



**City of Phoenix**  
PLANNING AND DEVELOPMENT DEPARTMENT

**Staff Report Z-9-16-8**  
May 4, 2016

<b>Central City Village Planning Committee Meeting Date:</b>	May 9, 2016
<b>Planning Commission Hearing Date:</b>	June 2, 2016
<b>Request From:</b>	R1-6 TOD-1, R-5 RI TOD-1 (Approved P-1 TOD-1), R-5 RI TOD-1, R-5 TOD-1, R-4A TOD-1, R-3 TOD-1, P-1 TOD-1, C-O SP TOD-1, C-2 HR TOD-1, C-2 TOD-1 (Approved R-3A), C-O TOD-1, C-3 TOD-1, C-3 SP TOD-1, C-2 TOD-1, C-1 TOD-1, A-1 TOD-1, R1-6, C-3, R-5 RI (Approximately 116 acres)
<b>Request To:</b>	WU T4:3 EG (Eastlake Garfield Transit Oriented Development Policy District), WU T5:3 EG, WU T5:5 EG.
<b>Proposed Use:</b>	Establish the boundaries of various transect zones as part of the Walkable Urban Code. Companion case to GPA-CC-1-16-8, to amend the land use map to reflect various Mixed Use Commercial categories
<b>Location:</b>	Generally 1/2 mile area around 12th Street and Washington/Jefferson Street light rail stations in the Eastlake Garfield Transit Oriented Development Policy District
<b>Owners:</b>	Various
<b>Applicant/Representative:</b>	City of Phoenix Planning Commission
<b>Staff Recommendation:</b>	Approval

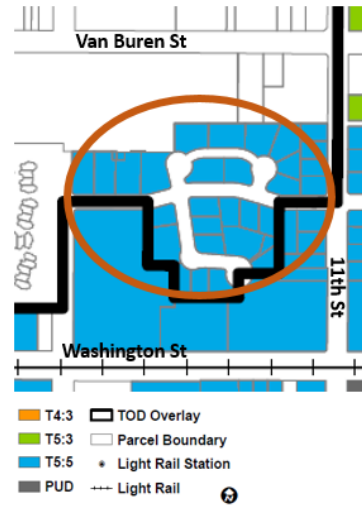
<b>General Plan Conformity</b>	
<b>General Plan Land Use Designations</b>	Commercial Industrial Residential 3.5 to 5 du/acre Residential 10 to 15 du/acre Public/Quasi-Public <i>Pending: Mixed Use Commercial / Residential 15+ du/acre</i> <i>Mixed Use Commercial / Public/Quasi Public / Residential 15+ du/acre; Residential 15+ du/acre</i>
<p><b><i>CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS; CERTAINTY &amp; CHARACTER: Continue to implement and update all adopted plans as needed (i.e. area plans, special planning districts, neighborhood plans).</i></b></p> <p>The General Plan and ReinventPHX Eastlake Garfield TOD Policy District Policy Plan were based on significant community input to identify the vision for future growth both citywide and specific to this District. The two plans identify the community’s vision to create a walkable urban environment and that every neighborhood should have a level of certainty. Updating the General Plan Land Use map with revised land use designations provides direction for appropriate growth and certainty within this district.</p>	
<p><b><i>CONNECT PEOPLE AND PLACES CORE VALUE; OPPORTUNITY SITES; LAND USE PRINCIPLE: Support reasonable levels of increased intensity, respectful of local conditions and surrounding neighborhoods.</i></b></p> <p>This proposal provides some increased intensity on a long vacant property on a collector street and is compatible with nearby multifamily uses. The development faces a local street and side facing homes in the single family neighborhood to the east. This housing type contributes to the mix of housing types in the area. It is centrally located, close to employment centers and commercial areas.</p>	
<p><b><i>CONNECT PEOPLE AND PLACES CORE VALUE; TRANSIT ORIENTED DEVELOPMENT; LAND USE PRINCIPLE: Establish replacement zoning districts developed through ReinventPHX project approximately one quarter-mile from each future light rail station. This new zoning district should encourage land uses that would benefit most from proximity to transit and prohibit those uses that have few employees or customers, or are only auto-oriented. Include desired uses and prohibited uses; intensity, density and development standards appropriate to the location; and design guidelines in the transit districts.</i></b></p> <p>Properties within the district will be rezoned to an appropriate Walkable Urban Code transect. The desired outcome of the rezoning process is to create the community-based vision of a walkable urban environment.</p>	

### **Background/Issues/Analysis**

1. The request for zoning to various transect zones is necessary in order to apply the Walkable Urban (WU) Code and will allow for implementation of many goals and policies contained in the ***Eastlake-Garfield Transit Oriented Development (TOD) Policy Plan*** which was adopted by City Council on May 27, 2015. The Walkable Urban Code regulations were adopted by City Council on July 1, 2015 through Ordinance G-6116 and are contained in Chapter 13 of the City of Phoenix Zoning Ordinance.
2. The ***Transit Oriented Development Strategic Policy Framework*** was adopted in 2013 as an amendment to the City of Phoenix General Plan. The policy framework is intended to improve the investment environment around key nodes in the Phoenix transit network and guide sustainable urban development to benefit all residents. Compact development, when focused near transit stations, helps increase public transit fare recovery and requires fewer roads, utility lines, parks, police stations and other infrastructure. Other benefits to compact development near transit include: improved public health and creating new markets for business formation.
3. The TOD policy framework, mentioned in #2, established TOD place types for existing and planned light rail station areas to establish a city-wide framework to improve the linkage between land use and transportation. The place types help to describe urban environments by categorizing related characteristics to avoid a one-size-fits-all approach to planning. The place types are intended to accomplish these basic objectives: specify a general range of possibilities for new development near light rail stations; provide guidance for rezoning decisions; and provide guidance for transit system planning by coordinating land use intensity with regional transit accessibility.
4. The place type policy established for the 12th Street and Washington Street/ Jefferson Street stations is the Minor Urban Center. The Minor Urban Center envisions development of apartments, town houses, row houses and live work units in the 2 to 5 story range. Policies offer guidance for incentives to increase building heights up to 7 stories.
5. The purpose of this rezoning is to implement the community-based vision for the future as identified in the ***Eastlake-Garfield TOD Policy Plan***. The plan is aimed at transforming the Eastlake-Garfield TOD District into a walkable community by taking advantage of its location along the light rail system. The plan identifies policies aimed at supporting the introduction of a pedestrian-oriented zoning code, mixed-income neighborhoods, historic preservation, neighborhood compatibility, and infrastructure investment.

6. The General Plan Land Use Map designations are Commercial, Industrial, Residential 3.5 to 5 du/acre, Residential 10 to 15 du/acre, and Public/Quasi-Public. In order to establish consistency between the General Plan land use designations and the WU Code transect districts, a General Plan amendment (GPA-CC-1-16-8) is in process and is scheduled for consideration and possible adoption prior to action regarding this request. The pending designations for the area are: Mixed Use Commercial / Residential 15+ du/acre, and Mixed Use Commercial / Public / Quasi Public / Residential 15+ du/acre, Residential 15+ du/acre within an Urban Mixed use (UMU) area with no density cap.
7. Public outreach for this process began with ReinventPHX in 2013. A design workshop was held in August of that year and the community's vision for the Eastlake-Garfield TOD District was incorporated into the recommendations for the Policy Plan. Numerous Steering Committee meetings and meetings with neighborhood organizations and individual property owners were held. These meetings are summarized in Attachment B. Part of the implementation of the Vision is predicated on adoption of the Walkable Urban Code around the 12<sup>th</sup> Street light rail stations. A Conceptual Zoning Plan was included in the Policy Plan and formed the basis for the review conducted with this rezoning request. See Attachment C.
8. The properties included in this request are located within the boundaries of the ***Eastlake-Garfield Transit Oriented Development Policy Plan*** which was part of the ReinventPHX Project. Additionally, with few exceptions, the properties are within the boundaries of the Interim Transit-Oriented Zoning Overlay District One (TOD-1), adopted in 2003. The purpose of the TOD-1 district is to encourage an appropriate mixture of density of activity around transit stations to increase ridership along the light rail corridor. These transect districts shown on the map in Exhibit A, will replace all zoning on the identified properties. Parcels excluded from the WU Code will retain their underlying zoning and the TOD-1 overlay district zoning.
9. The existing zoning in the Eastlake-Garfield TOD-1 area is a combination of single family residential, multifamily residential, office, commercial and industrial. For example, there is quite a bit of area with R-5 zoning, a multifamily residential district which allows building heights of 56 feet. Although many properties in the R-5 district are developed at a single story level and may not at the moment be utilized for multifamily development, they still possess the entitlement to the greater density and building height. In order to respect these existing land entitlements, the new zoning transect districts proposed are, at a minimum, consistent with the existing zoning entitlements. In some cases, additional entitlement is being granted through the new transect districts. An example would be for parcels with commercial zoning such as C-2. The C-2 district limits building heights to 30 feet / 2 stories. Many of the C-2 parcels in the TOD-1 district are proposed for WU T5:5 EG zoning with a maximum height of 56 feet.

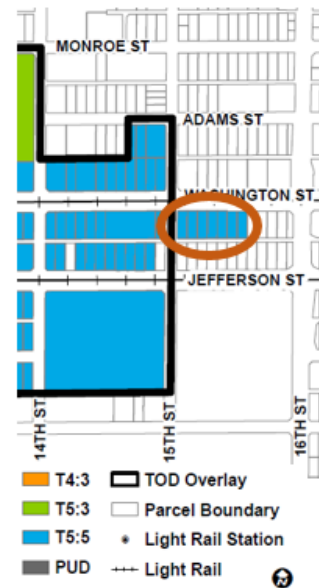
10. During the ReinventPHX planning and outreach process for the Eastlake-Garfield TOD District, some parcels outside of the TOD-1 district were identified for possible inclusion in the WU Code area. The residential parcels north and west of 11<sup>th</sup> Street and Washington Street, while outside of the TOD-1 district, are proposed for inclusion as transect districts. A number of these parcels are owned by one extended family and their family business is on a parcel that fronts Washington Street. There is future development potential for these parcels as an assemblage and their inclusion at this time is recommended. Adoption of the transect districts at this location will not preclude the ability of the existing residences to continue their use as single family homes.



11. Seven parcels at the southeast corner of 15<sup>th</sup> Street and Washington Street are recommended for rezoning to the WU Code. These parcels are contiguous to the TOD-1 district and the property owners have asked to be included in this rezoning request to apply the WU Code. In terms of context, the northwest corner of 16<sup>th</sup> Street and Jefferson Street is developed with a three story multifamily community for seniors.



Properties at the southeast corner of 15<sup>th</sup> Street and Washington Street



12. There are four properties within the area with Planned Unit Development (PUD) zoning. These parcels were zoned during the ReinventPHX planning process prior to adoption of the WU Code. The PUDs were written based on the WU Code draft at that time so their standards are generally consistent with the adopted WU Code. A developer is in place and financing and development review are being actively pursued at this time, therefore, these properties are not proposed for inclusion as transect districts.

13. There are some parcels within the TOD-1 district area which are not recommended for zoning to the transect zones at this time. A handful of these properties have Historic Preservation designation or are Historic Preservation eligible. Historic properties are identified on the Eastlake-Garfield Master Plan that illustrates the Community Vision. Additionally there are strategies in the Land Use and Economic Development elements that are supportive of historic preservation. In the future, if properties with historic structures make requests for inclusion in the WU Code, city staff and the community will have the opportunity to have conversations with the property owners during the rezoning process to identify mechanisms for long term preservation.



*The Booker T. Washington Elementary School at the southeast corner of 12<sup>th</sup> Street and Jefferson Street, built in 1928, is on the Historic Register.*

14. The parcel at the southwest corner of 9<sup>th</sup> Street and Jefferson Street will not be a part of this request. The structure is in the process of being renovated to change the use to a self-storage facility to accommodate the storage needs of the greater downtown area. Self-storage facilities are not currently an allowed use in the WU Code and rezoning of the site would render the use non-conforming, thereby restricting the ability of the property owner to expand in the future.
15. Non-conforming uses and structures existing after the effective date will be governed by Chapter 9, Non-conformities, of the Phoenix Zoning Ordinance.
16. Adoption of this rezoning request will result in a replacement of all existing zoning and associated stipulations, and where there are inconsistencies with the Walkable Urban Code they will be treated as non-conformities.

### **Findings**

1. The proposal is consistent with the (pending) General Plan land use designations for the area.
2. The WU Code transect districts will replace both the underlying zoning and the TOD-1 overlay districts for applicable parcels.
3. The proposal implements goals and policies of the Eastlake-Garfield Transit Oriented Development Policy Plan for a more walkable built environment.

### **Stipulations**

Staff Report: Z-9-16-8

May 4, 2016

Page 7 of 7

1. The Eastlake-Garfield Character Area of the Walkable Urban Code (Chapter 13 of the Zoning Ordinance) be reviewed by the Design Standards Committee no later than one year from the effective date of ordinance adoption to determine whether any modifications to the text are necessary.

**Writer**

K. Coles

April 29, 2016

**Team Leader**

Joshua Bednarek

**Attachments**

A: Map of proposed Transect Zones

B: Summary of Outreach Process

C: ReinventPHX Conceptual Zoning Plan









D: Aerial



# Proposed Transect Zoning

## ATTACHMENT A



	T4:3		TOD Overlay
	T5:3		Parcel Boundary
	T5:5		Light Rail Station
	PUD		Light Rail





## ATTACHMENT B

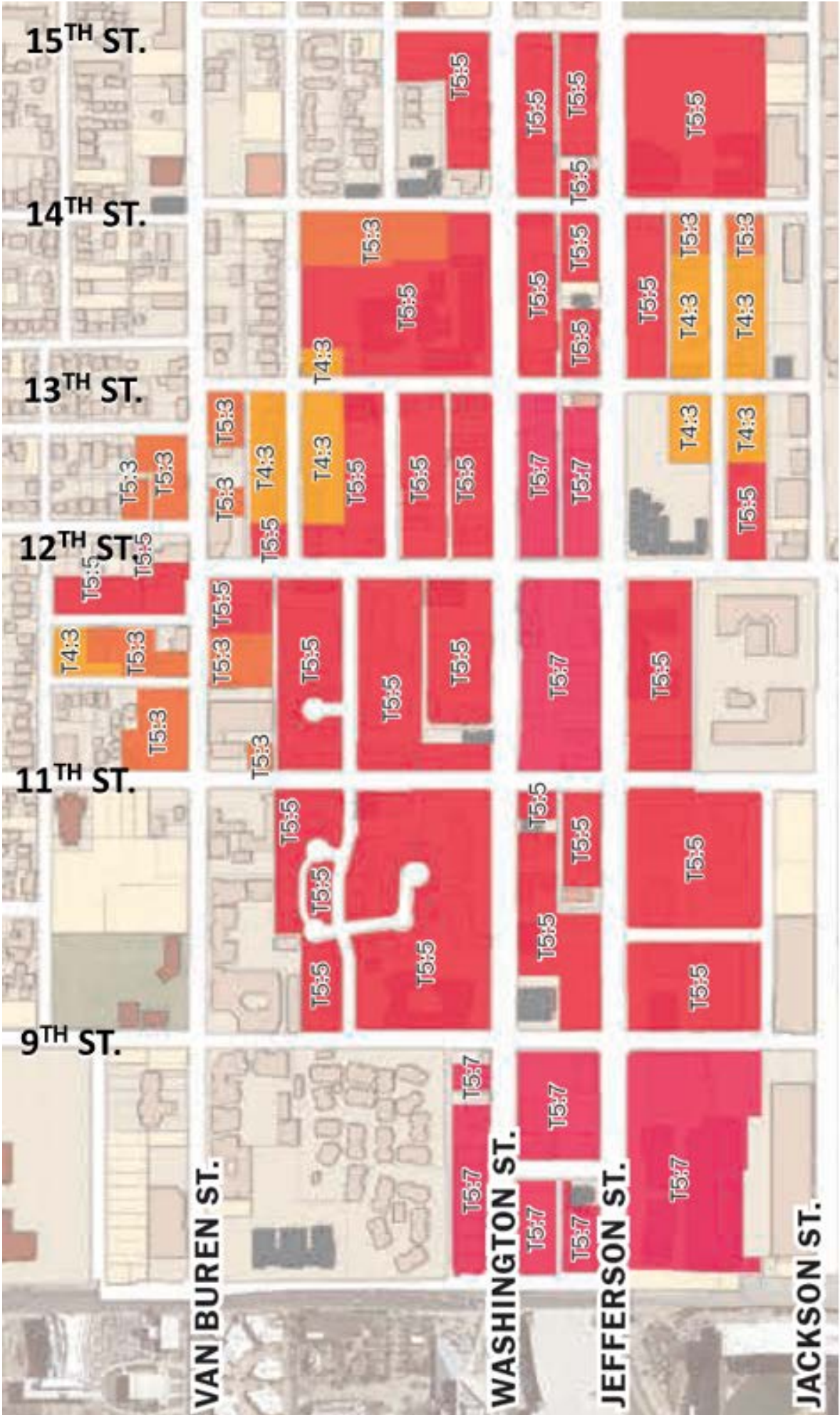
<b>Eastlake-Garfield Outreach Process</b>	
<b>2013</b>	
July, October, November & December	Steering Committee meetings
July	Community Design Workshop
<b>2014</b>	
January, February, March, August & September	Steering Committee meetings
September	Steering Committee recommendation for adoption of Policy Plan
<b>2015</b>	
March	Central City Village Planning Committee recommendation for adoption of Policy Plan and WU Code
May	City Council adoption of Policy Plan
July	City Council adoption of Walkable Urban Code
July	Eastlake Park Neighborhood Association
August	Eastlake neighborhood property owner meeting
September	Garfield neighborhood property owner meeting
October	Property owners meeting
April to December	One-on-one meetings with property owners*
<b>2016</b>	
February	Property owners meeting
March	Property owners meeting
April	Property owners meeting
April	Garfield Neighborhood Association
January to April	One-on-one meetings with property owners*

\* Cumulatively representing approximately 50% of the land area within the proposed rezoning area.

# ATTACHMENT C

## ReinventPHX Conceptual Zoning Plan

- T4:3** Residential, maximum building height 40 feet
- T5:3** Mixed use, maximum building height 48 feet
- T5:5** Mixed use, maximum building height 56 feet
- T5:7** Mixed use, maximum building height 100 feet





# ATTACHMENT D

