

Staff Report Z-4-19-8 (Rito's Mexican Food PUD)

July 2, 2019

Central City <u>Village Planning</u> <u>Committee</u> Meeting Date	July 8, 2019
Planning Commission Hearing Date	August 1, 2019
Request From:	<u>R-4</u> <u>RI</u> <u>HP</u> (0.36 acres), <u>R-5</u> <u>RI</u> (0.33 acres)
Request To:	<u>PUD</u> (0.33 acres), <u>PUD HP</u> (0.36 acres)
Proposed Use	Planned Unit Development to allow a mix of uses including the existing restaurant
Location	Northeast corner of 14th Street and Garfield Street
Owner	Rito's Mexican Food, LLC
Applicant/Representative	Wendy Riddell, Berry Riddell, LLC
Staff Recommendation	Approval, subject to stipulations

General Plan Conformity							
General Plan Land Use Map Designation		Residential 3.5 to 5 dwelling units per acre					
Street Map	14th Street	Local	25-foot east half street				
Classification	Roosevelt Street	Minor Collector	33-foot south half street				
	Garfield Street	Local	30-foot north half street				

CONNECT PEOPLE & PLACES CORE VALUE; OPPORTUNITY SITES; LAND USE PRINCIPLE: Support reasonable levels of increased intensity, respectful of local conditions and surrounding neighborhoods.

The PUD interim development standards are restrictive to be respectful of local conditions and the surrounding residences. The future development standards compliance with the Walkable Urban Code will allow for an increase in intensity of uses and development due to close proximity to light rail and high priority mobility areas in conformance with the vision of the Eastlake-Garfield TOD Policy Plan.

STRENGTHEN OUR LOCAL ECONOMY CORE VALUE; ENTREPRENEURS EMERGING ENTERPRISES; LAND USE PRINCIPLE: Encouraging land uses that promote the growth of entrepreneurs or new businesses in Phoenix. The PUD allows a family business to continue to flourish in the City of Phoenix. The PUD permits a wide range of future land uses that will encourage the future growth of business on-site

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS; CERTAINTY AND CHARACTER; LAND USE PRINCIPLE: Locate land uses with the greatest height and most intense uses within limits based on village character, land use needs, infrastructure and transportation system capacity.

The site is located approximately one mile from a light rail station. The future development standards of the Walkable Urban Code will allow land uses and height that is appropriate and consistent with the vision in the Eastlake-Garfield Transit Oriented Development Policy Plan.

Area Plans, Overlay Districts, and Initiatives

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. See Background Item No. 14.

Eastlake-Garfield Transit Oriented Development Policy Plan

The Policy Plan adopted for the Eastlake-Garfield TOD District provides a blueprint for fully achieving the transformative potential of light rail in a sustainable manner. See Background Item No. 15.

Comprehensive Bicycle Master Plan

This planning document will set the course for the next 20 years for the development, growth and connectivity of bicycle facilities in Phoenix. This plan is intended to provide a framework for decision-making to greatly expand and improve bicycling facilities within Phoenix. See Background Item No. 16.

Tree and Shade Master Plan

The Tree and Shade Master Plan is a roadmap for creating a healthier, more livable and prosperous 21st Century desert city. The goal is to treat the urban forest as infrastructure to ensure that trees are an integral part of the city's planning and development process. See Background Item No. 17.

Complete Streets Guiding Principles

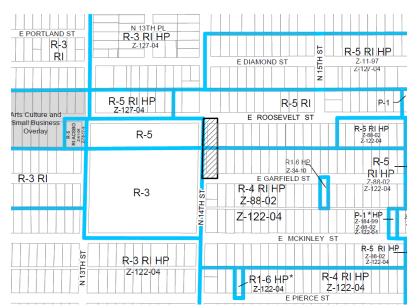
The City's complete streets policy further advances its goal to create a more sustainable transportation system that is safe and accessible for everyone. Complete streets provide infrastructure that encourages active transportation such as walking, bicycling, transportation choices and increased connectivity. Through this policy, the primary focus of street design will no longer be solely on the speed and efficiency of automobile travel, but on the safety and comfort of all users. See Background Item No. 18.

<u>Reimagine Phoenix</u> Reimagine Phoenix is the city's initiative to increase the city's waste diversion rate to 40 percent by 2020 and to better manage its solid waste resources. See Background Item No. 19.

Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone a 0.69-acre site located at the northeast corner of 14th Street and Garfield Street from R-4 RI HP (Multifamily Residence District. Residential Infill District-Multifamily Residential. Historic Preservation District), and R-5 RI (Multifamily Residence District, **Residential Infill District-Multifamily** Residential) to PUD (Planned Unit Development) and



Source: City of Phoenix Planning and Development Department

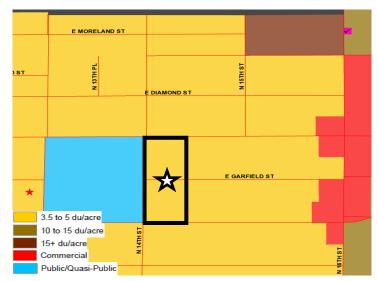
PUD HP (Planned Unit Development, Historic Preservation District) to allow a mix of uses including the existing restaurant.

- 2. The existing use and building have been used for food sales since the 1960's when the former residence was used as a grocery store. In the 1970's, the owners obtained a use permit to expand the legally non-conforming use to begin selling take-out food which ultimately became Rito's Mexican Food Restaurant. Approval of this PUD would permit the restaurant and grocery uses by right, no longer making it legally non-conforming.
- 3. In 2002, the approval of rezoning application Z-88-02-8 established the Historic Preservation (HP) overlay for the Garfield Place Historic District. The boundaries of the proposed district were generally bounded by 14th Street to the west, 16th Street to the east, Roosevelt Street to the north, and the alley south of McKinley Street to the south. The overlay only encompasses the southern portion of the subject site. The current rezoning case, Z-4-19-8, proposes to maintain the HP overlay on the southern parcel of the subject site.

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4.

The General Plan Land Use Map designation for the site is Residential 3.5 to 5 dwelling units per acre. The surrounding General Plan Land Use Map designation to the north, south, and east, are Residential 3.5 to 5 dwelling units per acre. The land use map designation to the west is Public/Quasi-Public. Although the proposal is not consistent with the designation, an amendment is no required as the subject parcel is less than 10 acres.



Source: City of Phoenix Planning and Development Department

EXISTING CONDITIONS & SURROUNDING ZONING

5. <u>ON-SITE</u>

The subject site is made up of two parcels. The northern parcel, adjacent to Roosevelt Street, is vacant and zoned R-5 RI. The southern parcel, adjacent to Garfield Street, houses the Rito's Mexican Food restaurant and is zoned R-4 RI HP.

<u>NORTH</u>

North of the subject site, across Roosevelt Street, are multifamily homes zoned R-5 RI (Multifamily Residence District, Residential Infill District-Multifamily Residential).



Source: City of Phoenix Planning and Development Department

<u>SOUTH</u>

South of the subject site, across Garfield Street, are multifamily and single-family homes zoned R-4 RI HP (Multifamily Residence District, Residential Infill District-Multifamily Residential, Historic Preservation District).

EAST

East of the subject site are multifamily and single-family homes zoned R-5 RI

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(Multifamily Residence District, Residential Infill District-Multifamily Residential) and R-4 RI HP (Multifamily Residence District, Residential Infill District-Multifamily Residential, Historic Preservation District).

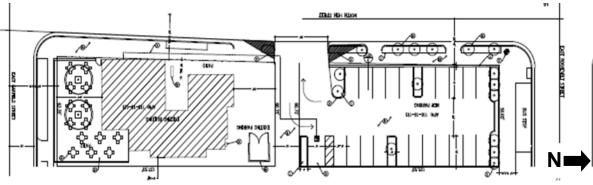
<u>WEST</u>

West of the subject site, across 14th Street, is the Garfield Elementary School zoned R-3 (Multifamily Residence District) and R-5 (Multifamily Residence District).

PROPOSAL

- 6. The proposal was developed utilizing the Planned Unit Development (PUD) zoning designation. The 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.
- 7. The PUD will allow the existing restaurant building and use to continue operation and allow future expansion. The existing use and building are considered interim. Should the site be redeveloped, as outlined in the PUD, then the site would comply with the Walkable Urban (WU) Code Transect T5:2 EG. Because of this, the PUD narrative addresses both the existing and future uses, development standards, and design guidelines. The development standards for Transect T5:2 are the most compatible with the surrounding neighborhood. Additionally, Transect T5 is the transect with least intensity and still allows commercial uses such as restaurants.

The PUD development narrative allow the existing Rito's restaurant and historical grocery use as permitted uses until future redevelopment occurs. Given that the site is located within the Eastlake-Garfield TOD Policy Plan area, the PUD states that future redevelopment of the site, as defined in the PUD, shall trigger the site to comply with the Walkable Urban (WU) Code Transect T5:2.



Source: Poca Architecture and Design

Below is a summary of the proposed standards for the subject site as described in the attached PUD Development Narrative date stamped June 21, 2019. The full list of development standards can be found in the PUD Narrative.

The comparative zoning districts utilized in this staff report and in the Development Narrative's Comparative Zoning Standards Table are R-4 (Multifamily Residence District) and Walkable Urban (WU) Code Transect T5:2. The R-4 zoning district is used because it generally communicates what the current zoning entitlements permit. WU Code standards will come into effect at the time of redevelopment, as outlined in the PUD.

PERMITTED LAND USES

8. Interim Land Uses

The PUD restricts the permitted use list to restaurant and grocery uses.

Additionally, there is a list of prohibited uses in the PUD that will provide additional compatibility with adjacent residential.

Accessory and temporary uses such as outdoor dining and live music are permitted within the PUD, with conditions.

9. Future Redevelopment Land Uses

The PUD proposes that future uses will comply with Walkable Urban Code Chapter 13 of the Phoenix Zoning Ordinance, specifically Transect T5:2.

Additionally, there is a list of prohibited uses in the PUD that will provide additional compatibility with adjacent residential.

INTERIM DEVELOPMENT AND LANDSCAPE STANDARDS

10. Building Height

The PUD proposes a maximum building height of 24 feet. The existing building is approximately 15 feet in height. This is more restrictive than the adjacent R-4 zoning district to the south and east which allows up to four stories and 48 feet.

Building Setbacks

Generally, the proposed building setbacks are less restrictive than the R-4 zoning district standards. However, in large part, this is due to the existing conditions on the site.

Density

The PUD does not address density as there are no interim residential uses permitted in the PUD.

Future redevelopment to WU Code T5:2 would not limit density; however, other factors such as required parking, open space, and maximum lot coverage would.

Landscape Standards

The PUD proposes 0 to 5-foot landscape setbacks around the entire site. The R-4 zoning district requires five feet of landscaping adjacent to other properties and requires that the building setbacks are landscaped when adjacent to a public street.

Development Standards

Minimum Lot Width/Depth				
	58' width, 100' depth			
Building Height				
	Maximum 24 feet			
Lot Coverage				
	Maximum 50 percent			
Building Setbacks				
Streetscape (Garfield Street & Roosevelt Street)	Minimum 25 feet			
Streetscape (14 th Street)	Minimum 0 feet			
Interior Property Line (adjacent to residential)	Minimum 5 feet			
Interior Property Line (adjacent to alley)	Minimum 2 feet			

Landscape Standards

Parking Lot Area		
Landscape Planters	At ends of each row of parking	
	and approximately every 75 feet	
Landscape Planters, single row of parking	Minimum 100 square feet	
Plant Type		
Trees	Minimum 2-inch caliper (100% of	
	required trees)	
Landscape Setbacks		
Streetscape (Garfield Street)	Minimum 0 feet	
Streetscape (Roosevelt Street)	Minimum 5 feet	
Streetscape (14 th Street)	Minimum 0 feet	
Interior Property Line (adjacent to residential)	Minimum 0 feet	
Interior Property Line (adjacent to alley)	Minimum 0 feet	

<u>Parking</u>

The PUD proposes parking standards to address restaurant and grocery uses, as well as bicycle parking.

- Restaurant parking shall be provided a minimum of one parking space per 200 square feet of indoor space and outdoor dining area, exclusive of kitchen, restrooms, storage, office, etc.;
- Grocery parking shall provide a minimum of one on-site parking space per 250 square feet of floor area; and
- A minimum of three bicycle parking spaces shall be provided.

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Walls and Fences

The PUD proposes a six-foot tall wall along the eastern property lines and adjacent to the alleys. These walls will consist of materials such as metal, wood, and concrete masonry.

<u>Lighting</u>

The PUD proposed lighting standards that will illuminate the building and parking areas but shall be directed away from adjacent residential properties.

- Lighting located within three feet of the eastern property lines (adjacent to residential) shall be limited to eight feet in height;
- Lighting shall not exceed one-foot candle at the eastern property lines (adjacent to residential); and
- Parking lot and security lighting shall not exceed a maximum of 15 feet in height.

INTERIM DESIGN GUIDELINES

- 11. The PUD proposes the following:
 - A minimum of three building materials for visual interest;
 - Shall consist of architectural elements such as arches, textural/material changes, and a distinctive roof line;
 - The color palette shall be consistent with the surrounding developments and reflective of the desert environment; and
 - Bicycle racks shall consist of an inverted U or other decorative design and installed per Section 1307.H of the Zoning Ordinance.

FUTURE REDEVELOPMENT STANDARDS

- 12. Future redevelopment of the site shall comply with the Walkable Urban (WU) Code Transect T5:2 EG standards per Chapter 13 of the City of Phoenix Zoning Ordinance. Redevelopment shall be triggered by the following:
 - Complete demolition of the existing restaurant building;
 - Development of any new enclosed freestanding buildings;
 - Establishment of a use other than restaurant or grocery; or
 - An expansion of the existing building footprint and/or outdoor dining area beyond 2,000 square feet.

The following are the development standards for WU Code T5:2:

MAIN BUILDING SETBACKS		PARKING SETBACKS			
а	Primary Frontage	12-foot maximum	h	Primary Frontage	30-foot minimum or behind building
b	Secondary Frontage	10-foot maximum	ī	Secondary Frontage	20-foot minimum, 10- foot landscape setback from street right-of- way
с	Side Lot Line ⁽¹⁾	0-foot minimum	j	Side Lot Line ⁽²⁾	0-foot minimum
d	Rear Lot Line ⁽¹⁾	0-foot minimum	k	Rear Lot Line ⁽²⁾	0-foot minimum
⁽¹⁾ Setbacks requirements as per Sections <u>1303</u> .A.2 and 3 when adjacent to single-family residential districts and historic properties or districts.		⁽²⁾ Requirements per Section <u>1307</u> .F.2 when adjacent to single-family residential districts and historic properties or districts.			
ACCESSORY BUILDING SETBACKS		LC	LOT REQUIREMENTS		
Accessory buildings are subject to the setback standards of main buildings.			Lot Coverage*	80% maximum	
			Primary Building Frontage	70% minimum	
				Secondary Building Frontage	50% minimum

TABLE 1303.2 TRANSECT T5

SIGNAGE

13. The PUD proposes conformance with the requirements of Section 1308 (Signage Standards) of the Phoenix Zoning Ordinance.

SUSTAINABILITY

14. The Development Narrative proposes a variety of sustainability features to be enforced by the City including water efficient landscaping, drip irrigation system, drought tolerant plants, and energy efficient lighting.

AREA PLANS, OVERLAY DISTRICTS, AND INITIATIVES

15. Transit Oriented Development Strategy Policy

The Transit Oriented Development Strategic Policy Framework is part of the city's General Plan which identified planning typologies to describe urban environments within a quarter mile of light rail stations. The subject site is located approximately one mile from the 12th Street and Washington Street light rail station. The identified environment for the 12th Street light rail station area is Major Urban Center. Major Urban Center is a place type characterized by medium to high intensity, with building heights typically from four to eight stories, with incentive heights of up to 15 stories. Land uses may include entertainment, retail, mid-rise living and office employment. The existing restaurant and potential future development to WU Code standards, is consistent with this placetype.

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16. Eastlake-Garfield Transit Oriented Development District

The site is located within the Eastlake-Garfield TOD (Transit Oriented Development) District, the boundaries for which are Interstate 10 on the east and north, 7th Street on the west, and the Union Pacific Railroad on the south. The Policy Plan adopted for the Eastlake-Garfield TOD District provides a blueprint for fully achieving the transformative potential of light rail in a sustainable manner. Changes advocated in the plan can lower transportation costs for residents, create new business opportunities, encourage active, healthy lifestyles, ensure Phoenix increases its competitive advantage in the global



marketplace, and improve prosperity by growing the economy in locations with existing infrastructure and public services. In order to realize the implementation of the Vision and Master Plan for the Eastlake-Garfield TOD District, one key recommendation is the implementation of the Walkable Urban Code, a form-based zoning code. The PUD furthers these goals by requiring all future development to meet WU Code standards.

17. Comprehensive Bicycle Master Plan

Bicycle parking is a requirement of the Walkable Urban Code and is supported by the City of Phoenix Comprehensive Bicycle Master Plan. New development should be designed to support walking and bicycling. Census data indicates about half of the households in this general area do not have access to an automobile. It is likely that many residents will utilize bicycles as a form of transportation. The subject site is located along the Bike Boulevard on Roosevelt Street, within a quarter mile of a proposed bike lane/cycle track on 16th Street, and adjacent to a school that has been identified as a main pedestrian destination. In the interim, the PUD proposes a minimum of three bicycle parking spaces to be provided on site. Future redevelopment on the site will be required to meet the bicycle parking requirements outlined in Section 1307.H of the Zoning Ordinance.

18. Tree and Shade Master Plan

The Tree and Shade Master Plan has a goal of treating the urban forest as infrastructure to ensure that trees are an integral part of the city's planning and development process. In addition, a vision in the master plan is to raise awareness by leading by example. The proposal includes landscaping along Roosevelt Street and landscaping replenished in the 14th Street right-of-way as well. Trees and shade structures will help to reduce the urban heat island effect and will provide thermal comfort for pedestrians and patrons of the restaurant.

19. Complete Streets Guiding Principles

In 2014, the 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, Staff Report: Z-4-19-8 (Rito's Mexican Food PUD) July 2, 2019 Page 11 of 13

pedestrians, transit, and vehicles. The project proposal includes bicycle parking for restaurant customers.

20. Reimagine Phoenix

As part of the Reimagine Phoenix Initiative, the City of Phoenix is committed to increasing the waste diversion rate to 40 percent by 2020 and to better manage its solid waste resources. 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 PUD does not address recycling.

COMMUNITY INPUT SUMMARY

21. At the time this staff report was written, one letter of support was submitted regarding the request.

INTERDEPARTMENTAL COMMENTS

- 22. The Aviation Department noted that the site is within PHX traffic pattern airspace and requested that the developer record a Notice to Prospective Purchasers of Proximity to Airport to disclose the existence and operational characteristics of Phoenix Sky Harbor International Airport (PHX). This is addressed in Stipulation No. 2.
- 23. The Phoenix Fire Department has noted that they do not anticipate any problems with this case and that the site and/or buildings shall comply with the Phoenix Fire Code.
- 24. The City of Phoenix Floodplain Management division of the Public Works Department has determined that this parcel is not in a Special Flood Hazard Area (SFHA), but is located in a Shaded Zone X, on panel 2210 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
- 25. The Parks and Recreation Department had no comments regarding trails or easements.
- 26. The Street Transportation Department did not have any comments.
- 27. The Public Transit Department requires dedication of right-of-way and reconstruction of a bus stop pad along eastbound Roosevelt Street east of 14th Street. This is addressed in Stipulation No. 3.
- 28. The Water Services Department indicated that the subject site has access to existing water and sewer mains that can potentially serve the development.

MISCELLANEOUS

29. The site has not been identified as being archaeologically sensitive. However, in the event archaeological materials are encountered during construction, all ground

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> 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. 4.

30. 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.

<u>Findings</u>

- 1. The proposal is consistent with several General Plan policies and allows for a small business to thrive, while ensuring that future development will adhere to our Walkable Urban Code standards.
- 2. The proposal is compatible with the character of the surrounding area and promotes the vision of the Eastlake-Garfield TOD Policy Plan.
- 3. The proposed interim development standards and future Walkable Urban Code Transect T5:2, will ensure consistency in scale and character with the surrounding land use pattern.

Stipulations

- An updated Development Narrative for the Rito's Mexican Food 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 June 21, 2019, as modified by the following stipulations:
 - a. Front Cover: Revise the submittal date information on the bottom to add the following: City Council adopted: [Add adoption date]
- 2. The developer shall record a Notice to Perspective Purchasers of Proximity to Airport in order to disclose the existence and operational characteristics of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property.
- The developer shall dedicate right-of-way and reconstruct the bus pad on eastbound Roosevelt Street east of 14th Street, which shall be compliant with City of Phoenix Standard Detail P1260 with a minimum depth of 10 feet.
- 4. 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.

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<u>Writer</u>

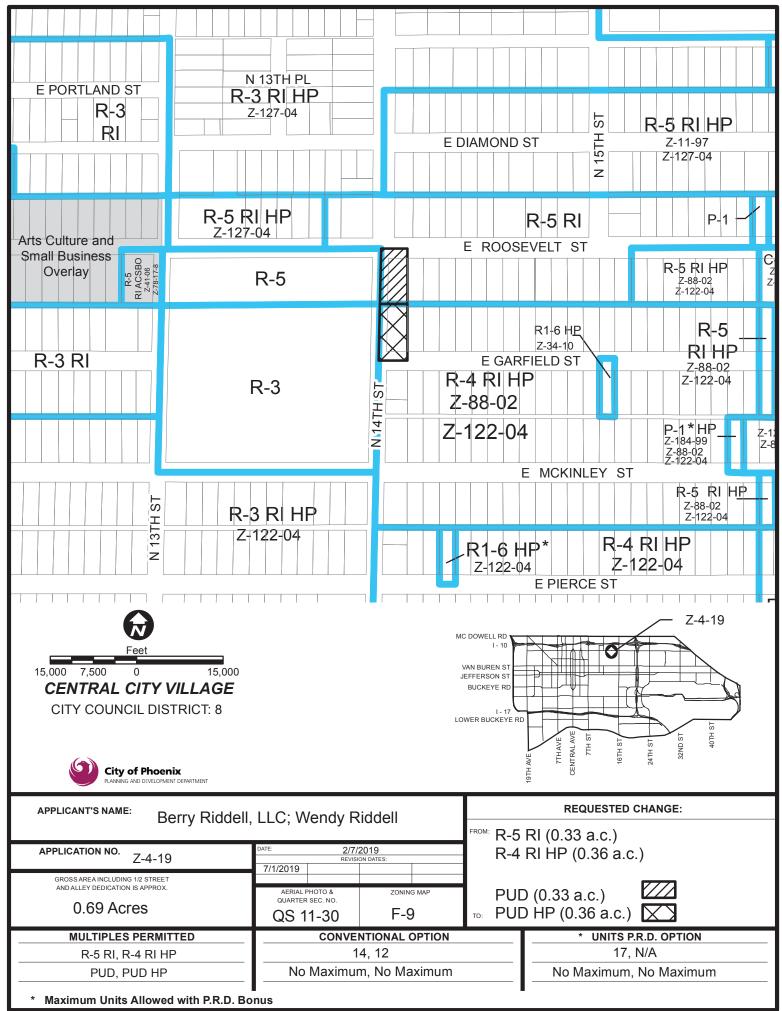
Elyse DiMartino July 2, 2019

Team Leader

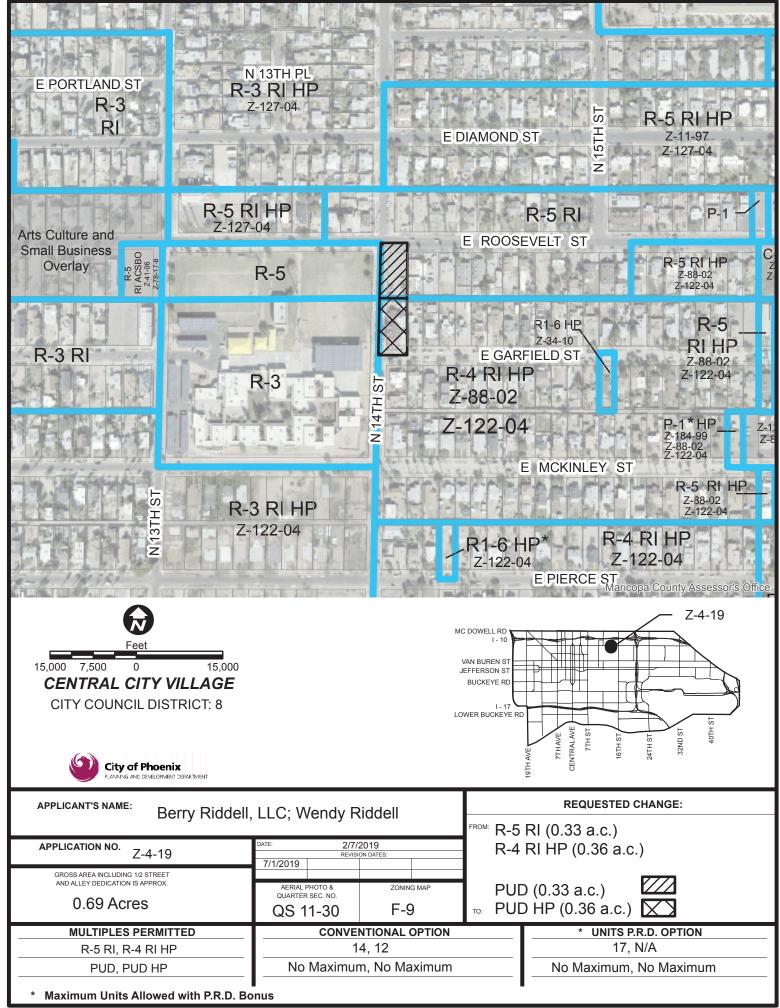
Samantha Keating

<u>Exhibits</u>

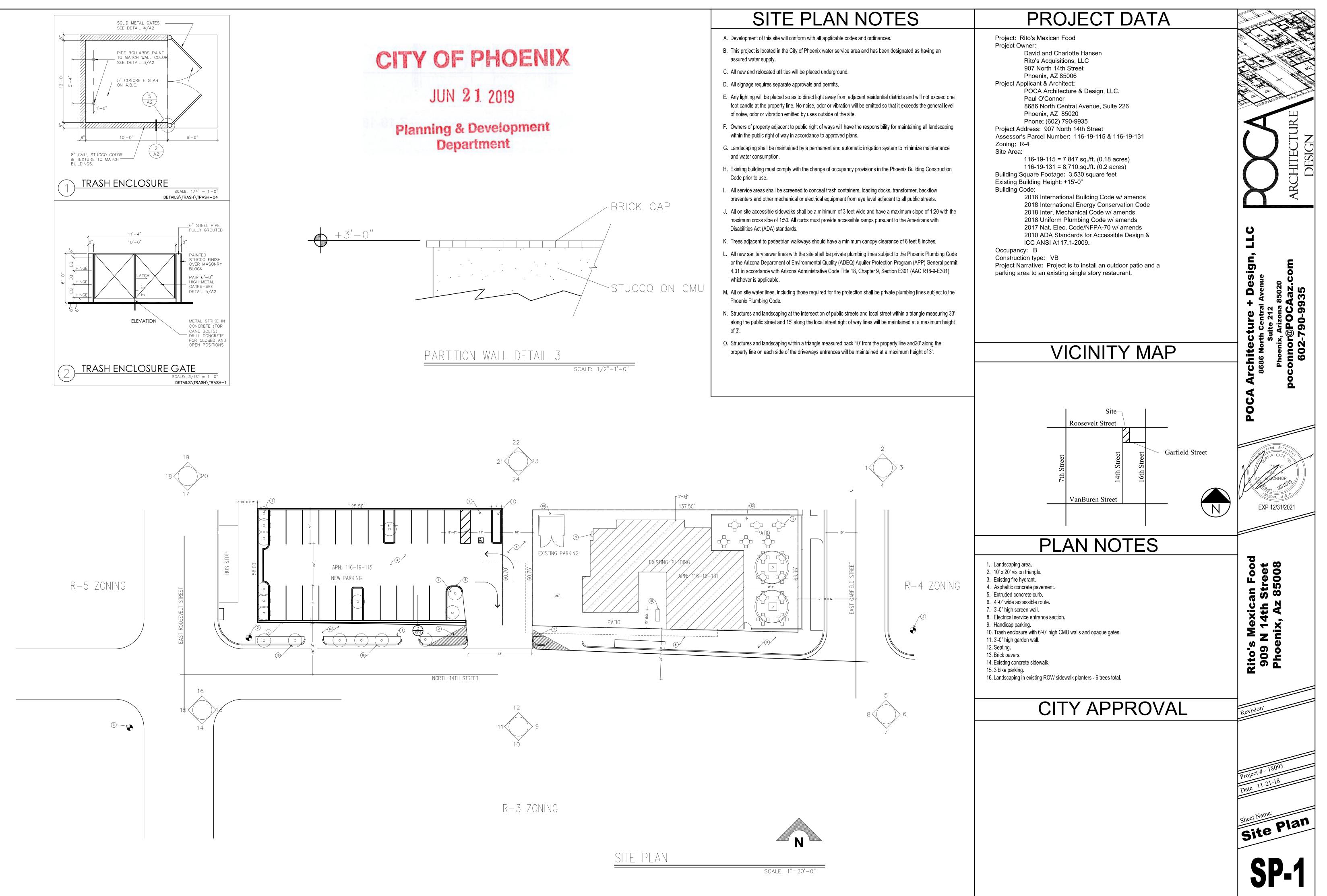
Sketch Map Aerial Site Plan date stamped June 21, 2019 Community Correspondence (1 page) <u>Rito's Mexican Food PUD</u> date stamped June 21, 2019



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a neighborhood alliance

Garfield Organization Lupe Sisneros Safe Haven 1029 E. Garfield Street Phoenix, AZ 85006 garfieldorganization.com March 25, 2019

RE: Z-4-18-18 Rito's Mexican Food Planned Unit Development

To whom it may concern:

On behalf of Garfield Organization, I would like to express support for this unique rezoning proposal and our residents would appreciate it if you would approve this request.

Rito's has been a long established restaurant in Garfield and our residents have appreciated the food and service for decades.

The owners and representatives presented this rezoning proposal to our monthly Revitalization & Economic Development Committee meeting. All residents in attendance spoke in support of the project but there were requests for changes. We appreciate that they responded and incorporated those suggestions into the revised PUD proposal.

Thank you for your consideration,

Dana Johnson President

Working for a safe, clean and friendly neighborhood since 1989.