

Attachment B - Staff Report



City of Phoenix PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report: Z-50-18-4 (The Armory PUD) November 7, 2018

Central City [Village Planning Committee](#) Meeting Date November 19, 2018
[Planning Commission](#) Hearing Date December 6, 2018

Request From: [R-5](#) (5.02 acres)
Request To: [PUD](#) (2.28 acres)
[PUD HP](#) (2.74 acres)

Proposed Use Planned Unit Development to allow a mix of uses including light industrial, commercial, and multifamily residential.

Location Northeast corner of 17th Avenue and Roosevelt Street

Owner Jay Visconti

Applicant/Representative George A. Pasquel III, Withey Morris, PLC

Staff Recommendation Approval, subject to stipulations

General Plan Conformity			
General Plan Land Use Map Designation		Commercial	
Street Map Classification	Roosevelt Street	Minor Collector	Varies 30 to 35-foot north half street
	17th Avenue	Local	30-foot east half street
	16th Avenue	Local	30-foot west half street
	Linden Street	Local	30-foot south half street
CONNECT PEOPLE & PLACES CORE VALUE; INFILL; LAND USE PRINCIPLE: <i>Promote and encourage compatible infill development with a mix of housing types in neighborhoods close to employment centers, commercial areas, and where transit or transportation alternatives exist.</i>			
The subject site is located near Grand Avenue which is a key corridor that connects to Downtown Phoenix. This proposal will adaptively reuse the existing Arizona National Guard Armory building, while positioning the western portion of the site for redevelopment with a mix of uses including multifamily and commercial uses.			

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; HISTORIC DISTRICTS; LAND USE PRINCIPLE: Promote land use that encourages continued use of historic resources through rehabilitation and adaptive reuse.

The proposal includes rezoning the eastern portion of the site with a historic overlay to preserve the Arizona National Guard Armory building and encourage adaptive reuse of the building.

STRENGTHEN OUR LOCAL ECONOMY CORE VALUE; LOCAL AND SMALL BUSINESS; LAND USE PRINCIPLE: Facilitate adaptive reuse of older, underutilized properties to create mechanisms for new local and small businesses to operate, thrive and grow.

The reuse of the existing Arizona National Guard Armory building seeks to attract local small businesses including artists, craftsman, and other businesses that are complimentary with those found along Grand Avenue and within the surrounding neighborhoods.

Applicable Plans, Overlays, and Initiatives

[Tree and Shade Master Plan](#) – See Item No. 7 in the Background/Issues/Analysis Section.

[Reimagine Phoenix](#) – See Item No. 17 in the Background/Issues/Analysis Section.

Surrounding Land Uses/Zoning

	<u>Land Use</u>	<u>Zoning</u>
On Site	Former Arizona National Guard Armory	R-5
North	Industrial	A-1, C-3 ACOD
South	Vacant land, Single-Family Residences	A-1, R-5 RI
East	Group Home and Commercial, Multifamily Residential and Commercial	C-3 ACOD, C-3 DNS/WVR ACOD
West	Industrial	A-1

Background/Issues/Analysis

1. This request is to rezone a 5.02-acre site, located at the northeast corner of 17th Avenue and Roosevelt Street, from R-5 (Multifamily Residence District) to PUD (Planned Unit Development) and PUD HP (Planned Unit Development, Historic

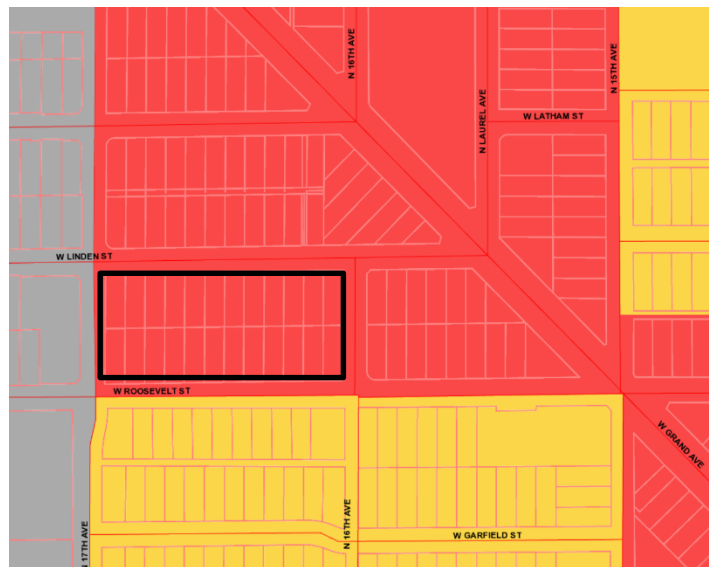
Preservation District) for a Planned Unit Development to allow for a mix of uses including light industrial, multifamily residential, and commercial.

The eastern portion of the site where the National Guard Armory building currently stands has the requested rezoning to PUD HP. The western portion of the site has the requested rezoning to PUD.

2. The subject site is currently developed with the National Guard Armory building, which was built in the 1950s. The western part of the site has an existing building once used as a mechanic shop for the National Guard Armory and the remaining site is a surface parking lot.

The site was zoned R-5 during the time the State of Arizona was the owner. The State is not subject to local zoning and therefore they were able to operate a National Guard Armory within a property zoned R-5, which would not be allowed otherwise.

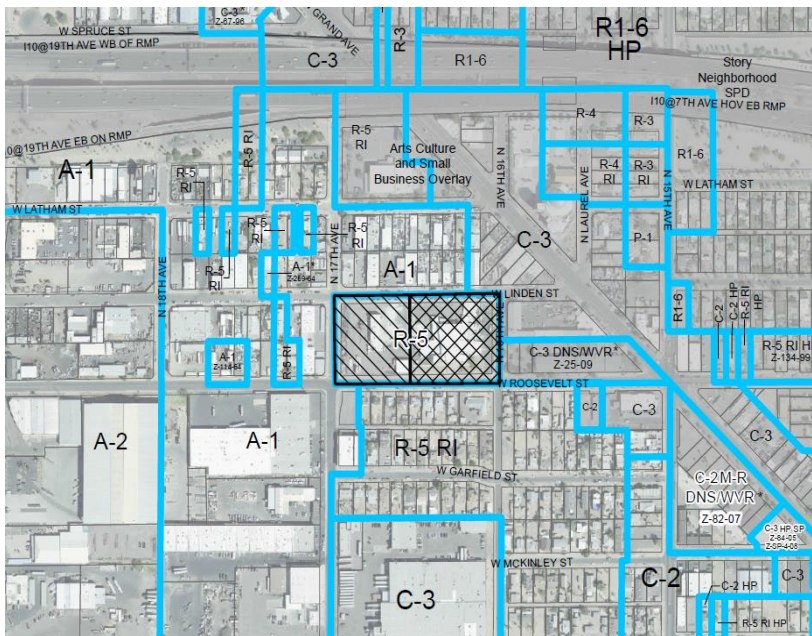
3. The General Plan Land Use Map designation for this property is commercial. The PUD proposes to allow a mix of uses that includes commercial, light industrial, and multifamily residential. Although not wholly consistent with the commercial designation, multifamily residential units are allowed in commercially zoned districts and the site is under 10 acres and therefore does not require a General Plan Land Use Map amendment.



Source: City of Phoenix Planning and Development Department

SURROUNDING USES & ZONING

4. To the north of the property are industrial uses, zoned A-1 (Light Industrial) and C-3 ACOD (General Commercial, Arts, Culture, Small Business Overlay). Located to the east of the site is a group home and commercial use zoned C-3 ACOD (General Commercial, Arts, Culture, Small Business Overlay). Multifamily residential and commercial is also located to the east and is zoned C-3 DNS/WVR ACOD (General Commercial, Density Waiver, Arts, Culture, Small Business Overlay).



Source: City of Phoenix Planning and Development Department

A vacant piece of land, zoned A-1 (Light Industrial), and single-family residential, zoned R-5 RI (Multifamily Residence District, Residential Infill), is located to the south of the subject site. To the west are industrial uses zoned A-1 (Light Industrial).

The subject site is adjacent to the Arts, Culture, and Small Business Overlay, but is not included in its boundary.

HISTORIC PRESERVATION

5. Eligibility

The eligibility criteria for Historic Preservation (HP) overlay zoning and listing on the Phoenix Historic Property Register are set forth in Section 807.D of the City of Phoenix Zoning Ordinance. To qualify, a property must demonstrate significance in local, regional, state, or national history, architecture, archaeology, engineering, or culture, according to one or more of the following criteria:

- A. The property is associated with the events that have made a significant contribution to the broad pattern of our history;
- B. The property is associated with the lives of persons significant in our past;
- C. The property embodies the distinctive characteristics of a type, period, or method of construction, represents the work of a master, possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction; or

- D. The property has yielded or may likely yield information integral to the understanding of our prehistory or history.

In addition to the significance requirement, the property must also be at least 50 years old or have achieved significance within the past 50 years if it is of exceptional importance. The property must also possess sufficient integrity of location, design, setting, materials, workmanship, feeling, and association to convey its significance.

The building at 1614 West Roosevelt Street, known historically as the Arizona National Guard Armory, is significant under Criterion A in the context of Military Installation Development in the Salt River Valley during the postwar era. It is also significant under Criterion C for its architectural design. Built in 1964, the building is over 50 years old and meets the age requirement. Its historic integrity is very good, with few alterations and all character-defining features still intact.

6. Significance

The Arizona National Guard dates to 1864, when the U.S. War Department authorized Arizona territorial governor John Noble Goodwin to raise five companies of volunteers, who were predominantly of Native American and Mexican decent, to guard wagon trains from attack by Apache and Yavapai. Arizona National Guard troops served in the Spanish-American War of 1898 as well as during the Mexican Revolution leading into World War I and have participated in all subsequent major American conflicts.

In 1922, the Arizona National Guard constructed a headquarters building at the corner of 7th Avenue and Jefferson Street in Phoenix. The Pueblo Revival-style brick and stucco building housed the 158th Regimental Combat Team, a prominent combat force during World War I and II. As early as 1957, the State Legislature began to plan for a new armory in Phoenix. However, funds were not forthcoming until 1962 when Congress allocated \$9 million towards the construction of national guard properties across 38 states. The Arizona National Guard leased land from the City of Phoenix at 16th Avenue and Roosevelt in 1962, the proposed location of a new armory. In 1963 architect William I. Williams drew up plans for the new 30,000 square foot structure which was to include a drill hall, library, classrooms, a rifle range, and offices. Edward A. Kossof and Sons won the construction contract.

William I. Williams came to Arizona from Oregon in 1961 and opened an architectural practice. His first notable commission was to design the San Francisco Giants baseball training facilities in Casa Grande, which included a clubhouse, dormitories, offices, observation building and commercial building. The Armory in Phoenix appears to have been his next major commission and is an example of New Formalism architecture. This style of architecture emerged in the mid-1950s, and continued through the mid-1970s, in response to the austerity of Modernism. New Formalism evoked Classical architecture and incorporated elements such as symmetrical facades, arches, colonnades, or columns, smooth surfaces (including smooth brick) with simple ornamentation generally limited to patterned screens or

grills made from metal, stone, or concrete. The buildings were also often set on raised platforms. The style was considered well-suited to government buildings as it conveyed a sense of authority.

The armory building at 1614 West Roosevelt Street was dedicated in July of 1964. While the building is irregular in shape, it carries the symmetrical form of New Formalism, with single-story, recessed wings flanking a two-story center. The center of the two-story façade is the greatest in height and includes three, rectangular-shaped, stucco arches that project from the center. A recessed double door entry is located within the central arch and large, fixed pane windows of matching size are set within the arches on either side. The theme of the rectangular-shaped arch is carried through as columns interspersed between three-part windows on the first and second stories along the central portion of the main façade and divide multi-lite windows on the single-story, recessed wings. The building incorporates smooth stucco finishes interspersed with smooth brick and is set upon a raised concrete pad.

The Army National Guard continued to own the property for the next fifty years. In 2014, the State of Arizona Department of Emergency and Military Affairs submitted a request for proposals to purchase the 38,000-square foot building, situated on a four-acre parcel. In 2016, the property was sold to Armory Partners, LLC, an Arizona limited liability company, who is the current owner.

TREE AND SHADE MASTER PLAN

7. The site as it is developed today is devoid of trees. The provision of shade trees in the landscape area is an essential component for contributing toward the goals of the Tree and Shade Master Plan. The redevelopment of the site, along with the potential adaptive reuse of the existing building, provide the opportunity to add trees and shade to the site with existing and future redevelopment.

PROPOSAL AND DEVELOPMENT STANDARDS

8. The proposal was developed utilizing the PUD zoning designation, which allows an applicant to propose uses, development standards and design guidelines for a site. One of the goals of this process is to allow the applicant to develop standards that respond to the surrounding environment more so than conventional zoning districts allow. The end result is property rezoned with standards crafted specifically for the site. Where the PUD narrative is silent on a requirement, the applicable Zoning Ordinance provisions will be applied.

9. The PUD is outlined into three key categories of development that have correlating development standards.

The first category is the “interim use.” This includes the uses occupying the existing Armory building, its accessory buildings, and outdoor uses on the western half of the site.

The second category is the “interim use with maker spaces.” The maker spaces are individual workspace units with optional residential lofts that would be developed on the western half of the site. These are shown on the conceptual land use plan.

The third category is “future redevelopment,” which is defined as any vertical development on the western half of the site, that excludes the maker space development.

10. Below is a summary of the proposed standards for the subject site as described in the attached PUD Development Narrative date stamped October 31, 2018. The full set of development standards can be found in the PUD narrative.

Land Use

The PUD narrative proposes a range of land uses including multifamily residential and commercial uses. In addition, there are proposed light industrial uses that have a 5,000-square foot cap.

Development Standards

Interim Use

<u>Minimum Building Setbacks</u>	
17th Avenue	5 feet
16th Avenue	39 feet
Linden Street	5 feet
Roosevelt Street	5 feet
*No interior lot line setbacks required.	
<u>Minimum Landscape Setbacks</u>	
17th Avenue	5 feet
16th Avenue	0 feet
Linden Street	0 feet
Roosevelt Street	5 feet
*No interior lot line setbacks required.	

<u>Landscaping in front of Armory building Roosevelt Street entrance shall include:</u>	• 60 5-gallon pink muhly • 6 5-gallon gold lantana • 6 5-gallon yellow bird of paradise • 6 5-gallon purple ruella • 6 5-gallon red bird of paradise • 6 5-gallon agave • 6 24-inch box Palo Verde trees
<u>Maximum Building Height</u>	30 feet within 30 feet of the perimeter lot line • 1 foot increase per 3 feet additional setback • Maximum 56 feet to 80 feet with a use permit and site plan
<u>Lot Coverage</u>	Maximum 80%
<u>Residential Density</u>	Per Section 618, R-5 standards

Interim Use with Maker Spaces

This development will include the standards outlined above, with the addition of enhanced landscaping, including shade trees and shrubs, along Roosevelt Street and 17th Avenue.

Future Redevelopment

This development shall comply with the Walkable Urban Code T5 standards outlined in 1303.2 in the Phoenix Zoning Ordinance, with the following exceptions:

- Maximum building height of 56 feet. A minimum 20-foot step back adjacent to single-family residential districts or HP districts or if building height exceeds 40 feet.
- 80% maximum lot coverage
- Open space standard is per Section 1310, except that the 5% open space calculation be based upon the net site area.

Parking

Interim Use and Interim Use with Maker Spaces

Residential: 1.5 spaces per unit

Non-Residential:

- Office/Retail: 1 space per 300 square feet
- Restaurant: 1 space per 50 square feet
- Maker Spaces: 1 space per 500 square feet
- All other uses: Per Section 702

Future Redevelopment

Must comply with the parking requirements in the Walkable Urban Code.

Fences and Walls

Interim Use

The existing fence may be maintained, provided that landscaping is planted to grow as a natural screen.

Interim Use with Maker Spaces

Maker space building walls are permitted in lieu of a 6-foot screen wall in order to screen open use area.

Future Redevelopment

Must comply with the fence/wall requirements in the Walkable Urban Code.

Signage

Interim Use and Interim Use with Maker Spaces

Interim Uses and Interim Uses with maker spaces must comply with the commercial standards in Section 705 in the Zoning Ordinance with modifications that are listed in the PUD narrative. The modifications are consistent with the signage standards outlined within the Arts, Culture, and Small Business Overlay.

Future Redevelopment

Future redevelopment must comply with Walkable Urban Code signage standards outlined in Section 1308 in the Zoning Ordinance.

COMMUNITY INPUT SUMMARY

11. At the time the staff report was written, staff received one letter of support for the request. The resident noted they are supportive of the adaptive reuse of the Armory building, the support of local business, and that this project will help to enhance the neighborhood.

INTERDEPARTMENTAL COMMENTS

12. The Street Transportation Department noted that there are planned bicycle lanes on Roosevelt Street from 19th Avenue to 15th Avenue.

13. It has been determined that this parcel is in a Special Flood Hazard Area (SFHA) called Zone AE, on panel 2205 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013. The Architect/Engineer is required to show the floodplain boundary limits on the Grading and Drainage plan and ensure that impacts to the proposed facilities have been considered, following the National Flood Insurance Program (NFIP) Regulations (44 CFR Paragraph 60.3). This includes, but not limited to provisions in the latest versions of the Floodplain Ordinance of the Phoenix City Code. A copy of the Grading and Drainage Plan needs to be submitted to the Floodplain Management section of Street Transportation Department for review and approval of Floodplain requirements. FEMA approved CLOMR-F or CLOMR is required prior to issuance of a Grading and Drainage permit. This is addressed in Stipulation No. 2.
14. The Water Services Department has noted that there are no water or sewer infrastructure concerns with the proposed zoning.
15. Fire prevention does not anticipate any issues with this request. The site and/or building(s) shall comply with the Phoenix Fire Code. The water supply (gpm and psi) to this site is unknown. Additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.

OTHER

16. The site is located in an area identified as being archaeologically sensitive. If no previous archaeological projects have been conducted within this project area, it may be 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. These are addressed in Stipulation Nos. 3, 4, and 5.
17. 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 Ordinance establishes standards to encourage the provision of recycling containers for multifamily, commercial and mixed-use developments meeting certain criteria. The provision of recycling containers is not addressed in this development.
18. 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 abandonment may be required.

Findings

1. The request conforms to the General Plan Land Use Map designation of Commercial.
2. The request will help preserve and adaptively reuse the National Guard Armory building with the addition of an Historic Preservation Overlay.
3. The proposal provides the opportunity to develop an underutilized site that will enhance the surrounding neighborhood.

Stipulations

1. An updated Development Narrative for The Armory 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 October 31, 2018, as modified by the following stipulations:
 - a. Development Standards Table: Include "Street" with Linden and Roosevelt.
 - b. Page 4: Change the 24-inch box palo verde tree measurement to an inch caliper measurement.
 - c. Page 4: Add "maximum" to lot coverage.
 - d. Include bicycle parking for the "interim use with maker spaces", per Section 1307.H of the Zoning Ordinance.
 - e. Exhibit B: Include Linden Street on the aerial map and site map.
 - f. Exhibit C: Change out exhibit to include PUD and PUD HP area.
2. The development must be 1 foot above base flood elevation and lowest adjacent grade must be at or above base flood elevation to comply with federal, state, and city floodplain regulations.
3. 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.
4. The applicant shall conduct Phase II archaeological data recovery excavations 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.

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

Hannah Bleam

November 7, 2018

Team Leader

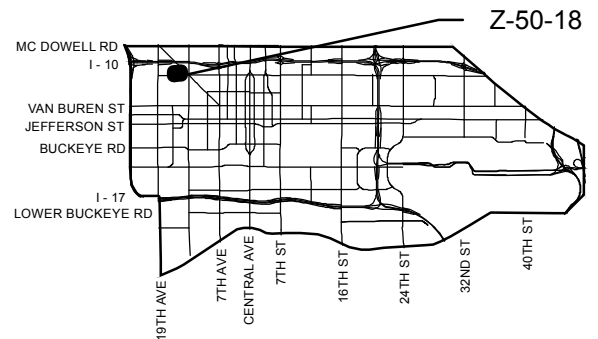
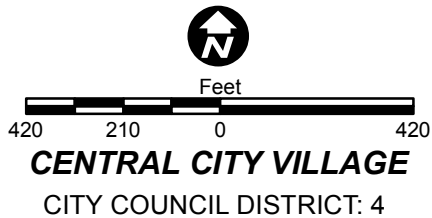
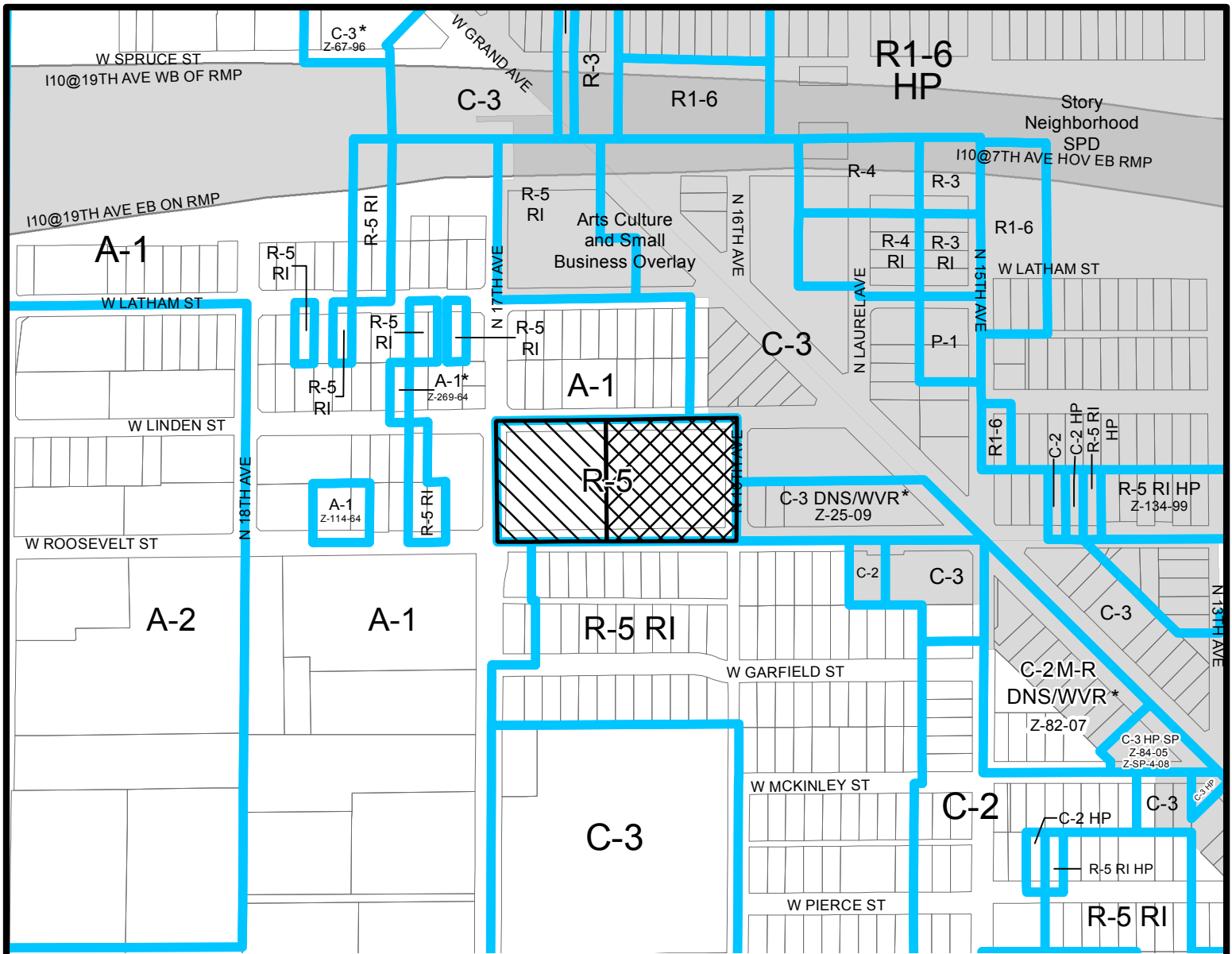
Samantha Keating

Exhibits

Sketch Map

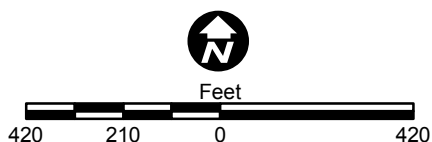
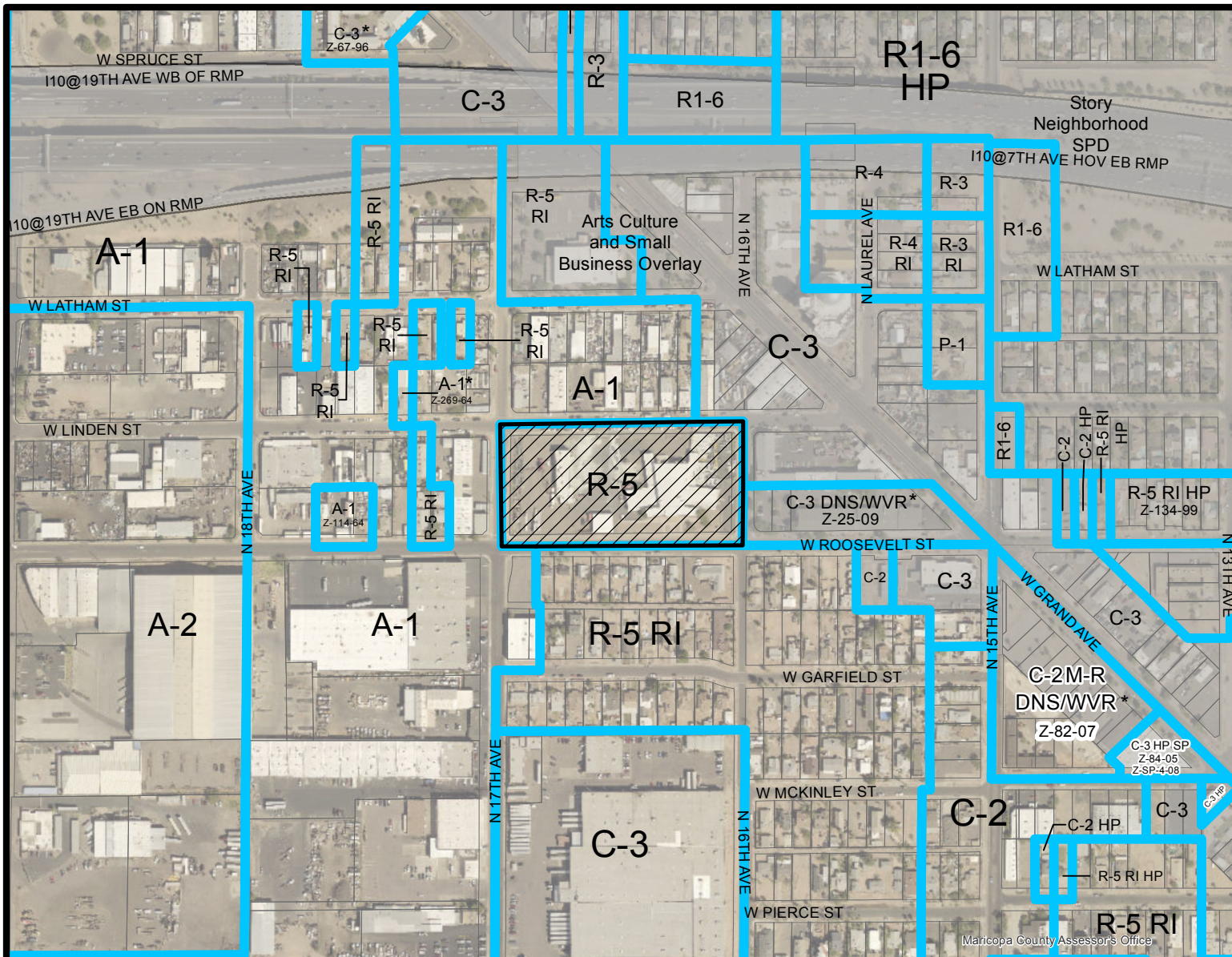
Aerial

The Armory PUD Development Narrative date stamped October 31, 2018

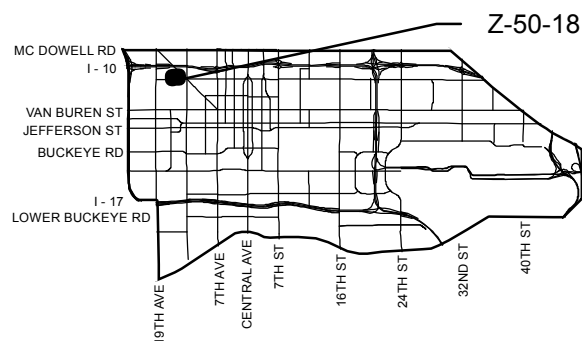


APPLICANT'S NAME: George A. Pasquel III		REQUESTED CHANGE:	
APPLICATION NO. Z-50-18		FROM: R-5 (5.02 a.c.)	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 5.02 Acres		TO: PUD (2.28 a.c.) PUD HP (2.74 a.c.)	
MULTIPLES PERMITTED R-5 PUD, PUD HP		* UNITS P.R.D. OPTION 262 N/A, N/A	
CONVENTIONAL OPTION 218 No Maximum, No Maximum			

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



CENTRAL CITY VILLAGE
CITY COUNCIL DISTRICT: 4



APPLICANT'S NAME: George A. Pasquel III

REQUESTED CHANGE:

FROM: R-5 (5.02 a.c.)

APPLICATION NO. Z-50-18

DATE: 8/9/2018
REVISION DATES:

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

5.02 Acres

AERIAL PHOTO &
QUARTER SEC. NO.
QS 12-25

ZONING MAP
G-7

TO: PUD (5.02 a.c.)

MULTIPLES PERMITTED

R-5

PUD

CONVENTIONAL OPTION

218

218

* UNITS P.R.D. OPTION

262

262

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