



City of Phoenix
PLANNING & DEVELOPMENT DEPARTMENT

**Staff Report Z-92-18-4
(Willo Lofts PUD)
March 29, 2019**

Encanto [Village Planning Committee](#) Meeting Date: April 8, 2019

[Planning Commission](#) Hearing Date: May 2, 2019

Request From: [C-O](#) (2.44 acres)

Request To: [PUD](#) (2.44 acres)

Proposed Use: Willo Lofts Planned Unit Development to allow single-family residential (attached and detached)

Location: Northwest corner of 1st Avenue and Virginia Avenue

Owners: Arizona Public Service Company

Applicant: Willo Communities, LLC c/o Doug Edgelow

Representative: Norris Design, Alan Beaudoin

Staff Recommendation: Approval, subject to stipulations.

General Plan Conformity			
General Plan Land Use Map Designation		Residential 3.5 to 5 dwelling units per acre	
Street Map Classification	Cambridge Avenue	Local	25 to 50-foot south half
	Virginia Avenue	Local	30 to 42.50-foot north half
	1st Avenue	Local	25.25-foot west half
<p><i>CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS 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>The proposed development will provide new housing options in the village near high capacity transit. The proposed PUD provides an appropriate transition from an established single-family neighborhood to the west to a higher density area with high capacity transit to the east.</p>			

CONNECT PEOPLE AND PLACES CORE VALUE; OPPORTUNITY SITES; LAND USE PRINCIPLE: Support reasonable levels of increased intensity, respectful of local conditions and surrounding neighborhoods.

The site is located within the Midtown TOD policy area where a need for additional housing has been identified. The proposal will add to the housing stock while the development standards and design guidelines in the PUD provide protection to the adjacent single-family homes and the neighborhood character.

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

This proposal will contribute to the tree and shade design principals as the project requires seventy percent shade on public sidewalks. A detached sidewalk will be provided along 1st Avenue and the detached sidewalks along the northern and southern boundaries will be retained and replenished with trees.

Applicable Plans, Overlays and Initiatives

[Willo Neighborhood Conservation Plan](#) – see item No. 7 below.

[Midtown Transit Oriented Development Policy Plan](#) – see item No. 8 below.

[Tree and Shade Master Plan](#) – see item No. 9 below.

[Comprehensive Bicycle Master Plan](#) – see item No. 10 below.

[Reimagine Phoenix](#) – see item No. 18 below.

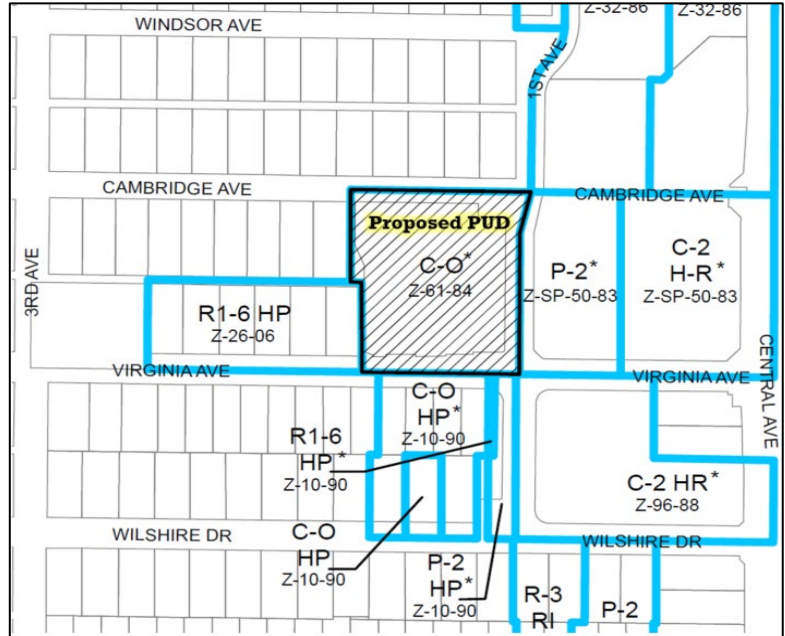
Surrounding Land Uses/Zoning

	Land Use	Zoning
On Site	Vacant	C-O
North	Single-Family Residences	R1-6 HP
South	Single-Family Residences	R1-6 HP, C-O HP, and P-2 HP
East	Parking Garage	P-2 SP
West	Single-Family Residences	R1-6 HP

Background/Issues/Analysis

REQUEST

1. This is a request to rezone a 2.44-acre site located at the northwest corner of 1st Avenue and Virginia Avenue. The request is to rezone from C-O (Commercial Office – Restricted Commercial District) to PUD (Planned Unit Development) to allow single-family residential (attached and detached) for 28 dwelling units.



Source: City of Phoenix Planning and Development Department

2. The subject site consists of one parcel under the ownership of Arizona Public Service Company and is currently a vacant lot. The subject site was annexed into the City of Phoenix on December 13, 1937. At that time the subject site and the surrounding area consisted of agricultural land. The Willo neighborhood started to develop in the early 1900's and was completely subdivided by 1950.

GENERAL PLAN

3. The General Plan Land Use Map designation for the subject site is residential 3.5 to 5 dwelling units per acre. The proposed rezoning request is not consistent with the General Plan Land Use Map designation; however, an amendment is not required as the subject site is less than 10 acres in size. The surrounding General Plan Land Use Map designations are Commercial to the east and Residential 3.5 to 5 dwelling units per acre to the north, south and west.



Source: City of Phoenix Planning and Development Department

SURROUNDING LAND USE AND ZONING

4. North

The properties to the north of the subject site are five single-family residences zoned R1-6 HP (Single-Family Residence District, Historic Preservation).

South

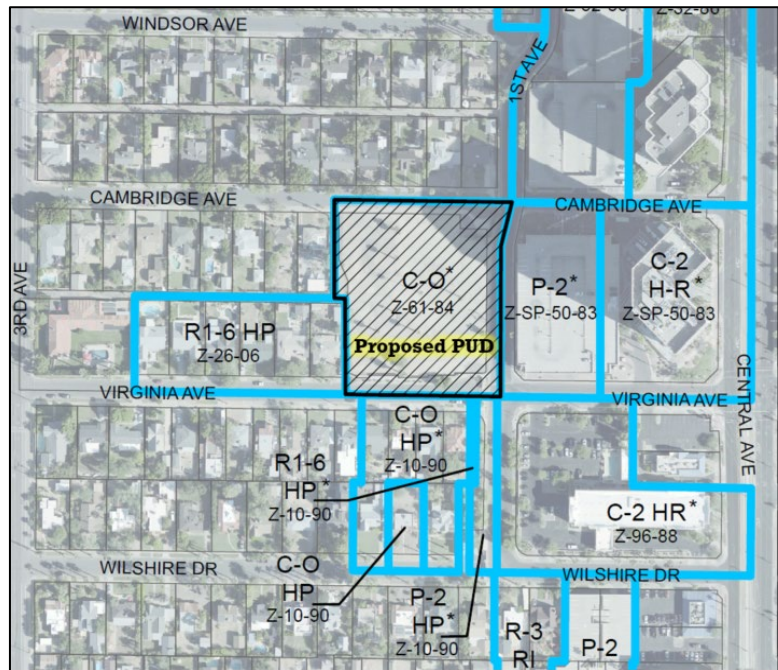
Directly south of the subject site, across Virginia Avenue are 5 single-family residences zoned R1-6 HP and C-O HP (Commercial Office – Restricted Commercial District, Historic Preservation). In addition, a small portion of R1-6 HP is located on a public utility easement and a portion of P-2 HP (Parking, Historic Preservation) is located on a landscape and in the street right-of-way along 1st Avenue. The P-2 HP zoning is in the right-of-way due to a realignment of first Avenue when the properties to the east developed. The properties to the south never developed into commercial offices.

East

Directly to the east of the subject site is a five-story parking garage zoned P-2 SP (Parking, Special Permit) to allow a microwave tower with antennas.

West

Directly to the west of the property, on the southern end is a single-family residence zoned R1-6 HP (Single-Family Residence, Historic Preservation). On the northern end is an alley, across the alley is a single-family residence zoned R1-6 HP.



Source: City of Phoenix Planning and Development Department

PROPOSAL

5. The proposal was developed utilizing the PUD zoning designation. The PUD 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 writes a document proposing standards and guidelines that are tailored to the context of a site on a case by case basis. Where the Willo Lofts PUD Development Narrative is silent on a requirement, the applicable Zoning Ordinance provisions will be applied.

6. Below is a summary of the proposed standards for the subject site as described in the attached PUD Development Narrative date stamped March 22, 2019. The proposed standards were designed to allow for a single-family residential development that contains an attached and detached product type and development standards and guidelines to complement the surrounding established neighborhood.

List of Uses

The Development Narrative proposes one permitted use of single-family residential under two development types, attached and detached. The proposal also permits accessory uses as defined by Section 608 Residence District of the Phoenix Zoning Ordinance.

Conceptual Site Plan

The development proposes seven, two-story detached homes along Cambridge Avenue and seven, two-story detached homes along Virginia Avenue. Twelve, three-story attached units and two three-story detached units are proposed at the center of the site. The development has vehicular access off 1st Avenue. Each dwelling unit will have a two-car garage that will be accessed off 1st Avenue along the private lanes. The plan proposes two open spaces area, one at the westernmost end and will include amenities such as lush landscaping for shaded gathering areas with seating. In addition, a second open space area is proposed at the northeastern end of the site to be included as a passive amenity with turf.

The architectural style of the detached homes along the north and south will be two stories and include historic features such as covered front porches with a pitched roof as a nod to the surrounding single-family neighborhood. The attached units, centrally located will include a more modern design and will be three stories and 36 feet in height.

Development Standards

The table below provides a summary of the development standards within the Willo Lofts PUD development narrative:

Development standard Table:

Development Standards	Proposed PUD
Density (Maximum), du/acre	12
Height (Maximum)	3 stories, 36 feet
Perimeter Building Setbacks (Minimum)	<p><u>North and South:</u> 20 feet to primary building; 12 feet to covered patio/architectural projection</p> <p><u>East:</u> 12 feet</p> <p><u>West:</u> 3 feet for lots fronting onto Cambridge; 4 feet for lots fronting onto Virginia Avenue</p>

Maximum Lot Coverage	50%	
Open Space/Common Area	5% Minimum	
Development Standards	Detached Units	Attached Units
Building Setbacks (Minimum)	<p>Front: 14 feet to primary building; 8 feet to primary structure or architectural feature</p> <p>Sides: 4 feet</p> <p>Rear: 3 feet</p> <p>Front (detached Unit B, along the west): 3 feet</p> <p>Sides (detached Unit B, along the west): 3 feet on one side</p> <p>Rear (detached Unit B, along the west): 3 feet</p>	<p>Front: 3 feet</p> <p>Sides: 3 feet on one side</p> <p>Rear: 3 feet</p>

Landscape Standards

The PUD proposes landscaping along all four sides of the site which includes the open space and side yards along the west property lines, front yards along the north and south and an 8-foot landscape setback along the east. The PUD landscape standards require that the site provide shade trees along Virginia Avenue and Cambridge Avenue and replenish the landscaping in the existing landscape strips.

Parking Standards

The development of the site shall comply with Section 702 (Off-Street Parking and Loading) of the Phoenix Zoning Ordinance. The PUD proposes 0.25 bicycle parking spaces per dwelling unit as required by the Walkable Urban Code, Section 1307.H. Staff is recommending that the resident bicycle parking be provided as secured parking and a minimum of four guest bicycle parking spaces be provided on the site. This is addressed in Stipulation Nos. 1.b and 1.c.

Amenities

The PUD proposes passive amenities at the western and northeastern end of the site. The amenity area will include a picnic ramada, outdoor cooking facilities and small area for recreational use.

Shade

The proposed shade standards require that a minimum of 70% of shade coverage be provided along public sidewalks.

Walls

The PUD proposes a continuous CMU-block wall along the alley with a gate for access to the alley. The PUD requires that the wall plan conform to the location and character images in Exhibit 1 and 4D within the PUD which proposes six-foot wrought iron view fences along to east end of the site and between the detached units along the north and south.

Design Guidelines and Standards

The final elevations and building plans submitted to the City shall include evidence of the provisions outlined in the table below and shall follow the Design Guidelines of Section 507.Tab A of the Phoenix Zoning Ordinance in addition to the following:

Design Standards	PUD
Site Plan	The development is subject to substantial conformance of the conceptual development plan in Figure 5.
Exterior Façade	Stucco Cement Asphalt shingle roof Thin brick
Color Palette	Minimum 4 colors depicted on Exhibit 5
Architecture	Variety in roof forms Varied facades between buildings Porches for detached lots along Cambridge and Virginia Avenues

Signage

Signage standards are not proposed in the PUD development narrative. Staff has requested that a sign section be added, and that the development conform to the WU Code (Walkable Urban Code) Transect 4 development standards for signage. This is addressed in Stipulation No 1.d.

Sustainability

The Development Narrative proposes several options to incorporate sustainability principals including LED lighting, automatic irrigation system, bicycle parking and low water use fixtures.

AREA PLANS, OVERLAY DISTRICTS, AND INITIATIVES

Willo Neighborhood Conservation Plan

7. The proposed PUD site is located within the Willo Neighborhood Conservation Plan. The plan was community driven as a response to impacts of high-rise developments along Central Avenue adjacent to the neighborhood. The plan provides goals and implementation policies and actions that can be taken regarding redevelopment and rezoning in the neighborhood. The subject site is located within the "Transition Area" as identified by the plan. The plan anticipated that office uses would be located within the transition area. However, a goal in the plan encourages that residential opportunities be located within the transitional area instead and that compatible residential uses be located within the transition area. The proposed PUD design allows for a compatible residential use at this location.

Midtown Transit Oriented Development District Policy Plan

8. The site is located within the Midtown TOD (Transit Oriented Development) District. The boundaries are McDowell Road on the south, Indian School Road on the north 7th Street on the east and 7th Avenue on the west. The adopted policy plan for the Midtown TOD District provides a blueprint for achieving the transformative potential of light rail in a sustainable manner. The 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 Midtown TOD District, one key recommendation is the addition of housing stock. The housing element identified a housing shortage of 17,520 dwelling units in the Midtown area. The proposal to PUD will add to the housing stock in the area and furthers the Midtown TOD vision. Additionally, the Midtown TOD Policy Plan identified that the subject site was suitable for redevelopment. The Midtown TOD Policy Master Plan envisioned that the site would redevelop with multiple buildings on the parcel and that those buildings would front onto Cambridge Avenue and Virginia Avenue. The proposed PUD is consistent with the conceptual master plan envisioned on the parcel.

Tree and Shade Master Plan

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. The proposed PUD will contribute to the goal of the Tree and Shade Master Plan by replenishing the landscape planters along the northern and southern boundaries, adding a detached sidewalk along 1st Avenue with shade trees, and providing seventy percent shade on public sidewalks.

Comprehensive Bicycle Master Plan

10. The Comprehensive Bicycle Master Plan supports options for both short- and long-term bicycle parking as a means of promoting bicyclist traffic to a variety of destinations. The conceptual site plan depicts bicycle parking on-site. It is recommended that two types of parking be provided on the property: secured parking for residents, and short-term rack parking for guests. Providing secure bicycle parking for residents and parking for guests of the development is supportive of multimodal travel options. Secured bicycle parking can be provided in bicycle lockers or via garage entry into each unit. The short-term bicycle racks should be an inverted-u design where both ends of the "U" are affixed to the ground and installed per the requirements of Walkable Urban Code. The PUD proposes resident parking. Staff has required that resident parking be provided as secured parking and that guest parking also be provided. This is addressed in Stipulation Nos. 1.b and 1.c.



Inverted-U bicycle rack, where both ends of the "U" reach the ground.



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



COMMUNITY INPUT SUMMARY

11. Correspondence was received regarding concerns of trash location, height, compatibility and density in the e-mails attached. Additionally, a letter of support was received from the Willo Neighborhood Association. No additional correspondence has been received at the time this staff report was written.

INTERDEPARTMENTAL COMMENTS

12. The Street Transportation Department has proposed stipulations requiring that a 5-foot-wide sidewalk easement be dedicated along 1st Avenue and that all streets within and adjacent to the development, shall be constructed with paving, curb, gutter, sidewalk, curb ramps, streetlights, median islands, landscaping and other incidentals as per plans approved by the City. All improvements shall meet ADA requirements. This is addressed in Stipulation Nos. 2 and 3.
13. The Aviation Department has noted that the developer shall notice to prospective purchasers the existence and operation characteristics of the Phoenix Sky Harbor International Airport (PHX). This is addressed in Stipulation No. 4.

14. The Phoenix Fire Department has noted that they do not anticipate any problems with this case and that the site and/or buildings shall comply with the Phoenix Fire Code.
15. The City of Phoenix Floodplain Management division of the Public Work Department has determined that this parcel is not in a Special Flood Hazard Area (SFHA), but is located in a Shaded Zone X, on panel 2205 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
16. The Water Services Department indicates there is no immediate water and sewer access and the project would have to make extensions to connect to services.

OTHER

17. 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. 5.
18. 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 Ordinances establishes standards to encourage the provision of recycling containers for multifamily, commercial and mixed-use developments meeting certain criteria. The provision of recycling was not addressed in the PUD development narrative.
19. 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 in conformance with several General Plan goals and policies that will result in a more walkable, shaded and pedestrian-friendly environment.
2. As proposed by the development standards and design guidelines established in the PUD, the proposal is compatible with the surrounding land uses and provides an appropriate transition between the historic single-family neighborhood to the west and the high-rise commercial corridor to the east.
3. The development will provide additional housing opportunities in the Midtown TOD Policy Area.

Stipulations

1. An updated Development Narrative for the Willo Lofts PUD reflecting the changes approved through this request shall be submitted to the Planning and Development Department within 30 days of City Council approval of this request. The updated Development Narrative shall be consistent with the Development Narrative date stamped March 22, 2019, as modified by the following stipulations:
 - a. Front Cover: Remove "HEARING DRAFT" and revise submittal date information on bottom of the cover page as follows:
1st Submittal: December 24, 2018
Hearing Draft: March 22, 2019
City Council adopted: [Add adoption date]
 - b. Page 8, Bicycle Parking: Indicate that all required resident parking shall be provided as secured parking.
 - c. Page 8, Bicycle Parking: provide guest parking standards for a minimum of 4 guest bicycle parking spaces.
 - d. Page 11: Add a signs section and indicate that the development shall conform to the WU Code, Section 1308, Transect T4 sign standards.
2. A 5 foot-wide sidewalk easement shall be dedicated along the west side of 1st Avenue, as approved by the Planning and Development Department.
3. 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.
4. The developer shall record a Notice of Prospective Purchasers of Proximity to Airport in order to disclose the existence and operation characteristics of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property.
5. 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.

Writer

Maja Brkovic

March 29, 2019

Team Leader

Samantha Keating

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Exhibits

Zoning Sketch Map

Zoning Aerial Map

Community Correspondence (5 pages)

Willo Lofts PUD Development Narrative date stamped March 22, 2019

<https://www.phoenix.gov/pdd/pz/pzservices/pud-cases>