



**City of Phoenix**  
PLANNING AND DEVELOPMENT DEPARTMENT

**Staff Report Z-30-26-1**  
**June 24, 2026**

[Deer Valley Village Planning Committee](#) Meeting Date: July 6, 2026

[Planning Commission](#) Hearing Date: August 6, 2026

**Request From:** [R1-8](#) (Single-Family Residence District) (3.16 acres)  
[R1-8](#) (Single-Family Residence District) (Approved [R-2](#)) (1.47 acres)

**Request To:** [R-2](#) (Multi-Family Residence District) (4.63 acres)

**Proposed Use:** Attached single-family residential

**Location:** Approximately 425 feet east of the southeast corner of 51st Avenue and Union Hills Drive

**Owner:** Bill Emch, EMCH Enterprises, LLC

**Applicant/Representative:** Carolyn Oberholtzer  
Bergin, Frakes, Smalley & Oberholtzer, PLLC

**Staff Recommendation:** Approval, subject to stipulations

General Plan Conformity			
<u><a href="#">General Plan Land Use Map Designation</a></u>		Residential 3.5 to 5 dwelling units per acre	
<u><a href="#">Street Map Classification</a></u>	Union Hills Drive	Arterial	55-foot south half street
	Bluefield Avenue	Local	25-foot north half street
<p><b><i>CELEBRATE OUR DIVERSE COMMUNITIES &amp; NEIGHBORHOODS CORE VALUE; CERTAINTY &amp; CHARACTER; 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.</i></b></p> <p>The requested R-2 zoning district is compatible with existing residential developments and zoning districts in the area. The proposal advances several adopted city plans.</p>			

### General Plan Conformity

***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 proposal, as stipulated, is sensitive to the scale and character of the surrounding residential area by providing density and height limitations.

***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 proposal, as stipulated, will be required to provide shade along the sidewalks along the adjacent public street. This will help to provide shade for pedestrians in and around the community and to mitigate the urban heat island effect by covering hard surfaces, thus cooling the micro-climate around the vicinity.

### Applicable Plans, Overlays, and Initiatives

[Shade Phoenix Plan](#): See Background Item No. 6.

[Complete Streets Guiding Principles](#): See Background Item No. 7.

[Zero Waste PHX](#): See Background Item No. 8.

[Housing Phoenix Plan](#): See Background Item No. 9.

[Conservation Measures for New Development](#): Background Item No. 10.

[Phoenix Climate Action Plan](#): Background Item No. 11.

<b>Surrounding Land Uses and Zoning</b>		
	<b><u>Land Use</u></b>	<b><u>Zoning</u></b>
<b>On Site</b>	Vacant land / access road	R1-8 and R1-8 (Approved R-2)
<b>North (Across Union Hills Drive)</b>	Single-family residential	R1-8
<b>South (Across Bluefield Avenue)</b>	Single-family residential	R-2
<b>East</b>	Religious facility	R1-8 and R1-8 (Approved R-2)
<b>West</b>	Childcare facility and retail (in-line shops)	R-3 SP, R1-8, and C-1

<b>R-2 – Multi-Family Residence District (Planned Residential Development Option)</b>		
<b><u>Standards</u></b>	<b><u>R-2 Requirements</u></b>	<b><u>Provisions on the proposed site plan</u></b>
Gross Acreage	None	4.63 acres
Maximum Number of Units	55 units with bonus	29 units (Met)
Maximum Density	10.5; 12.0 with bonus	6.28 dwelling units per acre (Met)
Minimum Lot Width	None	32 feet (Met)
Minimum Lot Depth	None	81 feet (Met)
Maximum Building Height	3 stories and 30 feet for first 150 feet from development perimeter	2 stories and 30 feet (Met)
Maximum Lot Coverage	60 percent for total development	Unspecified
Minimum Parking	2 spaces per dwelling unit (58 spaces required)	2 spaces per dwelling unit (Met) (58 spaces provided)
	0.25 unreserved spaces per dwelling unit. (8 unreserved spaces required)	Unspecified (On-street parking on local street may be used to satisfy this requirement)
<b>MINIMUM BUILDING SETBACKS</b>		
Perimeter Streets (Union Hills Drive and Bluefield Avenue)	20 feet	20 feet (Met)

<b>R-2 – Multi-Family Residence District (Planned Residential Development Option)</b>		
<b><u>Standards</u></b>	<b><u>R-2 Requirements</u></b>	<b><u>Provisions on the proposed site plan</u></b>
Perimeter Property Lines (Not adjacent to street)	15 feet	15 feet (Met)
<b><i>MINIMUM LANDSCAPE SETBACKS AND STANDARDS</i></b>		
Perimeter Streets (Union Hills Drive and Bluefield Avenue)	15 feet	15 feet (Met)
Minimum Common Open Space	5 percent of gross site area	18.7 percent (Met)

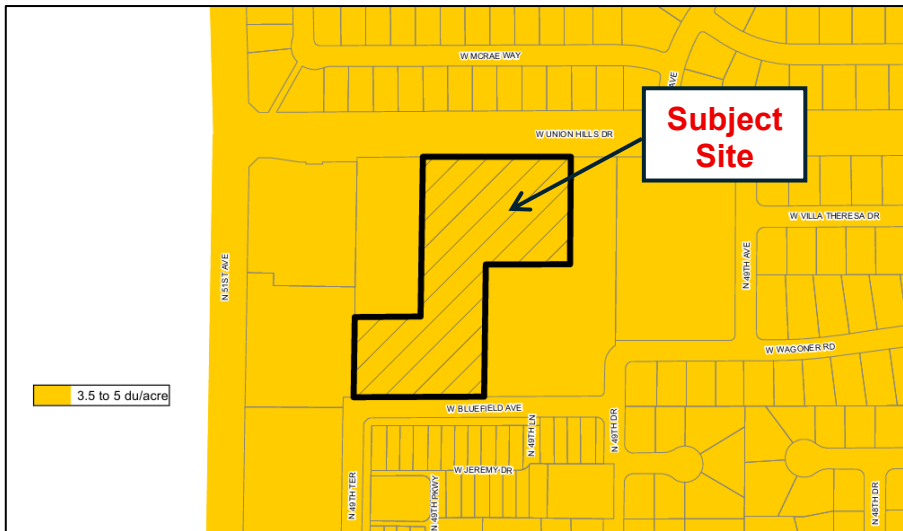
**Background/Issues/Analysis**

**SUBJECT SITE**

1. This request is to rezone 4.63 acres located approximately 425 feet east of the southeast corner of 51st Avenue and Union Hills Drive from R1-8 (Single-Family Residence District) and R1-8 (Approved R-2) to R-2 (Multi-Family Residence District) for attached single-family residential. The site is currently vacant and there is a shared driveway that is utilized by the site to the west.

**GENERAL PLAN LAND USE MAP DESIGNATIONS**

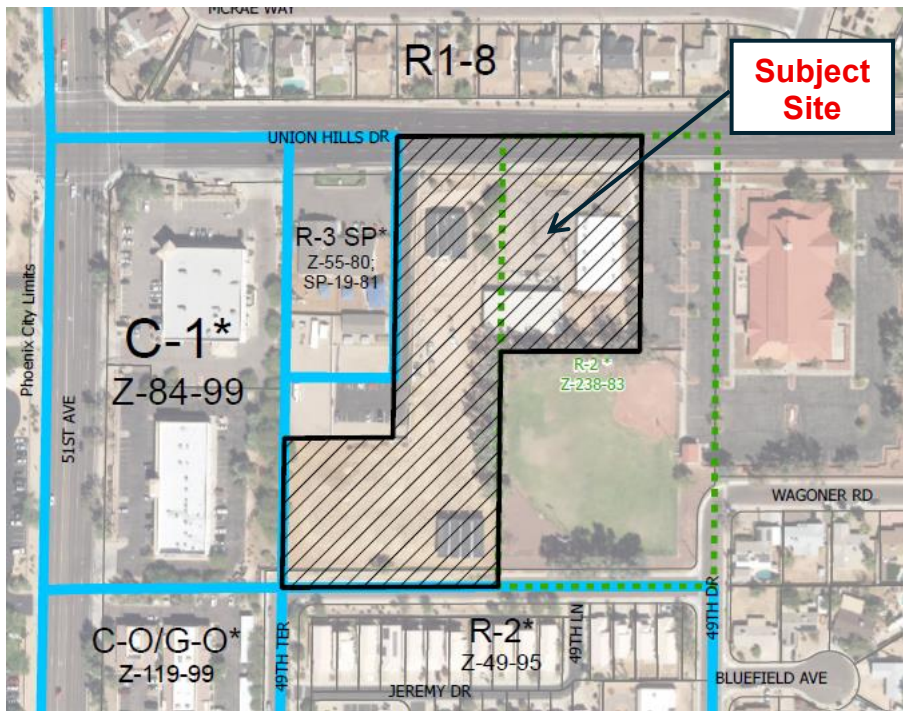
2. The subject site and the surrounding properties to the north, south, east and west are designated as Residential 3.5 to 5 dwelling units per acre on the General Plan Land Use Map. The proposed R-2 zoning district is not consistent with the General Plan Land Use Map designation of Residential 3.5 to 5 dwelling units per acre; however, a GPA is not required due to an exception permitting Residential requests that do not change from one type of residential product to another.



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

### SURROUNDING LAND USES AND ZONING

- To the north, across Union Hills Drive, are single-family residences zoned R1-8. To the south, across Bluefield Avenue, are single-family residences zoned R-2. To the east is a parking lot and recreation field that is part of a religious facility, zoned R1-8 (Approved R-2). To the west is a childcare facility zoned R-3 SP and R1-8, and a retail center zoned C-1.

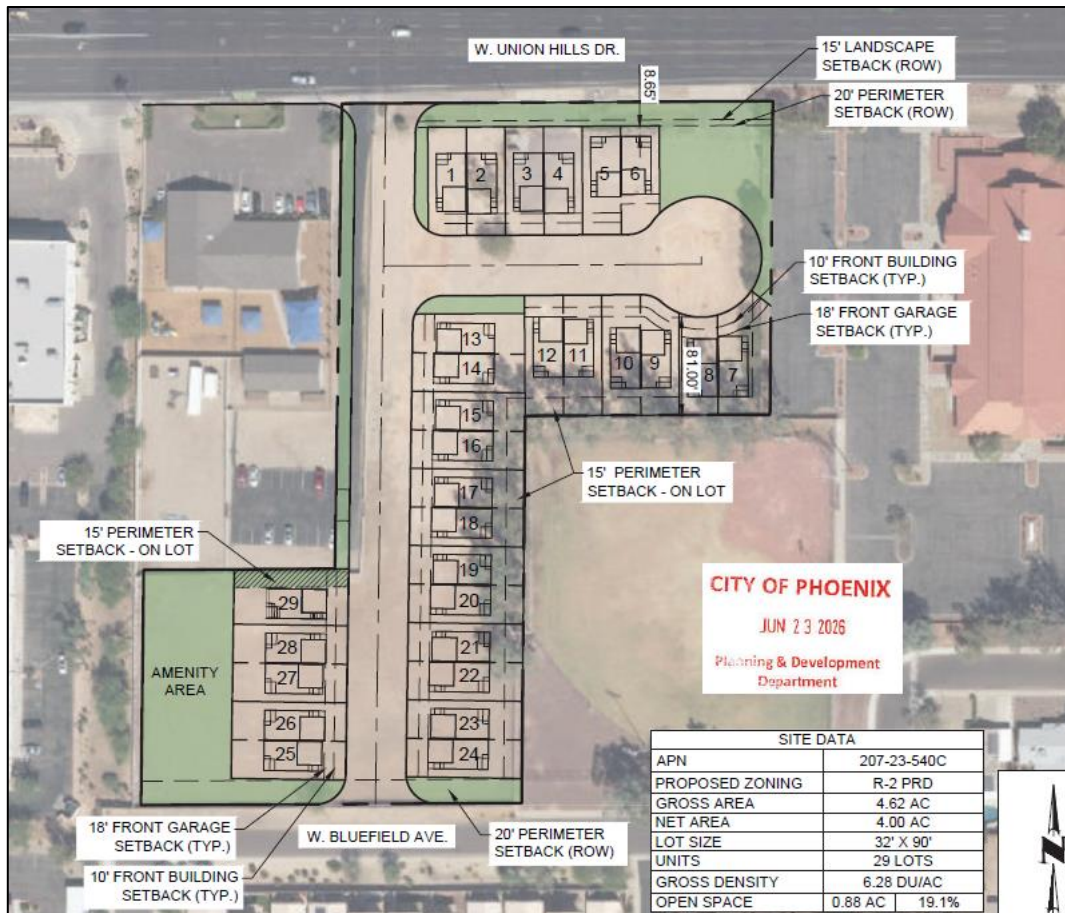


Zoning Aerial Map, Source: Planning and Development Department

PROPOSAL

4. **Site Plan**

The proposal is for a 29-lot residential community consisting primarily of attached single-family dwellings. The conceptual site plan, attached as an exhibit, depicts a single north/south through street and one east/west cul-de-sac. Typical lots will be 32 feet wide and 90 feet deep, with some deviations within the cul-de-sac. The site will also be buffered along the Union Hills Drive and Bluefield Avenue frontages by landscaping of not less than 15 feet in width. Open space will be located in the northeast and southwest corners of the site. A landscape area of approximately ten feet in width will be located along the north/south through street adjacent to the western boundary of the site. Access to the adjacent site will be maintained through an easement (not depicted) leading from the north/south street to the R1-8 portion of the property to the west. To maintain compatibility with the surrounding area, staff recommends Stipulation No. 1, limiting the site to a maximum of 29 lots.



Conceptual Site Plan, Source: Coe & Van Loo Consultants, Inc.

5. **Elevations**

The applicant provided a set of elevation drawings, included as an exhibit, that depict two-story attached and detached single-family residences at a maximum height of 30 feet. In order to maintain compatibility with the surrounding area, staff recommends Stipulation No. 2 to ensure that the maximum height of the buildings be no more than two stories and 30 feet.

STUDIES AND POLICIES

6. **Shade Phoenix Plan**

In November 2024, the Phoenix City Council adopted the Shade Phoenix Plan. The Shade Phoenix Plan prioritizes increasing shade coverage throughout the City to improve health and quality of life. Investing in shade can address the urban heat island effect, clean the air, preserve Sonoran vegetation, and prevent health complications related to prolonged exposure to heat. The Shade Phoenix Plan provides numerous strategies to increase shade including expanding and maintaining existing shade, strengthening tree code enforcement, and developing shade stipulations in rezoning cases. This is addressed in Stipulation No. 3, which requires enhanced landscaping within the open space and landscape setbacks, and Stipulation No. 4, which requires shaded, detached sidewalks along Union Hills Drive adjacent to the site.

7. **Complete Streets Guiding Principles**

In 2014, the City of Phoenix City Council adopted the Complete Streets Guiding Principles. The principles are intended to promote improvements that provide an accessible, safe, connected transportation system to include all modes, such as bicycles, pedestrians, transit, and vehicles. As stipulated, the proposed development would enhance the streetscape for pedestrians by providing detached sidewalks along Union Hills Drive adjacent to the site. This is addressed in Stipulation No. 4.

8. **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. The City of Phoenix offers recycling services for single-family residential properties.

9. **Housing Phoenix Plan**

In June 2020, the Phoenix City Council approved the Housing Phoenix Plan. This Plan contains policy initiatives for the development and preservation of housing with a vision of creating a stronger and more vibrant Phoenix through increased housing options for residents at all income levels and family sizes. Phoenix's rapid population growth and housing underproduction has led to a need for additional housing units.

The proposed development supports the Plan's goal of preserving or creating 50,000 housing units by 2030 by contributing to a variety housing types that will address the supply shortage at a more rapid pace while using vacant land in a more sustainable fashion.

10. [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. 9 through 16.

11. [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. Recommended Stipulation No. 14 requires at least two green stormwater infrastructure elements.

#### COMMUNITY INPUT SUMMARY

12. As of the writing of this report, no letters expressing support or opposition have been received regarding this request; however, the applicant states they have been in discussions with neighbors regarding traffic as well as access to adjacent property to the west and have agreed to arrange the streets in a certain manner while providing traffic calming where appropriate.

#### INTERDEPARTMENTAL COMMENTS

13. The Street Transportation Department requires the developer to provide the following:

- A six-foot detached sidewalk with a ten-foot planting strip along Union Hills Drive and that said sidewalk transition from the attached condition on the west end of the site to the detached condition on the east end of the site. (Stipulation No. 4)

- A five-foot attached sidewalk to be constructed along Bluefield Avenue and that said sidewalk connect to the existing sidewalk located on the west side of 49th Terrace. (Stipulation No. 5)
- Existing streetscape beginning at back of curb and median islands shall be replenished with the approved landscaping and trees along Union Hills Drive (Stipulation No. 6)
- Replacement of unused driveways with sidewalk, curb and gutter, as well as any broken or out-of-grade curb, gutter, sidewalk, and curb ramps on all streets consistent with current ADA guidelines. (Stipulation No. 7)
- Construction of streets within and adjacent to the development, including compliance with ADA accessibility standards. (Stipulation No. 8)

#### OTHER

14. The site has not been identified as being archeologically sensitive. However, 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 No. 17.
15. 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. 18.
16. The developer shall provide a hydraulic/hydrologic analysis of offsite storm water flows, when present, at the time of preliminary site plan submittal for verification of required infrastructure in regard to lot space and density.
17. 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 several General Plan and city policies, and with surrounding zoning districts.
2. The proposal, as stipulated, is appropriate at this location and is consistent with the scale and character of the surrounding area.
3. The proposal will increase the housing supply and the diversity of housing types available in the area consistent with the Housing Phoenix Plan and the Phoenix General Plan.

### **Stipulations**

1. The development shall be limited to 29 dwelling units. The street layout shall be generally consistent with the conceptual site plan date-stamped June 23, 2026.
2. Primary buildings shall be limited to 30 feet and two stories in height.
3. All landscape setbacks adjacent to public streets, open space areas, and retention areas shall be planted to the following standards, as approved by the Planning and Development Department.
  - a. Landscape Setbacks: Minimum 2-inch caliper, large canopy, shade trees, planted 20 feet on center, or in equivalent groupings.
  - b. Open Space/Retention Areas: Minimum 2-inch caliper, large canopy, shade trees, planted 20 feet on center, or in equivalent groupings, around the perimeter of the open space/retention area.
  - c. A mixture of shrubs, accents, and vegetative groundcovers, evenly distributed throughout the landscape areas to achieve a minimum of 50% live coverage.

Where utility conflicts exist, the developer shall work with the Planning and Development Department on an alternative design solution consistent with a pedestrian environment.

4. A minimum 6-foot-wide detached sidewalk, separated by a minimum 10-foot-wide landscape area located between the back of curb and sidewalk, shall be constructed on the south side of Union Hills Drive, adjacent to the development, and shall comply with the following standards, as approved by the Planning and Development Department.
  - a. Minimum 2-inch caliper, single-trunk, large canopy, shade trees, planted 20 feet on center, or in equivalent groupings, planted on both sides of the sidewalk to achieve a minimum of 75% shade.
  - b. A mixture of shrubs, accents, and vegetative groundcovers, maintained to a maximum height of three feet (excluding accents), evenly distributed throughout the landscape areas to achieve a minimum of 75% live coverage.
  - c. The sidewalk shall match the existing transition from attached on the west end to detached on the east end.

5. A minimum 5-foot-wide sidewalk shall be constructed on the north side of Bluefield Avenue, adjacent to the development, and shall connect to the existing sidewalk on the west side of 49th Terrace.
6. Existing streetscape beginning at back of curb and median islands shall be replenished with the approved landscaping and trees along Union Hills Drive, as approved by the Planning and Development Department.
7. 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.
8. 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.
9. Prior to preliminary plat approval, documentation shall be provided that demonstrates participation in the Environmental Protection Agency's WaterSense certification program, or an equivalent program, as approved by the Planning and Development and Water Services departments.
10. A WaterSense inspection report from a third-party verifier shall be submitted that demonstrates successful participation in the Environmental Protection Agency's WaterSense certification program, or an equivalent program, prior to certificate of occupancy, as approved by the Planning and Development Department.
11. Only landscape materials listed in the Phoenix Active Management Area Low-Water-Use/Drought-Tolerant Plant List shall be utilized throughout the subdivision including the front yards of individual residential lots. This restriction shall be included in the Covenants, Conditions, and Restrictions for the subdivision.
12. Natural turf will not be utilized within the front or side yards on individual lots. This restriction shall be included in the Covenants, Conditions, and Restrictions for the subdivision.
13. 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.

14. A minimum of two green stormwater infrastructure (GSI) elements 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.
15. Swimming pools on individual single-family lots shall be limited to 600 square feet in size.
16. A leak detection device shall be installed for the irrigation system of landscape areas larger than 10,000 square feet.
17. In the event archaeological materials are encountered during construction, the developer shall immediately cease all ground-disturbing activities within a 33-foot radius of the discovery, notify the City Archaeologist, and allow time for the Archaeology Office to properly assess the materials.
18. 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.

**Writer**

Robert Kuhfuss

June 24, 2026

**Team Leader**

Racelle Escolar

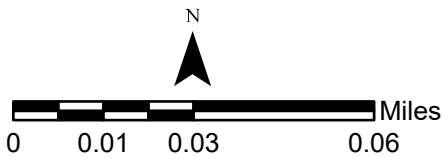
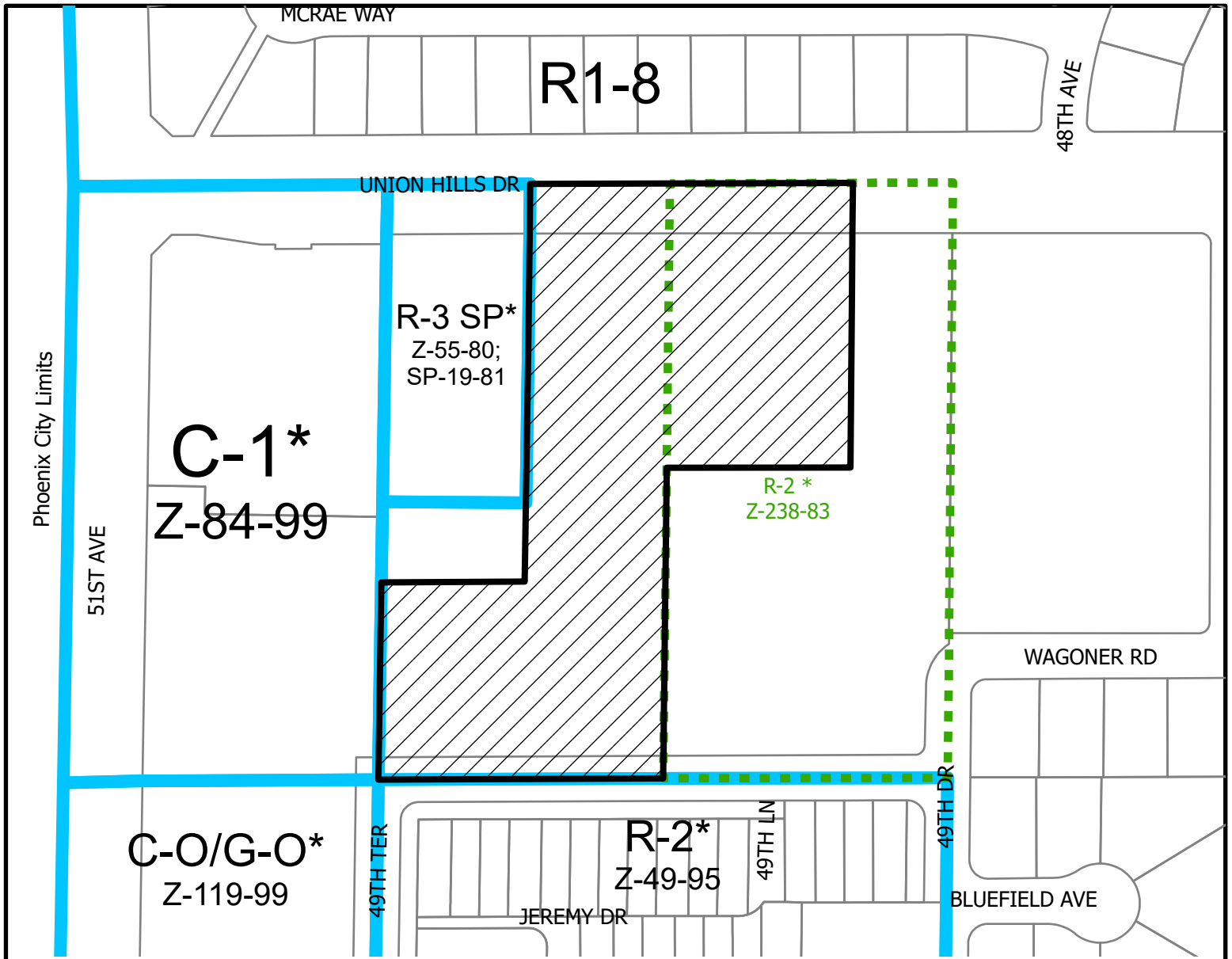
**Exhibits**

Zoning sketch map

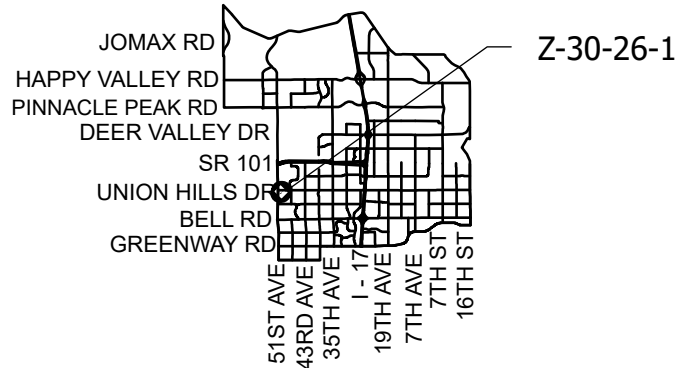
Aerial sketch map

Conceptual Site Plan date-stamped June 23, 2026

Conceptual Building Elevations date-stamped March 6, 2026

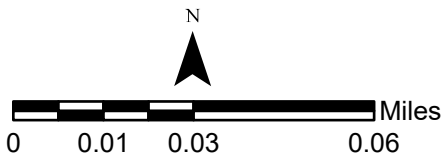
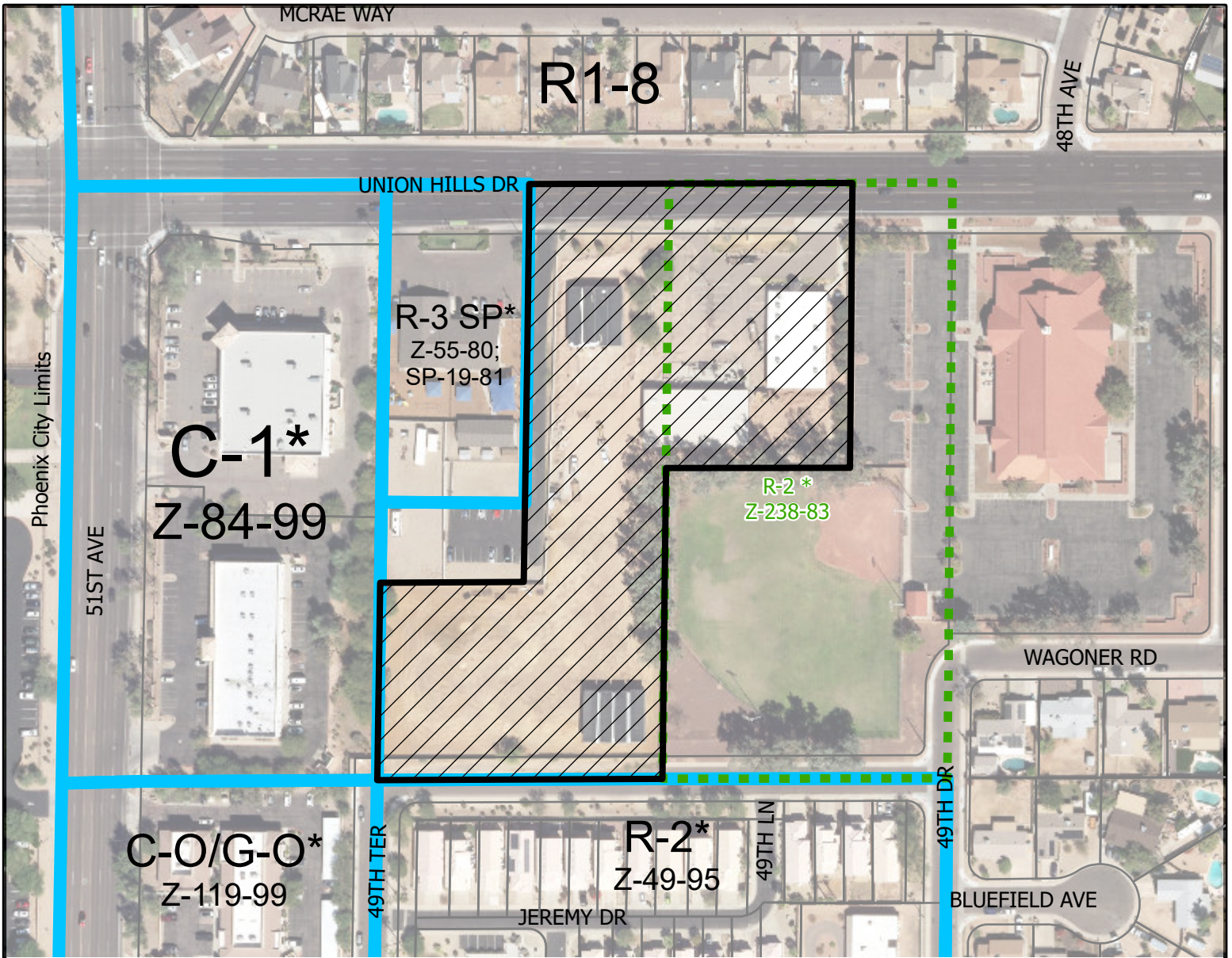


**DEER VALLEY VILLAGE**  
COUNCIL DISTRICT: 1

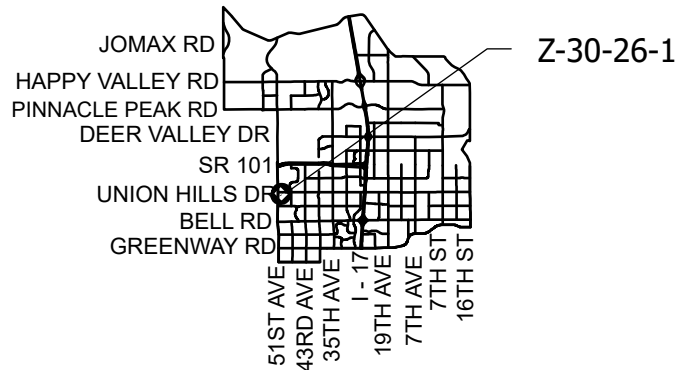


APPLICANT'S NAME: <b>Bergin, Frakes, Smalley &amp; Oberholtzer, PLLC</b>		REQUESTED CHANGE:	
APPLICATION NO: <b>Z-30-26-1</b>	DATE: <b>3/18/2026</b> REVISION DATES:	FROM: <b>R1-8 ( 3.16 ac.)</b> <b>R1-8 (Approved R-2) ( 1.47 ac.)</b>	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.  <b>4.63 Acres</b>	AERIAL PHOTO & QUARTER SEC. NO. <b>QS 38-17</b>	ZONING MAP <b>M-5</b>	TO: <b>R-2 ( 4.63 ac.)</b>
	MULTIPLES PERMITTED <b>R1-8, R1-8 (Approved R-2)</b> <b>R-2</b>		* UNITS P.R.D OPTION <b>17, 8 (17)</b> <b>55</b>
STANDARD OPTION <b>14, 6 (14)</b> <b>46</b>			

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



**DEER VALLEY VILLAGE**  
COUNCIL DISTRICT: 1



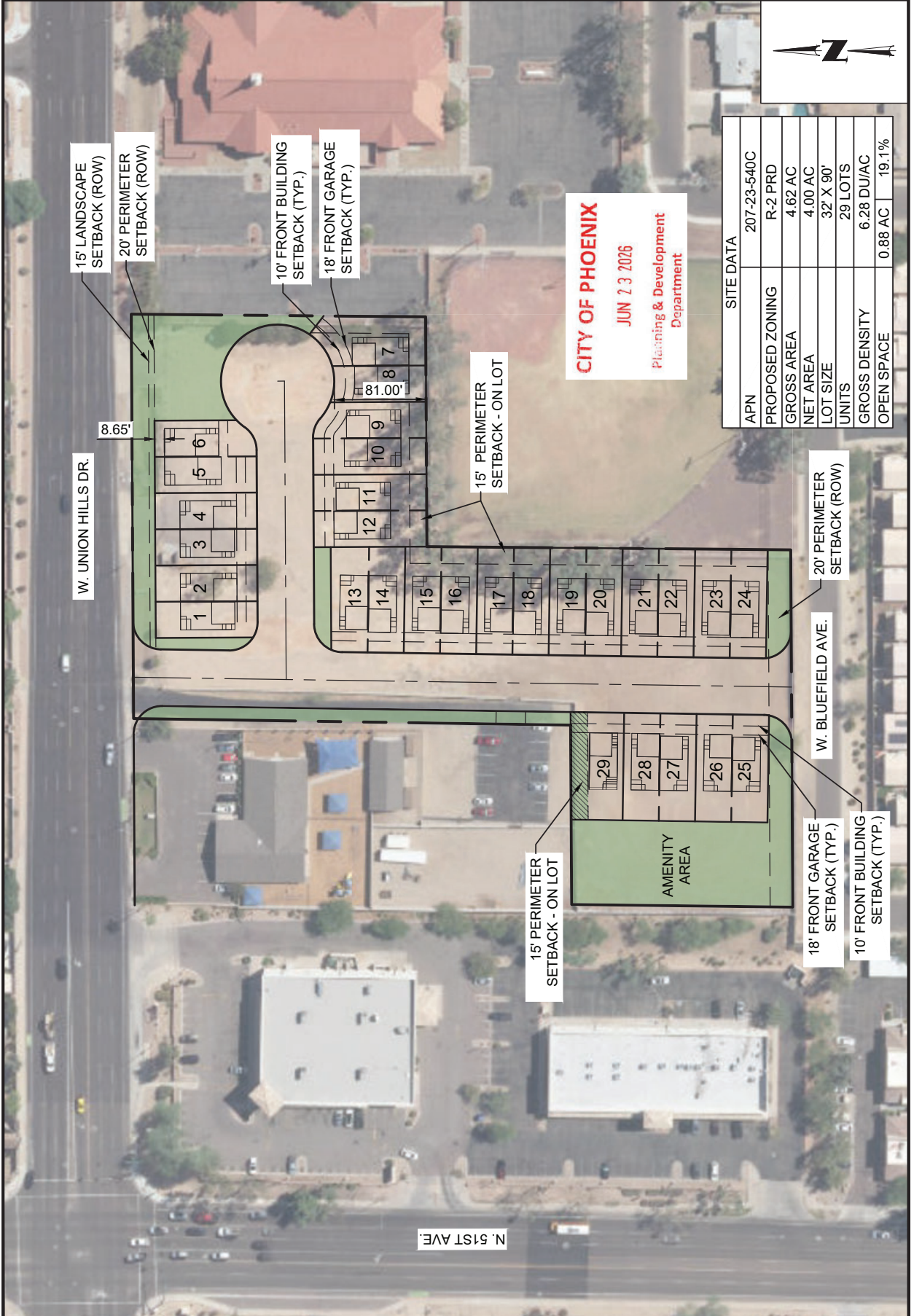
APPLICANT'S NAME: <b>Bergin, Frakes, Smalley &amp; Oberholtzer, PLLC</b>		REQUESTED CHANGE:	
APPLICATION NO: <b>Z-30-26-1</b>	DATE: <b>3/18/2026</b> REVISION DATES:	FROM: <b>R1-8 ( 3.16 ac.)</b> <b>R1-8 (Approved R-2) ( 1.47 ac.)</b>	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. <b>4.63 Acres</b>	AERIAL PHOTO & QUARTER SEC. NO. <b>QS 38-17</b>	ZONING MAP <b>M-5</b>	TO: <b>R-2 ( 4.63 ac.)</b>
MULTIPLES PERMITTED <b>R1-8, R1-8 (Approved R-2)</b> <b>R-2</b>	STANDARD OPTION <b>14, 6 (14)</b> <b>46</b>	* UNITS P.R.D OPTION <b>17, 8 (17)</b> <b>55</b>	

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

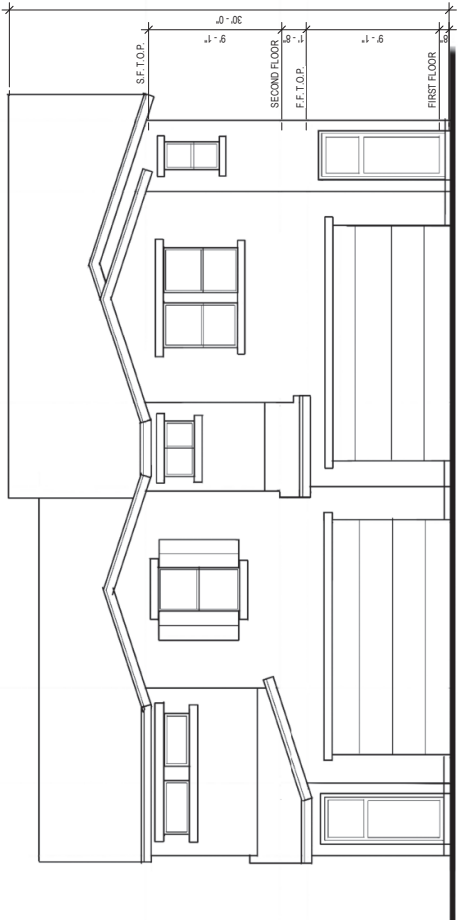
CONCEPTUAL SITE PLAN  
 PATHWAYS WEST

4550 North 12th Street  
 Phoenix, Arizona 85014  
 Phone 602-264-6831  
 http://www.cvl.com

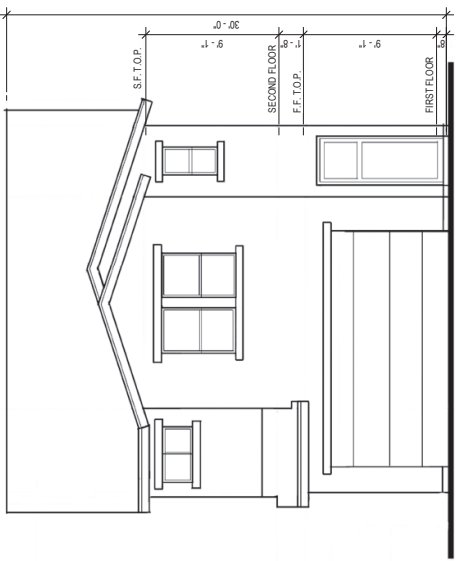
06/23/2026  
 SCALE 1" = 80'



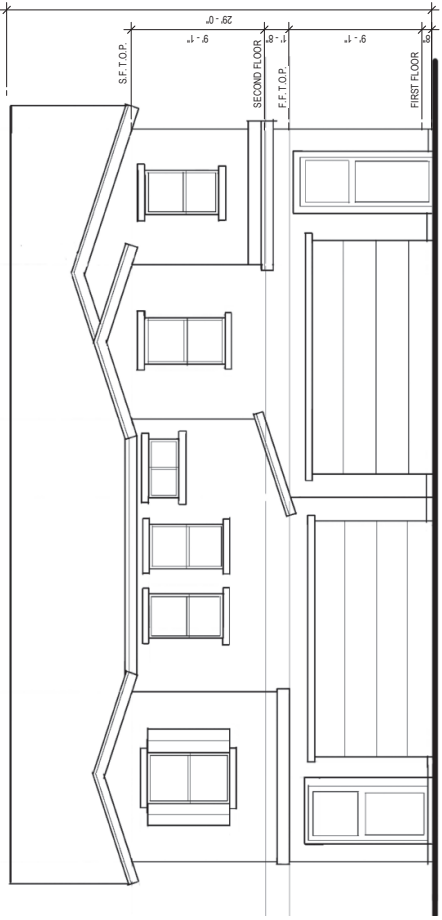
SITE DATA	
APN	207-23-540C
PROPOSED ZONING	R-2 PRD
GROSS AREA	4.62 AC
NET AREA	4.00 AC
LOT SIZE	32' X 90'
UNITS	29 LOTS
GROSS DENSITY	6.28 DU/JAC
OPEN SPACE	0.88 AC 19.1%



**PLAN 3**



**PLAN 4**



**PLAN 5**



**PLAN 6**

**CITY OF PHOENIX**  
 MAR 0 6 2026  
 Planning & Development  
 Department