



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report: Z-SP-10-25-6
December 24, 2025

| | |
|---|---|
| <u>Camelback East Village Planning Committee</u> Meeting Date: | January 6, 2026 |
| <u>Planning Commission</u> Hearing Date: | February 5, 2026 |
| Request From: | <u>R-3</u> (Multifamily Residence District) (1.94 acres) |
| Request To: | <u>R-3 SP</u> (Multifamily Residence District, Special Permit) (1.94 acres) |
| Proposal: | Special Permit to allow a cemetery, and all underlying R-3 uses |
| Location: | Southeast corner of 48th Street and Holly Street |
| Owner: | Diocese of Phoenix Catholic Cemeteries & Funeral Homes, c/o Harry Antram |
| Applicant: | Madison Leake, Burch & Cracchiolo, P.A. |
| Representative: | Edwin Bull, Burch & Cracchiolo, P.A. |
| Staff Recommendation: | Approval, subject to stipulations |

| <u>General Plan Conformity</u> | | | |
|---|--------------|--|-----------------------------|
| <u>General Plan Land Use Map Designation</u> | | Residential 3.5 to 5 dwelling units per acre | |
| <u>Street Map Classification</u> | 48th Street | Minor Collector | 110.5-foot east half street |
| | Holly Street | Local Street | 25-foot south half street |
| <i>CONNECT PEOPLE AND PLACES CORE VALUE; BICYCLES; DESIGN PRINCIPLE: Development should include convenient bicycle parking.</i> | | | |
| The proposal, as stipulated, will include bicycle parking for the future building on the site. | | | |
| <i>CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND CHARACTER; LAND USE PRINCIPLE: New development and expansion or redevelopment of existing development in or</i> | | | |

General Plan Conformity

near residential areas should be compatible with existing uses and consistent with adopted plans.

The proposal, as stipulated, will facilitate accessory uses to the adjacent cemetery that are compatible with the existing residential neighborhood.

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, incorporates enhanced shading requirements for all walkways, public sidewalks, and bicycle infrastructure.

R-3 (Multifamily Residence District) Subdivision Option

| <u>Standards</u> | <u>Requirements</u> | <u>Provisions on the Proposed site Plan</u> |
|---------------------------|--|--|
| Gross Acreage | - | 1.94 acres |
| Maximum Number of Units | 28 | 0 (Met) |
| Maximum Density | 14.5 dwelling units/acre | 0 dwelling units/acre (Met) |
| Maximum Lot Coverage | 50%, plus an additional 10% for an ADU and/or attached shade structures. Total: 60% | Not specified |
| Maximum Height | 2 stories, 30 feet | Not specified |
| Minimum Building Setbacks | Front: 25 feet Rear: 15 feet Side: 10 feet and 3 feet | Front: Not specified Rear: 15 feet (Met) Side (east): 8 feet (Met) Side (west): Not specified |

Applicable Plans, Overlays, and Initiatives

Phoenix Climate Action Plan – See Background Item No. 5.

Shade Phoenix Plan – See Background Item No. 6.

Transportation Electrification Action Plan – Background Item No. 7.

Complete Streets Guiding Principles – See Background Item No. 8.

Applicable Plans, Overlays, and Initiatives

[Comprehensive Bicycle Master Plan](#) – See Background Item No. 9.

[Zero Waste PHX](#) – See Background Item No. 10.

[Conservation Measures for New Development](#) – See Background Item No. 11.

Surrounding Land Uses and Zoning

| | <u>Land Use</u> | <u>Zoning</u> |
|------------------------------------|---------------------------|-----------------------|
| On Site | Vacant | R-3 |
| North (across Holly Street) | Cemetery offices | C-O/G-O SP HGT/WVR |
| West (across 48th Street) | Single-family residential | R1-6 |
| East | Multifamily residential | R-3 |
| South | Multifamily residential | R-3 |

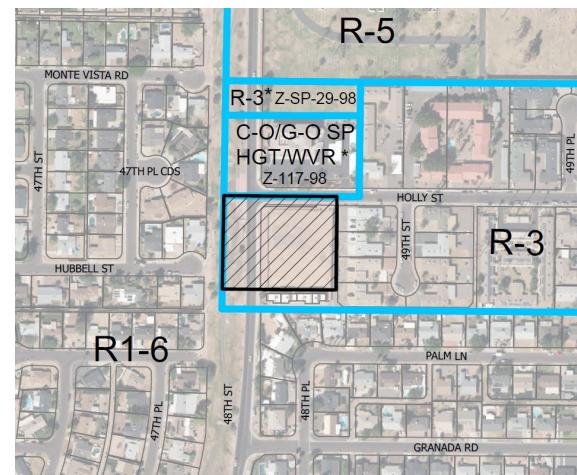
Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone 1.94 acres located at the southeast corner of 48th Street and Holly Street from R-3 (Multifamily Residence District) to R-3 SP (Multifamily Residence District, Special Permit) for a cemetery and all underlying R-3 uses. The site is currently vacant land.

SURROUNDING LAND USES AND ZONING

2. The property to the north, across Holly Street, is a cemetery office zoned C-O/G-O SP HGT/WVR (Commercial Office – Restricted Commercial, General Office Option, Special Permit, Height Waiver). The properties to the east and south are multifamily residential properties zoned R-3 (Multifamily Residence District). The properties to the west, across 48th Street, are single-family homes zoned R1-6 (Single-Family Residence District).



Zoning Aerial Map, Source: Planning and Development Department

GENERAL PLAN LAND USE MAP

3. The General Plan Land Use Map designation for the subject site, as well as properties on all sides is Residential 3.5 to 5 dwelling units per acre. The proposed zoning is not consistent with the General Plan Land Use Map designation; however, a General Plan Amendment is not required because the site is less than 10 acres in size.



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

PROPOSAL

4. The conceptual site plan, attached as an exhibit, proposes a surface parking lot as accessory parking to the cemetery across Holly Street to the north. The site plan also reserves space for a potential future building, which would be additional accessory uses to the cemetery. Vehicular access would be from driveways on both street frontages, and a pedestrian crossing would be provided across Holly Street to connect the accessory parking to the uses across the street. Staff recommends Stipulation No. 1 to require general conformance to the site plan, which will ensure the site develops as proposed and maintains compatibility with the surrounding area.

STUDIES AND POLICIES

5. [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 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. 9, which requires a minimum of one GI technique for stormwater management to be implemented in this development.

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. The proposal will provide enhanced shade for all public and private walkways, and bicycle infrastructure. This is addressed in Stipulation No. 2.

7. **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. 5 and 6.

8. **Complete Streets Guiding Principles**

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 development, as stipulated, will support walking, bicycling, and transit-use by including on site bicycle parking for any future buildings and providing alternative pavement for portions of the driveway near the pedestrian walkways. These are addressed in Stipulation Nos. 3 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 for any future buildings, including electric bicycle charging capabilities. This is addressed in Stipulation Nos. 4 and 5.

10. **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 application materials do not state whether recycling services will be provided for the future building on site.

11. **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. 7 through 10.

COMMUNITY CORRESPONDENCE

12. As of the writing of this report, one letter of opposition/concern has been received. The concerns stated include the potential negative impacts of a cemetery to the surrounding residential homes and property values.

INTERDEPARTMENTAL COMMENTS

13. The Street Transportation Department requires a 5-foot-wide sidewalk to be constructed on the south side of Holly Street, a 6-foot-wide right-of-way dedication for the alley adjacent to the property, undergrounding of all electrical utilities, that all street improvements are made to City and ADA standards, and that unused driveways will be replaced with curb, gutter, and sidewalk. These are addressed in Stipulation Nos. 11 through 15.

OTHER

14. 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. 16.

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. 17.

16. Development and use of the site are 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 the scale and character of the surrounding area.
2. The proposal, as stipulated, has adequate development standards to mitigate negative impacts to the surrounding area.
3. The proposal, as stipulated, provides enhanced pedestrian and bicycle amenities consistent with the Comprehensive Bicycle Master Plan, Shade Phoenix Plan, and the Complete Streets Guiding Principles.

Stipulations

1. The development shall be in general conformance with the site plan date stamped December 12, 2025, as modified by the following stipulations and approved by the Planning and Development Department.
2. All bicycle infrastructure and pedestrian pathways, including sidewalks, shall be shaded by a structure, landscaping, or a combination of the two to provide a minimum of 75% shade, as approved by the Planning and Development Department.
3. 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.
4. For any future building on site, bicycle parking shall be provided, consistent with the requirements of Section 1307.H of the Phoenix Zoning Ordinance.
5. A minimum of 10% of the required bicycle parking spaces shall include standard electrical receptacles for electric bicycle charging capabilities, as approved by the Planning and Development Department.
6. A minimum of 5% of the required vehicle parking spaces shall include EV Capable infrastructure.

7. 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 located on properties for uses such as parks, schools, and residential common areas, as approved by the Planning and Development Department.
8. 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.
9. A minimum of one 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.
10. Prior to final site plan approval, documentation shall be provided that demonstrates a commitment to participate in the City of Phoenix Business Water Efficiency Program for a minimum of 10 years, or as approved by the Planning and Development Department.
11. A minimum 5-foot wide sidewalk shall be constructed on the south side of Holly Street, adjacent to the development.
12. A minimum 6-feet of right-of-way shall be dedicated for west half of the alley, adjacent to the eastern property line.
13. All existing electrical utilities within the public right-of-way on Holly Street shall be undergrounded, adjacent to the development. The developer shall coordinate with the affected utility companies for their review and permitting.
14. 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.
15. 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.

16. 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.
17. 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

Anthony Grande

December 24, 2025

Team Leader

Racelle Escolar

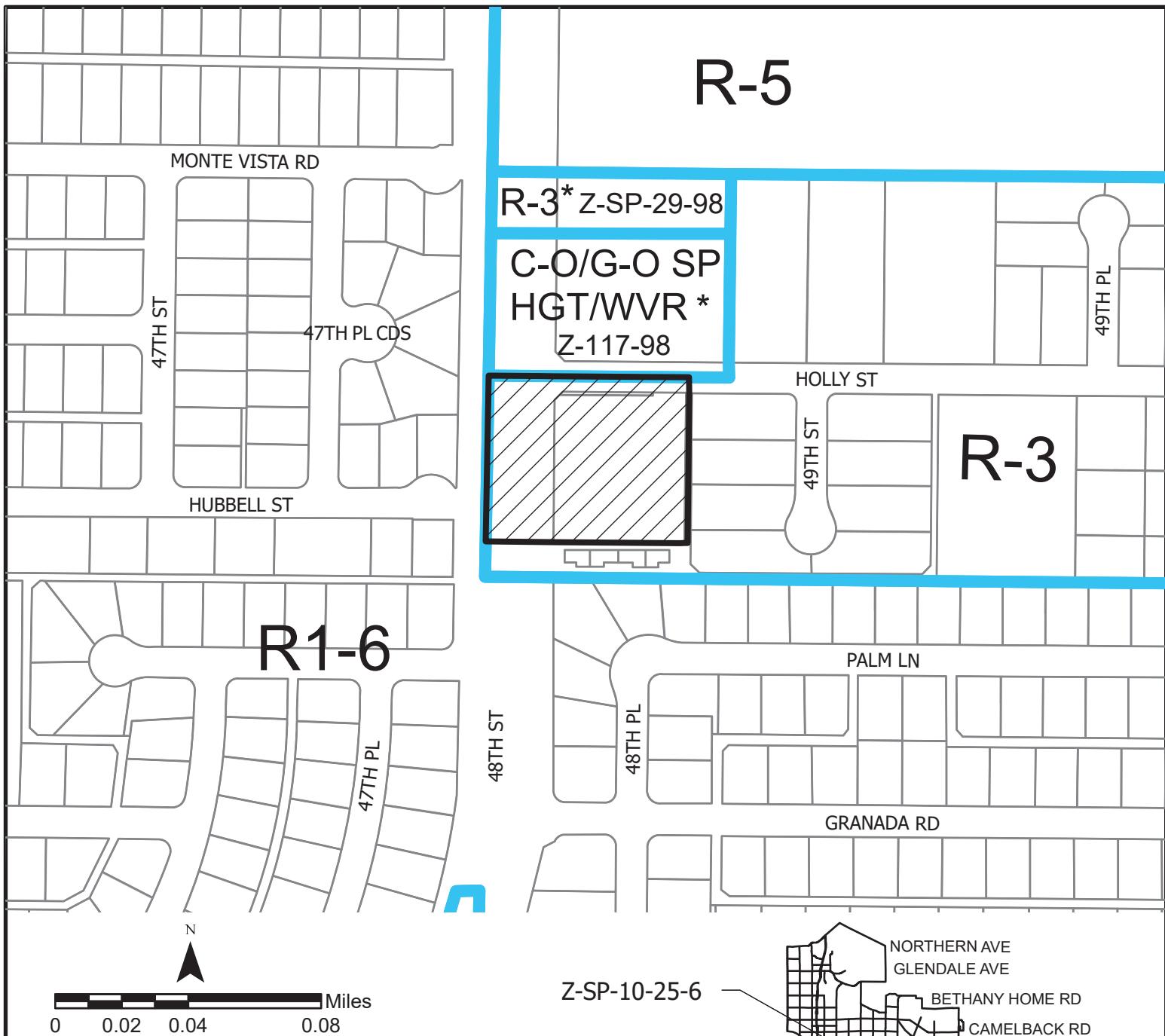
Exhibits

Zoning sketch map

Aerial sketch map

Conceptual Site Plan date stamped December 12, 2025

Community Correspondence (3 pages)



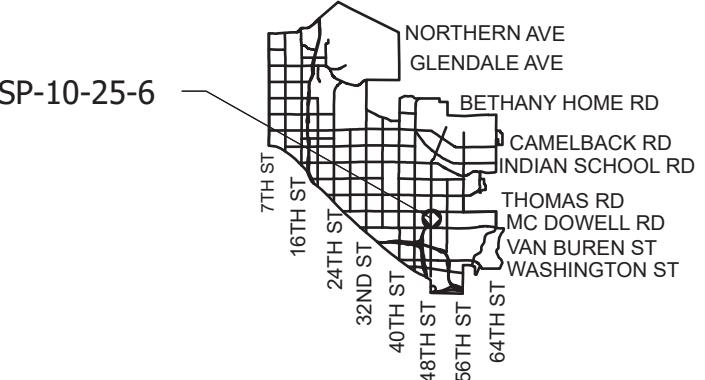
CAMELBACK EAST VILLAGE

COUNCIL DISTRICT: 6



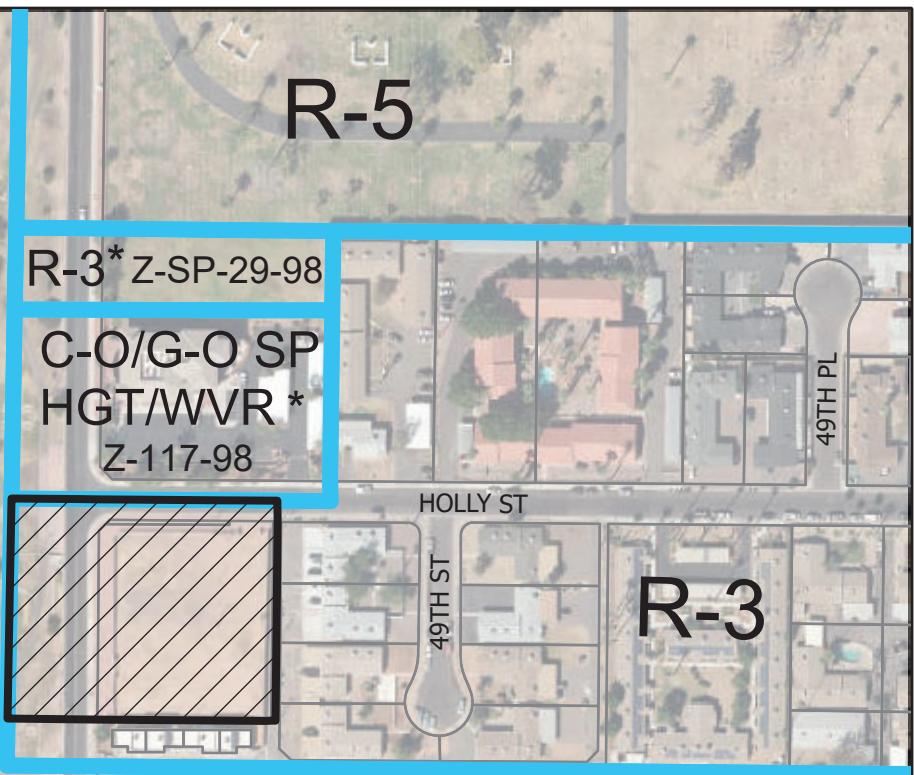
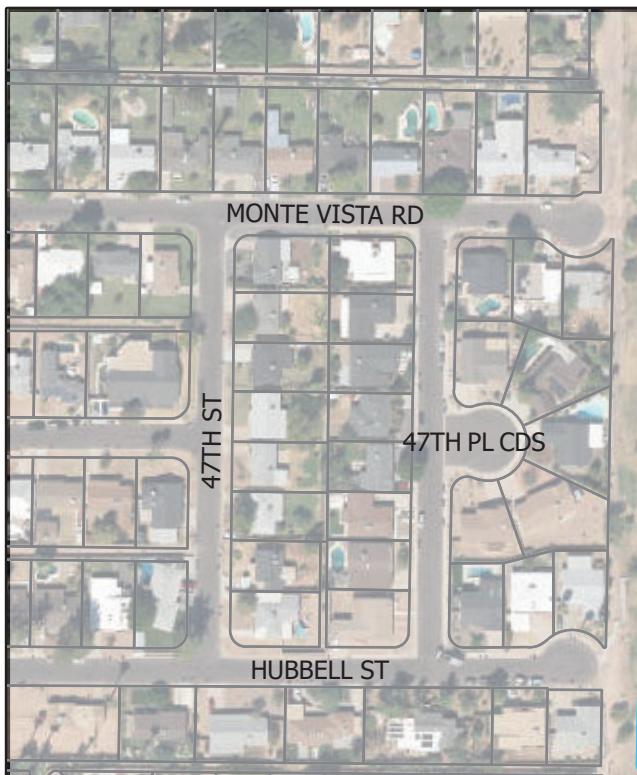
City of Phoenix

PLANNING AND DEVELOPMENT DEPARTMENT



| | | | |
|--|--------------------------|------------------------------------|------------------------|
| APPLICANT'S NAME: | Burch & Cracchiolo, P.A. | | REQUESTED CHANGE: |
| APPLICATION NO: | Z-SP-10-25-6 | DATE: | 11/17/2025 |
| GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. | | REVISION DATES: | |
| | | | |
| 1.94 Acres | | AERIAL PHOTO & QUARTER SEC. NO. | ZONING MAP |
| QS 13-39 | | G-11 | TO: R-3 SP (1.94 ac.) |
| MULTIPLES PERMITTED | CONVENTIONAL OPTION | | * UNITS P.R.D OPTION |
| R-3 | 28 | | 34 |
| R-3 SP | 28 | | 34 |

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



0 0.02 0.04 0.08 Miles

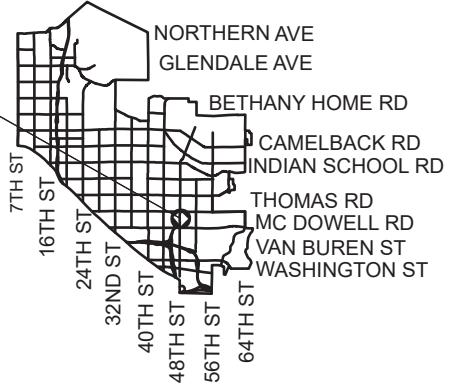
CAMELBACK EAST VILLAGE

COUNCIL DISTRICT: 6



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

Z-SP-10-25-6



| | | | | |
|---|--------------------------|---------------------------------|------------|------------------------|
| APPLICANT'S NAME: | Burch & Cracchiolo, P.A. | | | REQUESTED CHANGE: |
| APPLICATION NO: | Z-SP-10-25-6 | DATE: | 11/17/2025 | FROM: R-3 (1.94 ac.) |
| GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. | | REVISION DATES: | | TO: R-3 SP (1.94 ac.) |
| | | | | |
| 1.94 Acres | | AERIAL PHOTO & QUARTER SEC. NO. | ZONING MAP | |
| QS 13-39 | | G-11 | | |
| MULTIPLES PERMITTED | CONVENTIONAL OPTION | | | * UNITS P.R.D OPTION |
| R-3 | 28 | | | 34 |
| R-3 SP | 28 | | | 34 |

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

From: [Scott Spier](#)
To: [Anthony M Grande](#)
Subject: (Case No. Z-SP-10-25-6) Southeast corner of 48th Street & Holly Street
Date: Tuesday, December 9, 2025 10:59:07 AM
Attachments: [Letter Case No. Z-SP-10-25-6.pdf](#)

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Anthony, per our telephone conversation last week, please see my letter related to the above referenced matter. Please confirm receipt and contact me with any questions. Thanks.

Scott Spier, CCIM
DFI Properties
C: 602-625-3155
scottaspier@gmail.com

**DFI PROPERTIES LLC
4854 E CALLE DEL MEDIO
PHOENIX, AZ 85018
602•625•3155**

December 9, 2025

Anthony Grande
City of Phoenix Camelback East Planner
City of Phoenix Planning and Development Department
200 W. Washington Street
Phoenix, AZ 85003

Re: Rezoning Request for Vacant Parcel Owned by Diocese of Phoenix Catholic Cemeteries and Mortuaries, (Case No. Z-SP-10-25-6), Southeast corner of 48th Street & Holly Street, Parcel: APN 126-18-004A

Dear Anthony,

I am writing to share my concerns related to the rezoning request submitted by the Diocese of Phoenix Catholic Cemeteries and Mortuaries for the vacant parcel of land located immediately north of and adjacent to my four rental townhomes which are located at 2005 N 48th Street. As the owner of these residential properties, I am deeply concerned about the potential adverse impacts this rezoning would have on my investment, particularly the diminution in property value that could result from allowing cemetery use on the site.

While the applicant has indicated an intent to develop only a parking lot and potentially a future office building on the parcel, the proposed rezoning would permit cemetery operations as a primary or accessory use. This change in zoning creates a significant risk, as it would enable the future expansion of cemetery activities without requiring additional approvals from the City. Such a use would directly border my townhomes, introducing elements incompatible with residential living and likely deterring prospective tenants or buyers.

The primary basis for my opposition is the well-documented negative effect that proximity to a cemetery has on residential property values. Numerous studies and real estate analyses demonstrate that homes near cemeteries experience reduced market appeal due to perceptions of stigma, emotional discomfort, and altered neighborhood character. Research clearly indicates that median home prices in neighborhoods adjacent to cemeteries are significantly lower than comparable properties in areas without one. Properties backing up to or near cemeteries often sell for less, as appraisers account for the diminished desirability. A comprehensive study on the impact of cemeteries on proximate residential property values further supports this, highlighting how such proximity can lead to measurable value depreciation through hedonic pricing models and resident surveys.

In my case, the townhomes are rental units intended for families and individuals seeking a peaceful, residential environment. The introduction of cemetery use—potentially including gravesites, memorials, or increased funeral traffic—would fundamentally alter the appeal of these properties. This could result in higher vacancy rates, lower rental income, and an overall decline in market value. As an investor in Phoenix's housing market, I rely on stable property values to maintain my business, and this rezoning threatens that stability without providing any offsetting community benefits to adjacent residents.

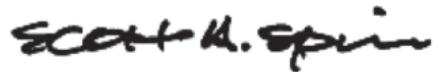
Furthermore, even if the current development plans are limited, the rezoning sets a precedent that could allow full cemetery utilization at any time, exposing my properties to ongoing uncertainty. The existing cemetery across the street already influences the area; extending it directly next to residential units would exacerbate these issues, potentially leading to broader neighborhood devaluation.

I respectfully urge the City of Phoenix to explore all options with respect to this zoning request to protect the interests of adjacent property owners and preserve the residential integrity of the area. Please include this letter in the official file for the application. I am available to discuss my concerns further and can be reached at the contact information provided above.

Thank you for your consideration.

Sincerely,

DFI PROPERTIES LLC



Scott Spier