

Staff Report: Z-23-24-8 Phoenix Airpark Gateway PUD

August 2, 2024

Central City Village Planning August 12, 2024

Committee Meeting Date:

Planning Commission Hearing Date: September 5, 2024

Request From: <u>WU Code T4:3 GW</u> (Walkable Urban Code,

Transect 4:3 District, Transit Gateway

Character Area) (11.46 acres)

Request To: PUD (Planned Unit Development) (11.46

acres)

Proposal: Flex-industrial, employment center, and

showroom/retail

Location: Northwest corner of 24th Street and Portland

Street

Owner: BDC Clifton 24th Street, LLC

Applicant/Representative: Wendy Riddell, Berry Riddell, LLC

Staff Recommendation: Approval, subject to stipulations

General Plan Conformity				
General Plan Land Use Map Designation		Current Commercial and Residential 10 to 15 dwelling units per acre Proposed (GPA-CC-1-24-8) Commercial / Commerce/Business Park		
Street Map Classification	24th Street	Major Arterial	40-foot+ west half street	
	Portland Street	Local Street	25-foot north half street	
	22nd Street	Local Street	30-foot west half street	

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General Plan Conformity

CONNECT PEOPLE & 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 subject site is located within the Gateway Transit Oriented Development (TOD) District and is within one mile of the 24th Street / Washington Street / Jefferson Street light rail stations. The proposed PUD allows high intensity employment uses consistent with the Downtown Code – Warehouse Character Area at this transit oriented location.

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; CERTAINTY & CHARACTER; DESIGN PRINCIPLE: Create new development or redevelopment that is sensitive to the scale and character of the surrounding neighborhoods and incorporates adequate development standards to prevent negative impact(s) on the residential properties.

The proposed PUD includes development standards, such as enhanced setbacks, enhanced landscaping, and a height limit to prevent negative impacts on the adjacent residential properties.

STRENGTHEN OUR LOCAL ECONOMY CORE VALUE; MANUFACTURING/INDUSTRIAL DEVELOPMENT; LAND USE PRINCIPLE: Support the expansion of industrial zoning in targeted industrial areas.

The proposed PUD allows light industrial development on the subject site, which is adjacent to two freeways and has access to an arterial street.

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

The proposed PUD sets forth development standards that require enhanced landscaping and shade, including detached sidewalks and minimum shade requirements for sidewalks and parking areas. This will help to provide shade for pedestrians and bicyclists in and around the community and to mitigate the urban heat island effect by covering hard surfaces, thus cooling the micro-climate around the vicinity.

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Applicable Plan, Overlays, and Initiatives

<u>Transit Oriented Development Strategic Policy Framework</u> – See Background Item No. 3.

Gateway Transit Oriented Development Policy Plan - See Background Item No. 4.

Complete Streets Guiding Principles – See Background Item No. 12.

Comprehensive Bicycle Master Plan – See Background Item No. 13.

Tree and Shade Master Plan – See Background Item No. 14.

Monarch Butterfly - See Background Item No. 15.

Transportation Electrification Action Plan - See Background Item No. 16.

Conservation Measures for New Development – See Background Item No. 17.

Zero Waste PHX - See Background Item No. 18.

Surrounding Land Uses/Zoning				
	Land Use	<u>Zoning</u>		
On Site	Vacant	WU Code T4:3 GW		
North	Loop 202 Freeway	R1-6 and C-O		
South	Single-family residential	R1-6, R1-6 (Approved PAD-13), and R-3 RI		
South (across Portland Street)	Vacant building	C-1		
East (across 24th Street)	Gas station and vacant land	C-2		
West	Freeway Interchange R1-6			

Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone an 11.46-acre site located at the northwest corner of 24th Street and Portland Street from WU Code T4:3 GW (Walkable Urban Code, Transect 4:3, Transit Gateway Character Area) to PUD (Planned Unit Development) to allow flex-industrial, employment center, and showroom/retail. The subject site is vacant land located within the Gateway TOD Policy Plan area and within one mile of the 24th Street / Jefferson Street and 24th Street / Washington Street light rail stations.

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GENERAL PLAN LAND USE MAP DESIGNATION

2. The subject site is designated as Commercial and Residential 10 to 15 dwelling units per acre. To the north and west of the site is designated as Transportation and Residential 10 to 15 dwelling units per acre with the I-10 and Loop 202 freeways. To the south is designated Residential 10 to 15 dwelling units per acre, Residential 15+ dwelling units per acre, and Commercial. To the east, across 24th Street is designated Residential 3.5 to 5 dwelling units per acre.

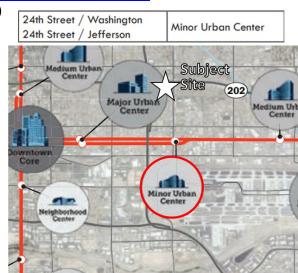
The applicant is proposing a minor General Plan Amendment (GPA-CC-1-24-8) to change the designation of the subject site to Commercial / Commerce/Business Park. The uses Proposed Change Area
Residential 3.5 to 5 du/ac
Residential 10 to 15 du/ac
Residential 15+ du/ac
Commercial
Public/Quasi-Public
Transportation

General Plan Land Use Map, Source: Planning and Development Department

allowed in the proposed PUD are consistent with the proposed General Plan Land Use Map designation.

3. <u>Transit Oriented Development Strategic Policy Framework</u>

The Transit Oriented Development (TOD) Strategic Policy Framework is part of the City's General Plan which identified planning typologies to describe urban environments. The subject site is within one mile of the 24th Street / Washington Street and 24th Street / Jefferson Street light rail stations. The identified environment for the station 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 supportive retail, mid-rise living and low-rise office employment. The proposed PUD allows a mix of residential and commercial uses



TOD Strategic Policy Framework Placetypes, Source: Planning and Development Department

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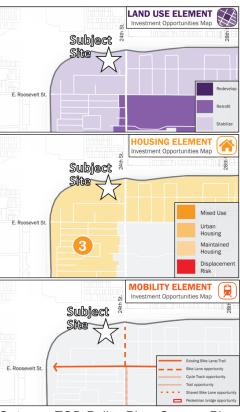
that is consistent with the Minor Urban Center place type in addition to light industrial uses beyond 100 feet from 24th Street and in close proximity to the freeway interchange.

4. Gateway Transit Oriented Development District Policy Plan

The site is located within the Gateway TOD District, the boundaries for which are State Route 143 or the Hohokam Expressway to the east, Interstate 10 to the west, the Loop 202 to the north, and Air Lane to the south. The policy plan adopted for the Gateway 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 Gateway TOD District, one key recommendation is the implementation of a form-based zoning code. The proposed PUD has development standards based on the Walkable Urban Code, which furthers the vision for form-based zoning at this location. The proposed standards based on the T5:3 transect are consistent with lower-intensity transects generally located farther from the light rail stations.

The Gateway TOD Policy Plan identifies the subject site with the "stabilize" and "maintained housing" labels on the land use and housing element maps, highlighting the need for contextual development that is sensitive the surrounding neighborhoods. The proposed 40-foot height limit is consistent with these designations.

The site also fronts on 24th Street, which is identified for a bike lane opportunity in the mobility element, and is also in close proximity to the Garfield-Edison Park Proposed Bike Improvements which will connect the site to Downtown Phoenix with a bike boulevard. While the proposed development would not create a new bike lane, it would include bicycle parking and a pedestrian friendly frontage that meets the vision of alternative transportation options at this location.

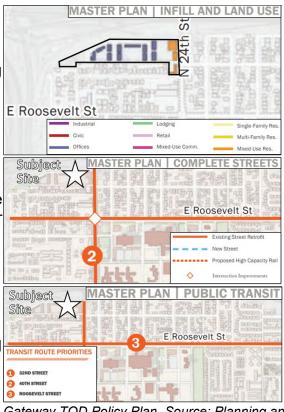


Gateway TOD Policy Plan, Source: Planning and Development Department

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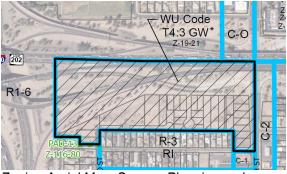
The Gateway TOD Policy Plan identifies the subject site in the master plan as a development opportunity with a future conceptual mixed-use development along 24th Street and office development internal to the site, while noting that the WU Code would not prescribe specific uses but would allow a more flexible mix based on market conditions. The proposed PUD provides light industrial uses, as permitted in the Downtown Code Warehouse Character Area, in the interior of the site near the freeway interchange and allows commercial and multifamily residential uses along the 24th Street frontage. The plan also identifies 24th Street as a complete streets priority street. In the public transit map of the master plan, Roosevelt Street is identified as a transit route priority, highlighting that future transit improvements should be made along the corridor, which is one block south of the subject site.



Gateway TOD Policy Plan, Source: Planning and Development Department

SURROUNDING LAND USES AND ZONING

5. The subject site is a vacant property zoned WU Code T4:3 GW, which was the subject of Rezoning Case Z-19-21-8, approved in 2022. To the north and west are freeways. To the south are single-family homes zoned R-3 RI, R1-6, and R1-6 (Approved PAD-13). To the south across Portland Street is a vacant building zoned C-1. To the east, across 24th Street are commercial uses and vacant land zoned C-2.



Zoning Aerial Map, Source: Planning and Development Department

PROPOSAL

6. The proposal was developed utilizing the PUD zoning district. The Planned Unit Development (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 authors and proposes

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standards and guidelines that are tailored to the context of a site on a case by case basis. Where the PUD Development Narrative is silent on a requirement, the applicable Zoning Ordinance provisions will be applied.

7. The PUD proposes commercial uses adjacent to 24th Street and light industrial uses in the interior of the site with development standards designed to simulate the Walkable Urban (WU) Code Transect T5:3 district, which would create enhanced frontages that interact with the public realm on 24th Street and incorporate other pedestrian-friendly design elements. The development standards would also implement a height limit and enhanced setback along the south property line to protect the adjacent established residential neighborhood.

8. Land Use

The proposed development narrative allows permitted uses consistent with the Downtown Code (DTC) Warehouse Character Area as contained in the land use matrix in Section 1204 of the Zoning Ordinance, which would permit a mix of residential, commercial, and light industrial uses. There are several other uses listed that would be allowed without use permits or special permits, including drive-through restaurants, outdoor dining, recreation, and liquor service accessory to a bar, wholesale sales, and warehousing.

The PUD proposes to limit certain uses within 100 feet of 24th Street in order to maintain compatibility with the walkable urban intent of the area. These prohibited uses include industrial and manufacturing uses, self-service storage, and warehousing.

9. **Development Standards**

The PUD proposes development standards based on the WU Code T5:3 District with modifications to accommodate the unique characteristics of the site. The table below summarizes the key development standards set forth in the narrative. Compared to the WU Code T5:3 District, the PUD has a lower height limit and maximum lot coverage, a larger maximum setback on 24th Street, a larger minimum setback along the south property line, and a higher open space requirement.

<u>Standard</u>	PUD Proposed
Maximum Building Height	40 feet
Maximum Density	No Maximum
Maximum Lot Coverage	75 percent
Building Setbacks	24th Street: 20 feet maximum Portland Street: 10 feet maximum Side - adjacent to residential zoning: 50 feet minimum

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	Side - adjacent to freeways: 10 feet minimum
Minimum Building	24th Street: 50 percent
Frontage	Portland Street: 0 percent
Frontage Types	Storefront, Gallery, Arcade, Forecourt, or alternative
	frontages as per Section 1305.B.1.c
Minimum Open Space	7 percent total; 2 percent public open space
Parking (vehicles and	Per Section 1307; minimum 15 percent shall be EV
bicycles)	capable
Location of loading	Loading docks shall not be visible from 24th Street or
docks	on any building elevations directly facing the south
	property line
Shade	Public sidewalks, internal walkways, and open space:
	75 percent minimum;
	Surface parking lots (within 100 feet of 24th Street): 25
	percent

10. Landscape Standards

The PUD sets forth standards for perimeter landscape setbacks and landscaping within adjacent rights-of-way. The table below summarizes the key landscape standards. The PUD landscape standards exceed all landscape standards of the WU Code T5:3 District.

<u>Standard</u>	PUD Proposed
Minimum Landscape	Side (south): 8 feet
Setbacks	Side (adjacent to freeways): 5 feet
Planting Standards	50 percent 2-inch caliper, 50 percent 3-inch caliper
(Perimeter Landscape	trees, planted 20 feet on center; five 5-gallon shrubs per
Setbacks)	tree
Planting Standards	50 percent 2-inch caliper, 50 percent 3-inch caliper
(Right-of-way)	trees, planted 20 feet on center; five 5-gallon shrubs per tree
Streetscape	24th Street (adjacent to City of Phoenix right-of-way): 8- foot-wide sidewalk, 10-foot-wide planting area between back of curb and sidewalk
	24th Street (ADOT right-of-way): As approved by ADOT
	24th Street (Within the sidewalk easement): 8-foot-wide detached sidewalk, 10-foot-wide planting area between back of curb and sidewalk
	Portland Street: 5-foot-wide detached sidewalk, 5-foot-wide planting area between back of curb and sidewalk

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11. Design Guidelines

The PUD proposes design guidelines that enhance the appearance and functionality of the buildings, open space, and amenities on-site. Buildings will use a consistent color palette and provide a variety of materials on each building façade. Building elevations facing 24th Street will contain a minimum of 75 percent glazing materials and follow defined frontage type standards. The PUD requires minimum amenities to be provided within the open space area.

AREA PLANS, OVERLAY DISTRICTS, AND INITIATIVES

12. Complete Streets Guiding Principles

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. To promote safety and connectivity for all users, the PUD proposes standards for shaded, detached sidewalks along 24th Street and Portland Street and enhanced shade for all sidewalks.

13. Comprehensive Bicycle Master Plan

The City of Phoenix adopted the Comprehensive Bicycle Master Plan in 2014 to guide the development of its bikeway system and supportive infrastructure. 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 PUD narrative incorporates requirements for bicycle parking to encourage multi-modal transportation.

14. 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 PUD narrative includes standards for shaded, detached sidewalks along 24th Street and Portland Street and enhanced shading requirements for sidewalks and surface parking lots, in addition to enhanced tree sizes within landscape areas.

15. Monarch Butterfly

In April 2021, Mayor Kate Gallego signed the <u>National Wildlife Federation's Mayor's Monarch Pledge</u>. This pledge commits the City to take action to support the monarch butterfly population. In the United States, loss of milkweed habitat is a major factor in the decline of the monarchs. Arizona has at least 29 species of milkweed native to the state. Adult monarchs feed on the nectar of many flowers, but they breed only where milkweeds are found. To support the monarch butterfly

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population, the PUD narrative includes standards for the planting of milkweed shrubs, or other native nectar plant species, on the subject site.

16. Transportation Electrification Action Plan

In June 2022, the Phoenix City Council approved the Transportation Electrification Action Plan. The current market desire for the electrification of transportation is both a national and global phenomenon, fueled by a desire for better air quality, a reduction in carbon emissions, and a reduction in vehicle operating and maintenance costs. Businesses, governments and the public are signaling strong future demand for electric vehicles (EVs), and many automobile manufacturers have declared plans for a transition to fully electric offerings within the coming decade. This Plan contains policy initiatives to prepare the City for a future filled with more EVs, charging infrastructure and e-mobility equity, and outlines a roadmap for a five-step plan to prepare for the EV infrastructure needs of 280,000 EVs in Phoenix by 2030. One goal of the Plan to accelerate public adoption of electric vehicles through workplace, business, and multifamily charging infrastructure recommends a standard stipulation for rezoning cases to provide EV charging infrastructure. The PUD proposes a standard for electric vehicle parking, charging and infrastructure.

17. Conservation Measures for New Development

In June 2023, the Phoenix City Council adopted the Conservation Measures for New Development policy as part of a resolution addressing the future water consumption of new development (Resolution 22129). This resolution addresses the future water consumption of new development to support one of the City's Five Core Values in the General Plan which calls for Phoenix to - *Build the Sustainable Desert City*. The Conservation Measures for New Development policy includes direction to develop standards for consideration as stipulations for all rezoning cases that will address best practices related to water usage in nine specific categories. The PUD incorporates requirements for water conservation in the landscape standards.

18. Zero Waste PHX

The City of Phoenix is committed to its waste diversion efforts and has set a goal to become a zero waste city, as part of the city's overall 2050 Environmental Sustainability Goals. One of the ways Phoenix can achieve this is to improve and Section 716 of the Phoenix Zoning Ordinance expand its recycling and other waste diversion programs. The applicant has not determined whether recycling services will be incorporated, however recycling is listed as a potential amenity within the open space areas within the PUD Narrative.

COMMUNITY INPUT SUMMARY

19. At the time this staff report was written, staff has received one letter in support of this request.

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INTERDEPARTMENTAL COMMENTS

- 20. The Street Transportation Department commented that a minimum 40 feet of right-of-way shall be dedicated for the west side of 24th Street adjacent to City of Phoenix right-of-way, additional dedications and improvements shall be constructed as required by the Traffic Impact Analysis, a minimum 10-foot-wide sidewalk easement shall be dedicated for the west side of 24th Street, vehicular access shall be prohibited onto Portland Street and 22nd Street unless emergency access is required by the Fire Department, right-of-way shall be dedicated for the extension of the existing alleyway and for 22nd Street unless abandoned, all electrical utilities within the right-of-way shall be undergrounded, unused driveways shall be replaced with sidewalk, curb, and gutter, and the developer shall construct all streets within and adjacent to the development with all required improvements and comply with ADA standards. These are addressed in Stipulation Nos. 2 through 10.
- 21. The Aviation Department commented that the owner shall record documents that disclose the existence and operational characteristics of Phoenix Sky Harbor Airport to future owners and tenants of the property. This comment is addressed in Stipulation No. 11.

OTHER

- 22. The site is located in a larger area identified as being archaeologically sensitive. If further review by the City of Phoenix Archaeology Office determines the site and immediate area to be archaeologically sensitive, and 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. 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 Stipulation Nos. 12 through 14.
- 23. Staff has not received a completed form for the Waiver of Claims for Diminution in Value of Property under Proposition 207 (A.R.S. 12-1131 et seq.), as required by the rezoning application process. Therefore, a stipulation has been added to require the form be completed and submitted prior to final site plan approval. This is addressed in Stipulation No. 15.
- 24. 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.

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Findings

- 1. The proposal is consistent with the proposed General Plan Land Use Map Designation and the Gateway TOD Policy Plan.
- 2. The proposal will facilitate new light industrial development, contributing to economic development in the Central City Village.
- 3. The proposed PUD sets forth design and development standards that will enhance connectivity in the immediate vicinity, including enhanced shade and detached sidewalks and standards to buffer the proposed uses from adjacent residences.

Stipulations

- 1. An updated Development Narrative for the Phoenix Airpark Gateway 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 July 31, 2024, as modified by the following stipulations:
 - a. Front cover: Revise the submittal date information to add the following: City Council adopted: [Add adoption date] and to revise the hearing draft submittal date to July 31, 2024.
- 2. A minimum 40-feet of right-of-way shall be dedicated for the west side of 24th Street, adjacent to City of Phoenix right-of-way.
- 3. Additional right of way dedications and improvements shall be constructed along the west side of 24th Street, as required by the approved Traffic Impact Analysis.
- 4. A minimum 10-foot sidewalk easement shall be dedicated for the west side of 24th Street, adjacent to the development for the full length of the street frontage. The required streetscape area shall be encompassed by sidewalk easement.
- Vehicular access, including for emergency purposes, shall be prohibited onto Portland Street and 22nd Street from the subject site. Upon request for an emergency access point from the Fire Department, the applicant shall submit an updated Traffic Impact Analysis to be reviewed and approved by the Street Transportation Department.

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- 6. A minimum 20-foot-wide right-of-way shall be dedicated, including alley triangle, for the extension of the existing alleyway per City of Phoenix standards. Alternatively, an application to consider the abandonment of the existing alley dedication may be submitted and subject to the outcome established in the public hearing process.
- 7. Right-of-way shall be dedicated for the extension or termination of 22nd Street and constructed to City of Phoenix standards. Alternatively, an application to consider the abandonment of the existing 22nd Street right-of-way may be submitted and subject to the outcome established in the public hearing process.
- 8. All existing electrical utilities within the public right-of-way shall be undergrounded, adjacent to the development, or as otherwise approved by the Street Transportation Department. The developer shall coordinate with the affected utility companies for their review and permitting.
- 9. Replace unused driveways with sidewalk, curb, and gutter. Also, replace any broken or out-of-grade curb, gutter, sidewalk, and curb ramps on all streets and upgrade all off-site improvements to be in compliance with current ADA guidelines.
- 10. 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 Planning and Development Department. All improvements shall comply with all ADA accessibility standards.
- 11. The property owner shall record documents that disclose the existence, and operational characteristics of Phoenix Sky Harbor Airport 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 reviewed and approved by the City Attorney.
- 12. If determined necessary by the Phoenix Archaeology Office, 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.
- 13. If Phase I data testing is required, and 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, the applicant shall conduct Phase II archaeological data recovery excavations.
- 14. 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.

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15. Prior to final site plan approval, the landowner shall execute a Proposition 207 waiver of claims form. The waiver shall be recorded with the Maricopa County Recorder's Office and delivered to the City to be included in the rezoning application file for record.

Writer

Anthony Grande August 2, 2024

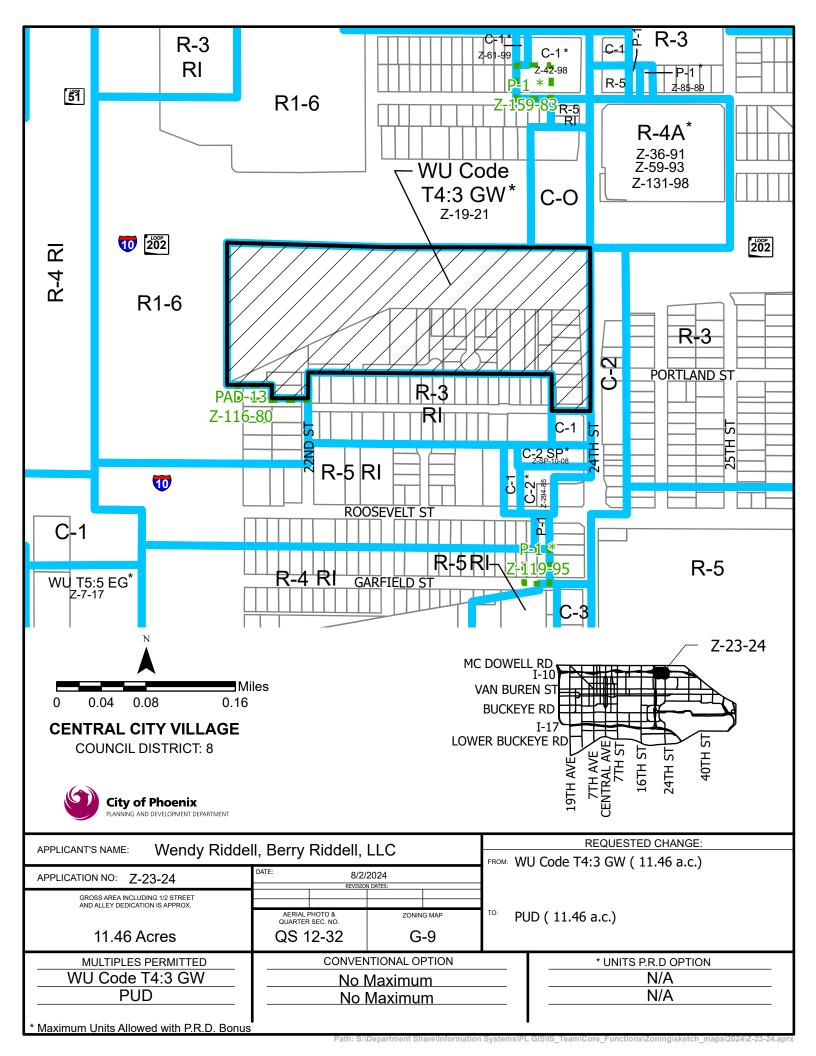
Team Leader

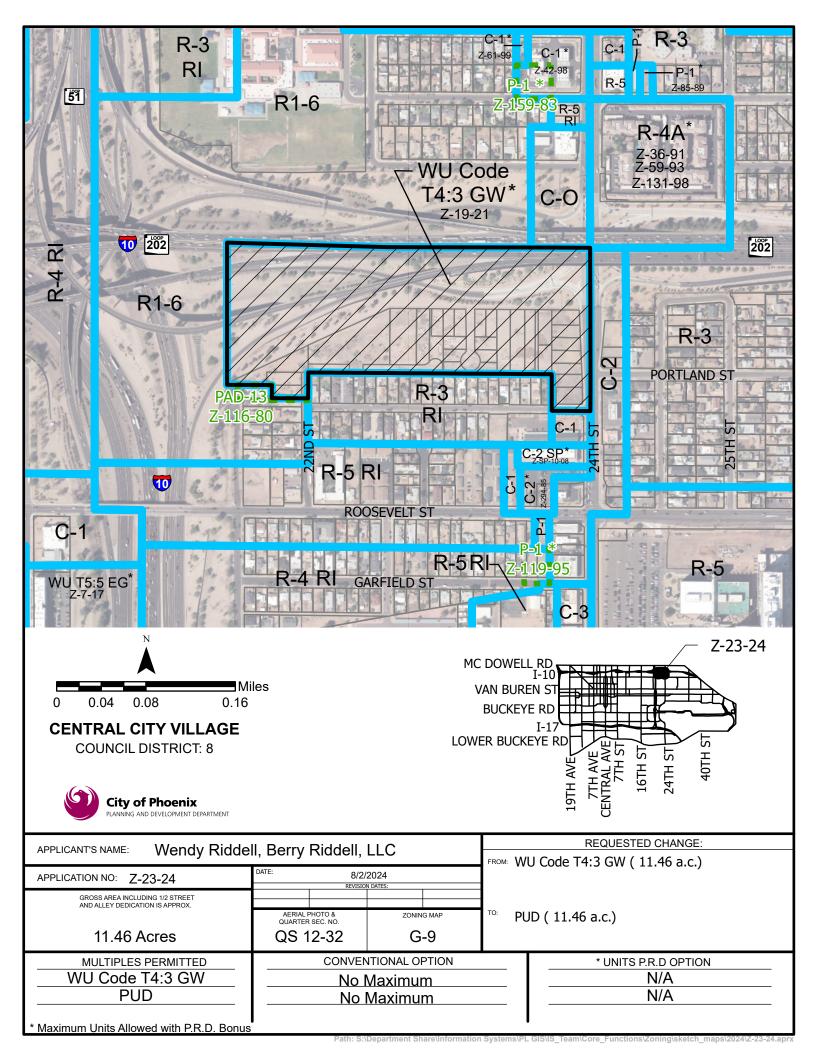
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Exhibits

Sketch Map Aerial Map

<u>Phoenix Airpark Gateway PUD</u> development narrative date stamped July 31, 2024 Community Correspondence







May 9, 2024

Mr. Josh Bednarek City of Phoenix Planning and Development Director 200 W. Washington Street Phoenix, Arizona 85003

Re: Baker Development - 9.8 acres at the SWC of 24th Street and Loop 202

Dear Mr. Bednarek:

Baker Development has presented a development plan for two, light industrial buildings and a free-standing showroom building to our executive team.

As stakeholders in the community located a few blocks away, we support this plan because we believe the plan will revitalize this economically underserved community, positively impact the quality-of-life for those who live and work in the area and be the catalyst for future investment in our community.

Thank you for the opportunity to participate in this process. Please feel free to contact me with any questions regarding this support letter.

Sincerely,

Stephen A. Purves President & CEO

Stadent Linea

Valleywise Health

