



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report: Z-129-26-4
October 5, 2026

Encanto [Village Planning Committee](#) Meeting Date October 5, 2026

[Planning Commission](#) Hearing Date November 5, 2026

Request From: [C-1 TOD-1](#) (Neighborhood Retail, Interim Transit-Oriented Zoning Overlay District One)(0.19 acres), [C-1 SP TOD-1](#) (Neighborhood Retail, Special Permit, Interim Transit-Oriented Zoning Overlay District One)(0.36 acres) and [C-3 TOD-1](#) (General Commercial, Interim Transit-Oriented Zoning Overlay District One)(0.23 acres)

Request To: [WU Code T6:22 MT](#) (Walkable Urban Code, Transect 6:22 District, Transit Midtown Character Area)(0.78 acres)

Proposal: Surgical Center

Location: Southeast corner of 2nd Avenue and Indianola Avenue

Owner: 100 West Clarendon Avenue, LLC

Applicant: American Development Partners

Representative: Benjamin Tate, Withey Morris Baugh, PLC

Staff Recommendation Approval, subject to stipulations

General Plan Conformity			
General Plan Land Use Designation		Commercial (Village Core)	
Street Map Classification	Indianola Avenue	Local	20-foot south half street
	2nd Avenue	Local	25-foot east half street

CONNECT PEOPLE AND PLACES CORE VALUE; CORES, CENTERS, AND CORRIDORS; LAND USE PRINCIPLE: Locate land uses with the greatest height and most intense uses within village cores, centers and corridors based on village character, land use needs, and transportation system capacity.

The proposal will maintain the local character and support a mix of uses in close proximity to the Indian School Road/Central Avenue light rail station and within the Encanto Village Core.

CONNECT PEOPLE AND PLACES CORE VALUE; OPPORTUNITY SITES; LAND USE PRINCIPLE: Promote and encourage compatible development and redevelopment with a mix of housing types in neighborhoods close to employment centers, commercial areas, and where transit or transportation alternatives exist.

The site is located within a half mile of the Indian School Road/Central Avenue light rail station and has access to bus service along Central Avenue and Indian School Road. The Midtown TOD Policy Plan identifies the site as an area for supportive investment opportunities. The proposal to rezone to the Walkable Urban Code zoning is consistent with the mixed use, residential vision described in the Midtown TOD Policy Plan and will be compatible with the surrounding area.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS; CERTAINTY AND CHARACTER; DESIGN PRINCIPLE: When making changes and improvements near residential areas, avoid any alteration or destruction of points of reference (such as prominent natural features or historic buildings), focal points, and place names important to the area's identity.

The proposal will maintain the iconic building mass of the City Square mixed-use development while allowing the building to be redeveloped for additional uses compatible with the surrounding area.

Applicable Plan, Overlays, and Initiatives	
<u>Transit Oriented Development Strategic Policy Framework</u>	Background Item No. 3.
<u>Midtown Transit Oriented Development Policy Plan</u>	Background Item No. 4.
<u>Encanto Village Character Plan</u>	Background Item No. 5.
<u>Complete Streets Guidelines</u>	Background Item No. 8.
<u>Comprehensive Bicycle Master Plan</u>	Background Item No. 9.
<u>Transportation Electrification Action Plan</u>	Background Item No. 10.
<u>Zero Waste PHX</u>	Background Item No. 11.
<u>Conservation Measures for New Development</u>	Background Item No. 12.
<u>Phoenix Climate Action Plan</u>	Background Item No. 13.

Surrounding Land Uses/Zoning		
	<u>Land Use</u>	<u>Zoning</u>
On Site	Commercial/services	C-1 TOD-1, C-1 SP TOD-1, C-3 TOD-1
North (across Indianola Avenue)	Multi-family residential, surface parking	C-2, C-2 SP DNS/WVR
South	Hotel and multi-family residential	C-1, C-1 SP, C-3
East	Office, commercial and hotel	C-3
West (across 2nd Avenue)	Surface parking	P-1

Walkable Urban Code Transect 6:22 MT		
<u>Standards</u>	<u>Requirements</u>	<u>Provisions on the Proposed Site Plan</u>
Gross Acreage	No minimum	0.78 acres
Total Number of Units	No maximum	Not provided
Density	No maximum	
Building Height T6:22	250 foot maximum	Not applicable
Parking Structure Height	Cannot exceed building height	Not provided
Parking	105 minimum parking spaces (1 space 1/300 sq. ft)	157 spaces provided off site
<i>Streetscape Standards (Section 1312.C)</i>		
Indianola Avenue	Minimum sidewalk width: 5 feet Minimum landscape width: 5 feet (if no public utility conflict)	Not provided
2nd Avenue		
<i>Main Building Setbacks</i>		
Primary Frontage (Indianola Avenue)	12 foot maximum	0 to 16 feet (Existing)
Secondary Frontage (2nd Avenue Drive)	10 foot maximum	0
Non-Street (East and South)	0 foot minimum	0
<i>Lot Requirements</i>		
Lot Coverage	90 percent maximum	96 percent (Existing)
Primary Building Frontage	80 percent minimum	Not provided
Secondary Building Frontage	70 percent minimum	Not provided

Background/Issues/Analysis

SUBJECT SITE

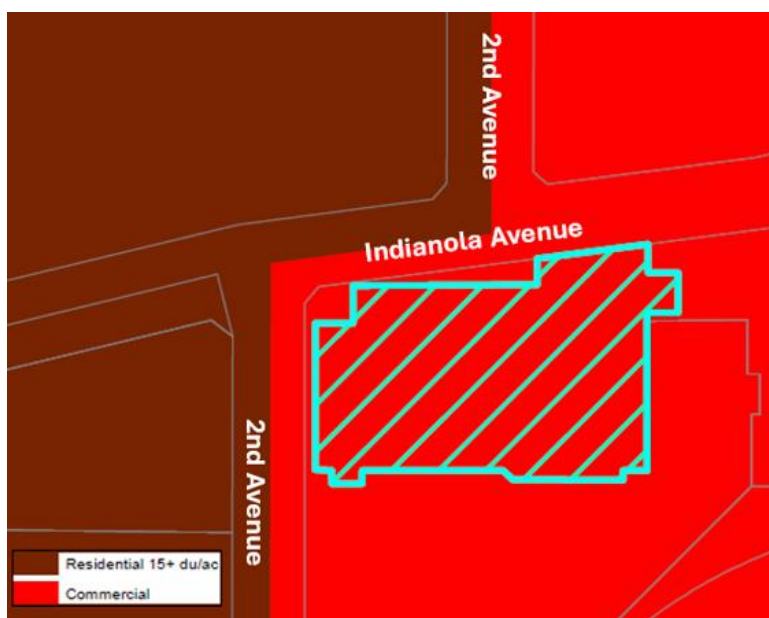
1. This request is to rezone a 0.78-acre site located at the southeast corner of 2nd Avenue and Indianola Avenue from, 0.19 acres of C-1 TOD-1 (Neighborhood Retail District, Interim Transit-Oriented Zoning Overlay District One), 0.36 acres of C-1 SP TOD-1 (Neighborhood Retail, Special Permit, Interim Transit-Oriented Zoning Overlay District One), and 0.23 acres of C-3 TOD-1 (General Commercial, Interim Transit-Oriented Zoning Overlay District One) to WU Code T6:22 MT (Walkable Urban Code, Transect 6:22 District, Transit Midtown Character Area) to allow a surgical center.

The subject site is located less than a half mile from the Indian School Road and Central Avenue light rail station. The proposal will promote the adaptive reuse of

a former athletic club consisting of two levels, one at street grade and one subgrade. The adaptive reuse will include interior building modifications and minor exterior improvements compatible with the surrounding area. The site was originally part of the City Square development and now functions as a separate property. Parking for the site is provided by two existing surface lots and one parking structure.

GENERAL PLAN

2. The General Plan Land Use Map designation for the site is Commercial. The Walkable Urban Code proposal is consistent with the existing land use designation. North of the subject site, across Indianola Avenue, is designated Residential 15+ dwelling units per acre and Commercial on the General Plan Land Use Map. The areas to the south and east of the subject site are designated Commercial. To the west, across 2nd Avenue, the General Plan Land Use designates the area as Residential 15+ dwelling units per acre.



General Plan Land Use Map; Source: Planning and Development Department

3. [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 subject site is less than one mile from the Indian School and Central Avenue light rail station. The identified environment for the Indian School Road and Central Avenue light rail station areas is Major Urban Center. The Major Urban Center is a place type characterized by medium-high intensity with building heights typically from four to eight stories with incentive heights of up to 15 stories.

Station Number	Station Location	Place Type
06	Indian School Road/Central Avenue	Major Urban Center

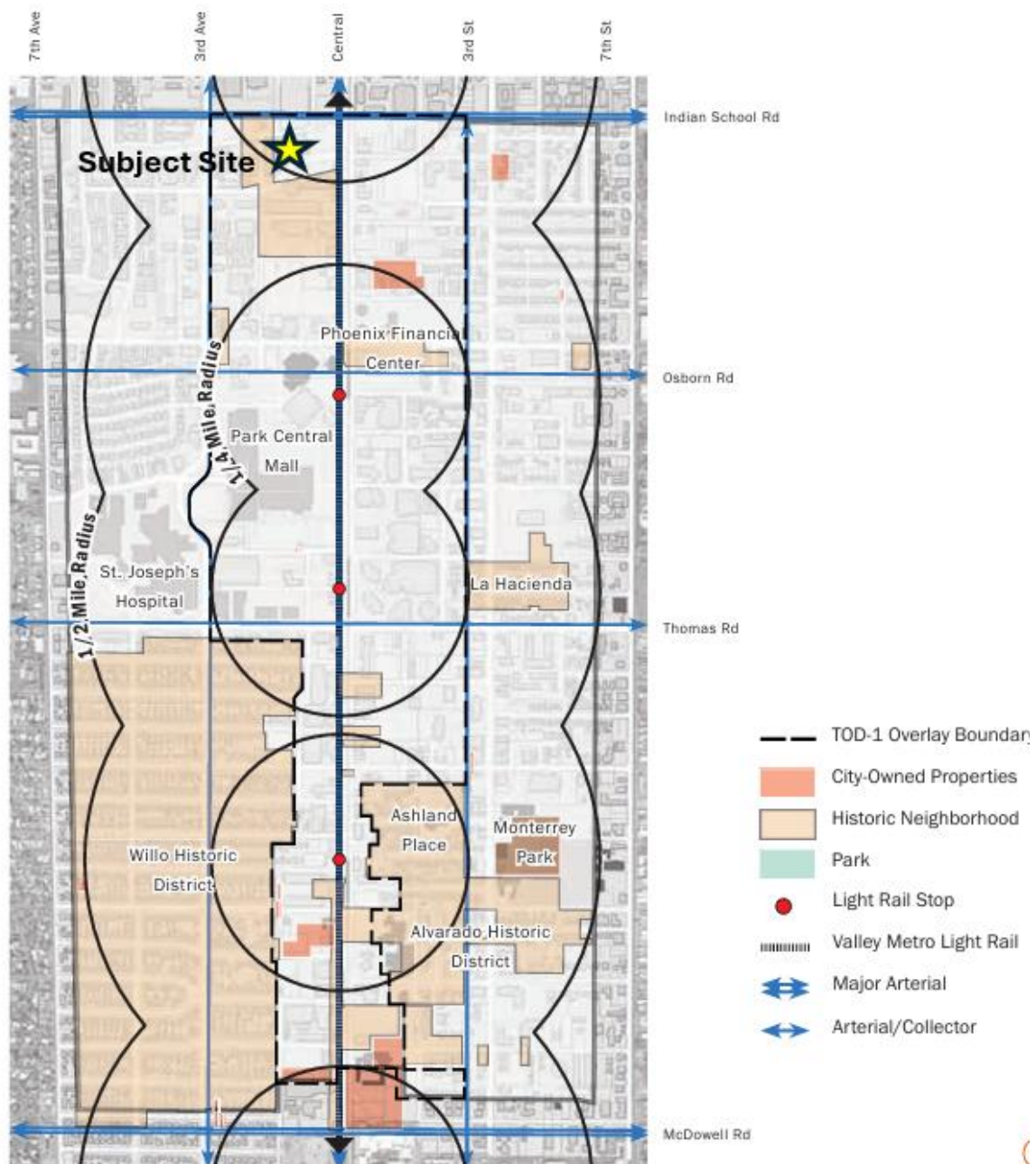


TOD Strategic Policy Framework Placetypes, Sources: Planning and Development Department.

Land uses for this area may include office employment and mid-rise living and retail destination. The proposed transect permits a lower intensity than the Regional Urban Center place type and is appropriate given its location less than a half mile from a light rail station.

4. **Midtown Transit Oriented Development Policy Plan:**

The site is located within the Midtown TOD (Transit Oriented Development) District, the boundaries for which are McDowell Road on the south, Indian School Road on the north, 7th Street on the east, and 7th Avenue on the west. The policy plan adopted for the Midtown 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 Midtown TOD District, one key recommendation is the implementation of a form-based zoning code. The proposal will remain as is however, if the site is fully redeveloped or expanded, the requirements of the Walkable Urban Code will apply. This is addressed in Stipulation No. 1.



Midtown Today Existing Conditions TOD-1 Map, Source Planning and Development Department

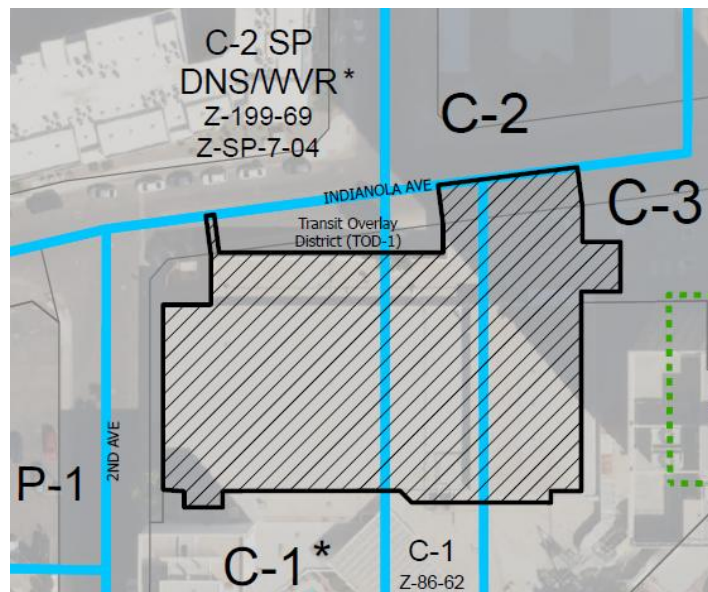
5. **Encanto Village Character Plan:**

The Encanto Village Character Plan was approved and adopted into the Phoenix General Plan through General Plan Amendment GPA-1-19. The proposed project zoning advances the following items identified in the Encanto Village Character Plan:

- Land Use Principle: New development and expansion or redevelopment of existing development in or near residential areas should be compatible with existing uses and consistent with adopted plans.
- Design Principle: Protect and enhance the character of each neighborhood and its various housing lifestyles through new development that is compatible in scale, design, and appearance.
- 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.

EXISTING CONDITIONS AND SURROUNDING ZONING

6. The subject site is zoned C-1 TOD-1, C-1 SP TOD-1 and C-3 TOD-1. The site contains an existing commercial building with primary frontage along Indianola Avenue. The building was previously used for a fitness center. North of the subject site across Indianola Avenue, is a multi-family residential development and surface parking lot zoned C-2 SP DNS/WVR. To the east are retail and office uses zoned C-3. To the south are multi-family residential/condominium uses and a hotel zoned C-1, C-1 SP and C-3. West of the subject site across 2nd Avenue is a surface parking lot zoned P-1.

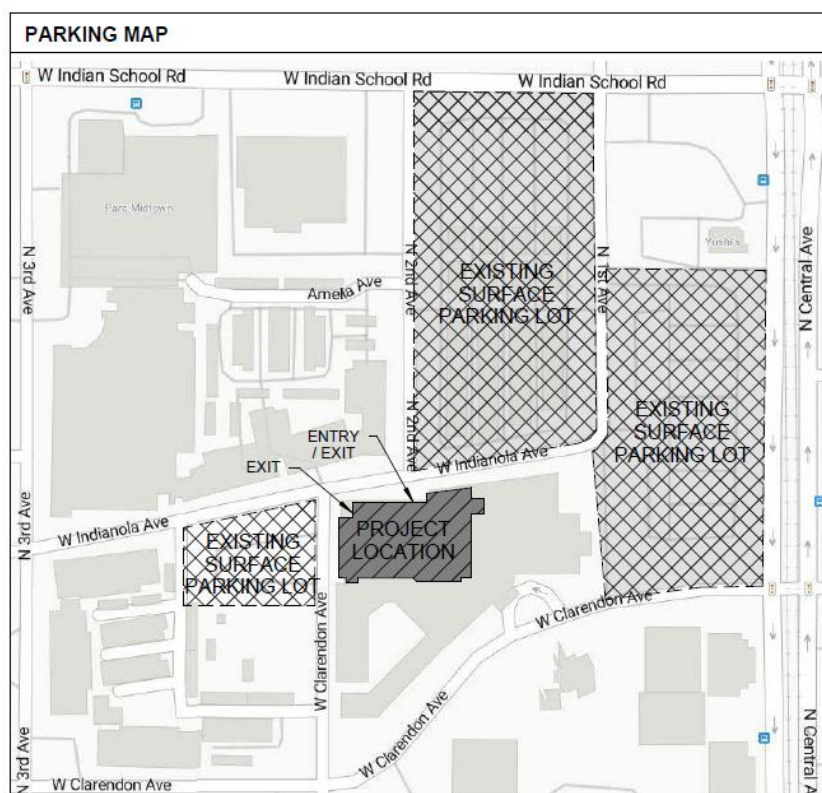


Aerial Map, Source Planning and Development Department

PROPOSAL

7. The proposed WU Code T6:22 MT District is described as a medium-high urban regional destination characterized by mid-rise living, office employment and retail destination developments, averaging 100 to 250 feet in height. As shown on the

site plan, attached as an exhibit, the proposed development is a surgical center that will operate within the existing two-level building, consisting of a ground-level floor and a basement. The subject site abuts the commercial property to the east with the City Square development. Minor exterior modifications will be made to accommodate the surgical center. Parking for the proposal will be provided by the existing surface lot located to the north across Indianola Avenue. Since no comprehensive redevelopment plans is proposed at this time, Stipulation No. 1 requires future improvements if the site is completely redeveloped or the cumulative floor area of the building increases by more than 2,000 square feet.



Parking Map, Source Withey Morris Baugh

In order to achieve the incentive height of the place type, staff recommends Stipulation No. 1.b to require activation of the street frontages, and fulfill the mixed-use vision of this location described in the TOD Strategic Policy Framework. Additionally, one of the following will need to be provided:

- A minimum of 30 percent of housing units are dedicated for long-term affordability for low income households, as approved by the Housing Department.

- A minimum of 30 percent of the gross site area is provided as public open space.
- Deed of Conservation easement is dedicated for an eligible historic property, as approved by the Historic Preservation Officer.
- The developer shall make a financial contribution payable to the City of Phoenix Housing Department at a rate of \$4.06 per square foot for 30% of the gross residential square footage of the project. Such funds shall be placed into the City's Housing Trust Fund upon issuance of a building permit for commencement of development for any structure greater than 100 feet in height.

STUDIES AND POLICIES

8. [Complete Streets Guidelines:](#)

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 proposed zoning will support walking, bicycling, and transit-use by including bicycle parking on the site and by delineating pedestrian walkways where they cross vehicular drive aisles. These are addressed in Stipulation Nos. 1 and 2 through 5.

9. [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. As stipulated, the development will provide bicycle parking spaces per the requirements of Section 1307.H. of the Phoenix Zoning Ordinance. This is addressed in Stipulation No. 1. Bicycle infrastructure will also be shaded as addressed in Stipulation No. 6.

10. [Transportation Electrification Action Plan:](#)

In June 2022, the Phoenix City Council approved the Transportation Electrification Action Plan. The current market desire for the electrification of transportation is both a national and global phenomenon, fueled by a desire for better air quality, a reduction in carbon emissions, and a reduction in vehicle operating and maintenance costs. Businesses, governments and the public are signaling strong future demand for electric vehicles (EVs), and many automobile manufacturers have declared plans for a transition to fully electric offerings within the coming decade. This Plan contains policy initiatives to prepare the City for a

future filled with more EVs, charging infrastructure and e-mobility equity, and outlines a roadmap for a five-step plan to prepare for the EV infrastructure needs of 280,000 EVs in Phoenix by 2030. One goal of the Plan to accelerate public adoption of electric vehicles through workplace, business, and multifamily charging infrastructure recommends a standard stipulation for rezoning cases to provide EV charging infrastructure. This is addressed in Stipulation No. 1.d which requires a minimum of 10 percent of the required parking spaces to be EV installed.

11. **Zero Waste PHX:**

The City of Phoenix is committed to its waste diversion efforts and has set a goal to become a zero-waste city, as part of the City's overall 2050 Environmental Sustainability Goals. One of the ways Phoenix can achieve this is to improve and expand its recycling and other waste diversion programs. 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 proposal indicates that the surgical center will include recycling dumpsters within the solid waste enclosure and recycling bins will be provided in all the common areas within the renovated building.

12. **Conservation Measures for New Development**

In June 2023, the Phoenix City Council adopted the Conservation Measures for New Development policy as part of a resolution addressing the future water consumption of new development (Resolution 22129). This resolution addresses the future water consumption of new development to support one of the City's Five Core Values in the General Plan which calls for Phoenix to - *Build the Sustainable Desert City*. The Conservation Measures for New Development policy includes direction to develop standards for consideration as stipulations for all rezoning cases that will address best practices related to water usage in nine specific categories. This is addressed in Stipulation Nos. 1.e through 1.h.

13. **Phoenix Climate Action Plan:**

In October 2021, the Phoenix City Council approved the Climate Action Plan. The Climate Action Plan will serve as a long-term plan to achieve greenhouse gas emissions reductions and resiliency goals from local operations and community activities as well as prepare for the impacts of climate change. This plan contains policy and initiatives regarding stationary energy, transportation, waste management, air quality, local food systems, heat, and water. Goal W2 (Water), Action W2.4, pertains to the implementation of the [Greater Phoenix Metro Green Infrastructure \(GI\) and Low Impact Development Details for Alternative Stormwater Management](#) to benefit the environment, promote water conservation, reduce urban heat, improve the public health, and create additional green spaces. This goal is addressed in Stipulation No. 1.f which requires a minimum of one GSI techniques for stormwater management to be implemented

in redevelopment or development.

COMMUNITY CORRESPONDENCE

14. At the time this staff report was written, staff had not received any public correspondence regarding the request.

INTERDEPARTMENTAL COMMENTS

15. The City of Phoenix Water Services Department has noted that 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.
16. The Fire Department commented that the buildings shall comply with the Phoenix Fire Code. The Fire Department also stated that the developer be aware of the requirements for fire apparatus access road width and clear height.

OTHER

17. This site is not located in an area identified as being archaeologically sensitive. However, in the event archaeological materials are encountered during construction, ground-disturbing must cease to allow the Archaeology Office time to assess the development. This is addressed in Stipulation No. 7.
18. Staff has not received a completed form for the Waiver of Claims for Diminution in Value of Property under Proposition 207 (A.R.S. 12-1131 et seq.), as required by the rezoning application process. Therefore, a stipulation has been added to require the form be completed and submitted prior to final site plan approval. This is addressed in Stipulation No. 8.
19. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements. Zoning adjustments, abandonments or other formal actions may also be required.

Findings

1. This proposal is consistent with the General Plan Land Use Map designation.
2. The proposal will redevelop an underutilized property, adaptively reuse existing structures, and provide quality commercial redevelopment in close proximity to a light rail station.
3. The proposed zoning provides enhanced pedestrian and bicycle amenities consistent with the Midtown TOD Policy Plan, Comprehensive Bicycle Master

Plan and the Complete Streets Guiding Principles.

Stipulations

1. Upon complete redevelopment or development that increases the cumulative floor area of the building by more than 2,000 square feet from that depicted on the site plan date stamped August 6, 2026, the following shall apply:
 - a. The Indianola Avenue and 2nd Avenue rights-of-way must be brought into compliance with the minimum 30-foot half-street right-of-way dedications and design standards for a local roadway as identified in Section 1312 of the Walkable Urban Midtown Character Area Streetscape Standards.
 - b. The maximum building height shall not exceed 100 feet, except that the maximum building height may be increased to 180 feet, subject to the following conditions:
 - (1) The development shall contain a vertical mix of land uses such as residential and nonresidential uses, as approved by the Planning and Development Department. A minimum of 1,500 square feet of non-residential uses shall be provided along Indianola Avenue and/or 2nd Avenue and shall not include lobby, exercise, reception areas or other similar uses intended for exclusive use by residents.
 - (2) A minimum of one of the following is met:
 - i. A minimum of 30% of the dwelling units are provided as Affordable Housing, as approved by the Planning and Development Department and Housing Department.
 - ii. A minimum of 30% of the gross site area shall be provided as publicly-accessible open space.
 - iii. The developer shall record a Deed of Conservation easement for the dedication of an eligible historic property, as approved by the Historic Preservation Officer.

- iv. The developer shall make a financial contribution payable to the City of Phoenix Housing Department at a rate of \$4.06 per square foot for 30% of the gross residential square footage of the project. Such funds shall be placed into the City's Housing Trust Fund upon issuance of a building permit for commencement of development for any structure greater than 100 feet in height.
- c. Where pedestrian walkways cross a vehicular path, the pathway shall be constructed of decorative pavers, stamped or colored concrete, or other pavement treatments, that visually contrasts parking and drive aisle surfaces, as approved by the Planning and Development Department.
- d. A minimum of 10% of the required vehicle parking spaces shall include EV Installed infrastructure.
- e. A leak detection device shall be installed for the irrigation system of landscape areas larger than 10,000 square feet.
- f. A minimum of one green stormwater infrastructure (GSI) element for stormwater management shall be implemented, as approved or modified by the Planning and Development and/or Street Transportation departments. This includes but is not limited to stormwater harvesting basins, bioswales, permeable pavement, etc., per the Greater Phoenix Metro Green Infrastructure and Low Impact Development Details for Alternative Stormwater Management.
- g. Natural turf shall only be utilized for required retention areas (bottom of basin, and only allowed on slopes if required for slope stabilization) and functional turf areas, as approved by the Planning and Development Department.
- h. Prior to final site plan approval, documentation shall be provided that demonstrates a commitment to participate in the City of Phoenix Water Efficiency Checkup Program for a minimum of 20 years, or as approved by the Planning and Development Department.
- i. A minimum of 10% of the provided bicycle parking spaces shall include standard electrical receptacles for electric bicycle charging capabilities.
- j. Bicycle infrastructure shall be incorporated, as described below and as approved by the Planning and Development Department.

- i. Required bicycle parking for multi-family residential development shall be secured bicycle parking per Section 1307 of the Zoning Ordinance.
 - ii. Multi-family residential development shall provide guest bicycle parking at a minimum rate of 0.05 spaces per dwelling unit, up to a maximum of 50 spaces required.
2. All mitigation improvements shall be constructed and/or funded as identified in the accepted Traffic Impact Analysis dated June 18, 2026.
3. Replace unused driveways with sidewalk, curb, and gutter. Also, replace any broken or out-of-grade curb, gutter, sidewalk, and curb ramps on all streets and upgrade all off-site improvements to be in compliance with current ADA guidelines.
4. All streets within and adjacent to the development shall be constructed 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
5. Prior to receiving final site plan approval, a signing and striping plan shall be submitted to the Street Transportation Department to include striped pedestrian crosswalks at the northern and southern legs of the 2nd Avenue and Indianola intersections, as approved by the Street Transportation Department.
6. Bicycle infrastructure shall be shaded by a structure, landscaping, or a combination of the two to provide a minimum of 75% shade.
7. 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.
8. Prior to final site plan approval, the landowner shall execute a Proposition 207 waiver of claims form. The waiver shall be recorded with the Maricopa County Recorder's Office and delivered to the City to be included in the rezoning application file for record.

Staff Report: Z-129-26-4

October 5, 2026

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Writer

John Roanhorse

October 5, 2026

Team Leader

Racelle Escolar

Exhibits

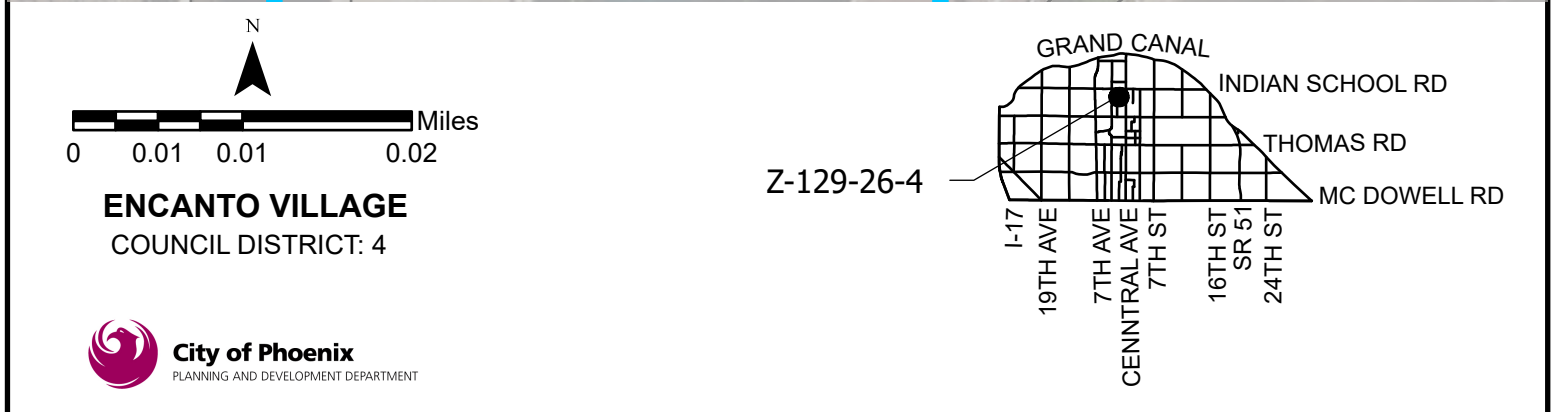
Sketch Map

Aerial Sketch Map

Conceptual Site Plan date stamped August 6, 2026

Conceptual elevations date stamped August 6, 2026





APPLICANT'S NAME: Withey Morris Baugh, PLC		REQUESTED CHANGE:	
APPLICATION NO: Z-129-26-4	DATE: 8/27/2026	FROM: C-1 TOD-1 (0.19 ac.) C-1 SP TOD-1 (0.36 ac.) C-3 TOD-1 (0.23 ac.)	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 0.78 Acres	REVISION DATES:		TO: WU Code T6:22 MT (0.78 ac.)
	9/3/2026		
	AERIAL PHOTO & QUARTER SEC. NO. QS 16-27	ZONING MAP H-8	
MULTIPLES PERMITTED C-1 TOD-1, C-1 SP TOD-1, C-3 TOD-1 WU Code T6:22 MT	STANDARD OPTION 3, 5, 3 No Maximum		* UNITS P.R.D OPTION 3, 6, 4 N/A
* Maximum Units Allowed with P.R.D. Bonus			



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Department

