



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

**Staff Report: Z-2-16-7
(Capitol Mall Lofts PUD)
May 4, 2016**

Central City Village Planning Committee Meeting Date May 9, 2016
Planning Commission Hearing Date June 2, 2016
Request From: C-3 CMO (1.85 acres)
Request To: PUD CMO (1.85 acres)
Proposed Use Planned Unit Development to allow a mix of uses including multifamily residential.
Location Southeast corner of 10th Avenue and Washington Street
Owner New Central Group LLC
Representative Stephen W. Anderson, Gammage & Burnham
Staff Recommendation Approval, subject to stipulations

General Plan Conformity			
General Plan Land Use Designation		Public/Quasi-Public	
Street Map Classification	9 th Avenue	Local	45-foot west half street
	10 th Avenue	Local	45-foot east half street
	Washington Street	Arterial	50-foot south half street
<p><i>LAND USE ELEMENT, GOAL 1, NEIGHBORHOOD POLICY 3: Locate higher density housing in or near the core, and medium density housing near employment, shopping, and transportation facilities, to support and encourage pedestrian, bicycle, and transit trips.</i></p> <p>The proposed project will provide high density residential development adjacent to the Central City Village Core, nearby employment centers and regional transportation facilities.</p>			
<p><i>TRANSIT ORIENTED DEVELOPMENT STRATEGIC POLICY FRAMEWORK – MEDIUM URBAN CENTER: Recommended land use mix of some employment, balanced commercial and residential, retail destination, entertainment destination, midrise living. Low-rise office, apartment, town house, row house, live/work. Medium intensity, 3-6 stories.</i></p>			

The proposal, at 56 feet in height and 5 stories, is consistent with the Medium Urban Center Place Type for the 7th Avenue and Washington Street/Jefferson Street station area. The proposed development offers a residential project that promotes a walkable environment with buildings and entrances near the street frontages as well as parking located internal to the site. A development of this intensity is appropriate within the quarter-mile distance from the light rail station.

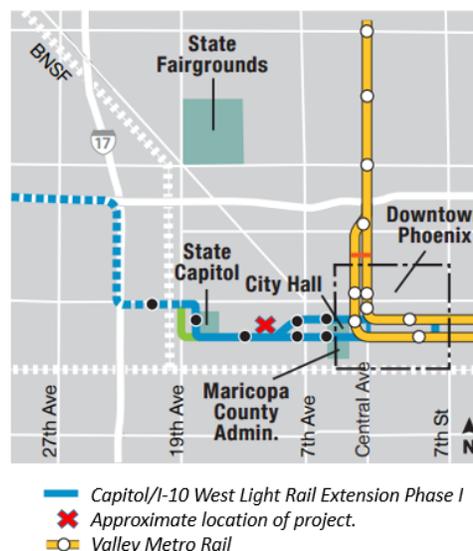
Area Plan

Governmental Mall Redevelopment Plan – the site is designated for private office use. See Item #s 7, 8 and 9 in the Background/Issues/Analysis section.

Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone a 1.85 acre site, located at the southeast corner of 10th Avenue and Washington Street, from C-3 CMO (General Commercial, Capitol Mall Overlay District) to PUD CMO (Planned Unit Development, Capitol Mall Overlay District) to allow for a mix of uses including multifamily residential. The site is located approximately two blocks from the site of the future light rail station at 7th Avenue and Washington Street, and has frontage on 9th and 10th Avenues as well as on Washington Street. The Phase 1 segment of the Capitol/I-10 West Light Rail Extension (from downtown Phoenix to the Capitol area) is anticipated to be complete in 2023.



2. Currently, the subject site is vacant. An automotive facility exists adjacent to the southwest portion of the site and the Phoenix Inner City Kids building is to the southeast of the parcel. The Carnegie Library and Park is on the block to the west. Numerous state government buildings exist to the north across Washington Street. See further discussion in Item #10.
3. The General Plan Land Use Map designation for this property is Public/Quasi-Public in recognition of the predominant government uses in the area. The PUD proposes to construct approximately 65 condominium units. Although not consistent with the land use designation on the General Plan land use map, the site size is less than the 10 acre minimum that would trigger the need for a General Plan map amendment.

TRANSIT ORIENTED DEVELOPMENT STRATEGIC POLICY FRAMEWORK

4. The Transit Oriented Development Strategic Policy Framework is intended to improve the investment environment around key nodes in the Phoenix transit network and guide sustainable urban development to benefit all residents. The Transit Oriented Development Strategic Policy Framework includes a detailed background regarding the market for development near high capacity transit, the community benefits that can be realized and the sustainability integration that can occur. Further, the policy document notes that proactive planning can ensure that economic growth benefits the community and advances urban sustainability. In keeping with this idea, planning typologies, describing urban environments by related characteristics, were developed for existing and proposed light rail station areas across the system. The typologies and associated policies are designed to shape walkable mixed use environments and focus redevelopment near high capacity transit stations.
5. The 7th Avenue/Washington/Jefferson light rail station area is identified as a Medium Urban Center place type. Medium Urban Center is characterized by a balance of commercial and residential uses and some employment. Housing can be mid-rise, apartments, town houses, row houses or live/work. Development in this place type is of medium intensity in a range of three to six stories and the possibility of up to 10 stories with some incentives.
6. The PUD is modeled after the Walkable Urban (WU) Code T5:5 transect district. The WU Code is intended to implement the policies of the TOD Strategic Policy Framework by identifying the development standards for property along the light rail corridor based on the transect district assignment. The T5 transect allows a mix of uses including residential and commercial and anticipates development from 30- to 100- feet in height. The proposed standards are consistent with the T5:5 transect with a maximum height of 56 feet.

AREA PLAN AND OTHER REGULATIONS

7. Adopted in 1987, the purpose of the Governmental Mall Redevelopment Plan is to revitalize and redevelop the area west of the downtown. This is an area of a diverse mixture of uses, including residences, a school, historically significant structures, the location of the state Capitol, as well as the legislative and administrative functions of state government. The plan seeks to produce an attractive, vital area which will be of major benefit to Phoenix.
8. There are two regulatory tools in place for the Governmental Mall Area. One is the Capitol Mall Overlay District (Section 656) in the City of Phoenix Zoning Ordinance. This District acknowledges the varied uses of the area including governmental offices, industrial and commercial businesses and historic residences. Many activities in this area are in close proximity to each other and the compatibility of these activities is critical to their property and orderly function. The overlay district purpose is to prevent a concentration of certain uses which could then restrict businesses and residences from functioning normally and possibly contributing to

the deterioration of the business and living environment. Development of residential at this location is a compatible use and meets the intent of this overlay district.

9. The second regulatory tool falls under State purview. The Legislative Governmental Mall Commission was established in 1985 to develop and maintain a comprehensive long-range plan for the development of the Governmental Mall area. The Commission is composed of representatives from State, County and City government as well as from the general public. Legislation was approved that gave the Commission the authority to review and approve proposed development prior to the issuance of building permits. The Commission utilizes the goals, objectives and design guidelines included in the Capitol District Development Guidelines to evaluate the project and make a decision which is forwarded to the City of Phoenix. The proposed development was presented to the Legislative Governmental Mall Commission on March 4, 2016 and received preliminary approval to move forward with the proposal. The minutes of that meeting are included as Exhibit A.
10. Although the site is not within the typical “downtown” area, which is focused east of 7th Avenue, it is worth noting some information from the document *Downtown Phoenix: A Strategic Vision and Blueprint for the Future – December 14, 2004*. A report that provided input to this document stressed “that downtown must provide a diverse array of quality housing choices – including, most importantly, significant entry-level opportunities and loft or live-work spaces for young professionals and creative types.” Further, the document emphasized the importance of offering housing choices to meet the needs of a diverse population. As land prices in the downtown core increase, parcels such as these, on the fringe of the downtown, and along the future light rail corridor, are good candidates for housing.

SURROUNDING/NEARBY USES & ZONING

11. **North**

The property to the north of the subject site is zoned C-3 HR CMO (General Commercial, High Rise, Capitol Mall Overlay District) and contains a two level parking structure.

West

Directly across 10th Avenue is the Carnegie Library and Library Park, zoned C-3 HP-L CMO (General Commercial, Historic Preservation Landmark, Capitol Mall Overlay District). The Carnegie Library site is administered by the State of Arizona and serves as meeting



Carnegie Center and Park

space.

South

Businesses with frontage on Jefferson Street are to the south, including an auto repair facility and a non-profit organization serving youth and families. These parcels are zoned C-3 CMO (General Commercial, Capitol Mall Overlay District)

East

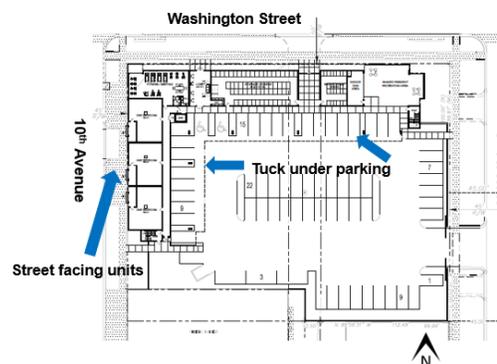
The properties to the east of the subject site are zoned C-3 CMO (General Commercial, Capitol Mall Overlay District) and C-3 SP CMO (General Commercial, Special Permit, Capitol Mall Overlay District). The Special Permit was granted in 1982 to allow a bus line depot and light maintenance including washing facilities. Although there are some structures on the site, there is no business operating on the site.

12. The Governmental Mall area is home to a number of services providing support to a large number of the city's population of homeless individuals. The Human Services Campus is located two blocks to the south of the subject site. This campus is comprised of several organizations, including: the Central Arizona Shelter Services (CASS); the Society of St. Vincent de Paul; Maricopa County Healthcare for the Homeless; Lodestar Day Resource Center; and St. Joseph the Worker. CASS provides overnight shelter for over 400 homeless men and women each night. Due to the proximity of these services, there is a high concentration of transient individuals who walk through the greater area to reach the campus.



PROPOSAL

13. 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.
14. The PUD proposes to develop a five-story, 56-foot high, multifamily residential building. The approval of this PUD will allow the site to develop as a transit oriented development of 65 residential condominium units. The proposed building is L-shaped with frontage on Washington Street and 10th Avenue. Parking will be surface parking, some of which will be tucked under the building in the interior of the site. Resident parking



will be accessed from 9th Avenue and will be screened from view by a wall on 9th Avenue.

15. Below is a summary of the proposed standards for the subject site as described in the attached PUD Development Narrative date stamped April 22, 2016.

Land Use

The narrative proposes providing 65 multifamily residential dwelling units. In addition, all T5:5 land uses specified in the WU Code are permitted.

Development Standards

The proposed development standards are consistent with promoting a walkable development. The development standards limit the building height to 56 feet and provide maximum building setback of 12 feet along Washington Street and 10 feet along 10th Avenue. The minimum setback on 9th Avenue is 10 feet. In addition, buildings are required to comprise a minimum of 70% of the Washington Street frontage, 50% of the 10th Avenue frontage and 20% of the 9th Avenue frontage. Parking is be required to be located behind buildings or behind a minimum 30 foot setback on Washington Street and 10th Avenue. The parking setback on 9th Avenue is a minimum of 5 feet. Pedestrian access will also be provided along all street frontages.

Landscape

The landscape areas will provide a mix of 2- and 3-inch caliper trees and will adhere to the WU Code.

Parking

The narrative proposes providing a total of 70 parking spaces, while 54 spaces are required.

Bicycle Parking

Minimum standards for bicycle parking are defined in the development narrative. Bicycle parking will be provided in secured areas throughout the complex.

Fence and Wall Standards

In order to address security concerns (see Item #11) in this Governmental Mall area, these standards deviate from those of the WU Code. The PUD proposes to allow a six (6) foot fence with one (1) foot of view fence for a total of seven (7) feet along the Washington Street frontage. Such fencing would only be allowed adjacent to improved common outdoor open space. Fences with a linear distance of more than 20 feet shall have treatments achieved through a combination of artwork, architectural features, landscape and trellises, with a minimum size of 30 square feet per 20 linear feet.

Similar standards are in place for 9th Avenue where the surface parking area is being screened from the street.

The 10th Avenue frontage is planned for front facing residential units. The maximum height for a solid fence on this frontage is 48 inches with additional view fencing allowed up to 72 inches.

Vehicular and Pedestrian Access

One vehicular access point is proposed to be provided from 9th Avenue. Pedestrian access will be provided on each street frontage.

Amenities

A fitness center and an outdoor area are proposed as amenities for the buildings' occupants.

Shade

A minimum of 75% of the public sidewalks will be shaded. The interior pedestrian routes will have a minimum of 50% shade.

Signage

Signage standards will adhere to the standards specified in the WU Code with an exception that allows wall-mounted signage along the Washington Street façade to count towards required treatments for blank walls.

Sustainability

The development proposes several elements addressing sustainability principles including the use of water efficient landscaping and providing recycling services for residents.

Phasing

The project will be completed in one phase.

MISCELLANEOUS

16. The Aviation Department has reviewed the rezoning application and has determined that it may be necessary for Form 7460-1 be filed. Information can be found at <https://oeaaa.faa.gov/oeaaa/external/portal.jsp> Additionally, the Aviation Department requests that the property owner record a Notice to Prospective Purchasers of Proximity to Airport in order to disclose the existence, and operational characteristics of Phoenix Sky Harbor International Airport to future owners or tenants of the property. Stipulation #2 addresses this request.
17. The Water Services Department has noted that there are no water or sewer infrastructure concerns. Water and sewer capacity for the proposed development will be assessed during the site plan review process. The design and construction of any facilities needed to connect to or increase the capacity of the existing infrastructure are the responsibility of the developer.
18. The Floodplain Management division of the Street Transportation Department determined that the parcel is not in a Special Flood Hazard Area (SFHA), but is located in a Shaded Zone X, on panel 2205 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013 maps.

19. Development of the parcel will require that all improvements are required to comply with all Americans with Disabilities Act (ADA) standards. This is addressed in Stipulation #3.
20. 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 development is not consistent with the General Plan Land Use Map designation of Public/Quasi-Public, however a General Plan Amendment is not required.
2. The request is consistent with the Medium Urban Center Place Type assignment from the Transit Oriented Development Strategic Policy Framework of the General Plan.
3. The proposal is generally consistent with and will further the goals of the Governmental Mall Redevelopment Plan.

Stipulations

1. An updated Development Narrative for the Capitol Mall Lofts 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 April 22, 2016, as modified by the following stipulations:
 - a. Page 20 – Correct last line of text to read: “...thirty (30) square-feet per twenty (20) ~~linear~~ **linear feet of blank wall.**”
 - b. Page 21 – Eastern Secondary Frontage (9th Avenue) section: correct the second to the last line to read “...minimum size of ~~thirty~~ **thirty** (30) square-feet per twenty (20) linear feet **of blank wall.**”
2. The property owner shall record documents that disclose the existence, and operational characteristics of Phoenix Sky Harbor International 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.
3. The development shall comply with all ADA accessibility standards, as per plans approved by the Planning and Development Department.

Staff Report: Z-2-16-7

May 4, 2016

Page 9 of 9

Writer

K. Coles

4/28/2016

Team Leader

Joshua Bednarek

Attachments

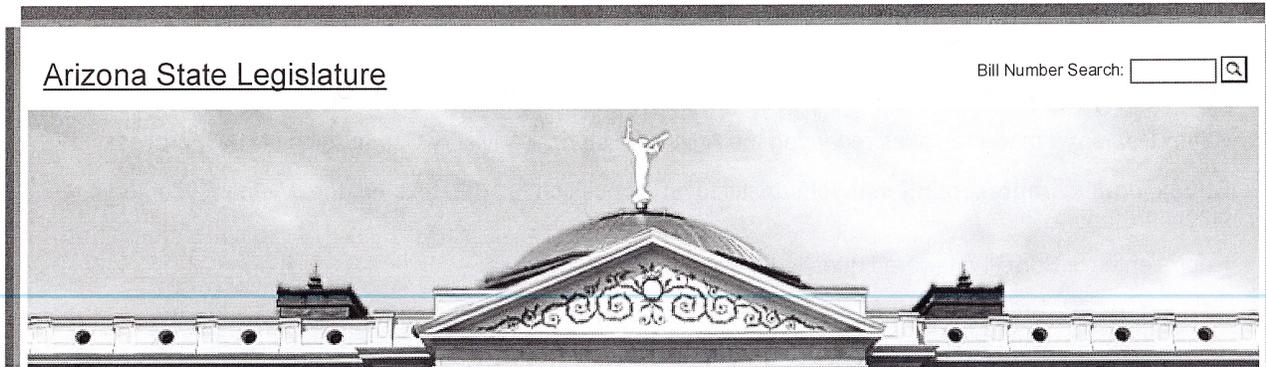
Attachment A – Governmental Mall Commission Minutes, March 4, 2016

Sketch Map

Aerial

Capitol Mall Lofts PUD Development Narrative date stamped April 22, 2016

EXHIBIT A



Fifty-second Legislature - Second Regular Session [change session](#) | [printer friendly version](#)
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ARIZONA STATE LEGISLATURE
LEGISLATIVE GOVERNMENTAL MALL COMMISSION
Minutes of the Meeting
March 4, 2016
10:00 a.m., Senate Hearing Room 109

Members Present:

Kevin DeMenna, Chair
 Senator Judy Burges, Advisory Member
 Barry Aarons
 Vanessa Hickman
 Karen Johnson
 Don Keuth

Representative Lela Alston, Advisory Member
 Dr. Susan Shaffer Nahmias Ph.D
 Nicole Ong
 Jason Rodgers
 Carol Shuler

Staff:

Robin Hillyard, Senate Research Analyst
 Sharon Carpenter, House Research Analyst

Chairman DeMenna called the meeting to order at 10:03 a.m. and attendance was taken.

INTRODUCTION OF MEMBERS

The Committee members introduced themselves.

REVIEW, RECOMMENDATIONS AND/OR APPROVAL

Silent Service Memorial – Submarine Memorial

Sara Sullivan, General Services Division, Arizona Department of Administration, gave an overview and explained the responsibility for maintaining the grounds of the Silent Service Memorial. Ms. Sullivan introduced Renee Jones.

Renee Palmer Jones, Artist and De Facto Project Manager, Silent Service Memorial, distributed and explained a PowerPoint presentation entitled "Concept Development Report for Arizona's Silent Service Memorial" (Attachment A) and answered questions posed by the Committee.

Don Keuth moved that the Legislative Governmental Mall Commission approve the Silent Service Submarine Memorial as presented. The motion CARRIED by voice vote.

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-
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Vietnam Memorial – Modification

Representative Borrelli gave an update on the Vietnam Memorial Modification.

EXHIBIT A

Joe Abodeely, Director, Arizona Military Museum, distributed and explained a handout entitled "Honoring Vietnam Veterans" (Attachment B).

Jim Hartdegen, representing himself, testified in support of the Vietnam Memorial Modification.

Kevin DeMenna made remarks regarding the Arizona Historical Advisory Commission (AHAC) process.

Chuck Jones, representing himself, testified in opposition to the text on the Vietnam Memorial plaques.

Representative Borrelli answered questions posed by the Committee.

Barry Aarons moved that the Legislative Governmental Mall Commission approve the Vietnam Memorial Modification as presented. The motion CARRIED with a roll call vote of 7-2-0 (Attachment 1).

Verizon Cell on Washington between 16th Ave. and 17th Ave.

Zachary Williams, Verizon, Coal Creek Consulting, distributed and explained a PowerPoint presentation entitled "Verizon Wireless, Coal Creek Consulting, Photo Simulation" (Attachment C).

Terry Skula, Verizon Construction, continued with the PowerPoint presentation (Attachment C) and answered questions posed by the Committee.

Tom Wyatt, City of Phoenix, answered questions posed by the Committee.

Nola Barnes, Assistant Director, General Services Division, Arizona Department of Administration (ADOA), answered questions posed by the Committee.

Mr. Skula answered additional questions posed by the Committee.

Don Keuth moved that the Legislative Governmental Commission move forward and approve the Verizon Cell Modification and to get copies of the proposed plan for future development within the area. The motion CARRIED with a roll call vote of 7-2-0 (Attachment 2).

The Committee further discussed the Verizon Cell.

Capitol Mall Lofts – 9th Avenue & Washington

Brian Cassidy, CCBG Architect, distributed and explained a PowerPoint presentation entitled "Capital Mall Lofts" (Attachment D) and answered questions posed by the Committee.

Don Keuth moved that the Legislative Governmental Mall Commission give a preliminary approval to move on the Capitol Mall Lofts. The motion CARRIED with a roll call vote of 9-0-0 (Attachment 3).

There being no further business, the meeting was adjourned at 12:08 p.m.

Respectfully submitted,

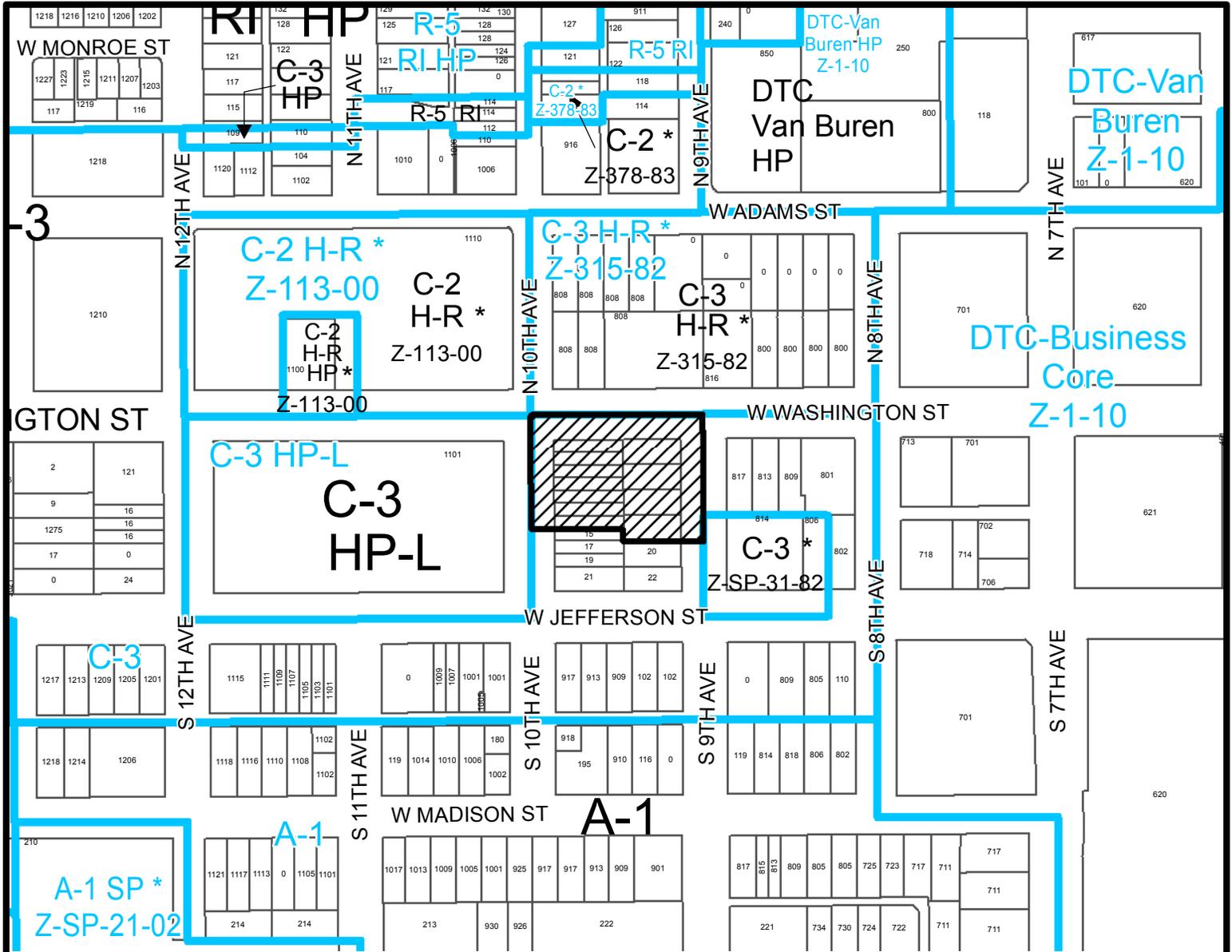
Toy Brown
Committee Secretary

(Audio recordings and attachments are on file in the Secretary of the Senate's Office/Resource Center, Room 115. Audio archives are available at <http://www.azleg.gov>)

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Legislative Governmental Mall Commission
March 4, 2016
Page 1

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Feet

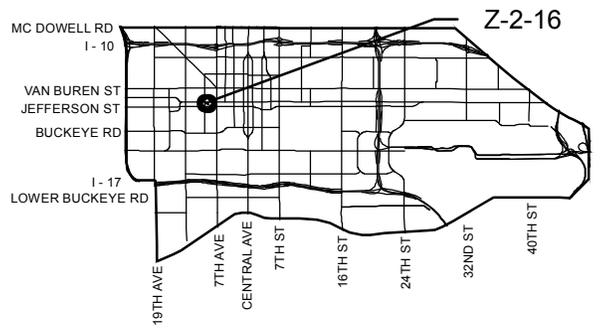
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CENTRAL CITY VILLAGE
CITY COUNCIL DISTRICT: 7



City of Phoenix

PLANNING & DEVELOPMENT DEPARTMENT



APPLICANT'S NAME: **Gammage & Burnham c/o Stephen Anderson**

APPLICATION NO. **Z-2-16**

DATE: **2/17/16**
REVISION DATES:

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

1.85 Acres

AERIAL PHOTO & QUARTER SEC. NO.
QS 10-26

ZONING MAP
F-8

REQUESTED CHANGE:

FROM: C-3 CMO (1.85 ac)

TO: PUD CMO (1.85 ac)

MULTIPLES PERMITTED

C-3 CMO
PUD CMO

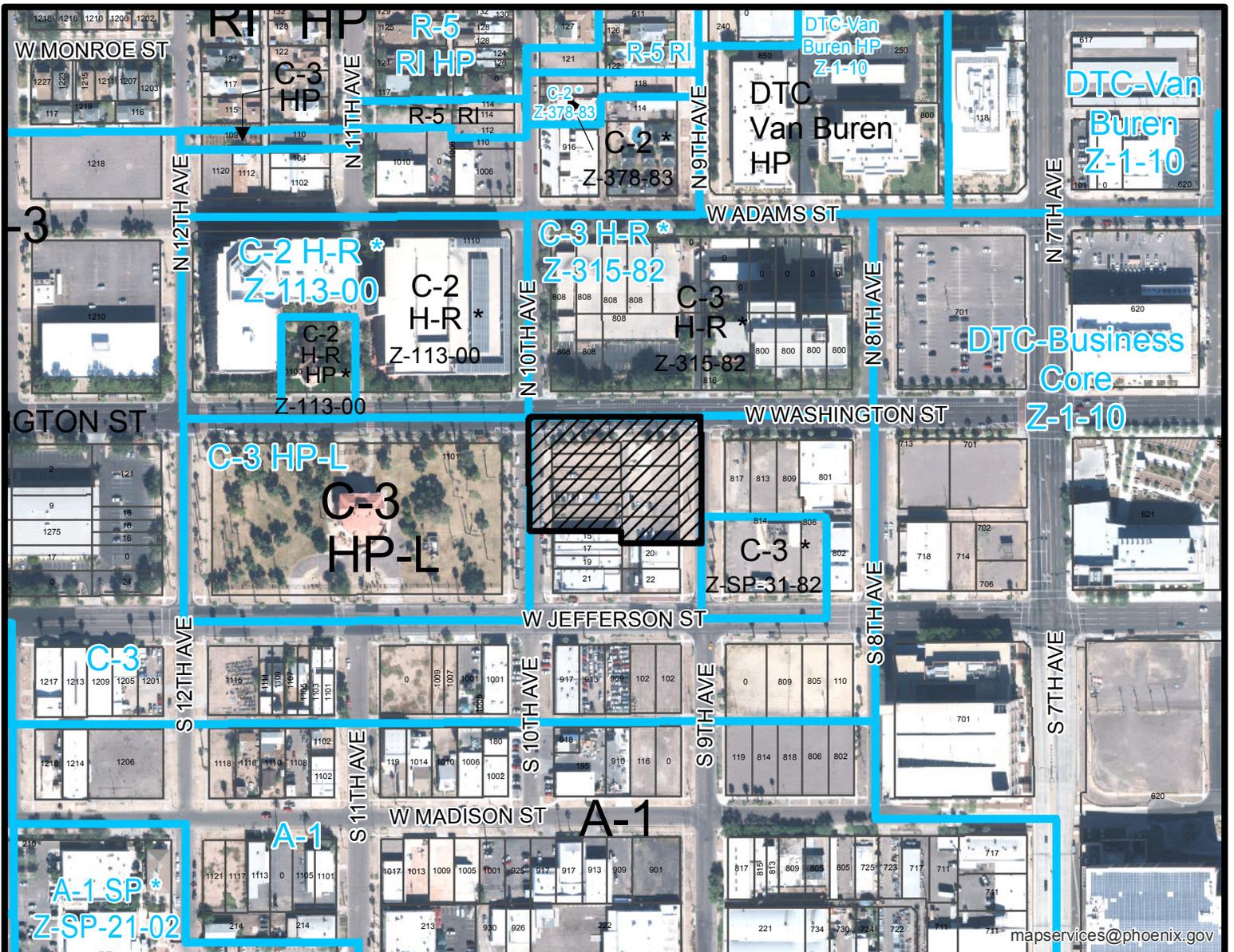
CONVENTIONAL OPTION

27
N/A

*** UNITS P.R.D. OPTION**

32
N/A

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



mapservices@phoenix.gov



Feet

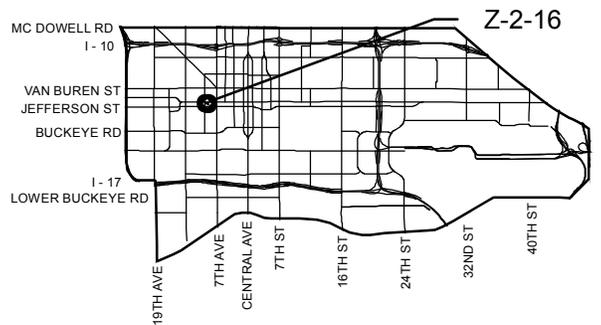
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CENTRAL CITY VILLAGE
CITY COUNCIL DISTRICT: 7



City of Phoenix

PLANNING & DEVELOPMENT DEPARTMENT



APPLICANT'S NAME: **Gammage & Burnham c/o Stephen Anderson**

REQUESTED CHANGE:

FROM: C-3 CMO (1.85 ac)

APPLICATION NO. **Z-2-16**

DATE: **2/17/16**
REVISION DATES:

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

1.85 Acres

AERIAL PHOTO & QUARTER SEC. NO.
QS 10-26

ZONING MAP
F-8

TO: PUD CMO (1.85 ac)

MULTIPLES PERMITTED

C-3 CMO
PUD CMO

CONVENTIONAL OPTION

27
N/A

*** UNITS P.R.D. OPTION**

32
N/A

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