



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report Z-64-17-3
(Shadow Mountain Memory Care PUD)
November 16, 2017

Paradise Valley Village Planning Committee Meeting Date: December 4, 2017

Planning Commission Hearing Date: January 4, 2018

Request From: R1-10 (3.72 acres)

Request To: PUD (3.72 acres)

Proposed Use: Planned Unit Development to allow an assisted living and memory care center

Location: Southwest corner of 32nd Street and Cheryl Drive

Owner: Exaltation of the Holy Cross Orthodox Church

Applicant and Developer: Zack Falk, Onelife Development, LLC

Representative: William Lally/Jacob Zonn, Tiffany & Bosco, P.A.

Staff Recommendation: Approval, subject to stipulations

General Plan Conformity			
General Plan Land Use Designation		Residential 3.5 to 5 du/acre	
Street Map Classification	32nd Street	Transitions from an Arterial along 32nd Street to a minor collector along Northern Avenue	52 feet (west half)
	Cheryl Drive	Local	25 feet (south half)
	Onyx Avenue	Local	30 feet (north half)
<p><i>CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; DIVERSE NEIGHBORHOODS; LAND USE PRINCIPLE:</i> Include a mix of housing types and densities where appropriate within each village that support a broad range of lifestyles.</p> <p>The PUD (Planned Unit Development) proposal will allow the site to transition into an assisted living/memory care center which will add to the housing type in the area as well as support a new range of lifestyles specifically for the senior population.</p>			

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND CHARACTER; LAND USE PRINCIPLE: New development and expansion or redevelopment of existing development in or near residential areas should be compatible with existing uses and consistent with adopted plans.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND CHARACTER; DESIGN PRINCIPLE: All housing should be developed and constructed in a quality manner.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND CHARACTER; DESIGN PRINCIPLE: Protect and enhance the character of each neighborhood and its various housing lifestyles through new development that is compatible in scale, design, and appearance.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND 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.

As required by the Design Standards of the PUD Narrative the assisted living / memory care center will be specifically designed to resemble a large single-family home by adding varied roof forms (shed, hip and gable), dormer bay projections, windows and building projections such as a porte-cochere at the entrance of the building on the eastern side. The height of the project is consistent with the surrounding single-family homes at a maximum permitted height of 30-feet, same as the height permitted in the R1-10 zoning district. In addition, the PUD has prohibited all other uses on the site and vehicular access onto Onyx Avenue has been restricted.

CONNECT PEOPLE AND PLACES CORE VALUE; BICYCLES; DESIGN PRINCIPLE: Development should include convenient bicycle parking.

The proposed PUD narrative requires that four bicycle parking spaces be provided on the site. This requirement will benefit visitors or employees of the assisted living/ memory care center using alternative modes of transportation.

STRENGTHEN OUR LOCAL ECONOMY CORE VALUE; ENTREPRENEURS AND EMERGING ENTERPRISES; LAND USE PRINCIPLE: Encourage land uses that promote the growth of entrepreneurs or new businesses in Phoenix in appropriate locations.

The proposed PUD will allow the opportunity for a family run business to open its first assisted living / memory care center in Arizona that will create jobs for nearby residents and serve the senior population looking for alternative housing options. Furthermore, the site's proximity to the frontage road narrows the amount of

appropriate uses for the site. The PUD's attention to scale and design is compatible with the neighborhood which makes the use appropriate for this location.

Applicable Area Plans and Principles

Squaw Peak Freeway Specific Plan - see #5 below.

North 32nd Street Corridor - see #6 below.

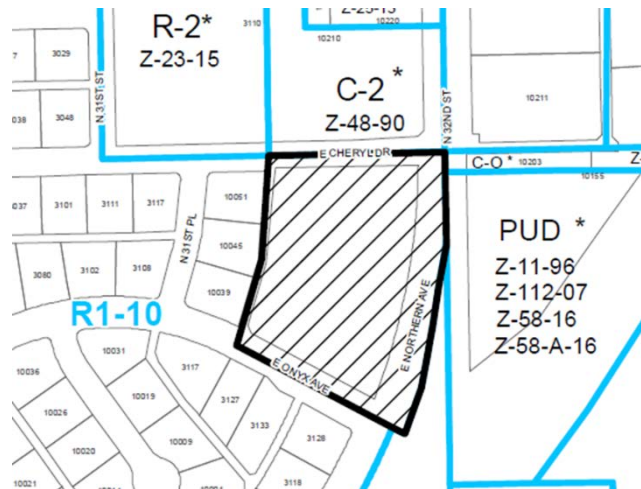
Surrounding Land Uses/Zoning

	Land Use	Zoning
On Site	Church	R1-10
North	Commercial shopping center	C-2
South	Single-family residential	R1-10
East	Self-storage facility, under construction	PUD to allow a mix of uses including a self-service storage facility
West	Single-family residence	R1-10

Background/Issues/Analysis

SUBJECT SITE

1. This is a request to rezone a 3.72-acre site located at the southwest corner of 32nd Street and Cheryl Drive from R1-10 (Single-Family Residence District) to PUD (Planned Unit Development) to allow an assisted living and memory care center for a maximum of 56 rooms and 72 beds.



2. The subject site consists of one parcel that is under the ownership of the Exaltation of the Holy Cross Orthodox Church. The subject site was annexed into the City of Phoenix on March 23, 1959. At that time, the majority of the area and the subject site consisted of vacant land. Maricopa County Historical Aerials indicate that the subject site was developed by 1962 and the single-family subdivision surrounding the site began to develop as well. The area began transitioning as parcels to the north got rezoned to commercial uses and transitioned once again when the SR-51 was built connecting across 32nd Street.



Source: Maricopa County Historical Aerial 1959



Source: Maricopa County Historical Aerial 1962

3. The General Plan Land Use Map designation for the subject site is Residential 3.5 to 5 dwelling units per acre. Although the proposal is not consistent with the General Plan Land Use map designation, an amendment is not required as the subject site is less than 10 acres.

The following General Plan Land Use Map designations are surrounding the site:



North: Commercial

East: Residential 3.5 to 5 dwelling units per acre

South: Residential 3.5 to 5 dwelling units per acre

West: Residential 3.5 to 5 dwelling units per acre

SURROUNDING ZONING AND USES

4.



North

The property to the north of the subject site is a commercial center zoned C-2 (Rezoning Case Z-48-90) consisting of a variety of intermediate commercial uses.

South

Directly south of the subject site across from Onyx Avenue is a single-family residential subdivision zoned R1-10 (Single-family Residence Districts) part of the Paradise Valley Oasis Subdivision.

East

Directly to the east of the subject site is 32nd Street, an arterial road that turns into Northern Avenue, a frontage road and a minor collector. Across 32nd Street is a parcel zoned PUD (Planned Unit Development, Rezoning Case Z-58-16) which permits self-service storage facilities and C-1 uses as outlined in Section 622 of the Phoenix Zoning Ordinance. The site is currently going

through the Development Services Department for permits for the self-service storage facility.

West

The western property line abuts a 16-foot wide alley which separates the subject site and three single-family homes zoned R1-10 (Single-family Residence District) part of the Paradise Valley Oasis Subdivision.

Squaw Peak Freeway Specific Plan

5. The subject site is within the boundaries of the Squaw Peak Freeway Specific Plan. This is a policy plan adopted by the Phoenix City Council on July 3, 1991 and serves to provide recommendations for freeway mitigation and proposes ways to maximize compatibility of land uses next to the freeway.

The proposed development is within Segment 3 of the policy plan and the subject site is identified as public/quasi-public in the Land Use Element section. However, the plan does not make a specific recommendation on what the proposed land use should be if the site was to redevelop.

A goal in the specific plan is to preserve and protect neighborhoods adjacent to the freeway. The PUD proposal supports the goal of the specific plan as the redevelopment of the site will cover a larger part of the parcel to provide a greater barrier from the freeway to the single-family neighborhood. In addition, there will be added landscaping on the site and the development will be in character with the single-family homes which will further preserve and protect the residential neighborhoods as identified in the policy plan.

North 32nd Policy Plan

6. The North 32nd Street Policy Plan was created through a community collaborative effort to provide guidance to future decision makers to identify areas where the community would support new development and entitlement changes within the corridor. Staff worked closely with the North 32nd Working Group to identify ways to revitalize the area to encourage redevelopment and investment. City staff held a mapping exercise with the community where participants branded properties along the corridor into one of the following categories: stability, retrofit and redevelopment or change. Areas identified for stability were to remain as is.



Areas identified for retrofit would include added landscaping, adaptive reuse of structures or additional pad development on vacant properties or parking lots that were underutilized. Areas identified as redevelop or change meant that there was support for significant new development that would result in an increase in scale by increasing density and traffic.

Although the subject site was not specifically identified in the mapping exercise, a pattern can be seen on the map which would indicate that the community was highly supportive of redevelopment for the segment known as 32nd Street and Shea Boulevard. In addition, it is noted in the policy plan that the majority of the interest from the community was specific to this segment and that many favored redevelopment and change. The assisted living / memory care center will bring redevelopment to a parcel that is underutilized that is compatible with the character and scale of the adjacent single-family neighborhood.

During the planning efforts for the North 32nd Corridor Policy Plan the Urban Land Institute (ULI) held a panel discussion with land use experts specifically selected for their ability to discuss matters which could enhance the North 32nd

Street Corridor. These discussions resulted in a summary report which included many components, one of them being specific strategies for action. Reinvest was a strategy which included housing and specifically identified senior housing as a great housing opportunity for the corridor. The PUD supports the housing recommendations made by ULI while developing a plan to revitalize the corridor.

PROPOSAL

7. 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 PUD Development Narrative is silent on a requirement, the applicable Zoning Ordinance provisions will be applied.

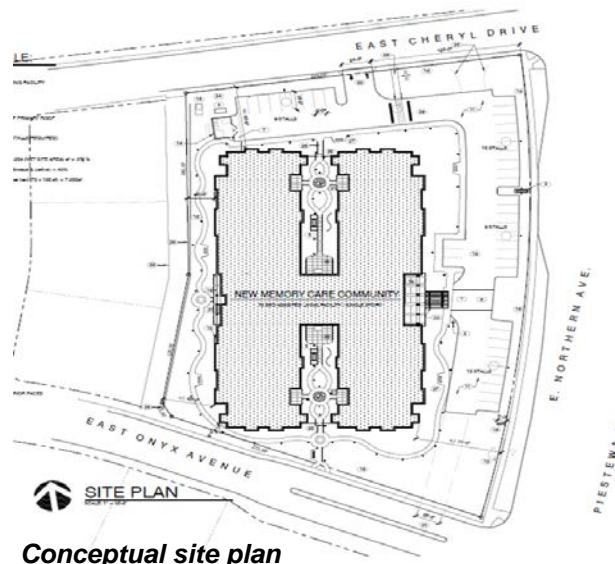
8. Below is a summary of the proposed standards for the subject site as described in the attached PUD Development Narrative date stamped November 21, 2017. The proposed standards were designed to allow for an Assisted Living Center and Memory Care Center for senior adults and designed to be compatible within the context of the surrounding neighborhood.

9. **Land Use**

The Development Narrative proposes a limited number of uses which include the following: Assisted Living and Memory Care Center with 56 rooms, and a maximum of 72 beds. Accessory uses such as a fitness/activity room, spa, salon/barber shop and private dining rooms are permitted for the use and convenience of the residents of the assisted living/memory care center. Temporary uses are permitted per the City of Phoenix Zoning Ordinance Standards Section 708.

10. **CONCEPTUAL SITE PLAN**

The site is located at the intersection of a local street and a frontage road that is classified as an arterial along 32nd Street and transitions into a minor collector along Northern Avenue. The proposed site plan identifies access off of Cheryl Drive at the center of the site. Access onto Onyx Avenue has been restricted to emergency access only. The majority of the parking is located along the eastern side of the property and nine parking spaces have been identified along Cheryl Avenue.



Conceptual site plan

The main entrance to the building is located along the eastern side of the building. Although the site plan is conceptual, the site layout and architectural design specifications identified in the design standards of the PUD ensure that the site will very much resemble what is shown on the site plan.

11. **Development Standards**

The table below provides a comparison between the proposed development standards and a comparable Zoning District in the Phoenix Zoning Ordinance:
Comparative development standards:

Development Standards	Proposed PUD	R-3 with Use Permit (Subdivision Option)
Height (Maximum)	1-story and 30 feet	2-story and 30 feet
Building Setbacks (Minimum)	<u>North:</u> 10 feet <u>South:</u> 3 feet <u>East:</u> 60 feet <u>West:</u> 20 feet	<u>North:</u> 15 feet <u>South:</u> 25 feet <u>East:</u> 10 feet <u>West:</u> 3 feet
Landscape Setbacks (Minimum)	<u>Street Sides-</u> <u>North:</u> 10 feet average <u>South:</u> 20 feet average <u>East:</u> 10 feet average <u>Adjacent to property-</u> <u>West:</u> 20 feet	<u>Street Sides-</u> <u>North:</u> 15 feet <u>South:</u> 25 feet <u>East:</u> 10 feet <u>Adjacent to property -</u> <u>West:</u> 5 feet
Lot Coverage (Maximum)	40%	R-3: 45% Use Permit: 25%

Open Space (Minimum)	11,942 sq. feet	<u>R-3</u> : 5% of gross area (8,102 sq. ft.) <u>Special Permit</u> : 100 sq. ft. of usable open space per bed (7,200 sq. ft.)
Parking (Minimum)	1 space per 2 patient beds (36 spaces)	1 space per 2 patient beds
Vehicular Access	Local street	<u>Use Permit Only</u> : from arterial or collector street
Wall Height (Maximum)	Shall comply with Section 703 (Landscape, Fences and Walls) of the Phoenix Zoning Ordinance	<u>North</u> : 6 feet <u>South</u> : 40 inches maximum for the first 25 feet then 6 feet in height <u>East</u> : 6 feet <u>West</u> : 6 feet

12. **Landscaping and Wall Standards**

The proposed landscaping includes drought tolerant, desert adapted plant material within a various landscape setbacks surrounding the site (excluding driveways). A 75% coverage is required to be maintained in all landscaped areas at maturity.

There are no proposed walls on the perimeter of the site on the site plan. However, the PUD narrative requires that the site comply with Section 703 of the Phoenix Zoning Ordinance and the design standards require that all walls be staggered clad walls with landscaping on both sides.

13. **PUD Compatibility to Zoning Ordinance**

The PUD proposes building setbacks that are comparable or greater than what is permitted by the Zoning Ordinance in the underlying zoning district with one exception, the southern building setback is 3-foot minimum compared to a 25-foot minimum. However, due of the shape of the lot only a small portion of the building would come close to the 3-foot property line as the southern landscape setback requires an average 20-foot setback. The open space standards are greater with a minimum of 11,942 sq. required compared to 8,102 square feet. The PUD landscape setbacks propose smaller averages compared to the minimum landscape setbacks required by the Zoning Ordinance; however, the design standards require landscaping on the porte-cochere at the entrance, landscaped walls at the northern and southern common space area and landscaping along the generator and transformer.

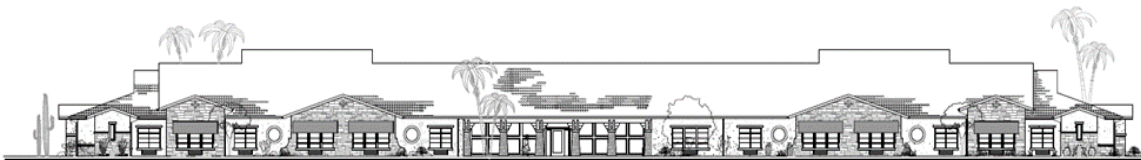
14. **Parking and Access**

Access to and from the site will be along Cheryl Drive along the center of the site. Access onto Onyx Avenue will be restricted. A minimum of 36 parking spaces will be proposed.

15. **Elevations and Design Standards**

Conceptual elevations are included in the PUD Narrative and the site is required to comply with City of Phoenix Zoning Ordinance Requirements of Section 507, Tab A (Guidelines for Design Review). In addition, design standards have been included in the PUD narrative to address the single-family architectural resemblance to promote and preserve the character of the surrounding single-family homes. Below is a list of some architectural features included in the PUD:

- Four sided architecture
- Variety of roof heights and styles (shed, hip and gable)
- Minimum of two accent colors
- Minimum 30% of building façade will be dedicated to architectural features
- An architectural feature shall be located every 40 lineal feet along the building which include but not limited to the following:
 - Building offsets
 - Columns
 - Shade structures
- A variety of window shapes and sizes shall be included on all sides of the building to contain a mixture to the following shapes/features:
 - Round
 - Arrow slot
 - Rectangular
 - Clerestory
 - Square



Conceptual Elevations

16. **Signage**

Signage is proposed to meet the City of Phoenix Zoning Ordinance requirements outlined in Section 705 (Signs). In addition, no building signage shall be permitted along Onyx Avenue and signs shall be designed to be compatible with the design of the building and shall reflect the architectural style, building material and landscape elements of the assisted living/memory care facility.

17. **Sustainability**

The Development Narrative proposes several practices to incorporate sustainability principles including building orientation that responds to climate, using drought tolerant trees, shaded open space, bicycle parking and is

committed to achieving 50 percent recycling of non-hazardous solid waste generated by the facility.

18. **Phasing**

The project will be constructed in one phase.

DEPARTMENT COMMENTS

19. The Street Transportation Department has proposed stipulations requiring that all streets within and adjacent to the development, as well as through the alley, 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 requirement is addressed in Stipulation 2.
20. The Street Transportation Department is requiring that the applicant submit a Traffic Impact Study or Statement to the City of Phoenix prior to preliminary approval of plans to determine if there will be potential traffic issues. This requirement is addressed in Stipulation 3.
21. 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.
22. The City of Phoenix Floodplain Management division of the Street Transportation 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 1735 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
23. The City of Phoenix Water Services Department has noted the property has existing water and sewer mains that can potentially serve the proposed development, however there is potential need to up size existing water and sewer infrastructure mains so that any remodels or new buildings will be able to meet domestic and fire code requirements.
24. No known archaeological work is necessary for this project. 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 requirement is addressed in Stipulation 4.

MISCELLANEOUS

25. 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 is addressed in the PUD noting that 50% of total non-hazardous solid waste generated by the work would be recycled.

26. 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.
2. The proposal is consistent with the mapping exercise redevelopment pattern identified at 32nd Street and Shea in the North 32nd Street Policy Plan.
3. The proposal would develop an underutilized parcel adjacent to the freeway.

Stipulations

1. An updated Development Narrative for the Shadow Mountain Memory Care 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 November 21, 2017, as modified by the following stipulations:
 - a. Cover Page, Change location to 32nd Street and Cheryl Drive.
 - b. Page 3; Table of Contents, H: change heading to Design Standards.
 - c. In all instances where Assisted Living / Memory Care facility is mentioned change to "Assisted Living / Memory Care Center".
 - d. Page 5, Project Goals, 3rd Paragraph, second sentence: delete "single-family homes".
 - e. Page 11, Development Standards Table, Maximum Density (du/acre): delete the row.
 - f. Page 11, Development Standards Table, Minimum Open Space: delete "A minimum of 100 square feet of usable outdoor open space per bed = 7,200 sf".

- g. Page 11, Development Standards Table, Minimum Open Space: state the following: "A minimum of 11,942 square feet of open space shall be provided"
 - h. Page 11, Development Standards Table, Landscape Standards: list the landscape setback requirements before landscape area.
 - i. Page 13, Amenities, 3rd Paragraph, first sentence: make a reference to the key note on the site plan when referring to the covered porch.
 - j. Page 14, Design Standards, Site Layout, 1st Paragraph, last sentence: revise as follows: "~~Some of~~ The site design elements ~~include~~ shall comply with the City of Phoenix Zoning Ordinance Section 507, Tab A (Guidelines for Design Review) and will include the following elements:
 - k. Page 17, Site Walls: change the 2nd and 3rd bullet point to arrows.
 - l. Page 17, Site Walls, 3rd bullet point: move this item to the development standards table as a bullet point for landscaping requirements.
 - m. Page 17, Open Space, 1st sentence, replace with the following language: "The PUD shall provide a minimum of 11, 942 square feet of open space"
 - n. Page 21, Comparative Zoning Standards, Maximum Density (du/acre) row: delete
 - o. Page 21, Comparative Zoning Standards, R-3 column, Landscape Setback, Street Side row change as follows:
 - "**North:** 15 feet"
 - "**South:** 25 feet"
 - "**East:** 10 feet "
2. The developer shall construct all streets adjacent to the development with paving, curb, gutter, sidewalk, curb ramps, streetlights, landscaping and other incidentals as per plans approved by the Planning and Development Department. All improvements shall comply with all ADA accessibility standards.
3. The developer shall submit a Traffic Impact Study or Statement (to be determined at time of meeting with the Street Transportation Department) to the City for this development. No preliminary approval of plans shall be granted until the study is reviewed and approved by the City.
4. 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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Writer

Maja Brkovic

November 21, 2017

Team Leader

Joshua Bednarek

Exhibits

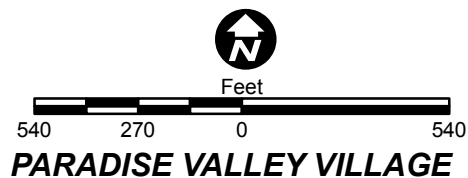
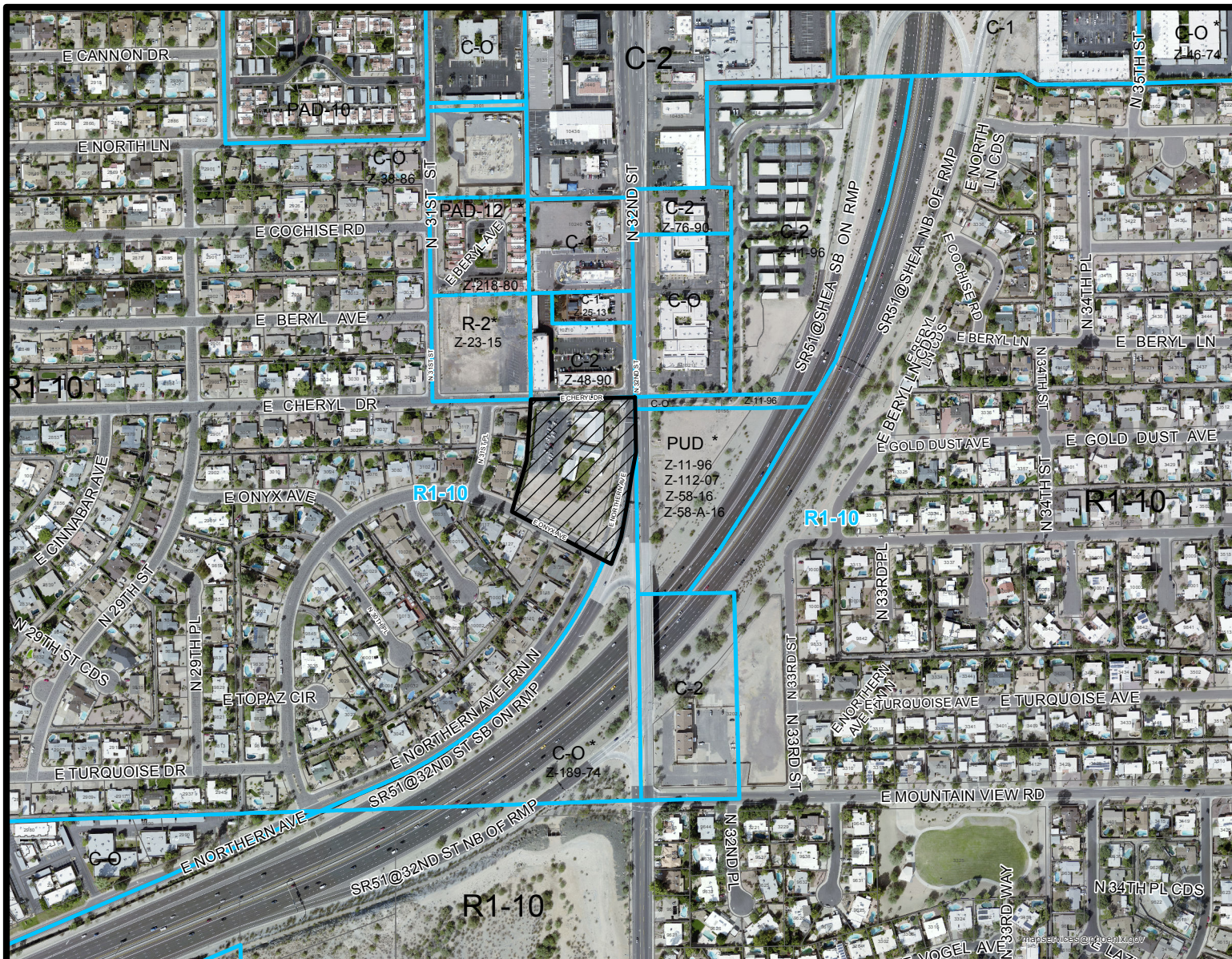
Zoning Sketch

Aerial Map

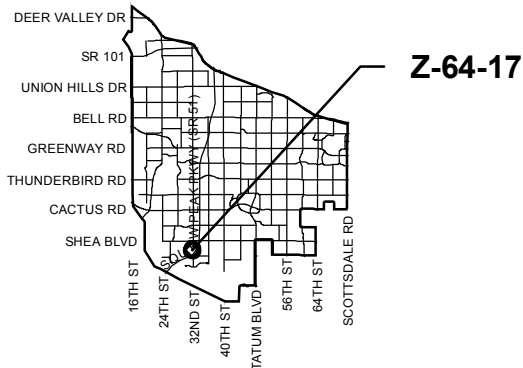
PUD Narrative (Date stamped November 21, 2017)

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





CITY COUNCIL DISTRICT: 3



APPLICANT'S NAME: William Lally, Tiffany & Bosco

APPLICATION NO. Z-64-17

GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.

3.72 Acres

DATE: 10/04/2017

REVISION DATES:

11/16/2017

AERIAL PHOTO & QUARTER SEC. NO.

QS 28 - 34

ZONING MAP

K - 10

REQUESTED CHANGE:

FROM: R1 - 10 (3.72 a.c.)

TO: PUD (3.72 a.c.)

MULTIPLES PERMITTED

R1 - 10

PUD

CONVENTIONAL OPTION

13

56

* UNITS P.R.D. OPTION

16

N/A

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