

Staff Report Z-83-25-4 October 22, 2025

Alhambra Village Planning Committee October 28, 2025

Meeting Date:

Planning Commission Hearing Date: November 6, 2025

Request From: <u>C-2 TOD-1</u> (Intermediate Commercial,

Interim Transit-Oriented Zoning Overlay

District One) (12.40 acres)

Request To: WU Code T5:6 SL (Walkable Urban Code,

Transect 5:6 District, Transit Solano

Character Area) (12.40 acres)

Proposed Use: Mixed-use, commercial and residential

uses

Location: Southeast corner of 19th Avenue and

Montebello Avenue

Owner: City of Phoenix, Public Transit

Department

Applicant: City of Phoenix, Planning Commission

Representative: Jeff Stapleton, City of Phoenix,

Community and Economic Development

Department

Staff Recommendation: Approval, subject to stipulations

General Plan Conformity						
General Plan Land Use Map Designation		Commercial, Village Core				
Street Map Classification	19th Avenue	Major Arterial, Light Rail	66.17 to 85.97-foot east half street			
	Montebello Avenue	Minor Collector	34.97 to +71.79-foot south half street			

CONNECT PEOPLE AND PLACES CORE VALUE; TRANSIT ORIENTED DEVELOPMENT; LAND USE PRINCIPLE; Encourage high-density housing and high intensity employment uses to locate adjacent or close to transit stations per adopted transit district plans.

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The proposal, as stipulated, will contribute to a pattern of horizontal mixed-use near a light rail station in a manner consistent with the ReinventPHX Solano Transit Oriented Development Policy Plan. The addition of residential dwellings and commercial uses will support ridership on the light rail while offering its residents and patrons an affordable mode of transportation.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; HEALTHY NEIGHBORHOODS; DESIGN PRINCIPLE: Establish design standards and guidelines for parking lots and structures, setback and build-to lines, blank wall space, shade, and other elements affecting pedestrians, to encourage pedestrian activity and identify options for providing pedestrian-oriented design in different types of development.

The proposal, as stipulated and per WU Code standards, includes design and development standards to encourage walking, bicycling, and transit use. These standards include a shaded streetscape, building frontages with access to public sidewalks, parking situated away from the public street, and on-site amenities.

CONNECT PEOPLE AND PLACES CORE VALUE; BICYCLES; DESIGN PRINCIPLE: Development should include convenient bicycle parking.

The proposal, as stipulated and per the WU Code standards, includes bicycle facilities to encourage bicycling and transit use to leverage its proximity to the light rail station. Features include secure bicycle parking for residents and/or convenient racks for guests, and a bicycle repair station for residents.

BUILD THE SUSTAINABLE DESERT CITY CORE VALUE; DESIGN PRINCIPLE: Integrate trees and shade into the design of new development and redevelopment projects throughout Phoenix.

The proposal, as stipulated, will create shaded and detached sidewalks along both 19th Avenue and Montebello Avenue and these sidewalks will be shaded to 75 percent. These improvements will serve to create comfortable pedestrian environments along two streets leading directly to a light rail station.

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.

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The proposal, will foster housing opportunities in the area with close access to a light rail station, a major community park, the Christown Shopping Center, and existing multifamily and single-family residences.

Applicable Plans, Overlays, and Initiatives

<u>Transit Oriented Development Strategic Policy Framework</u>: Background Item No. 3.

Solano Transit Oriented Development Policy Plan: Background Item No. 4.

Monarch Butterfly Pledge: Background Item No. 7.

Community Safety Plans: No. 8.

Shade Phoenix Plan: Background Item No. 9.

Complete Streets Guidelines: Background Item No. 10.

Housing Phoenix: Background Item No. 11.

Zero Waste PHX: Background Item No. 12.

Transportation Electrification Action Plan: Background Item No. 13.

Comprehensive Bicycle Master Plan: Background Item No. 14.

Phoenix Climate Action Plan: Background Item No. 15.

Conservation Measures for New Development: Background Item No. 16.

Surrounding Land Uses and Zoning				
	Land Use	<u>Zoning</u>		
On Site	Parking lot for park and ride, and bus transit center	C-2 TOD-1		
South	Office building and parking lot	C-O TOD-1		

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North (across Montebello Avenue)	Shopping center	PSC TOD-1
East	Multifamily residential	PAD-14
West (across 19th Avenue)	Single-family residential	R1-6

Background/Issues/Analysis

SUBJECT SITE

 This request is to rezone 12.40 acres located at the southeast corner of 19th Avenue and Montebello Avenue from C-2 TOD-1 (Intermediate Commercial, Interim Transit-Oriented Zoning Overlay District One) to WU Code T5:6 SL (Walkable Urban Code, Transect 5:6 District, Transit Solano Character Area) to allow mixed-use, commercial and residential uses.

The site is owned by the City of Phoenix and contains a park and ride and bus transit facilities. Once the site is rezoned, the City of Phoenix will issue a Request for Proposal (RFP) that will enable the site to be redeveloped in accordance with the Walkable Urban Code zoning district standards and supporting stipulations.



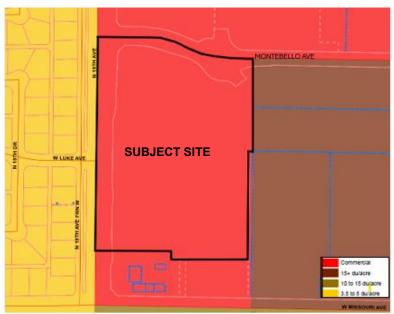
Zoning Map; Source: Planning and Development Department

2. GENERAL PLAN LAND USE MAP

The General Plan Land Use Map depicts the subject site with a designation of Commercial. The property to the east is designated Residential 15+ dwelling units

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per acre, the properties to the west are designated Residential 3.5 to 5 dwelling units. The properties to the north and south are designated Commercial. The proposal is consistent with the General Plan Land Use Map designation.

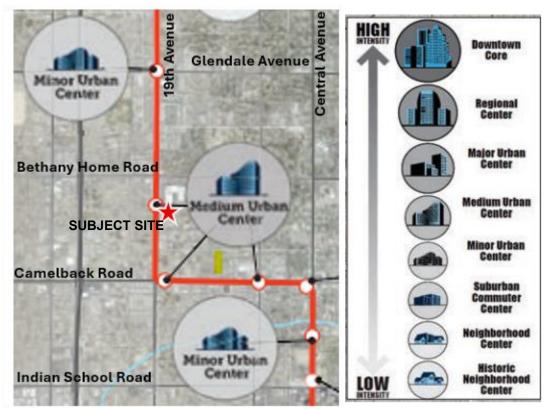


General Plan Land Use Map; Source: Planning and Development Department

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 approximately 130 feet from the Montebello Avenue/19th Avenue light rail station. The identified place type for the Montebello Avenue/19th Avenue light rail station area is a Medium Urban Center. The Medium Urban Center is a place type characterized by a variety of land uses, medium intensity with building heights typically from three to six stories with incentive heights of up to 10 stories. Land uses may include residential, retail destination and office employment. Stipulation No. 2 provides for a maximum height of 56 feet without the incentive and 80 feet with the incentive, making the scale of the proposed zoning district consistent with this Place Type. The Medium Urban Center Place Type also calls for a balance of commercial and residential, retail and entertainment, and mid-rise living. Staff recommends Stipulation No. 3, which requires a vertical mix of land uses and a minimum of 5,000 square feet of nonresidential uses adjacent to the street frontages, to be consistent with the Place Type.

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Transit Oriented Development Strategic Policy Framework, Place Type Map Excerpt; Source:

Planning and Development Department

4. Solano Transit Oriented Development Policy Plan:

The site is located within the Solano TOD Planning Area. The policy plan adopted for the Solano 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.

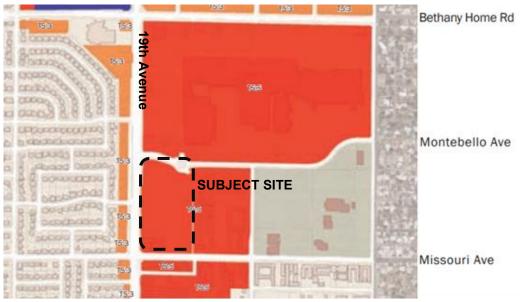
In addition, the Solano TOD District Plan provides for the proceeding guidance as associated to the subject site.

- Land Use Element (page 38). The site is within an area designated for "Redevelop" on the Investment Opportunities Map, meaning that reinvestment is appropriate on the site ranging from pedestrian improvements to the addition of units.
- Housing Element (pages 41 and 42). The site is within a larger area (Bethany Home Road to Camelback Road, 15th Avenue to 19th Avenue) that needs 2,328 additional housing units by 2035. The Investment Opportunity Map also depicts

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the site as "Mixed Use" with Walkable Urban Mid-Rise Housing cited as a best practice.

- Health Element (pages 49 and 50). The Health section depicts this site as being steps away from healthy food, recreation access, and as having issues pertaining to sidewalk quality, continuity, and traffic speed. The plan also notes the site as an opportunity for a full service grocery.
- Green Systems Element (page 58). The Investment Opportunities Map identifies 19th Avenue and Montebello Avenue as an opportunity site and notes green parking and green civic space as a best practice. The proposed rezoning to the Walkable Urban Code would implement the Solano Streetscape Standards which include detached and shaded sidewalks, and include public open space.
- Staff recommends Stipulation Nos. 4, 5, 6, 7, and 9 to require certain street frontage types, that south of the transit center shall be treated as a secondary frontage, that the northwest corner of the building incorporate enhanced architectural design, and for two required pedestrian accessways through the site, with a public plaza along 19th Avenue.



Solano Transit Oriented Development Policy Plan, Conceptual Transect Map, Source: Planning and Development Department

SURROUNDING LAND USES AND ZONING

5. To the east is multifamily residential zoned PAD-14 (Planned Area Development). To the west across 19th Avenue are single-family residences zoned R1-6 (Single-Family Residence District). North of the property across Montebello Avenue is a shopping center zoned PSC TOD-1 (Planned Shopping Center, Interim Transit-Oriented Zoning Overlay District One). To the south is an office building with

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parking zoned C-O TOD-1(Commercial Office, Interim Transit-Oriented Zoning Overlay District One).

PROPOSAL

6. Development plans have not been prepared as this time. Once the rezoning is approved, the City of Phoenix will release an RFP which will outline the City's requirements for the redevelopment of the sites. Per recommended Stipulation No. 1, once a successful candidate has been selected and the preliminary site plan and elevations have been created, the plans will be presented to the Alhambra Village Planning Committee for review and comment prior to preliminary site plan approval.

AREA PLANS, OVERLAY DISTRICTS, AND INITATIVES

7 Monarch Butterfly Pledge:

In April 2021, Mayor Kate Gallego signed the National Wildlife Federation's Mayor's Monarch Pledge. This pledge commits the city to take action to support the monarch butterfly population. In the United States, loss of milkweed habitat is a major factor in the decline of the monarchs. Arizona has at least 29 species of milkweed native to the state. Adult monarchs feed on the nectar of many flowers, but they breed only where milkweeds are found. To support the monarch butterfly population, Stipulation No. 16 addresses the planting of milkweed shrubs, or other native nectar plant species, on the subject site.

8. Community Safety Plans:

In 2022, the City Council approved two pilot projects to address community safety through a multidepartment, collaborative manner leveraging technology as well as community-based resources. The Neighborhood Services, Police, Street Transportation, and Parks and Recreation departments, along with the Office of Homeless Solutions, Public Health Adviser, and Prosecutor's Office, are working together to improve the safety and quality of life along 19th Avenue, 27th Avenue, Hatcher Road, and the I-17 freeway. To support these efforts, the Planning and Development Department promotes Crime Prevention Through Environmental Design (CPTED) principles to enhance neighborhood safety in these Community Safety Plan areas. The subject site is located within a Community Safety Plan (CSP) area, thus staff recommends Stipulation No. 8 regarding balconies along street frontages or other alternative features to activate the frontage and provide natural surveillance.

Shade Phoenix Plan:

9. 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

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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. The proposal will provide enhanced shade in surface parking areas. This is addressed in Stipulation No. 13.

10. 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 proposal as stipulated, will support walking, bicycling, and transit-use by including bicycle parking on the site, by including a bicycle repair (fix it) station to help patrons keep their bikes in a state of good repair, by constructing shaded and detached sidewalks along 19th Avenue and Montebello Avenue, including pedestrian walkways where they cross vehicular drive aisles, and other general street and sidewalk improvements. These are addressed in Stipulation Nos. 9, 10, and 17 through 21.

11. 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 the 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 new housing units. Current shortages of housing supply relative to demand are a primary reason why housing costs are increasing.

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

12. 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 applicant's submittals indicated that the City will work with the developer to determine measures for waste diversion once a project is proposed.

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13. 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 Nos. 10.d. and 11 which requires a minimum of 10% of the provided bicycle parking shall include standard electrical receptacles for electric bicycle parking and a minimum of 5% of the required parking spaces to be EV Installed.

14. 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 proposal will provide a bicycle repair station and bicycle parking spaces will be provided per the requirements of Section 1307.H. of the Phoenix Zoning Ordinance. This is addressed in Stipulation No. 10.

15. 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 <u>Greater Phoenix Metro Green Infrastructure (GI) and Low Impact Development Details for Alternative Stormwater Management</u> 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. 12, which requires a minimum of two techniques for stormwater management to be implemented in this proposal.

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16. 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. 12 through 15.

COMMUNITY CORRESPONDENCE

17. As of the writing of this report, no community correspondence was received by staff regarding this request.

INTERDEPARTMENTAL COMMENTS

18. The Street Transportation required a contribution for the traffic control device on Montebello Avenue between 15th Avenue and 19th Avenue, that all improvements be constructed and/or funded per the forthcoming Traffic Impact Analysis, that the landscaping be replenished along Montebello Avenue, that any street improvements required be constructed by the developer with all required elements and to ADA accessibility standards. These are addressed in Stipulation Nos. 17 through 21.

OTHER

- 19. The Public Transit Department commented that the transit center located at the north end of the property shall be retained. This is addressed in Stipulation No. 22.
- 20. The site has not been identified as being archaeologically sensitive. However, in the event archaeological materials are encountered during construction, all ground disturbing activities must cease within 33-feet 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. 23.
- 21. 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. 24.
- 22. Development and use of the site are subject to all applicable codes and

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ordinances. Zoning approval does not negate other ordinance requirements. Other formal actions such as, but not limited to, zoning adjustments and abandonments may be required.

Findings

- 1. The proposal is consistent with the General Plan Land Use Map designation.
- 2. The proposal, as stipulated, is compatible with the surrounding area.
- 3. The proposal, as stipulated and per the WU Code standards, will foster an enhanced pedestrian environment along 19th Avenue and Montebello Avenue with shaded and detached sidewalks to convey residents safely and comfortably to the adjacent light rail station and bus stop.

Stipulations

- 1. The site plan and elevations shall be presented for review and comment to the Alhambra Village Planning Committee prior to preliminary site plan approval.
- 2. The maximum building height shall not exceed 56 feet, except that the maximum building height may be increased to 80 feet, if a minimum of 30% of the dwelling units are provided as Affordable Housing, as approved by the Planning and Development Department and Housing Department.
- 3. The development shall contain a vertical mix of land uses such as residential and nonresidential, as approved by the Planning and Development Department. A minimum of 5,000 square feet of non-residential uses shall be provided along 19th Avenue and/or Montebello Avenue (along the northside of site, south of the transit center) and shall not include lobby, exercise, reception areas or other similar uses intended for exclusive use by residents.
- 4. The development shall utilize storefront, gallery, forecourt, or arcade frontage types, or a mix thereof, for a minimum of 50% of the provided frontage along 19th Avenue, as approved by the Planning and Development Department.
- 5. The northern edge of the site, south of the transit center, shall be treated as street frontage (secondary frontage) and building setbacks/build-to dimensions shall be measured from the back of any easements (public utilities, public pedestrian access, maintenance, etc.), as approved by the Planning and Development Department.

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6. The northwest corner of the building, south of the transit center, shall incorporate enhanced corner treatment, as approved by the Planning and Development Department.

- 7. The development shall utilize storefront, gallery, or arcade frontage types, or a mix thereof, for a minimum of 50% of the provided frontage along the northern edge of the site, south of the transit center, as approved by the Planning and Development Department.
- 8. The development shall include balconies for a minimum of 50% of dwelling units along the perimeters of the building/s along 19th Avenue and Montebello Avenue; or an alternative feature to achieve natural surveillance, such as an amenity deck on any floor above the ground floor, as approved by the Planning and Development Department.
- 9. The required pedestrian accessways designed in accordance with 1304.G and 1304.H shall be provided as described below, as approved by the Planning and Development Department.
 - a. A pedestrian accessway shall run east-west approximately along the Luke Avenue alignment and extend from the sidewalk on 19th Avenue to the eastern edge of the property where it will terminate at a pedestrian accessway along 17th Avenue street or alignment.
 - i. A minimum 1,000 square foot plaza shall be provided where the accessway meets the public sidewalk at 19th Avenue to denote and activate the entrance to the paseo with a minimum of one artistic enhancement. This space may count toward the minimum requirement for publicly accessible.
 - b. A pedestrian accessway shall run north-south along the eastern property line and extend from the transit center on the north to the southern edge of the site.
- 10. Bicycle infrastructure shall be provided, as described below and as approved by the Planning and Development Department.
 - a. A bicycle repair station ("fix-it station") shall be provided maintained within or near secure bicycle parking areas and separated from vehicular maneuvering areas, where applicable.
 - b. All required bicycle parking for multifamily use, per Section 1307.H.6.d of the

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Phoenix Zoning Ordinance, shall be secured parking.

- c. Guest bicycle parking shall be provided at a minimum of 0.05 spaces per unit with a maximum of 50 spaces near entrances of buildings and installed per the requirements of Section 1307.H. of the Phoenix Zoning Ordinance.
- d. A minimum of 10% of the provided bicycle parking spaces shall include standard electrical receptacles for electric bicycle charging capabilities.
- 11. A minimum of 5% of the required parking spaces shall include EV-Installed infrastructure.
- 12. 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.
- 13. A minimum of 25% of the surface parking areas shall be shaded, as approved by the Planning and Development Department. Shade may be achieved by structures or by minimum 2-inch caliper, drought tolerant, shade trees, or a combination thereof.
- 14. 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.
- 15. Prior to final site plan approval, documentation shall be provided that demonstrates a commitment to participate in the Water Efficiency Checkup program for a minimum of 10 years, or as approved by the Planning and Development Department.
- 16. A minimum of 10% of the required shrubs shall be milkweed or other native nectar species, and shall be planted in groups of three or more, as approved by the Planning and Development Department.
- 17. The developer shall deposit a minimum \$50,000.00 in escrow to the Street Transportation Department to fund a traffic control device on Montebello Avenue, between 15th Avenue and 19th Avenue, prior to final site plan approval for first phase of development.

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- 18. All mitigation improvements shall be constructed and/or funded as identified in the forthcoming accepted Traffic Impact Analysis.
- 19. Existing streetscape beginning at back of curb, and median islands shall be replenished with the approved landscaping and trees along Montebello Avenue, as approved by the Planning and Development Department.
- 20. 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.
- 21. 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.
- 22. The transit center at the north end of the property shall be retained, as approved by the Planning and Development Department.
- 23. 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.
- 24. 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. This stipulation shall not be applicable if the property is owned by the City of Phoenix.

Writer

John Roanhorse October 22, 2025

Team Leader

Racelle Escolar

Exhibits

Zoning sketch map Aerial sketch map

