Attachment B



Staff Report Z-18-20-8 July 8, 2020

Central City Village Planning Committee July 13, 2020

Meeting Date:

Planning Commission Hearing Date: August 6, 2020

Request From: C-1 TOD-1 (Neighborhood Retail

District, Interim Transit-Oriented Zoning Overlay District One) (2.33

acres), <u>C-3</u> <u>TOD-1</u> (General

Commercial District, Interim Transit-Oriented Zoning Overlay District One)

(0.67 acres)

Request To: WU Code T5:6 EG (Walkable Urban

Code, Transect T5:6 District, Transit Eastlake-Garfield Character Area)

(3.00 acres)

Proposed Use: Multifamily residential with ground

floor retail

Location: Northwest corner of 12th Street and

Washington Street

Owners: Urban Phoenix Holding, LLC

Applicant: George Pasquel III, Withey Morris,

PLC

Representative: George Pasquel III, Withey Morris,

PLC

Staff Recommendation: Approval, subject to stipulations

General Plan Conformity						
General Plan Land Use Map Designation		Commercial				
Street Map Classification	12th Street	Minor Collector	40-foot west half street			
	Washington Street	Arterial with Light Rail	50-foot north half street			

July 8, 2020 Page 2 of 14

CONNECT PEOPLE AND PLACES CORE VALUE; INFILL DEVELOPMENT; LAND USE PRINCIPLE: 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.

The proposed development is located within the Eastlake-Garfield Transit Oriented Development (TOD) District. The Eastlake-Garfield TOD Policy Plan identified the site to be suitable to redevelop and retrofit for mixed use. The proposal for multifamily residences and ground floor retail is consistent with the mixed-use redevelopment vision identified in the Eastlake-Garfield TOD Policy Plan.

CONNECT PEOPLE AND 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 proposed development is located within the Eastlake-Garfield Transit Oriented Development (TOD) District on Washington Street, directly north of the 12th Street and Washington Street light rail station and adjacent to numerous bus routes along both 12th Street and Washington Street. The proposed multifamily project is appropriately situated at this location.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; DIVERSE NEIGHBORHOODS; LAND USE PRINCIPLE: Include a mix of housing types and densities where appropriate within each village that support a broad range of lifestyles.

The proposed development will provide new housing options within the Village. The Eastlake-Garfield TOD Policy Plan identified the area as needing 5,467 additional housing units by the year 2035. Similarly, Housing Phoenix Plan identified a need for 163,067 additional housing units throughout the city. The proposed development will contribute to the stated housing need in the area.

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 proposed development, as stipulated, provides trees and shade which will reduce the urban heat island effect while also improving thermal comfort to site users and the surrounding neighborhood.

July 8, 2020 Page 3 of 14

Applicable Plans, Overlays and Initiatives

<u>Transit Oriented Development Strategic Policy Framework</u> – See Background Item No. 8 below.

<u>Eastlake-Garfield Transit Oriented Development Policy Plan</u> – See Background Item No. 9 below.

<u>Tree and Shade Master Plan</u> – See Background Item No. 10 below.

Complete Streets Guidelines – See Background Item No. 11 below.

Comprehensive Bicycle Master Plan - See Background Item No. 12 below.

Housing Phoenix Plan – See Background Item No. 13 below.

Reimagine Phoenix - See Background Item No. 14 below.

Surrounding Land Uses/Zoning				
	Land Use	<u>Zoning</u>		
On Site	Vacant office, restaurant	C-1 TOD-1, C-3 TOD-1		
North	Multifamily residences	R4-A TOD-1		
South (across Washington Street)	Office, surface parking lot	WU Code T5:7 EG, PUD (Washington Enclave)		
East (across 12th Street)	Vacant land	PUD (The Liberty)		
West	Office	C-1 TOD-1		

	Walkable Urban Code T5:6	*variance required or design alternative
<u>Standards</u>	<u>Requirements</u>	Provisions on the Proposed Site Plan
Gross Acreage	N/A	3.00
Total Number of Units	N/A	270
Density	No Maximum	90 dwellings per acre
Building Height	80-foot maximum	63 feet (Met)
Parking – Per Section 702 • 25% reduction when within 1,320 feet of a light rail stop	290 spaces minimum	382 spaces (Met)
Bicycle Parking (Section 1307.H.6.d.)	Minimum 0.25 per residential unit, with a maximum of 50 required spaces	Not Shown (See Background Item No. 12)

July 8, 2020 Page 4 of 14

	Walkable Urban Code T5:6	*variance required or design alternative		
Streetscape Standards (Section 1312.B)				
Arterial Streets – Light Rail Corridor (Washington	8-foot sidewalk (minimum)	10 feet (Met)		
Street)	5-foot landscape (minimum)	5 feet (Met)		
Minor Collector (12th Street)	5-foot sidewalk (minimum)	7 feet (Met)		
	5-foot landscape (minimum)	10 feet (Met) (See Background Item No. 10)		
Main Building Setbacks				
Primary Frontage (Washington Street)	12-foot maximum	12 feet (Met)		
Secondary Frontage (12th Street)	10-foot maximum	0 feet (Met)		
Side (North)	0-foot minimum	0 feet (Met)		
Side (West)	0-foot minimum	0 feet (Met)		
Parking Setbacks		·		
Primary Frontage (Washington Street)	30-foot minimum or behind building	Behind building (Met)		
Secondary Frontage	20-foot minimum, 10-foot	Approximately 20 feet		
(12th Street)	landscape setback from street right-of-way	(10-foot landscape setback - not met)		
Lot Requirements				
Lot Coverage	80% maximum	90%* (Not Met)		
Primary Building Frontage	70% minimum	Approximately 89% (Met)		
Secondary Building Frontage	50% minimum	Approximately 91% (Met)		
Frontage Types Allowed				
Primary Frontage	All frontages or alternative frontages	Patio, Storefront (Met)		

Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone a 3.00-acre site located at the northwest corner of 12th Street and Washington Street from C-1 TOD-1 (Neighborhood Retail District, Interim Transit-Oriented Zoning Overlay District One) and C-3 TOD-1 (General Commercial District, Interim Transit-Oriented Zoning Overlay District One) to WU Code T5:6 EG (Walkable Urban Code Transect T5:6 District, Transit Eastlake-Garfield Character Area) to allow multifamily residential and

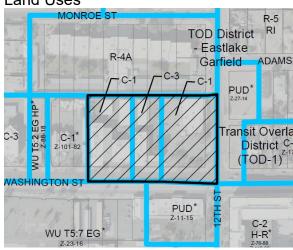
July 8, 2020 Page 5 of 14

ground floor retail. The site is directly north of the 12th Street and Washington Street light rail station and is adjacent to two bus stops, one on 12th Street and one on Washington Street. The site is within the Eastlake-Garfield Transit Oriented Development Policy Plan area.

SURROUNDING LAND USES AND ZONING

2. The site contains vacant office buildings and a restaurant. A portion of the buildings on site will be subject to a 30-day demolition hold, as they are more than 50 years old. The property to the north is zoned R-4A TOD-1 and is an affordable senior multifamily housing complex. To the east across 12th Street is vacant land zoned PUD. To the south across Washington Street is an office building and surface parking lot zoned PUD and WU Code T5:7 EG. To the west is an office building zoned C-1 TOD-1. The request to rezone to WU Code T5:6 EG is generally consistent and compatible with the surrounding zoning.

Figure A: Site Context and Surrounding Land Uses



Source: Planning and Development Department

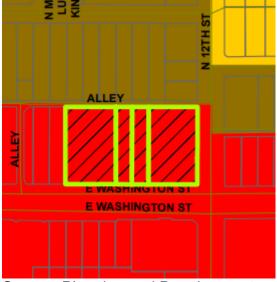
GENERAL PLAN LAND USE MAP DESIGNATIONS

3. The General Plan Land Use Map designation of the site is Commercial, which is consistent with the request to rezone to WU Code T5:6 EG.

Legend



Figure B: General Plan Land Use Map Designation



Source: Planning and Development Department

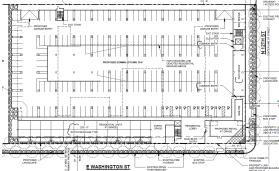
July 8, 2020 Page 6 of 14

4. Site Plan

The conceptual site plan proposes a five story building up to 63 feet in height. The ground level will include residential units with patio frontages, retail, a bike repair room, parking, event and flex space and a lobby.

The proposed site plan shows trees lining the sidewalks on both Washington Street and 12th Street. To create an enhanced pedestrian environment, staff proposes increased tree caliper sizes to provide a greater level of shade due to the proximity of the light rail station. The planting requirement is addressed in Stipulation No. 1. Stipulation No. 8 requires a minimum 10-foot wide landscape area along 12th Street, to provide ample room for tree growth. In addition, a pedestrian pathway shaded to 75 percent will be provided from the main entrance of the building to the bus stop on Washington Street. This is addressed in Stipulation No. 10.

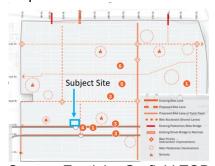
Figure C: Conceptual Site Plan



Source: Nelsen Partners, Inc.

- 5. As a primary purpose of the Walkable Urban Code and due to the site's proximity to public transit, several stipulations address pedestrian safety. Stipulation No. 11 requires all street improvements to be built according to ADA accessibility standards. Stipulation No. 6 requires stamped or colored concrete, decorative pavers or another material to be placed across drive aisles to alert drivers of pedestrians. Stipulation No. 7 requires high visibility pedestrian crosswalks across both 12th Street and Washington Street.
- 6. Twelfth Street is designated with a proposed bike lane in the Eastlake-Garfield TOD Policy Plan and the Comprehensive Bicycle Master Plan. To create a bike-supportive environment, bicycle infrastructure is incorporated into the proposed project. Stipulation No. 2 requires 12 short-term bicycle parking spaces to be located near building entrances. Stipulation No. 3 requires a bicycle repair fix-it station on site or within the main building.

Figure D: Mobility Element Opportunities Map



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

Staff Report: Z-18-20-8 July 8, 2020

Page 7 of 14

7. Conceptual Elevations

Section 1304.C. of the Zoning Ordinance requires that all sides of a building exhibit design continuity and multiple exterior accent materials. Further, Section 1305.B.6. requires corner lots abutting an arterial street and along the Light Rail Corridor to enhance the pedestrian and transit-oriented environment through at least one of the following:

- a) Distinctive massing, angled or rounded building corners, courtyards and plazas;
- b) Architectural features, colors and materials, public art;
- c) Public entrances should be defined by the use of distinctive materials and colors, and architectural elements;
- d) Primary entrances should be at the corner or facing both streets.

The provided conceptual elevations show multiple exterior accent colors, materials, and design continuity throughout all sides of the building. The proposed brick material is compatible with the surrounding developments to the east and the overall area. The proposed building contains distinctive architectural features at the southeast corner of the site and the public entrance on Washington Street.

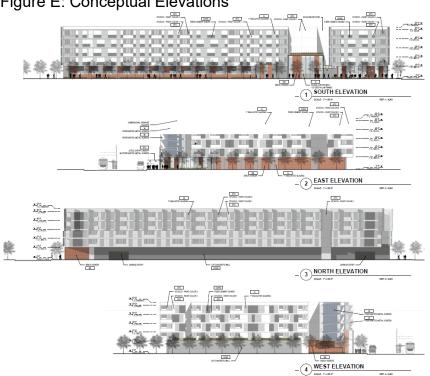


Figure E: Conceptual Elevations

Source: Nelsen Partners, Inc.

July 8, 2020 Page 8 of 14

STUDIES AND POLICIES

8. 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 identified environment for the 12th Street and Washington Street light rail station area is Major Urban Center. A Major Urban Center is a place type characterized by medium to high intensity uses, with building heights typically from four to eight stories, with incentive heights of up to fifteen stories. Land uses may include entertainment, retail, mid-rise living and office employment. The proposed project falls within the parameters of the Major Urban Center place type.

9. Eastlake-Garfield Transit Oriented Development Policy Plan

The site is located within the Eastlake-Garfield TOD (Transit Oriented Development) District, the boundaries for which are Interstate 10 on the east and north, 7th Street on the west, and the Union Pacific Railroad on 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 the Walkable Urban Code, a form-based zoning code. The request to rezone to Walkable Urban Code is appropriate because the proposal will further the goals of the Eastlake-Garfield TOD Policy Plan to increase transit-oriented developments along the light rail corridor.

The Eastlake-Garfield TOD Policy Plan used the Minor Urban Center place type to determine the recommended scale and character of the area around the 12th Street and Washington Street light rail station, as illustrated in both the conceptual master plan and the conceptual zoning plan. The subject site has a suggested zoning



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

July 8, 2020 Page 9 of 14

designation of T5:5. After the adoption of the Eastlake-Garfield TOD Policy Plan, the Phoenix City Council approved an update to the TOD Strategic Policy Framework that designated the 12th Street and Washington Street place type as a Major Urban Center. A Major Urban Center place type supports medium to high intensity uses, with building heights typically from four to eight stories. The request for transect of T5:6 is consistent with the Major Urban Center place type.

10. 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. The general development standards of the Walkable Urban Code require that 75 percent of sidewalks and pedestrian ways be shaded. Staff is recommending Stipulation No. 1 to provide increased tree planting standards along 12th Street and Washington Street. Stipulation No. 8 requires a minimum 10-foot-wide landscaped area between the sidewalk and back of curb along 12th Street to provide adequate space for trees. In addition, Stipulation No. 10 requires a shaded pedestrian pathway from the main entrance of the building to the bus stop on Washington Street.

11. Complete Streets Guidelines

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 proposal includes shaded sidewalks which will increase the thermal comfort for those walking to and from nearby transit and those patronizing local businesses. The proposal also includes several bicycle racks for visitors and bicycle storage for residents, as required in Stipulations Nos. 2 and 3. Stipulations Nos. 6 and 7 require pedestrian safety features such as stamped or colored concrete, decorative pavers or other materials across the driveway aisles, and the installation of high visibility pedestrian crosswalks at 12th Street and Washington Street.

12. 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. It is recommended that two types of parking be provided on the property: secured parking for residents, and short-term rack parking for guests. Providing secure bicycle parking for residents and parking for guests of the development is supportive of multimodal travel options and will encourage residents to use biking as an alternative mode of transportation. This is

July 8, 2020 Page 10 of 14

addressed in Stipulation No. 2. A bicycle repair station provided within the building or on site will also promote bicycling as an alternative mode of transportation and is addressed in Stipulation No. 3.

13. Housing Phoenix Plan

On Tuesday, June 16, 2020 the Phoenix City Council approved the Housing Phoenix Plan. This Plan contains policy initiatives for the development and preservation of housing with vision of creating a stronger and more vibrant Phoenix through increased housing options for residents at all income levels and family sizes. The proposed development supports the Plan's goal of creating 50,000 homes by 2030 by locating new units in an area of opportunity adjacent to light rail, a vital community amenity.

14. Reimagine Phoenix

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 applicant stated that recycling options such as valet trash programs or onsite recycling dumpsters located in a trash room or other on-site locations will be provided.

COMMUNITY INPUT SUMMARY

15. The applicant has completed the Citizen Participation requirements as outlined in the Rezoning Process Packet. The required mailings and site posting generated attendance at the virtual neighborhood meeting. There were ten community members in attendance. At the time this staff report was written, staff has not received any community correspondence in support or opposition.

INTERDEPARTMENTAL COMMENTS

- 16. The Floodplain Division of the Public Works Department determined the site is not in a Special Flood Hazard Area (SFHA), but located in a Shaded Zone X, on panel 2210 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
- 17. 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 water capacity is a dynamic condition that can change over time due to a variety of factors. The Water Services Department also requested that the development split sewer flows by tapping into the sewer main in the alley north of the subject site and the sewer main within 12th Street.
- 18. The Street Transportation Department requested that all street improvements be constructed to ADA accessibility standards, the developer fund and install high visibility pedestrian crosswalks across 12th Street and Washington Street, a

July 8, 2020 Page 11 of 14

minimum 10-foot-wide landscape strip be installed between the back of curb and sidewalk along 12th Street, that the alley north of the subject site be improved per local paving standards, and that a shaded pedestrian pathway be provided from the main building entrance to the bus stop along Washington Street. The referenced comments are addressed in Stipulation Nos. 7, 8, 9, 10 and 11.

- 19. The Public Transit Department requested that the transit pad on 12th Street be reconstructed to Standard Detail P1260 with a minimum depth of 10 feet, and the transit pad along Washington Street be retained per Standard Detail P1262, as stated in Stipulation Nos. 4 and 5.
- 20. The Fire Department indicated there are no problems anticipated with the case and that the site and/or buildings shall comply with the Phoenix Fire Code. Further, the Department commented that they do not know the water supply at this site and noted that additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
- 21. The Aviation Department requires that the property owner record a Notice to Prospective Purchasers of Proximity to Airport in order to disclose the existence, and operational characteristics of City of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property. The Aviation Department also requires that the project receive a No Hazard Determination from the FAA and that the property owner grant and record an avigation easement. These are addressed in Stipulation Nos. 12 through 14.

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. 15 through 17.
- 23. 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.

July 8, 2020 Page 12 of 14

<u>Findings</u>

- 1. The proposal is consistent with the surrounding entitlements and approved policy plans.
- 2. This infill proposal provides a new housing option to contribute to the mix of housing types in the area.
- 3. The proposed increased scale and intensity is supported by the TOD Strategic Policy Framework and the Eastlake-Garfield TOD Policy Plan in proximity to the light rail corridor.

Stipulations

- 1. All trees required per Section 1309 shall be a minimum of 3-inch caliper large canopy, single-trunk, shade trees as approved by the Planning and Development Department. When possible, the developer should use existing trees and landscaping to meet the landscaping requirements.
- 2. All required bicycle parking per Section 1307.H.6 of the Phoenix Zoning Ordinance shall be secured parking. In addition, a minimum of six inverted U-bicycle racks (12 spaces), artistic style racks (in adherence to the City of Phoenix Preferred Designs in Appendix K or the Comprehensive Bicycle Master Plan) or Outdoor/Covered Bicycle Facilities shall be provided for guests. These facilities shall be located near building entrances and installed per the requirements of Section 1307.H of the Zoning Ordinance and approved by the Planning and Development Department.
- 3. A bicycle repair station ("fix it station") shall be provided on the site or within the main building. The station shall include but not limited to: standard repair tools affixed to the station; a tire gauge and pump; and a bicycle repair stand which allows pedals and wheels to spin freely while making adjustments to the bike, as approved by the Planning and Development Department. In the event the site does not develop as multifamily residences, alternate transit-oriented development amenities may be approved by the Planning and Development Department.
- 4. Right-of-way shall be dedicated and a transit pad shall be constructed with a minimum depth of 10 feet (Standard Detail P1260) along southbound 12th Street north of Washington Street, as approved by the Planning and Development Department. The transit pad shall be located not less than 50 feet north of the intersection of 12th Street and Washington Street. Final placement of bus stop pad shall be approved by the Public Transit Department.
- 5. The right-of-way and transit pad with a minimum depth of ten feet (Standard Detail P1262) shall be retained along westbound Washington Street west of 12th Street, as approved by the Planning and Development Department. The transit pad shall be

July 8, 2020 Page 13 of 14

spaced from the intersection of 12th Street and Washington Street according to City of Phoenix Standard Detail P1258, as approved by the Public Transit Department.

- 6. The developer shall provide clearly defined, accessible pathways, constructed of decorative pavers, stamped or colored concrete, or other pavement treatment that visually contrasts with the adjacent parking and drive aisle surfaces, as approved by the Planning and Development Department.
- 7. Prior to final site plan approval, the developer shall fund and submit an approved striping plan for a high visibility pedestrian crosswalk across 12th Street and Washington Street, as approved by the Street Transportation Department.
- 8. The developer shall provide a minimum 10-foot-wide landscape area between the sidewalk and back of curb along 12th Street, as approved by the Planning and Development Department.
- 9. The developer shall improve the alley per the local street paving standards for the entire length of the site, as approved by the Planning and Development Department.
- 10. The developer shall provide a minimum 75 percent shaded pedestrian pathway from the main building entrance to the bus stop along Washington Street, as approved by the Planning and Development Department.
- 11. The developer shall construct all streets within and adjacent to the development with paving, curb, gutter, sidewalk, curb ramps, streetlights, median islands, landscaping and other incidentals as per plans approved by the Planning and Development Department. All improvements shall comply with all ADA accessibility standards.
- 12. The developer shall provide a No Hazard Determination for the proposed development from the FAA pursuant to the FAA's Form-7460 obstruction analysis review process, prior to construction permit approval, as per plans approved by the Planning and Development Department.
- 13. 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.
- 14. The developer shall grant and record an aviation easement to the City of Phoenix for the site, per the content and form prescribed by the City Attorney prior to final site plan approval.
- 15. If determined necessary by the Phoenix Archaeology Office, the applicant shall conduct Phase I data testing and submit an archaeological survey report of the

July 8, 2020 Page 14 of 14

development area for review and approval by the City Archaeologist prior to clearing and grubbing, landscape salvage, and/or grading approval.

- 16. 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.
- 17. 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

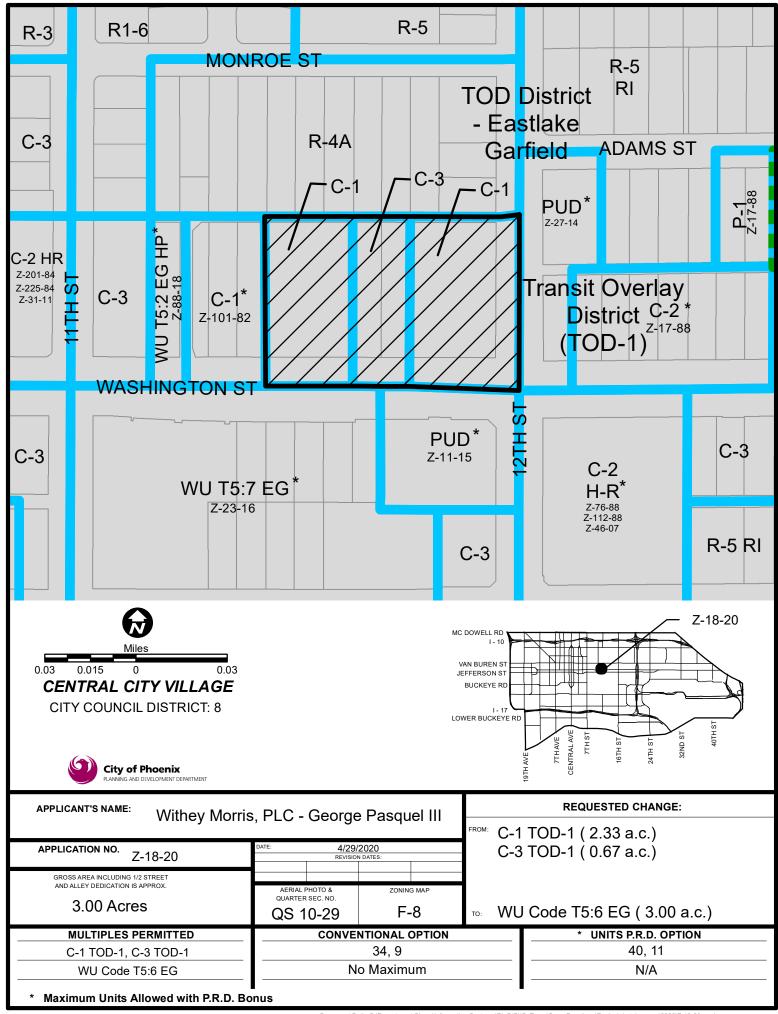
Sarah Stockham July 8, 2020

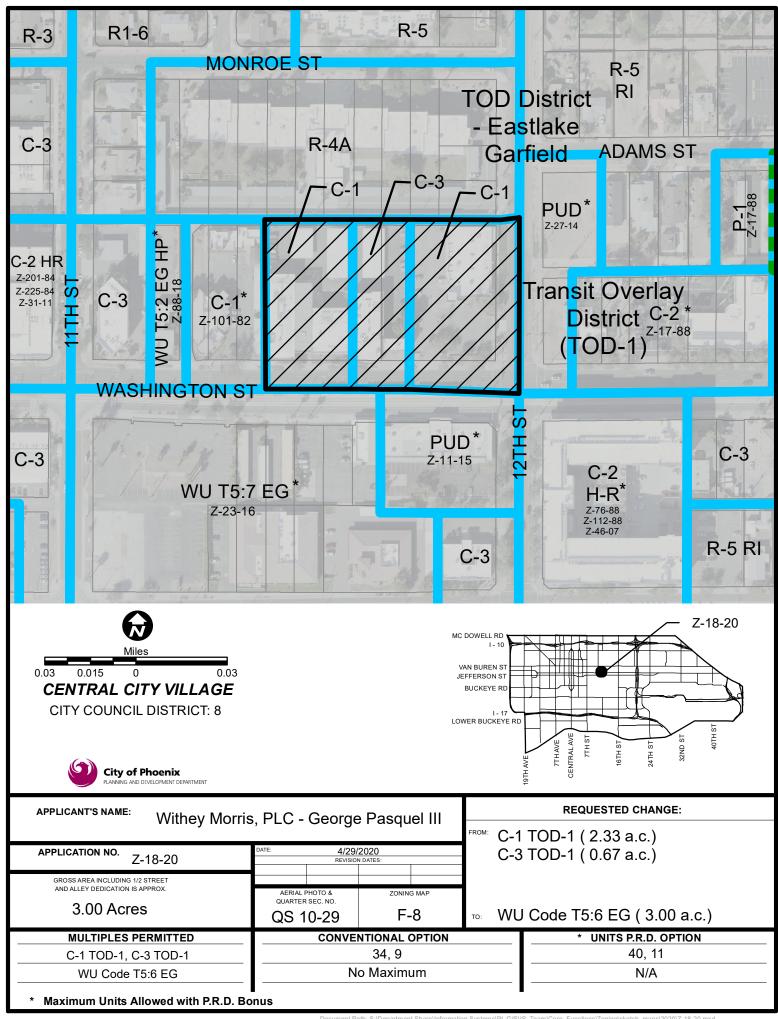
Team Leader

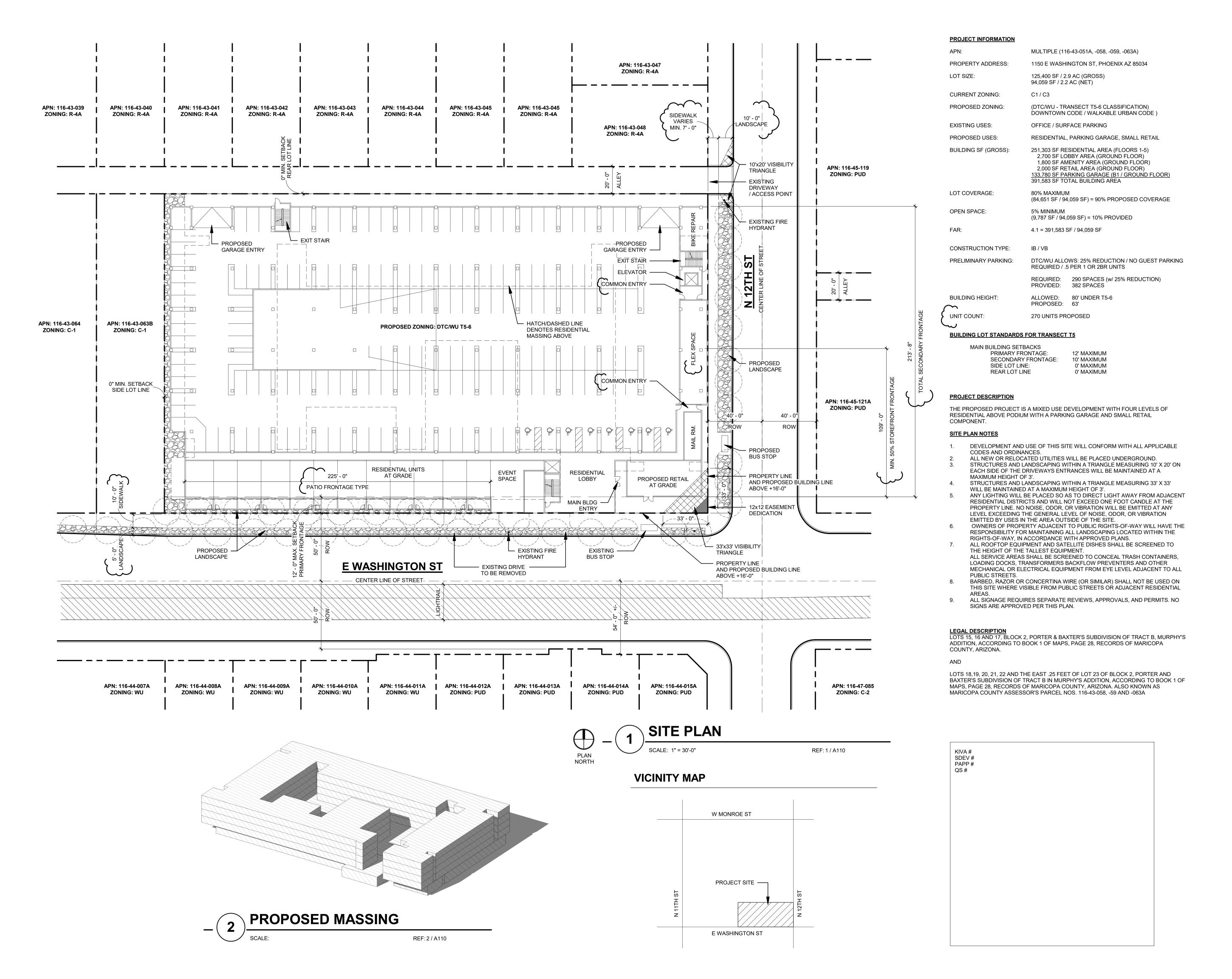
Samantha Keating

Exhibits

Zoning sketch map Aerial sketch map Conceptual Site Plan date stamped May 22, 2020 Conceptual Elevations date stamped April 10, 2020







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sidentia Hawkins wkin

Date

10 April 2020

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Revisions

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Planning & Development

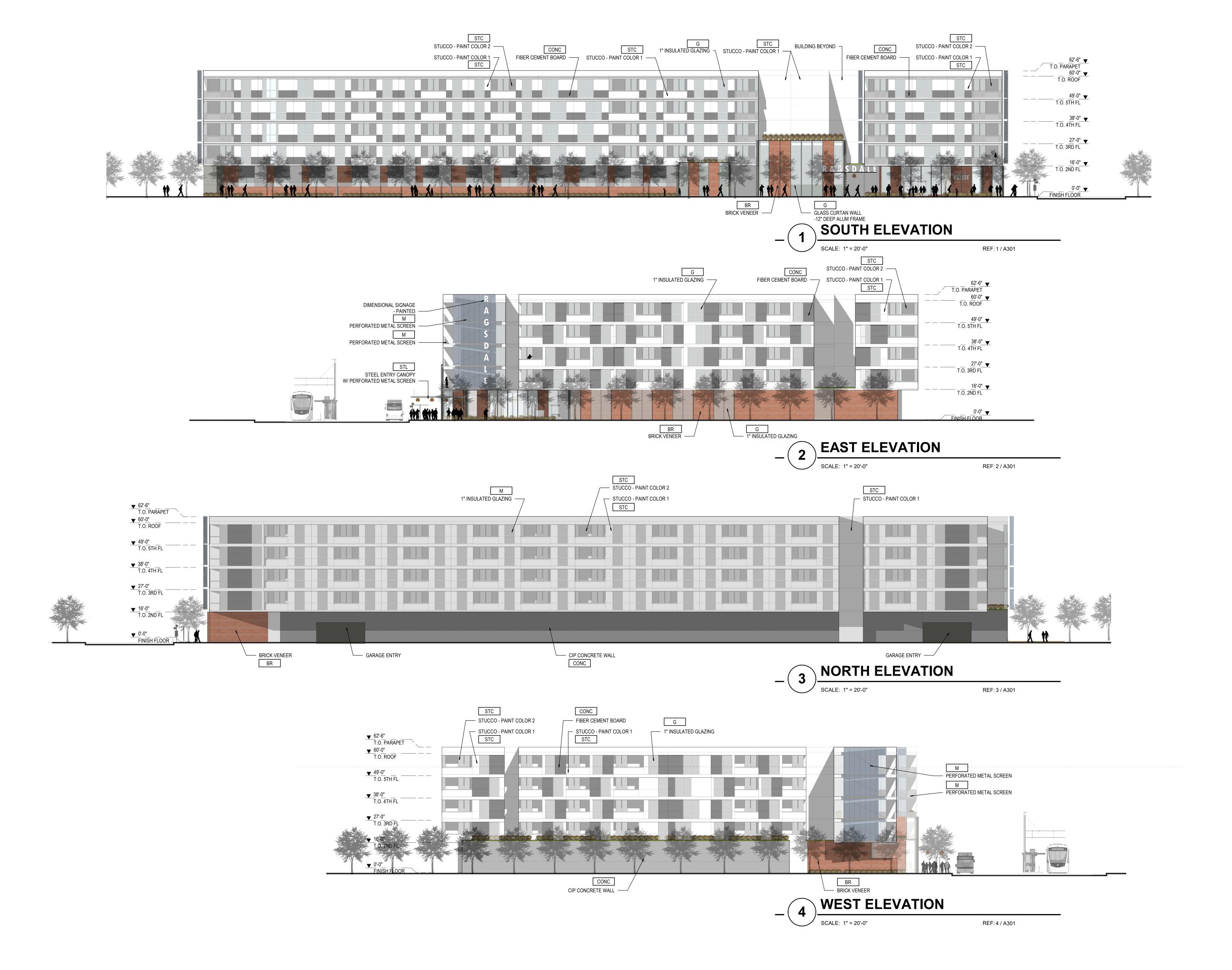
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SITE PLAN



NELSEN PARTNERS ARCHITECTS & PLANNERS

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Hawkins Companies

Date 10 April 2020

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EXTERIOR ELEVATIONS