



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT

Staff Report: Z-41-22-8
2333 Thomas PUD
September 30, 2022

Camelback East Village Planning Committee Meeting Date: October 11, 2022
Planning Commission Hearing Date: November 3, 2022

Request From: C-2 (Intermediate Commercial District) (3.79 acres)
Request To: PUD (Planned Unit Development) (3.79 acres)
Proposed Use: Planned Unit Development to allow multifamily and commercial uses
Location: Approximately 270 feet west of the southwest corner of 24th Street and Thomas Road
Owner: Thomas 24 JL, LLC
Applicant/Representative: Jason Morris, Withey Morris, PLC
Staff Recommendation: Approval, subject to stipulations

<u>General Plan Conformity</u>			
<u>General Plan Land Use Map Designation</u>		Commercial	
<u>Street Map Classification</u>	Thomas Road	Arterial	40-foot south half street
<p>CONNECT PEOPLE & 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.</p> <p>The proposal will allow the conversion of an existing hotel into a multifamily residential use, making use of an outdated structure for housing at a high-opportunity location near commercial uses, employment opportunities, and transportation options, including a potential Bus Rapid Transit Line.</p>			

General Plan Conformity

CONNECT PEOPLE & PLACES CORE VALUE; CANALS & TRAILS; DESIGN PRINCIPLE: Provide multi-use trail connections where appropriate.

The proposed development will enhance the interface between the subject site and the Grand Canal, including creating pedestrian linkages, consistent with the Canal Bank design guidelines in the Zoning Ordinance and with enhanced design standards contained in the PUD.

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; DIVERSE NEIGHBORHOODS; LAND USE PRINCIPLE: Include a mix of housing types and densities where appropriate within each village that support a broad range of lifestyles.

The proposed development utilizes an existing hotel structure to create mostly small one-bedroom units with minimal construction costs, allowing units to be provided at attainable price points. This will provide a new housing option near a major intersection, commercial uses, bus routes, and a potential future Bus Rapid Transit (BRT) line.

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

The proposed PUD sets forth development standards that require enhanced landscaping and shade, including detached sidewalks and minimum shade requirements for sidewalks and parking areas. This will help to provide shade for pedestrians and bicyclists 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 Plan, Overlays, and Initiatives

[Housing Phoenix Plan](#) – See Background Item No. 10.

[Tree and Shade Master Plan](#) – See Background Item No. 11.

[Complete Streets Guiding Principles](#) – See Background Item No. 12.

[Comprehensive Bicycle Master Plan](#) – See Background Item No. 13.

[Zero Waste PHX](#) – See Background Item No. 14.

Surrounding Land Uses/Zoning		
	<u>Land Use</u>	<u>Zoning</u>
On Site	Hotel	C-2
North (Across Thomas Road)	Commercial uses	C-2
South (Across Grand Canal)	Single-family residential	R1-6
East	Commercial office	C-2
West	Car wash	C-2

Background/Issues/Analysis

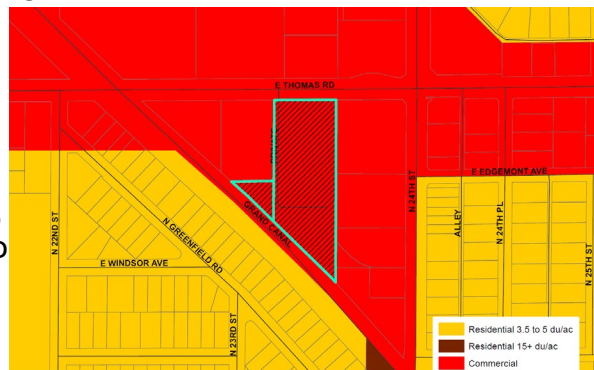
SUBJECT SITE

1. This request is to rezone a 3.79-acre site located approximately 270 feet west of the southwest corner of 24th Street and Thomas Road from C-2 (Intermediate Commercial District) to PUD (Planned Unit Development) to allow the conversion of an existing hotel to multifamily residential use.

The site is located along the major commercial corridor of Thomas Road and has been zoned C-2 since the adoption of the latest Phoenix Zoning Ordinance map in 1961. The site has frontage on the Grand Canal, which is improved with a multi-use trail along the side directly abutting the subject site.

GENERAL PLAN LAND USE MAP DESIGNATION

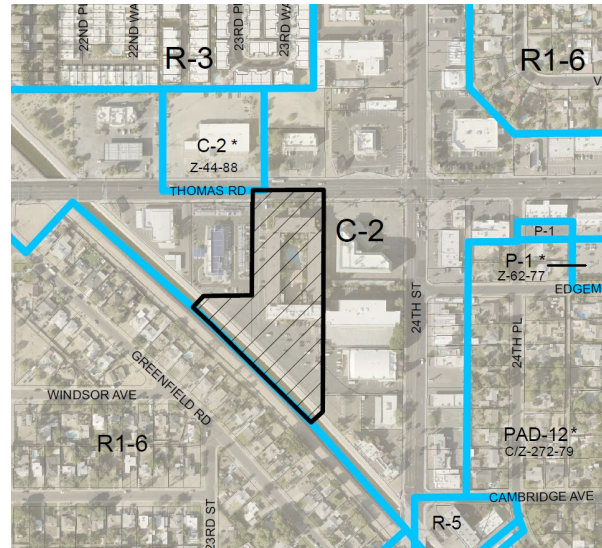
2. The subject site is designated as Commercial on the General Plan Land Use Map. The proposal is consistent with the Commercial designation, which allows for multifamily residential uses. The adjacent properties to the east, west, and north (across Thomas Road) are also designated as Commercial on the General Plan Land Use Map. The properties south of the site (across the canal) are designated as Residential 3.5 to 5 dwelling units per acre.



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

SURROUNDING LAND USES AND ZONING

3. The subject site and the surrounding properties to the north, east, and west are zoned C-2 (Intermediate Commercial District). The subject site contains a hotel. The surrounding properties to the north, east, and west of the site contain commercial uses, including a car wash, retail, restaurants, services, and offices. South of the subject site, across the canal, there is property zoned R1-6 (Single-Family Residence District) and developed with single-family residential uses.



Zoning Aerial Map, Source: Planning and Development Department

PROPOSAL

4. The proposal was developed utilizing the PUD zoning district. The Planned Unit Development (PUD) is intended to create a built environment that is superior to that produced by conventional zoning districts and design guidelines. Using a collaborative and comprehensive approach, an applicant authors and proposes standards and guidelines that are tailored to the context of a site on a case by case basis. Where the PUD Development Narrative is silent on a requirement, the applicable Zoning Ordinance provisions will be applied.
5. The PUD proposes development standards consistent with the existing building on the subject site in order to allow conversion of the existing building from a hotel to multifamily residential. The PUD also contains enhanced standards for site improvements to promote pedestrian access and a greater connection with the canal.
6. **Land Use**
The PUD proposes a conversion from hotel to multifamily residential use. The proposed development narrative lists multifamily residential use, in addition to all permitted uses in the C-2 (Intermediate Commercial) zoning district with some select prohibited uses.
7. **Development Standards**
The PUD proposes development standards consistent with the existing building on the site, in order to allow a conversion to a multifamily residential use. It proposes a maximum building height of five stories and 48 feet and a density of 200 units. Below is a summary of the key development standards set forth in the narrative.

Development Standards	
Standard	Proposed
<i>Maximum Building Height</i>	5 stories, not to exceed 48 ft
<i>Maximum Lot Coverage</i>	50 percent
<i>Maximum Density</i>	52.6 du/gross acre (200 units)
<i>Minimum Building Setbacks</i>	
Thomas Road	30 feet
Canal	30 feet
West Interior	10 feet
East Interior	2 feet
<i>Minimum Open Space</i>	5 percent
<i>Parking Minimum</i>	198 spaces
<i>Bicycle Parking</i>	Minimum 0.25 spaces per unit
<i>Detached Sidewalk</i>	Minimum 5-foot sidewalk; 11-foot landscape area between sidewalk and back of curb.
<i>Shade</i>	A minimum of 75 percent of public sidewalks shall be shaded at tree maturity.

Stipulation No. 1(b) requires that the density standard in the PUD development standards table be updated to “200 units” to reflect the correct unit count.

8. **Landscape and Shade Standards**

The PUD sets forth standards for landscaping along the frontages with Thomas Road and the canal, in addition to landscaping within the parking lot. Planting standards within the landscape setbacks will match C-2 standards with trees planted 20 feet on center. Within the landscape strip between the sidewalk and the back of the curb, the PUD requires shade trees planted a minimum of 20 feet on center. Trees within the streetscape will be used to meet the minimum 75 percent shade requirement for the public sidewalk.

Landscape Standards	
Standard	Proposed
<i>Minimum Landscape Setbacks</i>	
Thomas Road	0 feet
Canal	5 feet
Interior	0 feet
<i>Parking Lot Area Landscape</i>	14 percent minimum shade at maturity

Landscape Standards	
Standard	Proposed
<i>Planting Standards</i>	
Streetscape (Thomas Road) sidewalk to back of curb	Minimum 2-inch caliper drought tolerant shade trees planted 20 feet on center or in equivalent groupings. Drought tolerant vegetation to achieve 75 percent live coverage at maturity.
Canal landscape setback	Minimum 2-inch caliper (50 percent of required trees). Minimum 3-inch caliper (25 percent of required trees). Minimum 4-inch caliper or multi-trunk tree (25 percent of required trees). Planted 20 feet on center or in equivalent groupings. Minimum five 5-gallon shrubs per tree.

Stipulation No. 1(c) requires that the parking lot landscaping standard be updated to clarify that it is 14 percent shade at maturity to reflect the standard method of calculating landscaping.

9. **Design Guidelines**

The PUD proposes design guidelines that enhance the connection with the canal, open space improvements, and pedestrian-oriented design. It requires that the canal frontage include a pedestrian gate and open view fencing and that there shall be walkways connecting the canal gate to the building entrance. The PUD also requires pedestrian walkways on the site to be tree lined and have visual contrast with drive aisle surfaces. Additionally, a minimum 2,000-square-foot open space area, with minimum shade and passive recreation, will be required near the canal and will be required to have a direct pedestrian connection to the canal.



Conceptual Rendering, Source: CCBG Architects, Inc.

The design guidelines include requirements for four-sided architecture, a distinctive primary building entry at the Thomas Road frontage, and a cohesive architectural theme.

In order to create a buffer between pedestrians on the sidewalk on Thomas Road and vehicles in the surface parking area, Stipulation No. 1(d) requires a 36-inch-high perimeter wall between the sidewalk and the front parking area with architectural features to match the building.

AREA PLANS, OVERLAY DISTRICTS, AND INITIATIVES

10. [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 over 163,000 new housing units. Current shortages of housing supply relative to demand are a primary reason why housing costs are increasing. The proposed development supports the Plan's goal of preserving or creating 50,000 housing units by 2030 by leveraging an existing structure in a developed part of the city to efficiently create new residential units, adding to the housing supply in a sustainable fashion.

11. [Tree and Shade Master Plan](#)

The Tree and Shade Master Plan encourages treating the urban forest as infrastructure to ensure the trees are an integral part of the City's planning and development process. Sidewalks on the street frontages should be detached from the curbs to allow trees to be planted on both sides of the sidewalk to provide thermal comfort for pedestrians and to reduce the urban heat island effect. The PUD includes standards for detached sidewalks along Thomas Road, enhanced shade along sidewalks, and enhanced parking lot landscaping.

12. [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. To promote safety and connectivity for all users, the PUD proposes standards for bicycle parking, a pedestrian connection to the canal, and detached shaded sidewalks along Thomas Road.

13. [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. The proposal incorporates requirements for bicycle parking to encourage multi-

modal transportation.

14. [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 Section 716 of the Phoenix Zoning Ordinance expand its recycling and other waste diversion programs. The development will obtain city solid waste service, including recycling.

COMMUNITY INPUT SUMMARY

15. At the time this staff report was written, staff has not received any letters in support or opposition to this case.

INTERDEPARTMENTAL COMMENTS

16. The Street Transportation Department commented that the applicant shall submit a Traffic Impact Study/Statement and shall be responsible for the cost and construction of all mitigation identified through the analysis and that the developer shall construct all streets within and adjacent to the development with all required improvements and comply with ADA standards. These are addressed in Stipulation Nos. 2 and 3.
17. The Aviation Department commented that the developer shall record a Notice to Prospective Purchasers of Proximity to Airport to disclose the existence and operational characteristics of Phoenix Sky Harbor Airport to future owners and tenants of the property and that the developer shall provide documentation of Form 7460-1 and a No Hazard Determination from the FAA prior to final site plan approval. These are addressed in Stipulation Nos. 4 and 5.
18. The Fire Department commented that there were no anticipated problems with the referenced case and that the fire code will require water supply to meet fire flow standards and that certain access standards are met.
19. The Water Services Department commented that the property has existing water and sewer mains that can potentially serve the development. In addition, the Water Services Department commented that capacity is a dynamic condition that can change over time due to a variety of factors.
20. The Floodplain Management division of the Public Works Department provided the comment that the subject site is located within Special Flood Hazard Areas and that any proposed improvements or modifications are subject to federal regulations and the City of Phoenix Floodplain Ordinance. The Floodplain Management division must approve a Grading and Drainage Plan demonstrating compliance with the regulations prior to any permit issuance. This comment is addressed in Stipulation No. 6.

OTHER

21. The site is located in a larger area identified as being archaeologically sensitive. If further review by the City of Phoenix Archaeology Office determines the site and immediate area to be archaeologically sensitive, and if no previous archaeological projects have been conducted within this project area, it is recommended that archaeological Phase I data testing of this area be conducted. Phase II archaeological data recovery excavations may be necessary based upon the results of the testing. A qualified archaeologist must make this determination in consultation with the City of Phoenix Archaeologist. 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 Nos. 7 through 9.
22. 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 preliminary site plan approval. This is addressed in Stipulation No. 10.
23. 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 the General Plan Land Use Map designation and compatible with the character of the surrounding area.
2. The proposal will convert an outdated hotel into residential units and add to the existing mix of housing options in the area at an appropriate location with access to an arterial street, transportation options, and the Grand Canal.
3. The proposed PUD sets forth design and development standards that will enhance connectivity in the immediate vicinity by providing shaded detached sidewalks and a pedestrian connection to the Grand Canal.

Stipulations

1. An updated Development Narrative for the 2333 Thomas PUD reflecting the changes approved through this request shall be submitted to the Planning and Development Department within 30 days of City Council approval of this request. The updated Development Narrative shall be consistent with the Development Narrative date stamped September 23, 2022, as modified by the following stipulations:
 - a. Front cover: Revise the submittal date information on the bottom to add the following: Hearing draft submittal: September 23, 2022; City Council adopted: [Add adoption date].
 - b. Page 9, Development Standards Table, Maximum Density: update to “200 units.”
 - c. Page 10, Landscape Standards Table, Parking Lot Area Landscape standards: revise to “Minimum 14 percent shade coverage at maturity. Planting standards per C-2 standards (Section 623).”
 - d. Page 12, Design Guidelines, Site Layout: Add an item number 5 stating “A minimum 36-inch-high perimeter wall shall be provided along the northern edge of the property, adjacent to the back of the Thomas Road sidewalk easement, except where vehicular entry/exit or pedestrian walkways are proposed. The perimeter wall and the building shall exhibit a cohesive architectural theme and style with regard to color, texture, and materials.”
2. The applicant shall submit a Traffic Impact Study/Statement to the City for this development. The developer shall be responsible for cost and construction of all mitigation identified through the analysis. No preliminary approval of plans shall be granted until the study is reviewed and approved by the Street Transportation Department.
3. The developer shall construct all streets within and adjacent to the development 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.
4. The property owner shall record documents that disclose the existence, and operational characteristics of Phoenix Sky Harbor Airport to future owners or tenants of the property. The form and content of such documents shall be according to the templates and instructions provided which have been reviewed and approved by the City Attorney.

5. The developer shall provide documentation to the City prior to final site plan approval that Form 7460-1 has been filed for the development and that the development received a No Hazard Determination from the FAA. If temporary equipment used during construction exceeds the height of the permanent structure a separate Form 7460-1 shall be submitted to the FAA and a “No Hazard Determination” obtained prior to the construction start date.
6. This parcel is in a Special Flood Hazard Area (SFHA) called Zone A, on panel 2210L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013. The following requirements shall apply, as approved by the Planning and Development Department:
 - a. The Architect/Engineer is required to show the floodplain boundary limits on the Grading and Drainage plan and ensure that impacts to the proposed facilities have been considered, following the National Flood Insurance Program (NFIP) Regulations (44 CFR Paragraph 60.3). This includes, but not limited to provisions in the latest versions of the Floodplain Ordinance of the Phoenix City Code.
 - b. A copy of the Grading and Drainage Plan needs to be submitted to the Floodplain Management section of Public Works Department for review and approval of Floodplain requirements.
 - c. The developer shall provide a FEMA approved CLOMR-F or CLOMR prior to issuance of a Grading and Drainage permit.
7. If determined necessary by the Phoenix Archeology Office, the applicant shall conduct Phase I data testing and submit an archaeological survey report of the development area for review and approval by the City Archeologist prior to clearing and grubbing, landscape salvage, and/or grading approval.
8. If Phase I data testing is required, and if, upon review of the results from Phase I data testing, the City Archeologist, in consultation with a qualified archeologist, determines such data recovery excavations are necessary, the applicant shall conduct Phase II archeological data recovery excavations.
9. In the event archeological 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 Archeologist, and allow time for the Archeology Office to properly assess the materials.

10. Prior to preliminary 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

September 30, 2022

Team Leader

Racelle Escolar

Exhibits

Sketch Map

Aerial Map

Conceptual Site Plan date stamped September 23, 2022

Conceptual Elevations date stamped September 23, 2022

[2333 Thomas PUD](#) development narrative date stamped September 23, 2022