

Attachment B - Staff Report



City of Phoenix

PLANNING & DEVELOPMENT DEPARTMENT

Staff Report: Z-68-18-8 November 9, 2018

Central City [Village Planning Committee](#) Meeting Date

November 19, 2018

[Planning Commission](#) Hearing Date

December 6, 2018

Request From:

[R-4](#) (Multifamily Residence District) (2.31 acres)

[R-5](#) (Multifamily Residence District) (2.65 acres)

Request To:

[WU Code T4:3 EG](#) (Walkable Urban Code Transect T4:3 District, Transit Eastlake-Garfield Character Area) (2.31 acres)

[WU Code T5:5 EG](#) (Walkable Urban Code Transect T5:5 District, Transit Eastlake-Garfield Character Area) (2.65 acres)

Proposed Use

Multifamily residential

Location

Southwest corner of 19th Street and Roosevelt Street

Owner

IDA Real Estate Holdings, Daniel Passage

Applicant

City of Phoenix Housing Department

Representative

Gammage & Burnham, PLC; Manjula Vaz

Staff Recommendation

Approval, subject to stipulations

General Plan Conformity			
General Plan Land Use Map Designation		Public/Quasi-Public	
Street Map Classification	18th Street	Local	30-foot east half right-of-way
	19th Street	Local	30-foot west half right-of-way
	Garfield Street	Local	30-foot north half right-of-way
	Roosevelt Street	Minor Collector	30-foot south half right-of-way

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOOD 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.

This development will be mixed-income, multifamily affordable housing, which will provide additional housing options that are accessible to the light rail, near the Interstate 10 freeway, Downtown Phoenix, and adjacent to Edison Park and Edison Elementary School.

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 site is located within the Eastlake-Garfield Transit Oriented Development (TOD) District and is within approximately a mile and a half from a light rail station to the southwest at 12th Street and southeast at 24th Street. The site is also located near bus routes on Roosevelt Street, 16th Street, and Van Buren Street.

Applicable Plans, Overlays, and Initiatives

[Transit Oriented Development Strategic Policy Framework](#)

See background Item No. 4.

[Eastlake-Garfield Transit Oriented Development Policy Plan](#)

See background Item Nos. 5-9.

[Tree and Shade Master Plan](#)

See background Item No. 10.

[Comprehensive Bicycle Master Plan](#)

See background Item No. 11.

[Complete Street Guidelines](#)

See background Item No. 12.

[Reimagine Phoenix](#)

See background Item No. 13.

Surrounding Land Uses/Zoning		
	<u>Land Use</u>	<u>Zoning</u>
On Site	Vacant land	R-4, R-5
North (across Roosevelt Street)	Youth Development Institute	R-5 RI
South (across Garfield Street)	State Government Office for Developmental Disabilities	R-4
East (across 19th Street)	Edison Park	R-4, R-5
West (across 18th Street)	Edison Elementary School	R-4, R-5

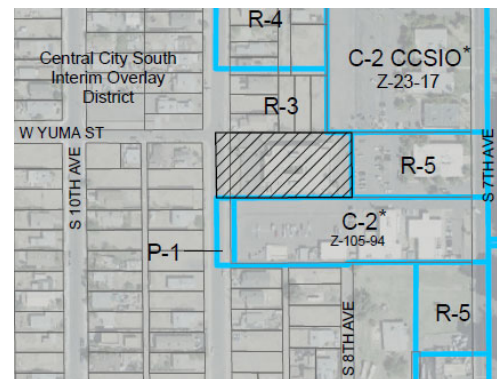
Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone a 4.96-acre site, located at the southwest corner of 19th Street and Roosevelt Street from R-4 (Multifamily Residence District) and R-5 (Multifamily Residence District) to WU Code T4:3 EG District (Walkable Urban Code District Transect T4:3 District, Transit Eastlake-Garfield Character Area) and WU Code T5:5 EG District (Walkable Urban Code District Transect T5:5 District, Eastlake-Garfield Character Area) to allow multifamily residences.

SURROUNDING USES AND ZONING

2. The subject site is vacant and has been for over ten years. North of the subject, across Roosevelt Street, is the Youth Development Institute which is zoned R-5 RI (Multifamily Residence District, Residential Infill District). West of the subject site, across 18th Street, is the Edison Elementary School which is zoned both R-4 (Multifamily Residence District) and R-5 (Multifamily Residence District). East of the subject site, across 19th Street, is Edison Park which is zoned both R-4 and R-5 as well. South of the subject site, across Garfield Street, is the State Government Office for Developmental Disabilities.



Source: City of Phoenix Planning and Development Department

3. The General Plan Land Use Map designation for the site is Public / Quasi-Public. The proposal is consistent with this land use designation.

STUDIES AND POLICIES

4. 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 24th Street light rail station area is Minor Urban Center. Minor Urban Center is a place type characterized by medium to low intensity, with building heights typically from two to five stories, with incentive heights of up to seven stories. Land uses may include entertainment, retail, mid-rise living and office employment. The proposed multifamily housing development generally falls within the parameters of the Minor Urban Center place type.
5. 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.
6. The site is within the CHOICE neighborhoods Planning and Action Grant Area. The grant from the Department of Housing and Urban Development (HUD) is to assist in transforming distressed neighborhoods and public housing into mixed-income neighborhoods linking housing improvements with appropriate services, schools public assets, transportation, and access to jobs. The Policy Plan envisioned the receipt of this grant. The Eastlake-Garfield TOD Policy Plan, in the Land Use Element, mapped areas to stabilize, retrofit and redevelop. The subject site is illustrated to be stabilized; however, there are no buildings onsite and the site has been vacant for over ten years. Additionally, the request for WU T4:3 and T5:5 are equivalent with the existing zoning districts of R-4 and R-5.

7. The subject site is within the Edison Park Priority Development Area identified in the Eastlake-Garfield TOD Policy Plan. The Edison Park neighborhood is dominated by two large land uses, St. Luke's Medical Center, and the Frank Luke and A.L. Krohn public housing complexes. A conceptual master plan for the neighborhood was developed with future implementation of a CHOICE

Neighborhood redevelopment grant in mind. The conceptual design incorporated considerations such as the need to increase the number of units, development of a variety of housing types, and an ability to appeal to households with varied demographics.



Source: Eastlake-Garfield TOD Policy Plan, pp. 139-140

- The Policy Plan's conceptual site layout depicts a building form that is consistent with the WU Code. Buildings should be adjacent to, or in close proximity to the street and the units should be oriented toward the street, not siding. Parking should be located in the center, behind the buildings, with some mixed uses located along the ground level of the buildings. Such a design respects a walking environment. The Policy Plan's conceptual redevelopment plan includes a range of housing types, from standard apartment buildings, to patio homes and live-work townhouses. These housing types were arranged in a manner that created defined streets and squares. The site design fosters a sense of community by having eyes on the street and it becomes less of an "enclave" and more of a neighborhood that is well-connected to parks, schools, commerce, and the rest of the community.
8. The proposed development is consistent with the Housing Element opportunities map in the Eastlake-Garfield TOD Policy Plan. The Housing Element Opportunities map shows the site as being appropriate for urban housing and specifically mixed-income housing.

9. The Green Systems Element of the Eastlake-Garfield TOD Policy Plan focuses on the design of the buildings and infrastructure to improve resource efficiency, environmental protection, and climate resilience. Nearly a third of the Eastlake-Garfield District experiences temperatures in excess of 135 degrees Fahrenheit. If these heat issues are not addressed, Eastlake-Garfield could see not only higher costs to cool buildings, but an increase in heat-related illnesses from declining air quality. Roosevelt Street, adjacent to the site, is a Green Systems Opportunity Streets corridor. Additionally, the subject site is located adjacent to two Green Systems Opportunity Sites designated for shade and cooling, Edison Park and Edison Elementary School. Toward this end, staff is recommending a stipulation requiring that shade trees, as opposed to structural shade elements or detached shade structures, be utilized to provide the required shade along the sidewalks for both the Roosevelt Street and Garfield Street frontages. Similarly, while there are some public utility conflicts, staff recommends that trees within the landscaped areas be located no more than 15 feet from the public utility lines in order to provide a cool and shaded walkway along Roosevelt Street. These are addressed in Stipulation Nos. 1 and 4.
10. The Tree and Shade Master Plan has a goal of treating the urban forest as infrastructure to ensure that trees are an integral part of the city's planning and development process. Toward that end, development of this site will contribute to the urban forest infrastructure through the provision of trees along the rights-of-way. The trees should be planted near the sidewalks to provide maximum shade and thermal comfort for pedestrians. Staff is recommending minimum two and three-inch caliper trees within the landscape setback. This is addressed in Stipulation No. 2.
11. Bicycle parking is a requirement of the Walkable Urban Code and is supported by the City of Phoenix Comprehensive Bicycle Master Plan. New development should be designed to support walking and bicycling. Census data indicates about half of the households in this general area do not have access to an automobile. It is likely that many residents will utilize bicycles as a form of transportation. The development will be required to meet the bicycle parking requirements outlined in Section 1307.H of the Zoning Ordinance. It is recommended that the development provide bicycle parking spaces beyond the minimum required and incorporate three types of bicycle parking: secured parking (e.g. lockers or a bicycle room); parking within the units; and guest parking with inverted-U racks placed near entrances to buildings.



Secured bicycle parking can be accomplished through the use of individual lockers and/or the establishment of secured bicycle rooms.

12. The subject site is located within 700 feet of the Bike Boulevard on Roosevelt Street. This route offers a north/south connection to the light rail corridor (Washington/Jefferson Streets). This design is consistent with the Council adopted Guiding Principles for Complete Streets, one tenet of which is to make Phoenix more bikeable.
13. 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 was not addressed in the applicant's submittals.

COMMUNITY INPUT SUMMARY

14. From the time the case was filed to the time the staff report was written, no correspondence by the public was received by staff.

INTERDEPARTMENTAL COMMENTS

15. The Water Services Departments commented that the property has existing water and sewer mains that could potentially serve the development.
16. The Floodplain Management division indicated that the parcel is not located 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 Street Transportation Department commented on 12-foot right-of-way radius dedications for the northeast corner of 18th Street and Garfield Street and northwest corner of 19th Street and Garfield Street. Additionally, Street Transportation commented that all existing off-site street improvements be updated to address ADA guidelines. These are addressed in Stipulation Nos. 5 and 6.

18. 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. 8-10.
19. The Fire Department does not anticipate any problems with this case. They noted that the site and/or buildings shall comply with the Phoenix Fire Code.
20. 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. This is addressed in Stipulation No. 7.

OTHER

21. 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 proposal is consistent with the General Plan Land Use Map designation of Public / Quasi-Public.
2. The proposed development is within the Eastlake-Garfield TOD District, is near the light rail corridor, and higher density is supported in this location.
3. The proposed development of affordable housing on the site will allow new mixed income development and will contribute to the mix of housing types in the area.

Stipulations

1. The developer shall provide shade trees to meet the shade requirement along the Roosevelt and Garfield Street frontages, as approved by the Planning and Development Department.
2. Shade trees within the landscape setbacks shall meet the following standards, as approved by the Planning and Development Department:
 - a. Minimum 30 percent of all trees shall have a minimum caliper of three inches and all remaining trees shall have minimum caliper of two inches; and,
 - b. Trees shall be placed 25 feet on center or equivalent grouping.
3. Fifty percent living vegetation ground coverage shall be provided within landscaped areas, as approved by the Planning and Development Department.
4. Trees shall be planted a minimum of 10 feet from any public utilities but no more than 15 feet, as approved by the Planning and Development Department.
5. The developer shall dedicate a 12-foot right-of-way radius at the northeast corner of 18th Street and Garfield Street and the northwest corner of 19th Street and Garfield Street, as approved by the Planning and Development Department.
6. 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.
7. The property owner shall record documents that disclose the existence, and operational characteristics of Phoenix Sky Harbor International Airport (PHX) 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.
8. 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.
9. 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.

10. 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

Elyse DiMartino

November 9, 2018

Team Leader

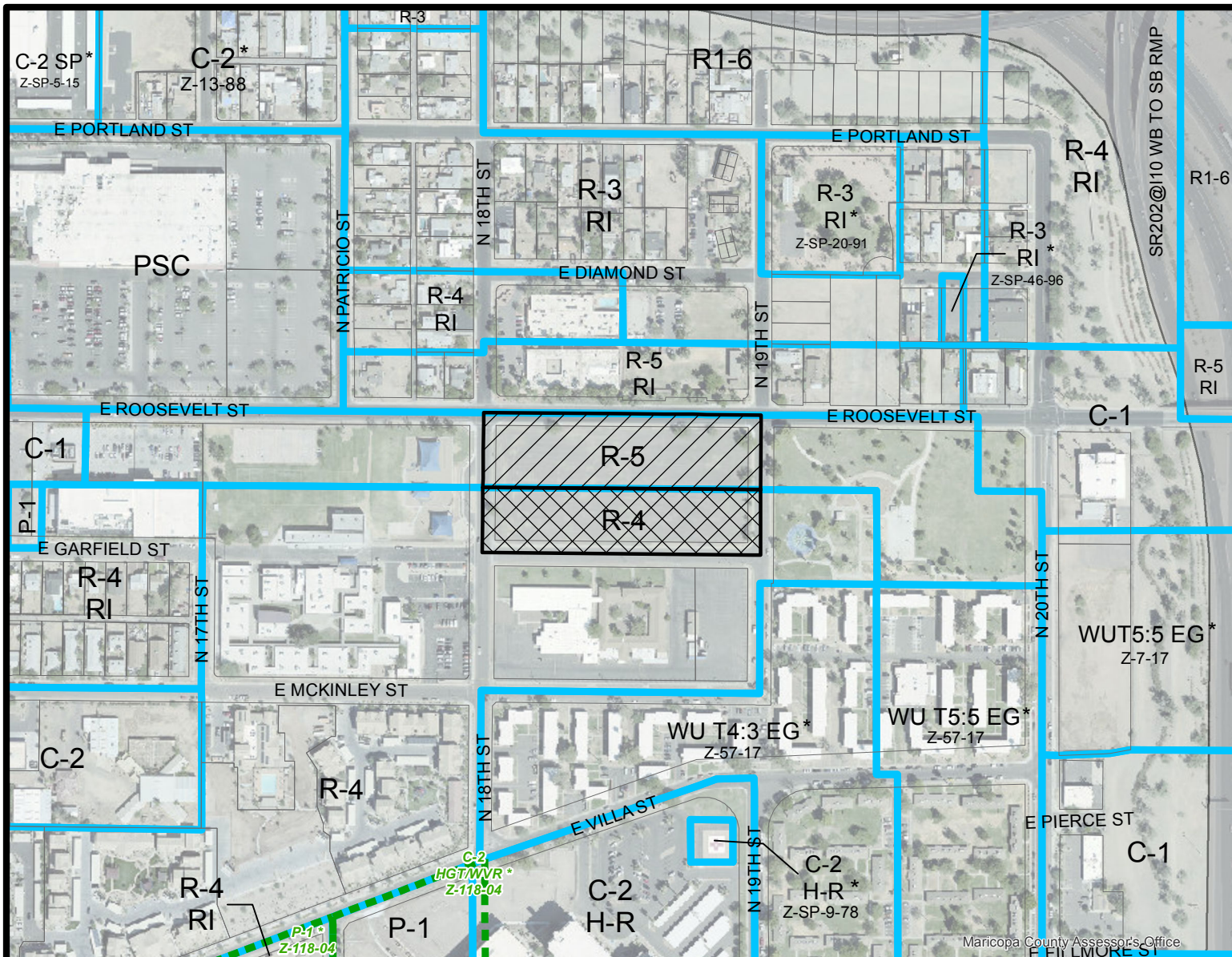
Samantha Keating

Exhibits

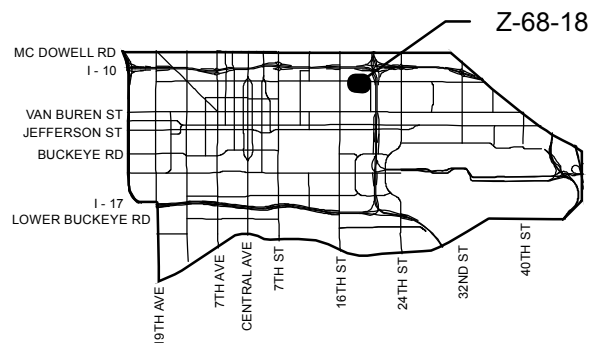
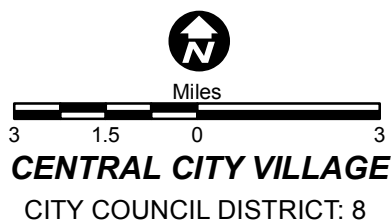
Sketch Map

Aerial Map

Conceptual Site Plan Date Stamped October 5, 2018



Maricopa County Assessor's Office



APPLICANT'S NAME: City of Phoenix Housing Department

APPLICATION NO. Z-68-18

DATE: 10/25/2018
REVISION DATES:

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

4.96 Acres

AERIAL PHOTO &
QUARTER SEC. NO.

QS 11-31

ZONING MAP

F-9

REQUESTED CHANGE:

FROM: R-5 (2.65 a.c.) 
R-4 (2.31 a.c.) 

TO: WU Code T5:5 EG (2.65 a.c.) 
WU Code T4:3 EG (2.31 a.c.) 

MULTIPLES PERMITTED

R-5, R-4

CONVENTIONAL OPTION

115, 67

* UNITS P.R.D. OPTION

138, 80

WU Code T5:5 EG, WU Code T4:3 EG

No Maximum, No Maximum

N/A, N/A

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

CONCEPTUAL SITE PLAN



Project Data Table	
Proposed Height	40-feet to 56-feet
Proposed Unit Count	177 units
Proposed Zoning	WU T4:3 and WU T5:5

CITY OF PHOENIX
OCT 05 2018
Planning & Development
Department