envisioned by multiple planning efforts. The development, as stipulated, respects and advances the desired vision of the area through the use of the Walkable Urban Code, a tool designed to facilitate transit oriented development.

BUILD THE SUSTAINABLE DESERT CITY; TREE AND SHADE; DESIGN PRINCIPLE: Integrate trees and shade into the design of new development and redevelopment projects throughout Phoenix.

The development provides well shaded sidewalks, two paseos, and enhanced perimeter landscaping. The shade incorporated into the development along its frontages and its parking areas will reduce the urban heat island effect and increase thermal comfort which will make the area more walkable, bikeable, and sustainable.

Applicable Plans, Overlays, and Initiatives

Rio Salado Interim Overlay District: See Background Item No. 16.

<u>Transit Oriented Development Strategic Policy Framework</u>: See Background Item No. 17.

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Tree and Shade Master Plan: See Background Item No. 18.

Complete Streets Guidelines: See Background Item No. 19.

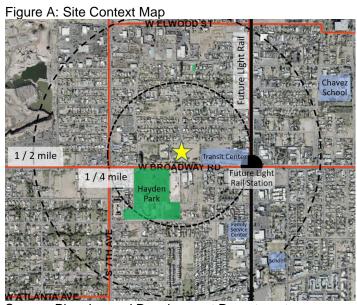
Reimagine Phoenix: See Background Item No. 20.

Surrounding Land Uses and Zoning			
	Land Use	<u>Zoning</u>	
On Site	Vacant / Undeveloped	R1-6 and R-5 RSIO	
North	Single-Family Residential	R1-6 RSIO	
South	Hayden Park and Commercial Uses	R-5 and C-3 SPVTABDO	
East	North: Vacant / Undeveloped South: Ed Pastor Transit Center	R1-6 RSIO C-3 RSIO	
West	South: Commerce Use North: Single-Family Residence	C-3 RSIO R-3 RSIO	
Out Parcel	Multifamily Residential Structures	R1-6 and R-5 RSIO	

Background/Issues/Analysis

SUBJECT SITE

This request is to rezone 10.90 acres at the northeast corner of 6th Avenue and Broadway Road from 4.93 acres of R1-6 RSIOD (Single-Family Residence District, Rio Salado Interim Overlay District) and 5.97 acres of R-5 RSIOD (Multifamily Residence District, Rio Salado Interim Overlay District) to PUD RSIOD (Planned Unit Development, Rio Salado Interim Overlay) to allow for multifamily residential.



Source: Planning and Development Department

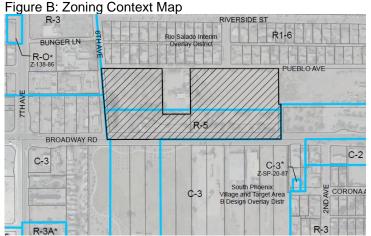
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The applicant is requesting Planned Unit Development zoning to allow for the application of the City's Walkable Urban Code to govern the development in a form that is consistent with the desired urban context of the Village Core within close proximity to future high-capacity transit. Currently, the subject site is not eligible to rezone to the Walkable Urban Code.

SURROUNDING LAND USES AND ZONING

 The proposed zoning is consistent with the uses and the multifamily residential scale permitted by the districts in the areas south of Pueblo Avenue, mostly (C-3, R-3, and R-5) which permit heights up to four stories.

To the north is an established single-family neighborhood zoned R1-6; care has been taken in the development standards for compatibility along the full length of the Pueblo Avenue frontage.

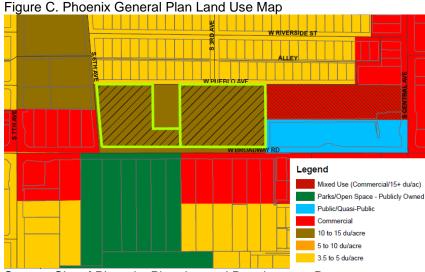


Source: City of Phoenix Planning and Development Department

GENERAL PLAN LAND USE MAP

 The General Plan Land Use Map designation for the subject site is Residential 10 to 15 dwelling units per acre.

The proposed density of 20 dwelling units per acre is not consistent with the General Plan Land Use Map, however, the proximity to a future light rail station and the adjacency to the South Mountain Village Core provide a policy basis for additional density.



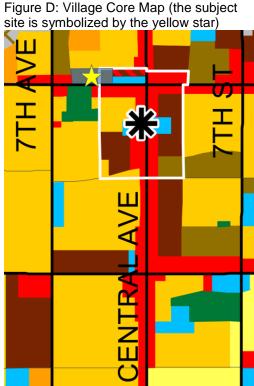
Source: City of Phoenix, Planning and Development Department.

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4. The neighborhood north of Pueblo Avenue has a designation of Residential 3.5 to 5 dwelling units per acre. The proposal respects the scale and character of this neighborhood through provisions related to height and stepbacks which apply to the northern interface with the neighborhood.

The site is located partially within the South Mountain Village Core, within 1,000 feet of a future light rail station that will be located at Central Avenue and Broadway Road, and is immediately adjacent to the Ed Pastor Transit Center.

Across Broadway Road from the site is Hayden Park, a 15+ acre community park. There are also multiple schools within a half mile of the site. The additional density and walkable urban form of this Planned Unit Development are appropriate with policy guidance at this location.



Source: Planning and Development Department

INTENT OF A PLANNED UNIT DEVELOPMENT

- 5. Section 671 of the City of Phoenix Zoning Ordinance describes the purpose of the Planned Unit Development Zoning District as follows: "A Planned Unit Development is intended to create a built environment that is superior to that produced by conventional zoning districts and design guidelines. Using a collaborative and comprehensive approach, an applicant authors and proposes standards and guidelines that are tailored to the context of a site on a case by case basis. These standards and guidelines will be based primarily on the following:
 - **1. Uses.** Appropriate limitations will be placed on the character and intensity of permitted uses to promote neighborhood compatibility.
 - **2. Development standards.** Development standards will be established that complement the dimensions and physical features of a site and the character of the neighborhood.
 - **3. Design guidelines.** Design guidelines will reflect compatible and innovative architecture and development as expressed in the PUD Design Expectations Document.

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4. Sustainability. Development will be designed to respond to our region's unique environmental and urban challenges.

PROPOSAL

6. The applicant is seeking zoning entitlement to develop the 10.90 acres at the northeast corner of 6th Avenue and Broadway Road. The request is to tailor their development standards to the unique conditions of the site through a Planned Unit Development.

A central enhancement in the proposed Planned Unit Development, is the use of the City's Walkable Urban Code as a framework for the proposal. The Walkable Urban Code was adopted to guide development in areas along the light rail line in a manner that is transit oriented; however, at this time the Walkable Urban Code is not yet available as an option along the South Central Extension.

By using the Walkable Urban Code as a framework for the development narrative, the applicant has elected to adopt standards which, in the context of a site in a village core and within a 3-minute walk of high capacity transit, are superior to traditional zoning in terms of the uses, development standards, design guidelines, and sustainability features.

7. Conceptual Site Plan (Not Regulatory to the Development of the Site)
While helpful to understanding the design intent of request, the site plan does not – in and of itself – require the development to occur in the matter depicted on the plan; only the contents of the development narrative are regulatory. While not regulatory, the conceptual site plan and renderings are generally consistent with that permitted by the development narrative.

The site plan depicts two housing products on the 10.90 acre site; 64 attached townhome products situated on the western portion of the site and along the Broadway Road frontage and 161 units of multifamily buildings positioned near the northeast corner of the site.

The site plan depicts vehicular ingress / egress from Broadway Road and 6th Avenue with access to / from Pueblo Avenue being limited to emergency access only. The plan also includes two paseos to allow neighborhood access to and through the site in the direction of the future light rail station and Hayden Park. Both housing types on the site are organized around central amenity areas. At this time, the site is not shown as being gated.

The development must underground and relocate an SRP Irrigation Facility along both the 6th Avenue and Broadway Road within 20 foot wide utility easements. Due to the presence of this 20-foot utility easement, the site plan depicts setbacks which are greater than that traditionally preferred by the Walkable Urban Code. The site plan depicts

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streetscape standards which are codified in the Planned Unit Development which enable detached sidewalks on Broadway Road and the presence of trees between the curb and sidewalk.

To respect and complement the neighborhood north of Pueblo Avenue, the site plan depicts a restriction of all buildings within 30 feet of the north property line to be limited to two stories and 30 feet in height; this standard is codified in the development narrative.

DOWN 15 A DOWN 1

Figure E: Conceptual Site Plan

Source: Merge Architecture

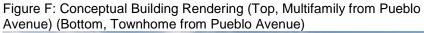
8. Conceptual Elevations (Not Regulatory to the Development of the Site)

While helpful to understanding the design intent of request, the conceptual renderings do not – in and of itself – require the development to occur in the matter depicted in the renderings; only the contents of the development narrative are regulatory. While not regulatory, the conceptual site plan and renderings are generally consistent with that permitted by the development narrative.

The conceptual building elevations depict the general aesthetic of the two housing types and the frontage types codified in the Planned Unit Development.

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To transition into the residential neighborhood north of Pueblo Avenue, the plans depict porch and patio frontages oriented to the street and a limit of two-stories. Both housing products will feature pedestrian oriented frontages when adjacent to a paseo or public street.





Source: Merge Architecture

9. <u>Introduction to the Regulatory Components of the Planned Unit Development Narrative</u>
The Planned Unit Development Narrative broadly adapts the Walkable Urban Code
Transect T5:5 which was written to guide development adjacent or in close proximity to
light rail corridors. The T5:5, T5:6, and T5:7 transects are described in the Walkable
Urban Code as "a medium-high-intensity mixed-use fabric characterized by a broad mix
of buildings that integrate retail, offices, live-work and residential units adjacent to the
Light Rail Corridor, averaging 56 feet to 100 feet in height." The T5:5 transect is
appropriate as the basis for the site due to its proximity to its location in a Village Core, a
future light rail station and adjacency to both a community park and a current transit
center.

The Planned Unit Development adapts and modifies the standards from this transect to the physical characteristics and constraints of the subject site.

10. <u>Uses (Regulatory)</u>

The Land Use section of the Planned Unit Development defers to the uses permitted within the T5:5 transect with the exception of permitting only residential uses within 30 feet of the north property line where adjacent to Pueblo Avenue.

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11. <u>Development Standards (Regulatory)</u>

The Development Standards section of the Planned Unit Development defers broadly to those contained in the T5:5 transects with the following exceptions:

- Within 30 feet of Pueblo Avenue:
 - 30 foot maximum height.
 - Only permits porch, patio, and stoop and doorwell frontage types.
 - Only residential land uses permitted.
- The Overall Site except for 30 feet from Pueblo Avenue:
 - 56 foot maximum height.
 - Minimum of two north-south public accessways (paseos) including one aligned with 3rd Avenue and one at the eastern property line.
 - Adjusted building and landscape requirements for the Broadway Road frontage to accommodate the SRP Easement. See "Broadway Road Streetscape Standards" below for more background.
 - Enhanced bicycle infrastructure requirements including bike racks and a bicycle repair station.
 - o No vehicular parking minimums

12. <u>Development Standards (Regulatory): Street Frontages and Sidewalks</u>

The development standards contain significant pedestrian features despite significant utility constraints including a 20 foot wide SRP easement along both 6th Avenue and Broadway Road. These utility conflicts significantly reduce the buildable area of the site and the ability to create sidewalks that are detached from the street and shaded for pedestrian comfort. While detached sidewalks and a double row of trees is ideal in new developments, especially in areas seeking to create a walkable urban center, the utility constraints on the property have caused the applicant to prioritize these features along Broadway Road due to its immediate access to the Ed Pastor Transit Center, the future light rail stop, and designation as an arterial street.

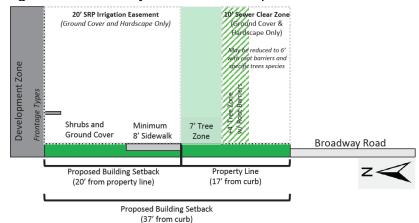
With regard to Broadway Road, the frontage is further complicated by a sewer line located near the north edge of Broadway Road, within 10 feet of which no trees can be planted.

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To navigate these constraints, the Development Standards section articulates specific standards for this frontage to achieve the following:

- Detached sidewalks
- Shade over the sidewalk (50 percent)
- A minimum 8-footwide public sidewalk
- Units oriented to the public street and sidewalk with frontage types

Figure G: Broadway Road Streetscape Cross Section



Source: Chicanos Por La Causa

13. With regard to 6th Avenue, the entire street frontage is constrained from tree plantings by the SRP easement which precludes the ability to plant trees and therefore attached sidewalks are proposed along the full length of the street frontage. The PUD neither requires nor prohibits detached sidewalks along 6th Avenue. All units oriented to 6th Avenue will include a frontage type.

With regard to Pueblo Avenue, there are no known utility conflicts that preclude the inclusion of detached sidewalks and tree plantings. Due to the ripple effect caused by the SRP Easement on Broadway Avenue which limit the usable depth of the side and the limited amount of traffic, an attached sidewalk is proposed. The PUD neither requires nor prohibits detached sidewalks along Pueblo Avenue. All units oriented to Pueblo Avenue will include a frontage type.

14. Design Guidelines (Regulatory)

The Design Guidelines section of the Planned Unit Development defers broadly to those contained in the Walkable Urban Code to reflect the desired design character for transit oriented development. These standards focus on promoting a sense of personal security and comfort through environmental design features such as pedestrian scaled lighting, designing comfortable and well utilized pedestrian pathways, and thermal comfort. The standards contained in the development narrative and those included by reference from the Walkable Urban Code promote human scale, safe, and walkable development.

15. Sustainability

The Walkable Urban Code was written with sustainability in mind through the lens of transit oriented development, enhanced bicycle and pedestrian standards, and thermal

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comfort. The development narrative further codifies these standards while exhibiting creativity in how shaded public sidewalks can be provided along Broadway Road despite the presence of notable utility conflicts.

In addition to traditional environmental sustainability considerations, the development also provides affordable housing opportunities on a long vacant site within close proximity to future high capacity transit.

STUDIES AND POLICIES

16. Rio Salado Interim Overlay District

The subject site is located within the Rio Salado Interim Overlay District. The district is designed to "control open, outdoor land uses and other uses to have a positive impact on the Rio Salado Habitat Restoration Project and add to the long-term value of adjacent land." The development advances the intent of the overlay through enhanced site development standards. There are no regulatory provisions contained in the overlay that apply to the proposed development.



Source: Planning and Development Department

17. <u>Transit Oriented Development</u> Strategic Policy Framework:

The Transit Oriented Development Strategic Policy Framework is part of the City's General Plan. The framework identifies planning typologies to describe urban environments. The subject site is located within 1,000 feet of a future rail station in an area identified as a Minor Urban Center Place Type which is consistent with the proposal.

The Minor Urban Center Place Type recommends two to four stories and up to seven stories as an incentive for exceptional design. The proposal is consistent with the Place Type.

Figure I: Excerpt from the Transit Oriented Development Strategic Policy Framework, Place Types



Source: Planning and Development Department

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18. Tree and Shade Master Plan

The Tree and Shade Master Plan encourages treating the urban forest as infrastructure to ensure the trees are an integral part of the City's planning and development process. Sidewalks on the street frontages should be detached from the curbs to allow trees to be planted on both sides of the sidewalk to provide thermal comfort for pedestrians and to reduce the urban heat island effect.

The Planned Unit Development narrative carries forward many of the tree and shade requirements from the Walkable Urban Code, except for places which are significantly constrained by utility conflicts.

19. Complete Streets Guidelines

In 2014, the City of Phoenix City Council adopted the Complete Streets Guiding Principles. The principles are intended to promote improvements that provide an accessible, safe, connected transportation system to include all modes, such as bicycles, pedestrians, transit, and vehicles.

The Planned Unit Development narrative carries forward many of the Complete Street considerations from the Walkable Urban Code.

Of special note are the enhanced bicycle parking standards, the inclusion of a bicycle repair station, a detached sidewalk the full length of the Broadway Road frontage, and a minimum of two pedestrian accessways to facilitate north-south through access.



Source: Dero

20. Reimagine Phoenix

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. The Planned Unit Development narrative states that recycling services will be provided for residents.

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COMMUNITY INPUT SUMMARY

21. As of the writing of this report, staff has not received any written correspondence regarding this proposed rezoning application.

INTERDEPARTMENTAL COMMENTS

- 22. The Fire Department commented that the site plan must comply with the 2018 Phoenix Fire Code. Further, the Department commented that they do not know the water supply at this site and noted that additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
- 23. The Public Works Department, Floodplain Management Division determined the parcel is not in a Special Flood Hazard Area (SFHA), but located in a Shaded Zone X, on panel 2215 L of the Flood Insurance Rate Maps (FIRM) dated February 10, 2017.
- 24. The Public Transit Department did not have comments regarding this case.
- 25. The Street Transportation Department commented on several elements of the project resulting in a series of stipulations:
 - a. Street dedication and pavement along the full extent of Pueblo Avenue. This is addressed in Stipulation Nos. 2 and 3. The stipulation further states that if the full dedication and build-out is possible, that vehicular access be limited to emergency access
 - b. Dedication of a sidewalk easement on Broadway Road. This addressed in Stipulation No. 4.
 - c. Dedication of right of way along 6th Avenue. This is addressed in Stipulation No. 5
 - d. The relocation and undergrounding of the SRP Irrigation facility along 6th Avenue and Broadway Road. This is addressed in Stipulation No. 6.
 - e. The provision of enhanced internal pedestrian circulation system with a primary access point from 6th Avenue and Broadway Road with enhanced entry treatments. This is addressed in Stipulation No. 7.
 - f. A requirement for all improvements to be constructed by the developer and meet ADA requirements. This is addressed in Stipulation No. 8.
 - g. A requirement for a Traffic Impact Study or Statement. This is addressed in Stipulation No. 9.

The Street Transportation Department's Pedestrian Safety Coordinator reinforced the importance of designing the project to facilitate pedestrian movement along Broadway Road. They further expressed a desire for detached and shaded sidewalks; building accesses being readily identifiable and accessible from the public sidewalk; direct pedestrian access from all perimeter corners; and the exploration of a HAWK crossing to Hayden Park.

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- 26. The Parks and Recreation Department commented that they do not have any trail or trail easements in the vicinity of the subject site.
- 27. The Water Services Department commented that existing water and sewer mains can potentially serve the development but noted that capacity is a dynamic condition that can change over time due to a variety of factors.

OTHER

- 28. The site is within Phoenix Sky Harbor International Airport traffic pattern airspace and the proposed use is multifamily residential. Therefore, the Aviation Department required the developer to record a Notice to Prospective Purchasers of the proximity to the airport to disclose the operational characteristics of the airport. This is addressed in Stipulation No. 10.
- 29. The site has not been identified as being archaeologically sensitive. However, in the event archaeological materials are encountered during construction, all ground disturbing activities must cease within 33-feet 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 Stipulation No. 11.
- 30. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements. Other formal actions such as, but not limited to, zoning adjustments and abandonments may be required.

Findings

- 1. The proposed development is consistent with the Minor Urban Center Place Type from the City's Transit Oriented Development Strategic Policy Framework and the vision for the South Mountain Village Core.
- 2. The development is appropriate at this location due to its compatibility with the surrounding land uses and proximity to a future high-capacity transit line.
- 3. The development advances the purpose and intent of several core values from the Phoenix General Plan including policy documents such as the Strategic Policy Framework for Transit Oriented Development, the Tree and Shade Master Plan, the Complete Streets Guidance, and the Rio Salado Interim Overlay District.

Stipulations

1. An updated Development Narrative for the Broadway and Central PUD reflecting

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the changes approved through this request shall be submitted to the Planning Department within 14 days of City Council approval of this request. The updated Development Narrative shall be consistent with Development Narrative date stamped April 24, 2020 as modified by the following stipulations.

a. Page 1:

- a. Add "Hearing Draft: April 24, 2020"
- b. Add "City Council adopted: [Insert Adoption date]"

b. Page 7:

- a. Replace text with the following: Where buildings are adjacent to a pedestrian accessway, a frontage type shall be required. If frontage does not contain an entrance, units adjacent to a pedestrian accessway shall be designed with windows and/or balconies overlooking the accessway.
- 2. The developer shall provide a total of 32 feet of paving with curb, gutter, a minimum five-foot wide sidewalk and streetlighting along Pueblo Avenue and facilitate the pavement along the "out parcel" (APN 113-05-045). If the developer is unable to procure the "out parcel" for the local street pavement requirement, the development shall not have access along the entirety of Pueblo Avenue except for emergency access only as determined by Planning and Development and Street Transportation Departments.
- 3. The developer shall dedicate 25 feet of right-of-way for the south half of Pueblo Avenue, as approved by the Planning and Development Department.
- 4. The developer shall dedicate a 14-foot Sidewalk Easement along Broadway Road, for the entire length of the development, to accommodate a detached sidewalk and shade trees adjacent to the sidewalk, as approved by the Planning and Development and Street Transportation Departments.
- 5. The developer shall dedicate 5 feet of right-of-way for the east half of 6th Avenue, as approved by the Street Transportation Department.
- 6. Existing irrigation facilities along 6th Avenue and Broadway Road are to be undergrounded and relocated outside of City right-of-way. Contact SRP to identify existing land rights and establish the appropriate process to relocate facilities. Relocations that require additional dedications or land transfer require completion prior to obtaining plat and/or civil plan review approval.
- 7. The developer shall provide enhanced internal pedestrian circulation with a

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primary access point at the intersection of 6th Avenue and Broadway Road. The access point shall be enhanced with a minimum 700 square foot landscaped area planted with drought-tolerant plant materials providing seasonal interest and 75 percent live cover and a bollard light path or lighted art element visible from the perimeter of the site. The above shall be approved by the Planning and Development Department

- 8. The developer shall construct all streets within and adjacent to the development with paving, curb, gutter, sidewalk, curb ramps, streetlights, median islands, landscaping and other incidentals as per plans approved by the Planning and Development Department. All improvements shall comply with all ADA accessibility standards.
- 9. The applicant shall submit a Traffic Impact Study/Statement to the City for this development. No preliminary approval of plans shall be granted until the study is reviewed and approved by the City. Contact Mr. Matthew Wilson, Traffic Engineer III, (602) 262-7580, to set up a meeting to discuss the requirements of the statement/study. Upon completion of the TIS the developer shall submit the completed TIS to the Planning and Development Department counter with instruction to forward the study to the Street Transportation Department, Design Section.
- 10. The developer 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.
- 11. 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.

Author

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Exhibits

Zoning sketch map Aerial sketch map Staff Report: Z-58-19-7 May 5, 2020

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Hearing Draft: https://www.phoenix.gov/pddsite/Documents/PZ/Z-58-19%20Applicant%27s%20Narrative.pdf

