



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report: Z-131-24-8
November 8, 2024

Central City Village Planning Committee Hearing Date: November 18, 2024

Planning Commission Hearing Date: December 5, 2024

Request From: [WU Code T4:3 EG](#) (Walkable Urban Code, Transect 4:3 District, Transit Eastlake-Garfield Character Area) (1.57 acres)

Request To: [WU Code T5:5 EG](#) (Walkable Urban Code, Transect 5:5 District, Transit Eastlake-Garfield Character Area) (1.57 acres)

Proposal: Community commercial uses

Location: Northeast corner of 18th Street and Villa Street

Owner: City of Phoenix Housing Department

Applicant: City of Phoenix Planning Commission

Representative: Manjula Vaz, Gammage & Burnham, PLC

Staff Recommendation: Approval, subject to stipulations

<u>General Plan Conformity</u>			
<u>General Plan Land Use Map Designation</u>		Residential 10 to 15 dwelling units per acre	
<u>Street Map Classification</u>	18th Street	Local Street	26-foot east half street
	Villa Street	Local Street	32.1-foot north half street
	McKinley Street	Local Street	26-foot south half street
<i>CONNECT PEOPLE & PLACES; TRANSIT ORIENTED DEVELOPMENT; LAND USE PRINCIPLE: Support compact, small block, mixed use development in appropriate locations.</i>			
The proposed zoning district will facilitate mixed-use development at an appropriate location in the Eastlake-Garfield Transit Oriented Community.			

General Plan Conformity

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS; DIVERSE NEIGHBORHOODS; LAND USE PRINCIPLE: Communities should consist of a mix of land uses to provide housing, shopping, dining and recreational options for residents.

The proposal will contribute to a mix of uses in the surrounding area by allowing commercial uses in existing buildings on a portion of a larger multifamily development site.

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

The proposal provides trees and shade on the adjacent sidewalks which will reduce the urban heat island effect while also improving thermal comfort to site users and the surrounding neighborhood.

Applicable Plans, Overlays and Initiatives

[Transit Oriented Development Strategic Policy Framework](#) – See Background Item No. 3.

[Eastlake-Garfield Transit Oriented Development Policy Plan](#) – See Background Item No. 4.

[Comprehensive Bicycle Master Plan](#) – See Background Item No. 7.

[Complete Streets Guiding Principles](#) – See Background Item No. 8.

[Tree and Shade Master Plan](#) – See Background Item No. 9.

[Zero Waste PHX](#) – See Background Item No. 10.

Surrounding Land Uses/Zoning

	<u>Land Use</u>	<u>Zoning</u>
On Site	Vacant buildings	WU Code T4:3 EG
North (across McKinley Street)	Vacant buildings (proposed employment and education center)	WU Code T5:2 EG HP
South (across Villa Street)	St. Luke’s Medical Center	C-2 H-R
East	Vacant land (proposed multifamily residential)	WU Code T4:3 EG
West (across 18th Street)	Multifamily residential	R-4

Walkable Urban Code T5:5 EG		
<u>Standards</u>	<u>Requirements</u>	<u>Provisions on the Proposed Site Plan</u>
Gross Acreage	N/A	1.57
Total Number of Units	No maximum	N/A
Density	No maximum	N/A
Building Height	56-foot maximum	24 feet (Met)
Parking	Overall site: 124 spaces minimum	138 spaces (Met)
Bicycle Parking – Per Section 1307.H.6.a	27 spaces minimum	35 spaces (Met)
<i>Minimum Streetscape Standards (Section 1312.B)</i>		
Local Streets (18th Street, Villa Street, McKinley Street)	Sidewalk: 5 feet Landscape: 5 feet	Sidewalks: 5 feet (Met) Landscape (18th Street and Villa Street): 5 feet (Met) Landscape (McKinley Street): None (Not Met)*
<i>Main Building Setbacks</i>		
Villa Street (Primary Frontage)	12-foot maximum	9 feet (Met)
18th Street; McKinley Street (Secondary Frontages)	10-foot maximum	20 feet (Not Met)**
Side/rear (East)	0-foot minimum	Not specified
<i>Parking Setbacks</i>		
Villa Street (Primary Frontage)	30-foot minimum or behind building	Behind building (Met)
18th Street; McKinley Street (Secondary Frontages)	20-foot minimum, 10-foot landscape setback	Behind building (Met)
Side/rear (East)	0-foot minimum	Not specified
<i>Lot Requirements</i>		
Lot Coverage	Overall site: 80 percent maximum	29 percent (Met)
Villa Street (Primary Frontage)	70 percent minimum	Not specified

Walkable Urban Code T5:5 EG		
<u>Standards</u>	<u>Requirements</u>	<u>Provisions on the Proposed Site Plan</u>
18th Street; McKinley Street (Secondary Frontages)	50 percent minimum	Not specified
<i>Frontage Types Allowed</i>		
All street frontages	All frontages or alternative frontages per Section 1305.B.1.c	Not specified

*Site plan revision or variance required

**Existing condition

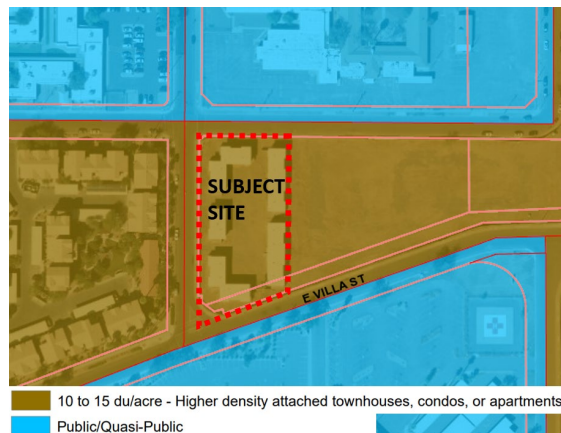
Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone a 1.57-acre site located at the northeast corner of 18th Street and Villa Street from WU Code T4:3 EG (Walkable Urban Code, Transect 4:3 District, Transit Eastlake-Garfield Character Area) to WU Code T5:5 EG (Walkable Urban Code, Transect 5:5 District, Transit Eastlake-Garfield Character Area) to allow community commercial uses.

The subject site is zoned WU Code T4:3 EG and contains five vacant two-story buildings. The site was originally subdivided in 1891 and annexed into the City of Phoenix in 1938. It was zoned R-4 (Multifamily Residence District) from 1961 until 2017 when the City Council approved Rezoning Case No. Z-57-17-8, rezoning the subject site to WU Code T4:3 EG as part of a larger plan to facilitate the Edison-Eastlake Choice Neighborhoods development on the subject site and adjacent properties owned by the City of Phoenix.

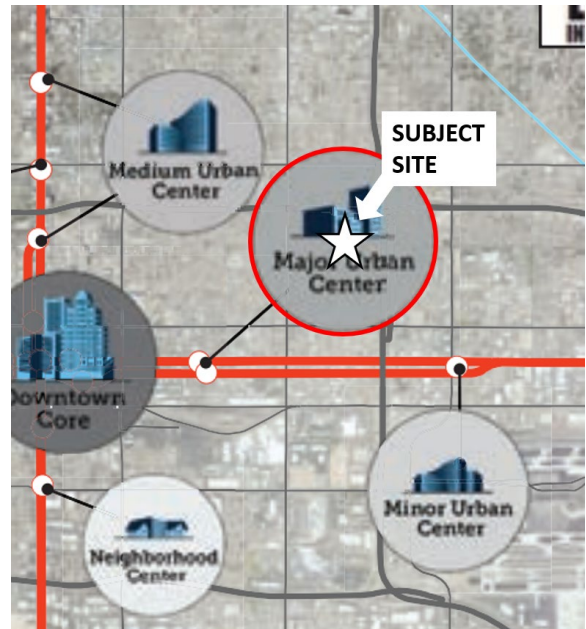
2. The General Plan Land Use Map designation for this site is Residential 10 to 15 dwelling units per acre. The proposed Walkable Urban Code mixed-use transect is not consistent with the designation; however, a General Plan Amendment is not required since the site is less than 10 acres. The General Plan Land Use Map designation to the east and west is Residential 10 to 15 dwelling units per acre and to the north and south is Public/Quasi-Public.



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

3. **Transit Oriented Development Strategic Policy Framework**

The Transit Oriented Development 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 light rail stations at 12th Street / Washington / Jefferson. The identified environment for the station is Major Urban Center. Major Urban Center is a place type characterized by medium intensity with building heights typically from four to eight stories with incentive heights of up to 15 stories. Land uses may include destination retail and entertainment, mid-rise living, and office employment. The proposed WU Code Transect allows a mix of uses up to 56 feet in height, and is consistent with this place type.

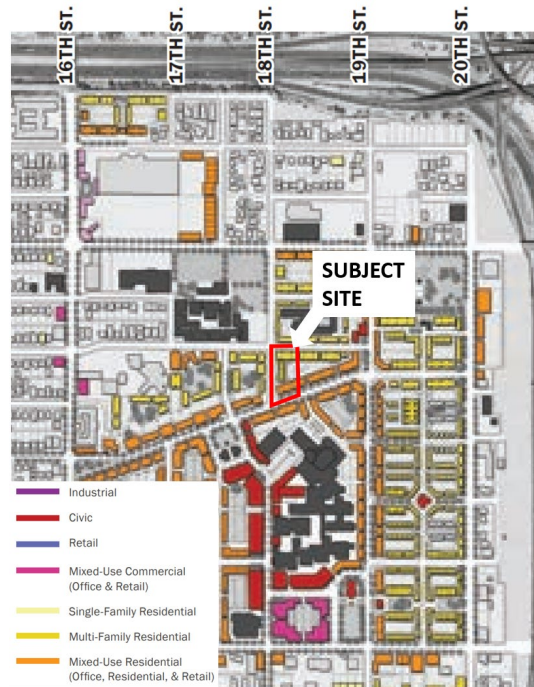


TOD Strategic Policy Framework Placetypes, Source: Planning and Development Department

4. **Eastlake-Garfield Transit Oriented Development Policy Plan**

The site is located within the Eastlake-Garfield TOD Policy Plan area, the boundaries for which are State Route 143 or the Hohokam Expressway to the east, Interstate 10 to the north and east, 7th Street to the west, and the Union Pacific Railroad to the south. The policy plan adopted for the Eastlake-Garfield TOD District provides a blueprint for fully achieving the transformative potential of light rail in a sustainable manner. Changes advocated in the plan can lower transportation costs for residents, create new business opportunities, encourage active, healthy lifestyles, ensure Phoenix increases its competitive advantage in the global marketplace, and improve prosperity by growing the economy in locations with existing infrastructure and public services. In order to realize the implementation of the Vision and Master Plan for the Eastlake-Garfield TOD District, one key recommendation is the implementation of a form-based zoning code.

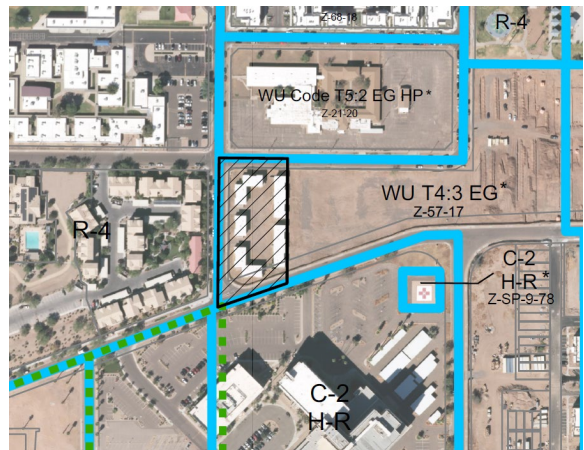
The existing and proposed Walkable Urban Code zoning further that vision. The proposed T5:5 Transect allows a mix of residential and commercial uses consistent with a walkable urban environment. This mix of uses is consistent with the designation in the plan for a mix of multifamily residential and mixed-use residential (office, residential, and retail).



Eastlake-Garfield TOD Policy Plan, Source: Planning and Development Department

SURROUNDING LAND USES AND ZONING

5. To the west (across 18th Street) is a multifamily residential development zoned R-4. To the north (across McKinley Street) is a vacant building zoned WU Code T5:2 EG HP, proposed to be an employment and education center within the historic building. To the south (across Villa Street) is the St. Lukes Medical Center campus zoned C-2 H-R. To the east is the remainder of the site to be developed with multifamily residential under the proposal, which is currently vacant land zoned WU Code T4:3 EG.



Zoning Aerial Map, Source: Planning and Development Department

PROPOSAL

6. The proposed WU Code T5:5 District is described as a medium-high-intensity mixed-use fabric characterized by a broad mix of buildings that integrate retail, offices, live-work, and residential units up to 56 feet in height. As shown in the conceptual site plan attached as an exhibit, the proposal would retain the five existing vacant two-story buildings on the site, repurposing the buildings for a

mix of commercial uses to include a dental clinic, head start, community space, and office space. No new buildings are proposed. Vehicular access will be from two existing driveways on 18th Street.

The overall Edison-Eastlake Choice Neighborhoods development is underway with several buildings completed and several more currently under construction. In the planning phase, it was determined the existing buildings on the subject site should be preserved and used for community commercial uses. Because these uses would not be permitted in the existing WU Code T4:3 Transect, the City of Phoenix Planning Commission initiated this rezoning case to map the T5:5 Transect, which would allow the proposed uses.

AREA PLANS, OVERLAY DISTRICTS, AND INITIATIVES

7. [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 proposed development incorporates bicycle parking, per the WU Code standards.

8. [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. The proposed WU Code transect requires urban street frontages that enhance the pedestrian environment in the vicinity of the development. The proposal will provide detached sidewalks to enhance pedestrian connectivity in the area. This is addressed in Stipulation No. 3.

9. [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. WU Code standards require that all sidewalks be shaded to a minimum of 75 percent, and Stipulation No. 3 requires detached sidewalks on two street frontages.

10. [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

expand its recycling and other waste diversion programs. Section 716 of the Phoenix Zoning Ordinance establishes standards to encourage the provision of recycling containers for multifamily, commercial and mixed-use developments meeting certain criteria. The proposed development will incorporate recycling services.

COMMUNITY INPUT SUMMARY

11. At the time this staff report was written, staff has not received any community correspondence on this proposal.

INTERDEPARTMENTAL COMMENTS

12. The Street Transportation Department requested stipulations to require right-of-way dedications for the east side of 18th Street and the south side of McKinley Street, detached sidewalks on two street frontages, to replace unused driveways with curb, gutter, and sidewalk, and that all streets be constructed with the required improvements and comply with ADA accessibility standards. This is addressed in Stipulation Nos. 1 through 5.

OTHER

13. 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. 6 through 8.
14. 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. 9.
15. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements. Zoning adjustments, abandonments or other formal actions may also be required.

Findings

1. The proposal is consistent with the character of the surrounding area and the Eastlake-Garfield Transit Oriented Development Policy Plan vision for the site.
2. The proposal will allow adaptive reuse of existing buildings for community commercial uses that will contribute to the mix of uses in the area.
3. As stipulated, the proposal provides enhanced pedestrian and bicycle amenities consistent with the Eastlake-Garfield Transit Oriented Development Policy Plan, Comprehensive Bicycle Master Plan, Tree and Shade Master Plan, and the Complete Streets Guiding Principles.

Stipulations

1. A minimum 30-feet of right-of-way shall be dedicated and constructed for the east side of 18th Street.
2. A minimum 30-feet of right-of-way shall be dedicated and constructed for the south side of McKinley Street.
3. A minimum 5-foot-wide detached sidewalk separated by a minimum 5-foot-wide landscape area shall be constructed on the east side of 18th Street and the north side of Villa Street adjacent to the development, or as otherwise approved by the Street Transportation Department.
4. 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.
5. 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.
6. 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.
7. 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.

8. 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.
9. 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. This stipulation shall not be applicable if the property is owned by the City of Phoenix.

Writer

Anthony Grande

November 8, 2024

Team Leader

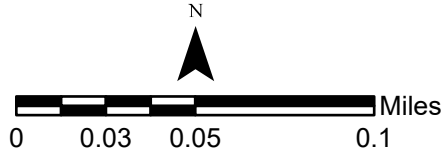
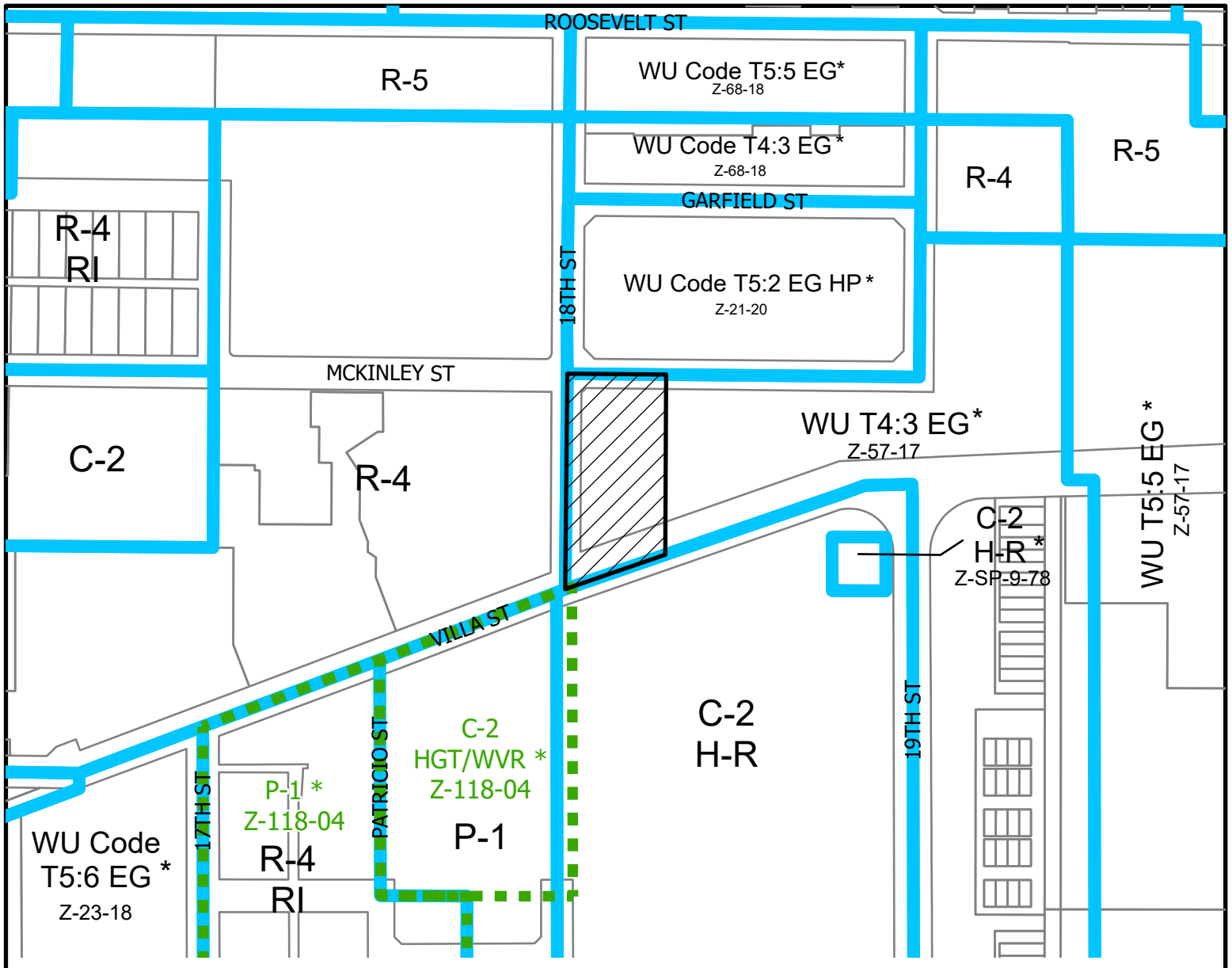
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Exhibits

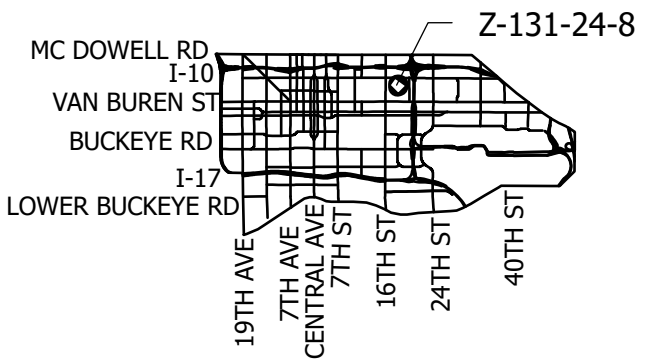
Sketch Map

Aerial Map

Conceptual Site Plan Date Stamped October 28, 2024 (2 pages)

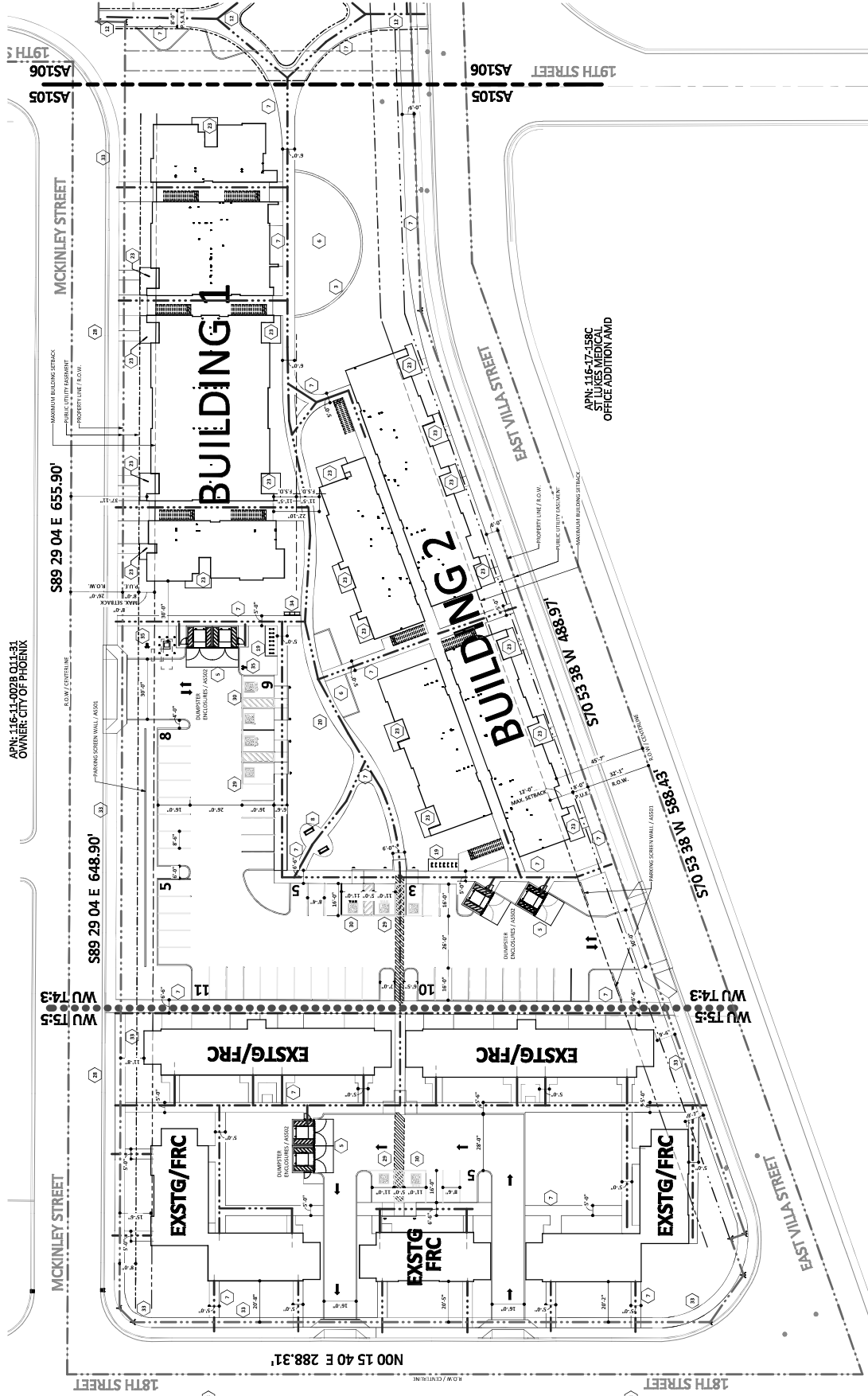


CENTRAL CITY VILLAGE
COUNCIL DISTRICT: 8



APPLICANT'S NAME: Gammage & Burnham, PLC		REQUESTED CHANGE:	
APPLICATION NO: Z-131-24-8	DATE: 10/3/2024	FROM: WU Code T4:3 EG (1.57 ac.)	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 1.57 Acres	REVISION DATES:		TO: WU Code T5:5 EG (1.57 ac.)
	AERIAL PHOTO & QUARTER SEC. NO. QS 11-31	ZONING MAP F-9	
MULTIPLES PERMITTED WU Code T4:3 EG WU Code T5:5 EG	CONVENTIONAL OPTION No Maximum No Maximum		* UNITS P.R.D OPTION N/A N/A

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



APN: 116-11-0028 OLL-31
OWNER: CITY OF PHOENIX

APN: 116-17-158C
ST. LUKES MEDICAL
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OFFICE ADDITION AND

APN: 116-16-0718
FRANK LUKE ADDITION
REZONATION

APN: 116-47-158C
ST. LUKES MEDICAL
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APN: 116-47-158C
ST. LUKES MEDICAL
OFFICE ADDITION AND

1 ARCHITECTURAL SITE PLAN WEST
SCALE: 1"=30'-0"

SITE IMPROVEMENTS KEY

INDEX	DESCRIPTION
1	TYPE X, GFC CONCRETE PAVING - REFER TO CIVIL & LANDSCAPE PLANS
2	CONCRETE SIDEWALK - REFER TO LANDSCAPE PLANS
3	CONCRETE SIDEWALK - REFER TO LANDSCAPE PLANS
4	PAVING - REFER TO CIVIL & LANDSCAPE PLANS
5	PAVING - REFER TO CIVIL & LANDSCAPE PLANS
6	PAVING - REFER TO CIVIL & LANDSCAPE PLANS
7	CONCRETE SIDEWALK
8	IMPACT SOFTING AREA - SUPERIOR SHOCK BUILDING SHARED BENCH FOR EQUAL
9	FIRE FURNISHINGS - REFER TO LANDSCAPE PLANS
10	TYPE CONCRETE SIDEWALK - REFER TO LANDSCAPE PLANS
11	FREE GRADE - REFER TO LANDSCAPE PLANS
12	PAVING - REFER TO CIVIL & LANDSCAPE PLANS
13	PAVING - REFER TO CIVIL & LANDSCAPE PLANS
14	PAVING - REFER TO CIVIL & LANDSCAPE PLANS
15	PAVING - REFER TO CIVIL & LANDSCAPE PLANS

SITE IMPROVEMENTS KEY

INDEX	DESCRIPTION
16	MEDIAN PLANTING - REFER TO CIVIL & LANDSCAPE PLANS
17	TYPE X, GFC CONCRETE PAVING - REFER TO CIVIL & LANDSCAPE PLANS
18	CONCRETE SIDEWALK - REFER TO LANDSCAPE PLANS
19	CONCRETE SIDEWALK - REFER TO LANDSCAPE PLANS
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SITE PLAN SYMBOLS LEGEND

Symbol	INDICATES TRUCK THROUGH ZONING
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Department