



City of Phoenix

PLANNING AND DEVELOPMENT DEPARTMENT

**Staff Report Z-70-15-6
(28th Street & Camelback Mixed Use PUD)
April 21, 2016**

Camelback East Village Planning Committee Meeting Date May 3, 2016

Planning Commission Hearing Date June 2, 2016

Request From: C-O (4.31 acres)
P-1 (0.56 acres)

Request To: PUD (4.87 acres)

Proposed Use Planned Unit Development to allow a mix of uses including office, hotel, and limited retail

Location Southeast corner of 28th Street and Camelback Road

Owner Daily Double

Applicant/Representative Beus Gilbert PLLC

Staff Recommendation Approval, subject to a stipulations

General Plan Conformity			
General Plan Land Use Designation		Commercial	
Street Map Classification	Camelback Road	Arterial	40 to 55-foot south half street
	28th Street	Minor Collector	40-foot east half street
	29th Street	Local	25-foot west half street
<p><i>CONNECT PEOPLE AND PLACES CORE VALUE; COMPLETE STREETS; DESIGN PRINCIPLE: Locate parking to the rear of a site to create a more pedestrian environment, when adequate shielding from noise and light can be provided to adjacent established neighborhoods. On-street parking in some areas may also promote a pedestrian environment.</i></p> <p>The proposed design provides surface parking at the rear of the site with a new detached sidewalk and associated landscaping along Camelback Road to enhance the pedestrian experience in and around the site. Several development standards addressing lighting, noise and uses are included to provide buffering between the buildings, surface parking area and the adjacent single-family residential neighborhood.</p>			

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 standards included within the PUD provide for extensive shading throughout the site through the use of both vegetative and structural elements. In addition, the development will incorporate the existing, mature landscaping, where feasible, into the overall landscape design.

STRENGTHEN OUR LOCAL ECONOMY CORE VALUE; EMPLOYERS (JOB CREATION); LAND USE PRINCIPLE: Support General Plan Land Use Map and zoning changes that will facilitate the location of employment generating uses in each of the designated employment centers.

The proposed rezoning, through both the introduction of the hospitality use and the additional Class A office space, offers additional employment opportunities within a designated major employment center.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND CHARACTER; DESIGN PRINCIPLE: Create new development or redevelopment that is sensitive to the scale and character of the surrounding neighborhoods and incorporates adequate development standards to prevent negative impact(s) on the residential properties.

The proposed development is designed to be sensitive to the adjacent residential neighborhood by consolidating the most significant activity along the arterial frontage. Development standards providing both significant building setbacks and use restrictions ensure additional protection to the nearby single-family residences.

Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone a 4.87 acre site located at the southeast corner of 28th Street and Camelback Road from C-O (Commercial Office) and P-1 (Passenger Automobile Parking, Limited) to PUD (Planned Unit Development) to allow for a mixed use development including office, hotel and limited retail uses.
2. The site is an assemblage of two parcels, both used as professional office developments. The properties were rezoned to allow the current use in 1974 and 1976, with buildings improvements completed shortly thereafter. The one-story buildings generally front Camelback Road with surface parking located to the rear of the site.
3. The General Plan Land Use Map designation for the parcel is Commercial. A Commercial designation accommodates office, retail, service and multi-family development at varying scales and intensities. The proposed office, hotel and limited retail uses are consistent with this designation.

West

Across 28th Street to the west is a 3-story office building development that is zoned C-O (Commercial Office) and P-1 (Passenger Automobile Parking, Limited).

South

Property to the south of the subject site is zoned R1-10 (Single-Family Residence District) and is developed with single-family homes.

East

A two-story office development is located to the east of the subject parcel. The property is zoned C-O/G-O (Commercial Office, General Office option) and C-O (Commercial Office).

PROPOSAL

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

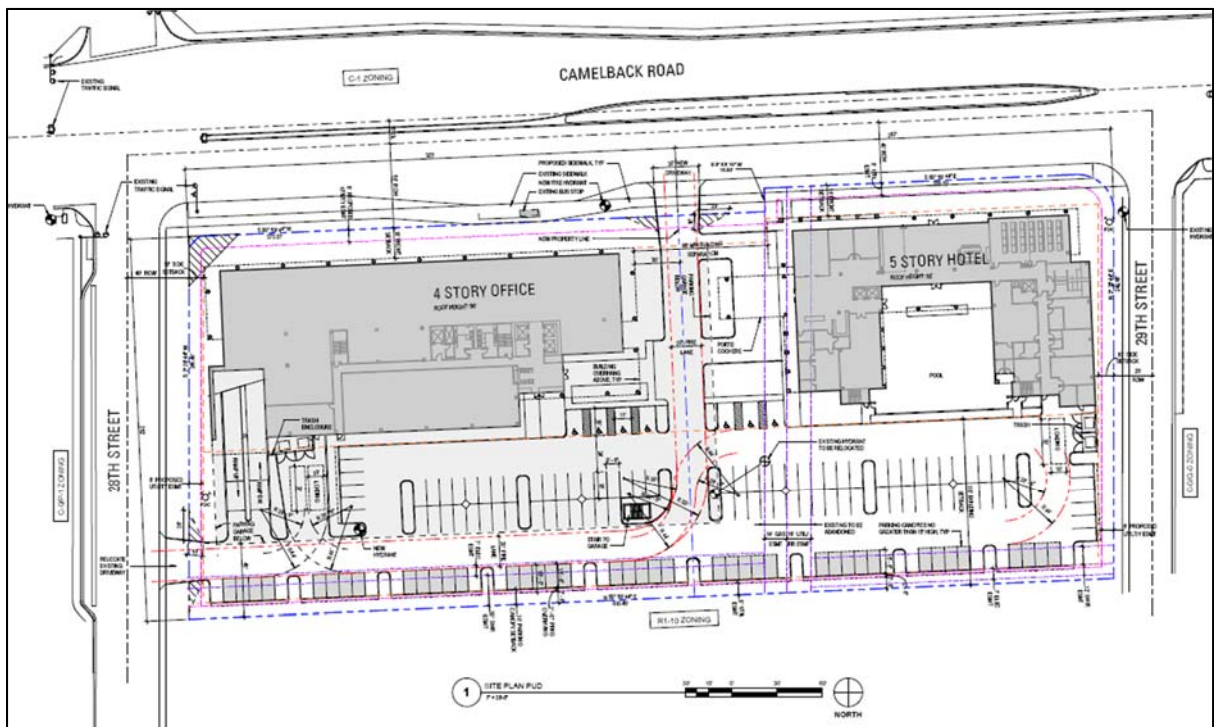
7. Below is a summary of the proposed standards for the subject site as described in the attached PUD Development Narrative date stamped April 8, 2016, Attachment C.

Table of Proposed Development Standards

<u>Standard</u>	<u>Proposed</u>
<i>Building Height</i>	
Primary Use Buildings	58 feet, 10 inches maximum
Accessory Structures	12 feet maximum
<i>Minimum Building Setbacks</i>	
Street – Camelback Road	18 feet for 95% of the street frontage 10 feet for 5% of the street frontage
Street – 28th Street and 29th Street	10 feet
Interior - south property line	110 feet for primary use buildings 10 feet for parking garage and canopies
<i>Maximum Building Setback</i>	
Street – Camelback Road	22 feet
<i>Minimum Landscape Setbacks</i>	
Street – Camelback Road	18 feet for 95% of the street frontage 10 feet for 5% of the street frontage
Street - 28th Street and 29th Street	10 feet
Interior – south property line	10 feet
<i>Maximum Lot Coverage</i>	
Primary Use Buildings	42%

Accessory Structures	10.5%
Total	89.3%
<i>Minimum Primary Use Building Separation</i>	85 feet (excluding porte cocheres)
<i>Parking</i>	
Hotel	1 space per room
Office	3.5 spaces per 1,000 square feet of tenant leasable area
General Retail	1 space per 300 square feet of floor area
Bicycle	20 spaces minimum
Loading	1 per building

The PUD proposes development standards designed to accommodate a four-story office building and a five-story hotel. The office and hotel buildings have planned building heights of 56 feet, with a maximum permitted building height of 58 feet 10 inches. A surface lot to the rear of the primary use buildings, in addition to an underground parking garage, will provide employee and guest parking for the development. The conceptual site plan included within the Development Narrative depicts a 115,000 square foot office building and a 96,000 square foot, 160 room hotel. Maximum lot coverage will not exceed 42% for primary use buildings with an additional 10.5% lot coverage for any accessory structures, including parking canopies. Overall lot coverage, inclusive of the underground parking garage, will not exceed 89.3%.



ELEMENTS OF THE PUD DEVELOPMENT STANDARDS

8. The development standards contained within the PUD focus on the following three elements:
 - Produce an urban, sustainable and pedestrian-friendly development.
 - Ensure adequate protection to the adjacent single-family residential neighborhood.
 - Develop design standards that are consistent with properties along the Camelback Road corridor, specifically those properties subject the design standards contained in the Camelback East Primary Core Specific Plan.

URBAN & SUSTAINABLE DEVELOPMENT

9. Both primary use buildings will be oriented toward Camelback Road with a reduced building setback of 18 feet in order to provide an urban active streetscape experience consistent with other urban developments within the vicinity. The majority of the parking will be provided by an underground parking garage, with a limited amount of surface parking located to the rear of the site and out of public view.
10. Like the proposed building setbacks, the proposed street side landscaping areas are limited to allow the buildings to be located closer to the street. These smaller areas, however, include enhanced landscaping in order to provide both shade and to promote a more pedestrian-friendly environment. A minimum landscape setback of 18 feet will be provided along Camelback Road for 95% of the frontage with a 10-foot landscape setback permitted for up to 5% of the street frontage. The Camelback Road setbacks will be landscaped with a mix of 3-inch and 4-inch caliper trees that will be strategically placed to shade the planned detached sidewalk. The 28th Street and 29th Street frontages will be provided with a 10-foot landscape area that will contain a mix of 2-, 3- and 4-inch caliper trees. All perimeter landscaped setbacks will also contain six, 5-gallon shrubs per tree to complete the landscape theme.



Landscaping is also planned in the surface parking lot and will cover a minimum of 10% of the parking area. In addition to perimeter and parking lot landscape areas, additional vegetation will be provided adjacent to building areas that are within 100 feet of the public right-of-way or provide public entry. A 5-foot wide planter or arcade will enhance the building's façade and provide additional aesthetic detail to those traveling in or around the site.

11. Parking spaces will be provided according to the prescribed ratios of the Phoenix Zoning Ordinance, however, as the Development Narrative details, a shared parking model will be sought to reduce the required number of parking spaces because of the numerous transportation options available to users of the site, furthering the sustainable ideals of the development. Similarly, to encourage utilization of alternative transportation options, the development standards include a prescribed number of bicycle parking spaces in addition to working with the city's Public Transit Department to provide an updated and architecturally distinguishable bus shelter along Camelback Road. The updated bus shelter, specifically, will benefit not only the occupants of the building, but residents of the surrounding community.

12. In addition to the applicable design guidelines detailed in the city of Phoenix Zoning Ordinance, the Development Narrative proposes many additional design standards intended to activate the street frontages of the project and promote the urban



environment of the Camelback Road corridor. A detached sidewalk along Camelback Road will connect to internal pedestrian walkways that provide access to the buildings' main entrances. The ground level of both buildings will be accented with a minimum of 30% glazing and differentiated building materials to provide visual interest. Design guidelines are also proposed to provide a large courtyard linking the two primary use buildings that will create usable internal open space. Prescribed standards include providing a water feature, shade trellises, benches, tables and seating areas.

13.



Shading will be provided for public sidewalks, internal open space areas as well as the surface parking lot. Development standards are proposed to ensure that a minimum of 75% of the public sidewalk and minimum 50% of the surface parking area are shaded by either vegetation or structural shade elements.

Similarly, the courtyard area between the two primary use buildings will contain trellises, trees and vertical landscaping to shade the exterior open space areas.

14. The Development Narrative details a number of voluntary green elements, ensuring the project is developed and maintained in a sustainable manner. First and foremost, the developer intends to achieve Leadership in Energy and Environmental Design certification for the project, which will serve to benchmark the specific elements proposed for the project against a global standard. Recycling facilities, site shading and alternative pavement to promote natural drainage are just some of the features proposed in the overall design that will further the project's sustainable mission.

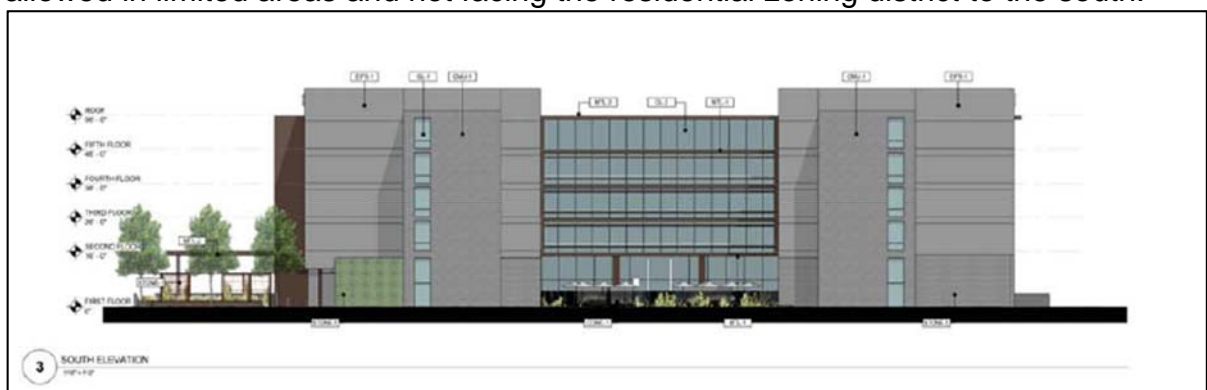
PROTECTION FOR THE ADJACENT NEIGHBORHOOD

15. The proposed development standards require a 110-foot building setback from the southern property line for primary use buildings. This enhanced setback will serve to provide an increased buffer to the adjacent residential properties and will restrict the majority of the activity to the northern portion of the site. The planned parking garage and parking canopies will maintain the same front and side setbacks as the primary use buildings, but will be required to maintain a 10-foot minimum setback from the southern property line.
16. In addition to the substantial southern building setback, a minimum 85-foot building separation, excluding the hotel's porte cochere, will be provided. The building separation is provided to maintain the view corridor from the existing residential neighborhood to the south.

17. The southern setback between the property line and the surface parking area will be landscaped with a mix of 2-inch and 3-inch caliper trees and 5-gallon shrubs. Some existing vegetation is already provided on-site, specifically along the southern property line. Where not in conflict with the development plan, the existing healthy, mature trees will be retained and incorporated into the new landscape design. A similar landscaped setback exists with the current development on site.



18. The conceptual site plan depicts two access points – a main entrance off Camelback Road with a secondary access point off 28th Street. A standard restricting vehicular access to and from 29th Street has been provided to limit traffic to the arterial and collector streets adjacent to the development.
19. Limitations have been placed on the height of security and parking lot lighting to provide additional protection for the adjacent residences to the south. Any lighting within 110 feet of a residentially zoned property will be limited to a maximum height of 15 feet. In addition, any lighting proposed for parking canopies will be required to be shielded from any adjacent residences.
20. Along with the building and site design features designed for the occupants of the building, several standards are proposed to provide additional protection to the neighborhood to the south. Balconies and windows facing residential homes will not be permitted in those portions of the hotel building closest to the southern property line. Similarly, occupiable outdoor space above the second floor will only be allowed in limited areas and not facing the residential zoning district to the south.



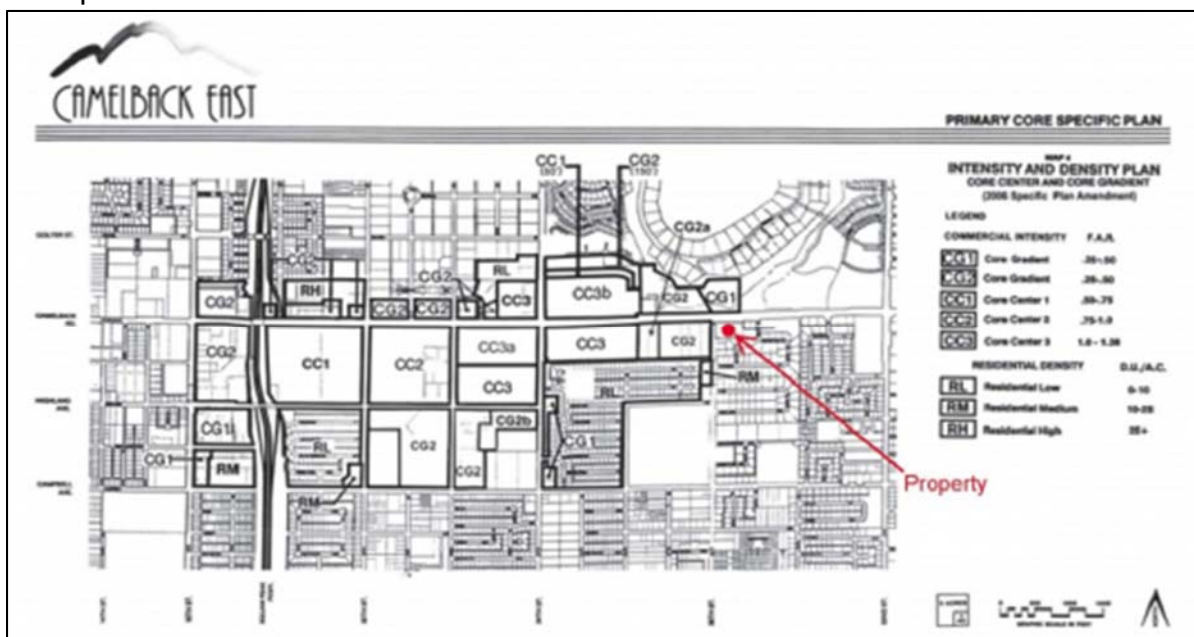
21. The Development Narrative proposes to allow general office, hotel and financial institutions as principally permitted uses with a number of restrictions designed to ensure compatibility with nearby residential properties. Permitted general office accessory uses include a small conference center, cafeteria, and day care center. Retail uses are only permitted on the ground floor of the office building and are restricted to a maximum area of 5,000 square feet. No alcohol sales are permitted.
22. Accessory uses are also proposed for the hotel and include those uses customarily incidental to a hotel use. Restaurants, bars, outdoor patios, meeting rooms, fitness center, pool and gift shops are permitted accessory uses, but again, include use limitations designed to be sensitive to nearby residences. Restrictions are included that will limit the location, size and hours of operation of any outdoor patio. Live outdoor entertainment is not permitted and maximum levels for amplified sound are specified.

CONSISTENCY WITH AREA DESIGN STANDARDS

23. Originally adopted in 1991, with an update in 2006, the Camelback East Primary Core Specific Plan provides guidance on land use, transportation, infrastructure investments and desirable design features for properties within the defined Core

Center and Core Gradient. The Core Center is generally bounded by Piestewa Freeway, 26th Street, Camelback Road and Highland Avenue whereas the Core Gradient generally extends from the boundaries of the Core Center to Medlock Drive, Campbell Avenue, 16th Street and 28th Street. While the subject property is not included within the plan's defined Core Gradient, it is adjacent to properties on the west and north that are subject to the policy and regulatory provisions outlined in the plan.

24. Due to the proximity of the subject property to the Core Gradient, the proposed development incorporates several of the plan's prominent elements including streetscape enhancement, improved pedestrian circulation, underground parking and promotion of alternative transit.



25. The Camelback East Primary Core Specific Plan also includes a set of design guidelines that aim to provide open spaces and pedestrian linkages, encourage architectural excellence with a pedestrian focus and to preserve established view corridors by minimizing visual clutter. The design guidelines included within the plan apply to all new development within the Core Center and Core Gradient areas. Several design standards included within the PUD are taken directly from the specific plan. These include a detached sidewalk, shaded pedestrians connections, restriction on surface parking as well as the addition of bicycle parking and active pedestrian outdoor space. Inclusion of these design features serve to create a level of consistency among existing and future developments within the Camelback Road corridor.

STREETS AND TRAFFIC

26. The Street Transportation Department has indicated that a ten foot sidewalk easement and detached sidewalk will be required along Camelback Road adjacent to the property to comply with the City's Complete Streets Policy. The detached sidewalk will begin on the east side of the existing bus bay and continue for the

length of the project. Stipulations have been added addressing these requirements as well as a stipulation regarding improvement of all streets within and adjacent to the overall development to current ADA guidelines.

27. A Traffic Study for the project was submitted to the Street Transportation Department. The study determined that the existing street improvements are sufficient to accommodate the level of traffic proposed.

MISCELLANEOUS

28. The Water Services Department has noted that existing water and sewer services exist in the vicinity of the project site. Capacity will be verified during site plan application review.
29. The City of Phoenix Floodplain Management division of the Street Transportation Department has determined that this parcel is not in a Special Flood Hazard Area (SFHA), but is located in a Shaded Zone X, on panel 1745 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
30. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements and other formal actions may be required.

Findings

1. The development proposal is consistent with the General Plan Land Use Map designation of Commercial.
2. The proposed design standards provide consistency with other properties along the Camelback Road corridor and serve to provide adequate protection to adjacent residential properties.
3. The proposal will provide additional services and amenities that will serve in creating additional employment opportunities in a major employment centers.

Stipulations

1. An updated Development Narrative for the 28th Street & Camelback Mixed Use 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 8, 2016 as modified by the following stipulations.

- a. Page 33, Development Standards, 1.e.iii. Maximum Projections: Applicant shall replace “fifth percent” with “fifty percent” when discussing close projections.
 - b. Page 34, Development Standards, 1.h.iv. Off-Street Loading Spaces: Applicant shall revise the subsection to read, “Off-street loading spaces: Minimum of one (1) loading space per building and minimum three (3) loading spaces total. A minimum of one (1) loading space per building shall meet the size requirements as stated in Section 702. Additional loading spaces must be a minimum size of 9.5 feet by 18 feet.”
 - c. Page 44, Design Guidelines, 3.n. Opening Limitations: Applicant shall revise this subsection to read, “Limit openings (e.g. windows/balconies) facing the residential homes to the south. No balconies facing residential homes shall be provided. Any south facing hotel building walls within 150 feet of the southern property line shall not contain guestroom windows. (See Exhibit M-5; Conceptual Elevations)”
 - d. Page 48, Building(s) Signage, a. Hotel Building Wall Identification: Applicant shall add the following provisions to this section:
 - iv. The area of a wall sign erected over 56-feet in height shall not exceed one percent (1%) of the area of the overall elevation to which it is attached. This area shall not be counted against the wall signage which may be placed on the building below 56-feet.
 - v. Any wall sign erected over 56-feet shall be located no closer to the roofline than one-half the vertical dimension of the sign to prevent the appearance of overcrowding at the top edge of the building.
 - vi. Any wall sign erected over 56-feet shall be located no closer to the side of the edge of the building than one-half the width of the largest letter or element of the sign to prevent the appearance of overcrowding at the edge of the building.
2. The property owner shall dedicate a 10 foot sidewalk easement along the south side of Camelback Road for the length of the project, as approved by the Planning and Development Department.
 3. The property owner shall construct a 5 foot wide sidewalk along Camelback Road which shall be detached with a minimum five foot wide landscaped strip located between the sidewalk and back of curb, as approved by the Planning and Development Department. The detached sidewalk shall begin on the east side of the existing bus bay and continue for the length of the project.
 4. The property owner shall update all existing off-site street improvements, including sidewalks, curb ramps and driveways, adjacent to the project to current ADA guidelines, as approved by the Planning and Development Department.

Writer

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April 15, 2016

Team Leader

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Attachments

Attachment A: Sketch Map

Attachment B: Aerial

Attachment C: 28th Street & Camelback Mixed Use PUD date stamped April 8, 2016