

Staff Report Z-71-19-7 and Z-22-20-7 July 24, 2020

Encanto <u>Village Planning</u> <u>Committee</u> Meeting Date:	August 3, 2020	
Historic Preservation Commission Meeting Date:	August 17, 2020	
Planning Commission Hearing Date:	September 3, 2020	
Z-71-19-7		
Request From:	C-3 (General Commercial District) (1.74 acres)	
Request To:	<u>C-3 DNS / WVR</u> (General Commercial District, Density Waiver) (1.74 acres)	
Z-22-20-7:		
Request From:	<u>C-3</u> (General Commercial District) (1.74 acres); Pending <u>C-3</u> <u>DNS / WVR</u> (1.74 acres)	
Request To:	C-3 DNS / WVR HP (1.74 acres)	
Location:	Approximately 250 feet east of the southeast corner of Grand Avenue and Encanto Boulevard	
Z-71-19-7		
Owner: Applicant:	D&J Investment AZ, LLC Jeffrey Jacobs	
Representative:	Mario Magiamele, Iplan Consulting	
Z-22-20-7		
Owner:	D&J Investment AZ, LLC	
Applicant:	City of Phoenix	
Representative:	City of Phoenix	
Staff Recommendation:	Approval, subject to stipulations	

General Plan Conformity				
General Plan Land Use Map Designation Commercial				
Street Map	Encanto Boulevard	Colle	ector	33-foot south half street
<u>Classification</u>	Grand Avenue	Majo	r Arterial	50 to 55-foot north half street
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 development, as stipulated, incorporates trees along the perimeter of the site and over pedestrian ways. This will provide thermal comfort for current and future residents and create a more comfortable pedestrian environment for passersby. CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; HISTORIC DISTRICTS; LAND USE PRINCIPLE: Promote land use that encourages continued use of historic resources through rehabilitation and adaptive reuse. The subject contains historic buildings with significance under Criterion A for its association with tourism in Phoenix during the mid-20th century. Dating to the 1930s, the property meets the 50-year age requirement and has good historic integrity, with few alterations taking place since the 1950s. These buildings will be preserved and maintained as residential dwelling units. CONNECT PEOPLE AND PLACES CORE VALUE; COMPLETE STREETS; DESIGN PRINCIPLE: In order to balance a more sustainable transportation system, development should be designed to include increased amenities for transit, pedestrian and bicyclists such as shade, water, seating, bus shelters, wider sidewalks, bike racks, pedestrian scale lighting and way-finding.				
The development, as stipulated, is designed to encourage walking and bicycling through the provision of bicycle parking in addition to porch and patio frontages oriented to Encanto Boulevard. Together, these features will allow tenants to utilize pedestrian and bicycle facilities for transportation to nearby amenities including transit facilities.				

Applicable Plans, Overlays, and Initiatives

Tree and Shade Master Plan: See Background Item No. 10.

Complete Streets Guidelines: See Background Item No. 11.

Reimagine Phoenix: See Background Item No. 12.

Housing Phoenix: See Background Item No. 14

Surrounding Land Uses and Zoning			
Land Use Zoning		<u>Zoning</u>	
On Site	Apartments	C-3	
North, across Encanto Boulevard	Public Services Center – Arizona Department of Public Safety	C-3	
South, across Grand Avenue and Railroad	Construction, Pipeline, and Industrial Supply	A-2	
East	Lumber Sales and Storage	C-3	
West	Car Sales	C-3	

C-3 DNS / WVR (General Commercial, Density Waiver) Utilizing R-3 and R-3A (Multifamily Residential) Standards				
Standards	Proposed Site Plan			
Gross Acreage	-	1.74 acres		
Maximum Number of Units	45	35 (Met)		
Maximum Density (dwelling units per acre)	R3-A: Maximum 23.1 dwelling units per acre and 26.4 dwelling units per acre with bonus	20.11 dwelling units per acre (Met)		
Maximum Lot Coverage	R-3: Maximum 45 percent	17 percent (Met)		
Maximum Building Height	R-3: Maximum two stories or 30 feet for first 150 feet; then 1 foot in 5 foot increase to 48 foot high, four story maximum	20 feet (Met)		

Minimum Perimeter Building Setbacks (R-3) Encanto Boulevard	20-foot minimum	Existing buildings: 5 feet (Not Met*). Proposed buildings: 15 feet (Not Met*)
Grand Avenue	20-foot minimum	Existing buildings: 2 feet (Not Met*). No new buildings proposed
Minimum Perimeter Setbacks (R-3) (East and West)	15 foot minimum	East existing and proposed buildings: 7 foot minimum (Not Met*) West existing buildings: 0 foot minimum (Not Met*). No new buildings proposed
Landscape Setback (R-3) Encanto Boulevard	20 foot minimum	Existing buildings: 5 feet (Not Met*). Proposed buildings: 15 feet (Not Met*)
Grand Avenue	20 foot minimum	Existing buildings: 0 feet (Not Met*). No new buildings proposed.
Minimum Open Space (P. 2)	Minimum 5 percent of grace	2.52 paraant (Nat Mat*)
Minimum Open Space (R-3)	Minimum 5 percent of gross	2.52 percent (Not Met*)
Minimum Amenities Provided	Minimum 2	Detail not provided
Minimum Parking	Minimum 53 spaces	30 spaces (Not Met*)
*Variance or Site Plan Revision Required		

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Background/Issues/Analysis

SUBJECT SITE

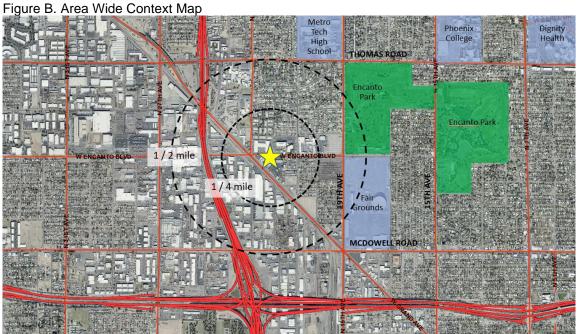
 The request is to rezone 1.74 acres approximately 250 feet east of the southeast corner of Grand Avenue and Encanto Boulevard from C-3 (General Commercial) to C-3 DNS / WVR HP (General Commercial, Density Waiver, Historic Preservation Overlay) to allow for multifamily residential.

> The site is home to the historic Arrow / Rainbow Hotel on Grand Avenue and is located within one-half mile of the Maricopa County Fair Grounds, Encanto Park, and Metro Tech High School.

Figure A: Top (Streetview from Encanto Boulevard, Bottom (Streetview from Grand Avenue)



Source: GoogleEarth

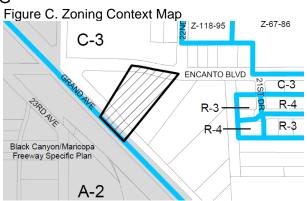


Source: Planning and Development Department

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SURROUNDING LAND USES AND ZONING

 To the west is automobile sales zoned C-3 (General Commercial). To the east is lumber supply sales zoned C-3 (General Commercial). To the north is a Department of Public Safety facility zoned C-3 (General Commercial). To the south, across Grand Avenue and the railroad approximately 250 feet, is an industrial supply company zoned A-2 (Heavy Industrial).



Source: Planning and Development Department

PRESERVE HISTORIC PHOENIX PLAN

3. Eligibility

The eligibility criteria for Historic Preservation (HP) overlay zoning and listing on the Phoenix Historic Property Register are set forth in Section 807.D of the City of Phoenix Zoning Ordinance. To qualify, a property must demonstrate significance in local, regional, state, or national history, architecture, archaeology, engineering, or culture, according to one or more of the following criteria:

- A. The property is associated with the events that have made a significant contribution to the broad pattern of our history;
- B. The property is associated with the lives of persons significant in our past;
- C. The property embodies the distinctive characteristics of a type, period, or method of construction, represents the work of a master, possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction; or
- D. The property has yielded or may likely yield information integral to the understanding of our prehistory or history.

In addition to the significance requirement, the property must also be at least 50 years old or have achieved significance within the past 50 years if it is of exceptional importance. The property must also possess sufficient integrity of location, design, setting, materials, workmanship, feeling, and association to convey its significance.

The property at 2262 Grand Avenue, known historically as the Arrow Motel/Rainbow Motel, is significant under Criterion A for its association with tourism in Phoenix during the mid-20th century. Dating to the 1930s, the property meets the 50-year age requirement and has good historic integrity, with few alterations since the 1950s.

4. Significance

In the early 20th century, recreational activities and leisure time became attainable for a wider swath of the country through shifts in labor laws and affordable automobiles. Roadsides were adapted into impromptu campgrounds, then later formal auto courts and motels. A small motel operation could be erected with a handful of frame-and-canvas cabins. These businesses were mutable with time and consumer demands; a handful of cabins in a neat row with carports could be remodeled into a continuous building with carports converted to rooms. If there was land on which to expand, one row of rooms might be modified into an L or a U-shape. Amenities were often upgraded along with motel expansions.

The Arrow Motel/Rainbow Motel, constructed ca. 1937 in adobe, partially illustrates typical auto court/motel history. When the Arrow Motel opened, its Grand Avenue frontage was the alignment of U.S. Highways 60, 70 and 89. Phoenix was a major southwestern crossroads where those highways joined U.S. Highway 80 at Grand Avenue, 7th Avenue and Van Buren Street. Grand Avenue and Van Buren Street were once lined with dozens of motels like the Arrow, as well as much larger and later examples, but these properties have dwindled drastically in the last 25 years, making the Arrow Motel/Rainbow Motel a rare surviving property type.

The Arrow Motel/Rainbow Motel was owned by a series of husband-and-wife teams. The earliest information available indicates six units with open parking between buildings along the south/southeast property line. By 1949, a seventh cabin was added with an owner/manager's unit at the north end of the property. Unlike other contemporaneous motels, the Arrow never expanded into an L or U-shape, and never had a pool in the middle of the property.

In 1952, the name was changed from Arrow to Rainbow Motel with new ownership. Four years later, the parking spaces between cabins were infilled with smaller living units; two masonry buildings with four units were also constructed at the northwest corner of the property. In 1967, Grand Avenue was widened and the 24' x 24' attached office at the western end of the original row of cabins was removed. To replace it, the owners successfully applied for a variance to install a single-wide trailer with a masonry addition at the center of the property. This structure remains and has been stylistically integrated into the property.

Grand Avenue was widened again in 2013 to provide a designated right-hand turn lane onto Encanto Boulevard. The original proposal called for purchase and demolition of the property by the Arizona Department of Transportation. The project was modified to include the removal of only one of the 1952, two-unit buildings to spare the rest of the motel property. Currently, there are 14 units total on the property, and the motel functions as an apartment complex.

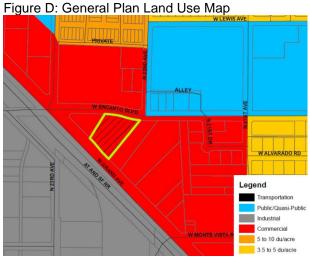
As part of the proposed two-story, detached apartment complex proposed for the east (rear) of the lot, the ca. 1976 double-wide mobile home will be removed. None of the other four buildings on the lot will be disturbed for the proposed project. The property will still retain its eligibility for historic designation under Criterion A.

GENERAL PLAN LAND USE MAP DESIGNATIONS

5. The General Plan Land Use Map designation for the subject site is Commercial. Because the Commercial Land Use designation accommodates multifamily residential at varying scales and levels of intensity, the proposed use is considered consistent with the land use designation.

> The properties to the north, west, and east are also designated Commercial.

The properties to the southwest beginning at the centerline of Grand Avenue are designated Industrial. The properties to the northwest is an additional Department of Public Safety facility designated Public / Quasi Public on the General Plan Land Use Map.



Source: City of Phoenix, Planning and Development Department

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PROPOSAL

- 6. Site Plan
 - The applicant is proposing to preserve several historic motel buildings which have already been converted to apartment. The historic buildings are not in compliance with the current setback requirements of the zoning ordinance as evident in the development standards table. In addition to the historic buildings, the applicant is proposing an additional two-story building at the northern portion of the site bringing the total site to 35 dwelling units.





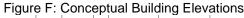
Source: Applicant

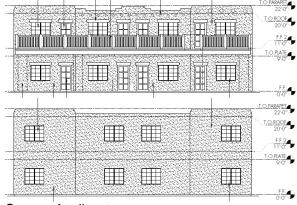
Staff is recommending a series of stipulations to promote walking, bicycling, and public transportation:

- Stipulation No. 2: Detached and shaded sidewalks (75 percent) along Encanto Boulevard.
- Stipulation No. 3: Parking lots shaded to a minimum of 25 percent by trees.
- Stipulation No. 4: Bicycle parking provided for residents and guests.
- Stipulation No. 6: Restricting the maximum height of solid (opaque) fences and walls to 36 inches between the front plane of the new buildings and Encanto Boulevard.

7. Elevations

The applicant is proposing the preservation of the existing historic motel buildings to multifamily and the construction of two two-story multifamily buildings. The existing historic buildings had been converted to multifamily and no additional changes are proposed at this time.

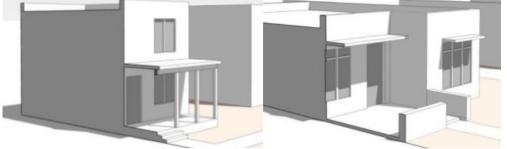




Source: Applicant

The proposed new construction is designed to complement the historic buildings on the site with stucco, wood accents including balconies, and a similar color pallet. To add additional visual interest from Encanto Boulevard and to promote pedestrian activity, staff is recommending Stipulation No. 5 which requires all units adjacent to Encanto Boulevard to have a porch, patio, windows, or balconies oriented to the sidewalk.

Figure G: Walkable Urban Code Excerpts. Porch and Patio Frontage Types.



Source: Phoenix Zoning Ordinance, Section 1305 (Walkable Urban Code), Frontage Standards

8. Applicable Development Standards

C-3 (General Commercial) allows multifamily development at R-3 (Multifamily Residence District) Standards. An applicant may receive additional density, up to R-5 (Multifamily Residence District) standards, subject to the approval of a Density Waiver granted by the City Council.

Staff is recommending Stipulation No. 1 which requires the development utilize the R-3 (Multifamily Residence District) zoning development standards, the density maximum permitted in R-3A (Multifamily Residence District) zoning, and the perimeter landscape planting standards contained in C-3 (General Commercial District) zoning.

By reference to R-3 (Multifamily Residence District) zoning development standards, the development is restricted to a maximum height of two stories or 30 feet for the first 150 feet and then a one foot increase in height for every additional five feet increase in height, to a maximum of 48 feet high up to four stories. The purpose of this standard is to promote compatibility with the context of the surrounding area.

9. Pedestrian Pathways

The site plan depicts a series of pedestrian pathways between all units, the central amenity area, and the public sidewalks. Staff is recommending Stipulation No. 7 to require clearly defined and accessible pathways between all building entrances and exits and the public sidewalks and, where pathways cross vehicular maneuvering areas.

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STUDIES AND POLICIES

10. 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.

Staff is recommending the following stipulations to advance the goals of the Tree and Shade Master Plan:

- Stipulation No. 1: Utilizing C-3 (General Commercial) landscape standards for perimeter setbacks which will produce an enhancement over standard multifamily standards.
- Stipulation No. 2: Requiring detached and shaded sidewalks (75 percent) along Encanto Boulevard with enhanced tree planting standards.
- Stipulation No. 3: Requiring parking lots be shaded to a minimum of 25 percent by trees.

11. Complete Streets Guidelines:

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.

Staff is recommending Stipulation No. 4 which requires bicycle parking provided for residents and guests. Further, Stipulation No. 5 promotes porches and patios oriented to Encanto Boulevard which will support bicycling, walking, and public transit use. Stipulation No. 7 requires a pedestrian connection to the public sidewalks along both Encanto Boulevard and Grand Avenue.

12. 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. The provision of recycling containers was not addressed in the applicant's submittals.

13. Housing Phoenix:

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 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

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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 contributing to a variety housing types that will address the supply shortage at a more rapid pace while using vacant land in a more sustainable fashion.

COMMUNITY CORRESPONDENCE:

14. As of the writing of this report, staff has not received any correspondence regarding this proposed rezoning application.

INTERDEPARTMENTAL COMMENTS:

- The City of Phoenix Public Works Department, Flood Plain Management Division, determined that the site is not in a Special Flood Hazard Area (SFHA), but located in a Shaded Zone X, on panel 2205 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
- 16. The Public Transit Department did not have any comments or request any stipulations.
- 17. The Street Transportation Department provided their standard comment requesting Stipulation No. 8. The Street Transportation Department's Pedestrian Safety Coordinator commented on the following topic areas:
 - Delineating all pedestrian pathways with special attention to crossings of vehicular maneuvering areas (Stipulation No. 7)
 - Requiring detached sidewalks with landscaping between the back of curb and sidewalk (Stipulation No. 2)
 - Providing secure bicycle storage on site (Stipulation No. 4)
 - If a perimeter fence or wall is desired, it should be view-fence (Stipulation No. 6).
 - Requiring R9-3 and R9-3BP ("Use Crosswalk") signs along Encanto Boulevard and Grand Avenue near pedestrian exits.
 - Requiring traffic calming at all driveway exits.

The bulleted comments without stipulation references were taken into consideration and deemed to be most appropriate for the Site Plan Review process rather than through a zoning entitlement.

18. The Parks and Recreation Department commented that they have no trail or trail easements relevant to the request.

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- 19. The Fire Department indicated there are no problems anticipated with the case and that the site and/or buildings shall comply with the Phoenix Fire Code. Further, the Department commented that they do not know the water supply at this site and noted that additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
- 20. The Water Services Department commented that the proposed site has existing water and sewer mains on site. They also provided a standard comment: Capacity is a dynamic condition that can change over time due to a variety of factors. It is the City's intent to provide water and sewer service. However, the requirements and assurances for water and sewer service are determined during the site plan application review. For any given property, water and sewer requirements may vary over time to be less or more restrictive depending on the status of the City's water and sewer infrastructure.

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. 10 12.
- 22. The property owner shall record documents that disclose the existence, and operational characteristics of 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. The comment is addressed in Stipulation No. 9.
- 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 development advances the purpose and intent of the Preserve Historic Phoenix Plan by placing a Historic Preservation Overlay on the site.
- 2. The development, as stipulated, is appropriate at this location due to its compatibility with the surrounding land uses and the inclusion of bicycle and pedestrian facilities which leverages existing infrastructure.
- 3. The development is consistent with the Commercial Designation in the Phoenix General Plan.

Stipulations

- 1. The development shall utilize the standards contained in R-3 (Multifamily Residence District) zoning development standards with the following exceptions, as approved or modified by the Planning and Development Department.
 - a. Density shall be limited to the Planned Residential Development Option of the R-3A (Multifamily Residence District, Planned Residential District) zoning standards.
 - b. Perimeter landscape planting standards shall be installed and maintained in accordance with C-3 (General Commercial) zoning standards regarding plant type, size, and quantity. Trees shall be placed in proximity to public sidewalks to provide enhanced thermal comfort.
- 2. The public sidewalk along Encanto Boulevard shall be detached with a minimum five-foot-wide landscape area located between the sidewalk and back of curb and planted to the following standards, as approved by the Planning and Development Department. Where utility conflicts exist, the developer shall work with the Planning and Development Department on alternative design solutions consistent with a pedestrian environment.
 - a. Minimum 3-inch caliper large canopy, single-trunk, shade trees placed a minimum of 25 feet on center or in equivalent groupings to provide a minimum of 75 percent shade on adjacent sidewalks.
 - b. Drought tolerant shrubs and vegetative groundcovers with a maximum mature height of 24 inches to provide a minimum of 75 percent live coverage at maturity.

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- 3. The parking lot area, including parking spaces and vehicular maneuvering areas, shall be shaded to a minimum 25 percent at plant maturity. Any trees located within the perimeter of the parking lot area shall be large canopy shade with a minimum 2-inch caliper. The above standards shall be approved by the Planning and Development Department.
- 4. The developer shall provide Inverted-U bicycle racks at a rate of 0.25 spaces per dwelling unit up to a maximum of 50 spaces, as approved by the Planning and Development Department.
- 5. All new dwelling units located within 30 feet of Encanto Boulevard shall incorporate at least one of the following elements, as approved or modified by the Planning and Development Department:
 - a. A patio or porch oriented to Encanto Boulevard and designed to maintain consistency with the design characteristics of the existing historical structures on the site. Porches and patios shall have visual or physical access to the public sidewalk along Encanto Boulevard.
 - b. Windows and/or balconies with visual access to the public sidewalk along Encanto Boulevard.
- 6. No solid perimeter wall greater than 36 inches in height shall be permitted between the plane of the buildings and the Encanto Boulevard right of way.
- 7. The developer shall provide a system of clearly defined, accessible pathways constructed of decorative pavers, stamped or colored concrete, or other pavement treatments that visually contrast with the adjacent parking and drive aisles surfaces which provide direct connections between all building entrances and exits and all public sidewalks, as approved or modified by the Planning and Development Department.
- 8. 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.

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- 9. The property owner shall record documents that disclose the existence, and operational characteristics of Sky Harbor International 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.
- 10. If determined necessary by the Phoenix Archaeology 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 Archaeologist prior to clearing and grubbing, landscape salvage, and/or grading approval.
- 11. If Phase I data testing is required, and if, upon review of the results from the Phase I data testing, the City Archaeologist, in consultation with a qualified archaeologist, determines such data recovery excavations are necessary, the applicant shall conduct Phase II archaeological data recovery excavations.
- 12. 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.

<u>Author</u>

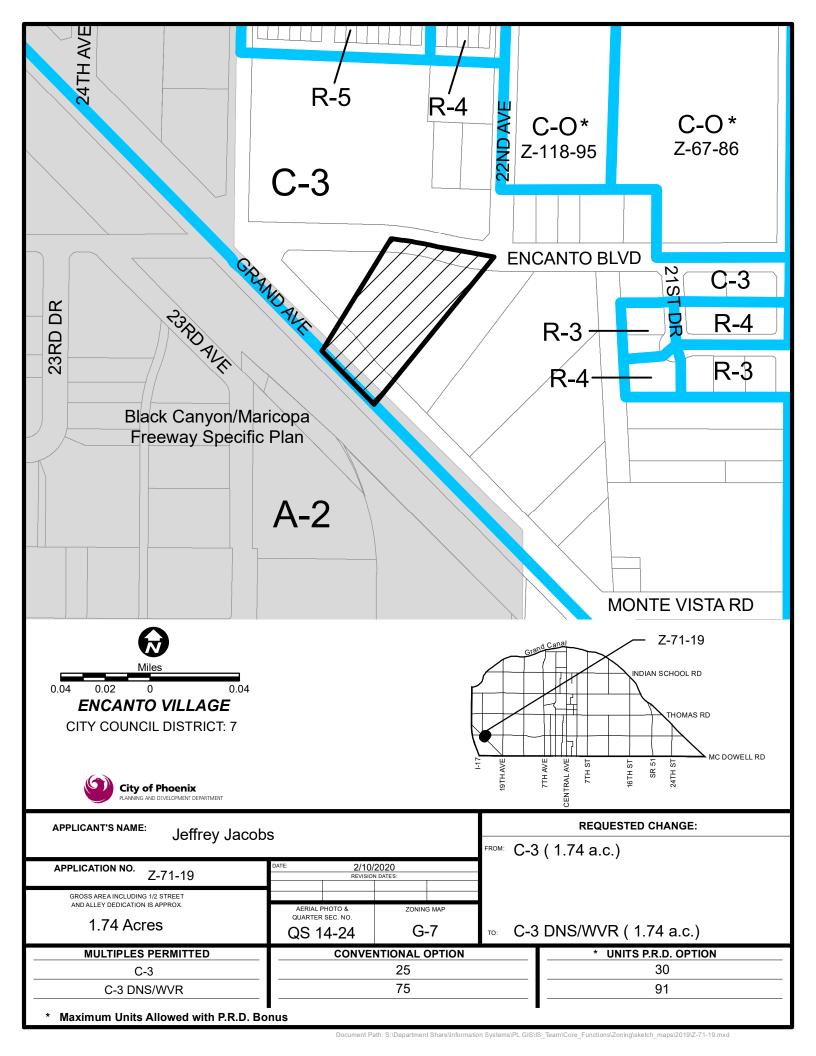
Nick Klimek July 24, 2020

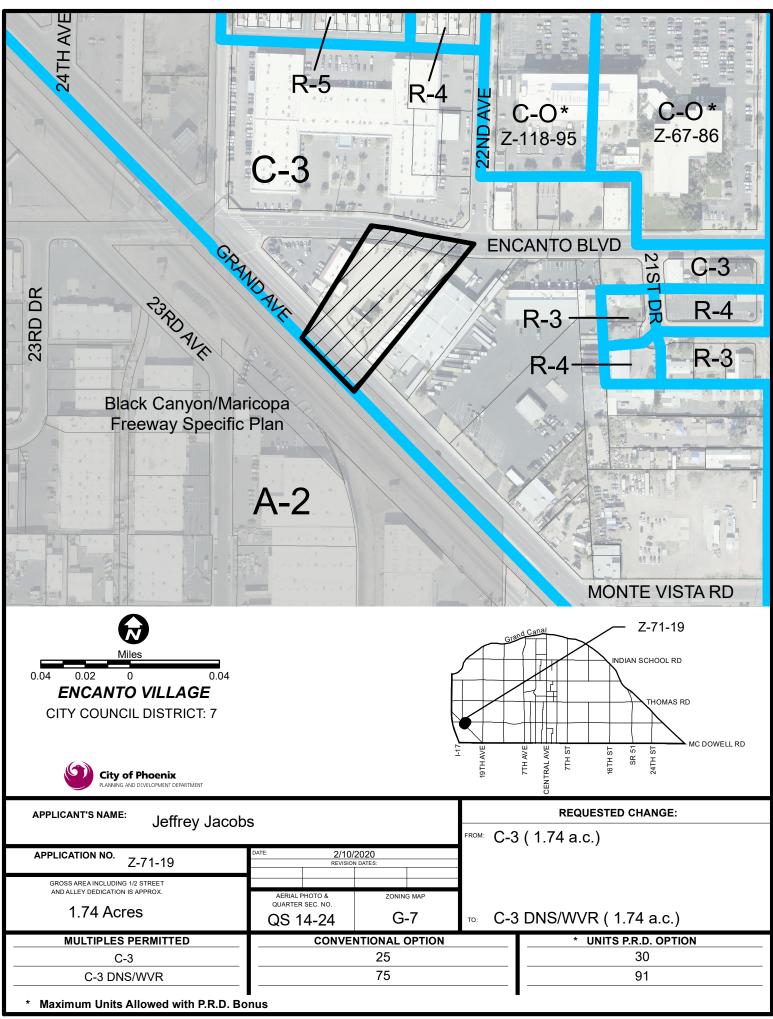
Team Leader

Samantha Keating

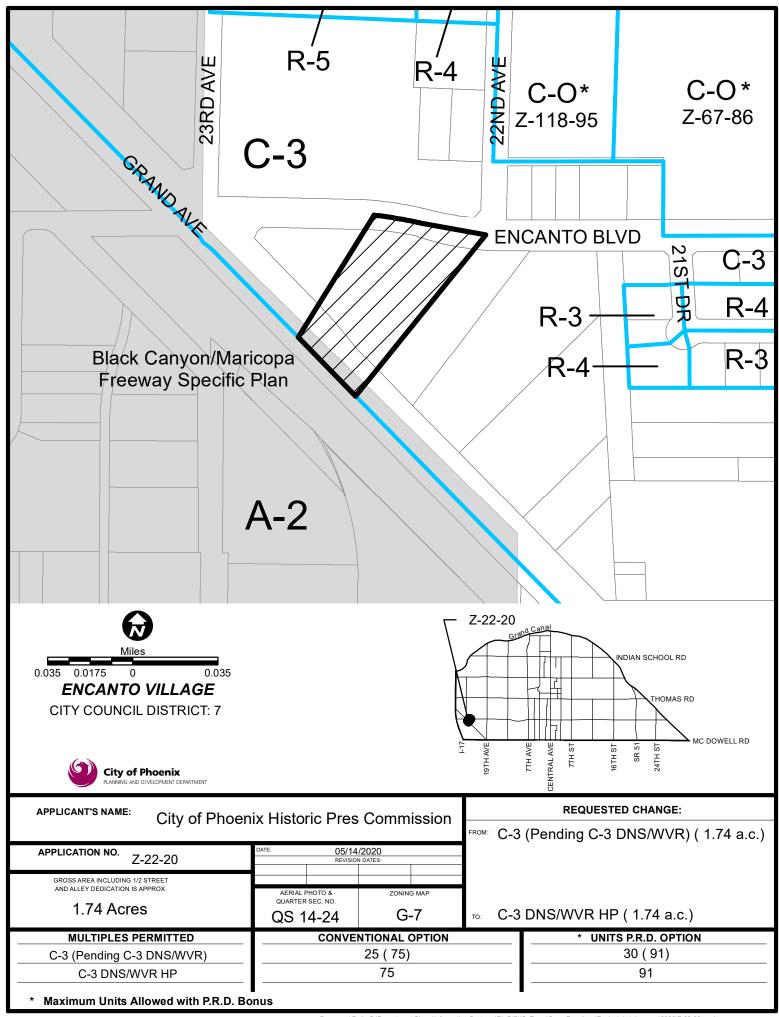
Exhibits

Zoning sketch map (Z-71-19-7) Aerial sketch map (Z-71-19-7) Zoning sketch map (Z-22-20-7) Aerial sketch map (Z-22-20-7) Conceptual Site Plan date stamped January 2, 2020 (1 page) Conceptual Elevations date stamped January 2, 2020 (2 pages) Historic Preservation Photos (3 pages)

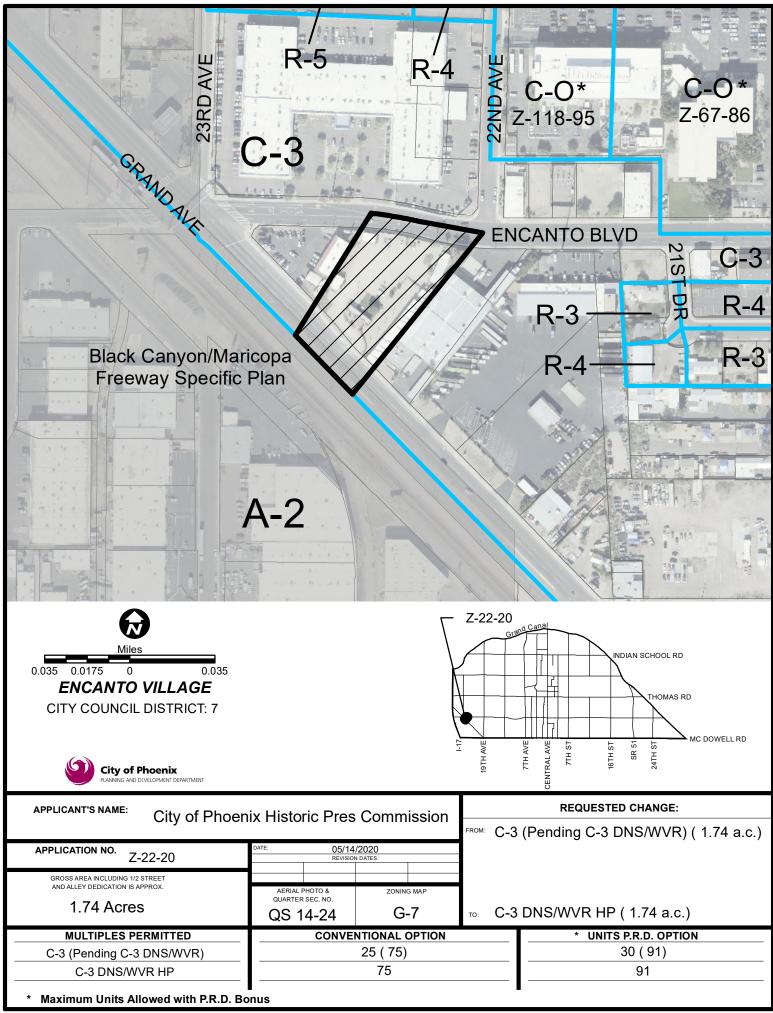




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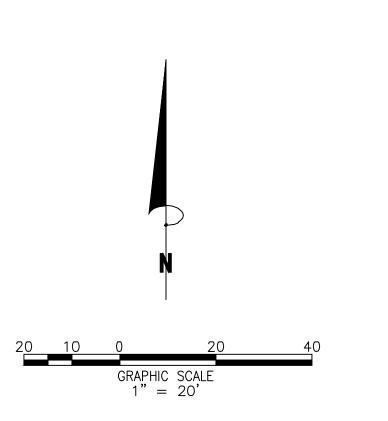


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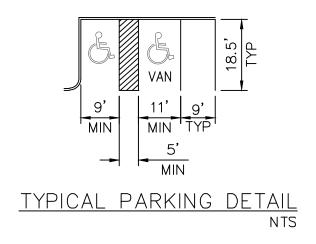


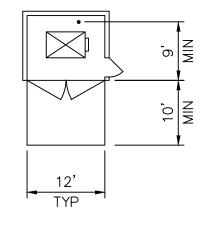
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SITE DATA		
PROPOSED UNITS	18	
EXISTING UNITS	17	
TOTAL UNITS	35	
PARKING REQUIRED (35x1)	35	
PARKING PROVIDED	30	
NET ACRES	1.19	
GROSS ACRES	1.70	
NET DU/AC	29.41	
GROSS DU/AC	20.59	





TYPICAL TRASH ENCLOSURE nts

CITY OF PHOENIX

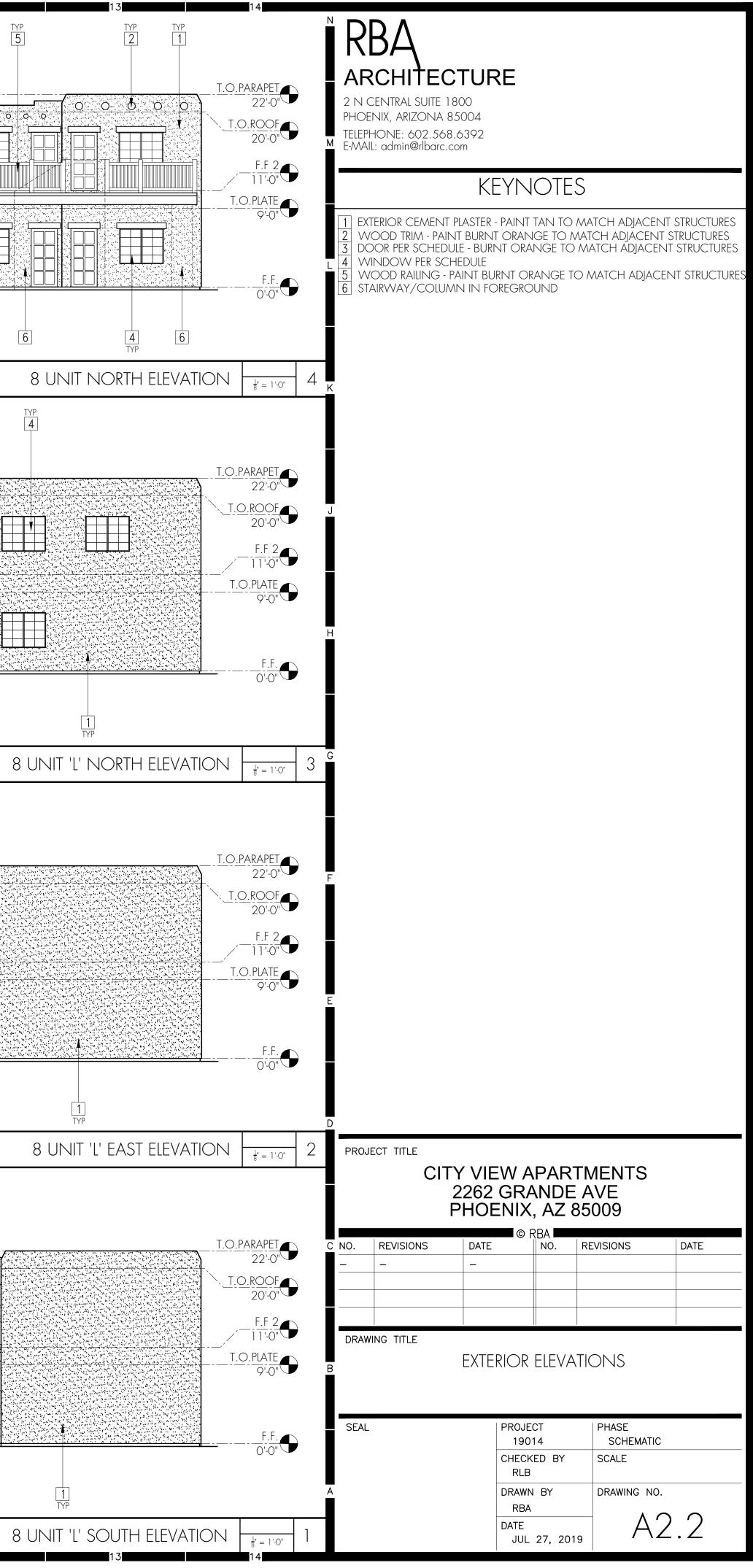
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Planning & Development Department





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Staff Report Z-71-19-7 and Z-22-20-7 July 24, 2020

Encanto <u>Village Planning</u> <u>Committee</u> Meeting Date:	August 3, 2020
Planning Commission Hearing Date:	September 3, 2020
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Location:	Approximately 250 feet east of the southeast corner of Grand Avenue and Encanto Boulevard
Z-71-19-7	
Owner: Applicant: Representative:	D&J Investment AZ, LLC Jeffrey Jacobs Mario Magiamele, Iplan Consulting
Z-22-20-7 Owner: Applicant: Representative:	D&J Investment AZ, LLC City of Phoenix City of Phoenix
Staff Recommendation:	Approval, subject to stipulations

General Plan Conformity				
General Plan Land Use Map Designation Commercial				ial
Street Map	Encanto Boulevard	Colle	ector	33-foot south half street
<u>Classification</u>	Grand Avenue	Majo	r Arterial	50 to 55-foot north half street
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 development and redevelopment projects throughout Phoenix.The development, as stipulated, incorporates trees along the perimeter of the site and over pedestrian ways. This will provide thermal comfort for current and future residents and create a more comfortable pedestrian environment for passersby.CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; HISTORIC DISTRICTS; LAND USE PRINCIPLE: Promote land use that encourages continued use of historic resources through rehabilitation and adaptive reuse.The subject contains historic buildings with significance under Criterion A for its association with tourism in Phoenix during the mid-20th century. Dating to the 1930s, the property meets the 50-year age requirement and has good historic integrity, with few alterations taking place since the 1950s. These buildings will be preserved and maintained as residential dwelling units.CONNECT PEOPLE AND PLACES CORE VALUE; COMPLETE STREETS; DESIGN PRINCIPLE: In order to balance a more sustainable transportation				
system, development should be designed to include increased amenities for transit, pedestrian and bicyclists such as shade, water, seating, bus shelters, wider sidewalks, bike racks, pedestrian scale lighting and way-finding. The development, as stipulated, is designed to encourage walking and bicycling through the provision of bicycle parking in addition to porch and patio frontages oriented to Encanto Boulevard. Together, these features will allow tenants to utilize pedestrian and bicycle facilities for transportation to nearby amenities including transit facilities.				

Applicable Plans, Overlays, and Initiatives

Tree and Shade Master Plan: See Background Item No. 10.

Complete Streets Guidelines: See Background Item No. 11.

Reimagine Phoenix: See Background Item No. 12.

Housing Phoenix: See Background Item No. 14

Surrounding Land Uses and Zoning		
Land Use Zoning		
On Site	Apartments	C-3
North, across Encanto Boulevard	Public Services Center – Arizona Department of Public Safety	C-3
South, across Grand Avenue and Railroad	Construction, Pipeline, and Industrial Supply	A-2
East	Lumber Sales and Storage	C-3
West	Car Sales	C-3

C-3 DNS / WVR (General Commercial, Density Waiver) Utilizing R-3 and R-3A (Multifamily Residential) Standards				
Standards	Proposed Site Plan			
Gross Acreage	-	1.74 acres		
Maximum Number of Units	45	35 (Met)		
Maximum Density (dwelling units per acre)	R3-A: Maximum 23.1 dwelling units per acre and 26.4 dwelling units per acre with bonus	20.11 dwelling units per acre (Met)		
Maximum Lot Coverage	R-3: Maximum 45 percent	17 percent (Met)		
Maximum Building Height	R-3: Maximum two stories or 30 feet for first 150 feet; then 1 foot in 5 foot increase to 48 foot high, four story maximum	20 feet (Met)		

Minimum Perimeter Building Setbacks (R-3) Encanto Boulevard	20-foot minimum	Existing buildings: 5 feet (Not Met*). Proposed buildings: 15 feet (Not Met*)
Grand Avenue	20-foot minimum	Existing buildings: 2 feet (Not Met*). No new buildings proposed
Minimum Perimeter Setbacks (R-3) (East and West)	15 foot minimum	East existing and proposed buildings: 7 foot minimum (Not Met*) West existing buildings: 0 foot minimum (Not Met*). No new buildings proposed
Landscape Setback (R-3) Encanto Boulevard	20 foot minimum	Existing buildings: 5 feet (Not Met*). Proposed buildings: 15 feet (Not Met*)
Grand Avenue	20 foot minimum	Existing buildings: 0 feet (Not Met*). No new buildings proposed.
Minimum Open Space (P. 2)	Minimum 5 percent of grace	2.52 paraant (Nat Mat*)
Minimum Open Space (R-3)	Minimum 5 percent of gross	2.52 percent (Not Met*)
Minimum Amenities Provided	Minimum 2	Detail not provided
Minimum Parking	Minimum 53 spaces	30 spaces (Not Met*)
*Variance or Site Plan Revision Required		

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Background/Issues/Analysis

SUBJECT SITE

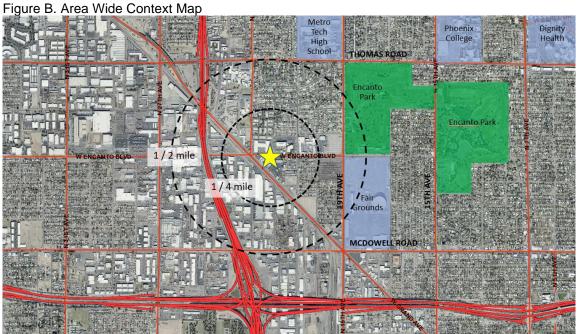
 The request is to rezone 1.74 acres approximately 250 feet east of the southeast corner of Grand Avenue and Encanto Boulevard from C-3 (General Commercial) to C-3 DNS / WVR HP (General Commercial, Density Waiver, Historic Preservation Overlay) to allow for multifamily residential.

> The site is home to the historic Arrow / Rainbow Hotel on Grand Avenue and is located within one-half mile of the Maricopa County Fair Grounds, Encanto Park, and Metro Tech High School.

Figure A: Top (Streetview from Encanto Boulevard, Bottom (Streetview from Grand Avenue)



Source: GoogleEarth

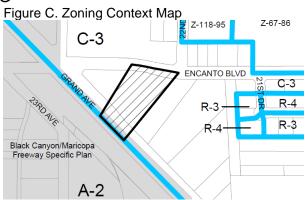


Source: Planning and Development Department

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SURROUNDING LAND USES AND ZONING

 To the west is automobile sales zoned C-3 (General Commercial). To the east is lumber supply sales zoned C-3 (General Commercial). To the north is a Department of Public Safety facility zoned C-3 (General Commercial). To the south, across Grand Avenue and the railroad approximately 250 feet, is an industrial supply company zoned A-2 (Heavy Industrial).



Source: Planning and Development Department

PRESERVE HISTORIC PHOENIX PLAN

3. Eligibility

The eligibility criteria for Historic Preservation (HP) overlay zoning and listing on the Phoenix Historic Property Register are set forth in Section 807.D of the City of Phoenix Zoning Ordinance. To qualify, a property must demonstrate significance in local, regional, state, or national history, architecture, archaeology, engineering, or culture, according to one or more of the following criteria:

- A. The property is associated with the events that have made a significant contribution to the broad pattern of our history;
- B. The property is associated with the lives of persons significant in our past;
- C. The property embodies the distinctive characteristics of a type, period, or method of construction, represents the work of a master, possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction; or
- D. The property has yielded or may likely yield information integral to the understanding of our prehistory or history.

In addition to the significance requirement, the property must also be at least 50 years old or have achieved significance within the past 50 years if it is of exceptional importance. The property must also possess sufficient integrity of location, design, setting, materials, workmanship, feeling, and association to convey its significance.

The property at 2262 Grand Avenue, known historically as the Arrow Motel/Rainbow Motel, is significant under Criterion A for its association with tourism in Phoenix during the mid-20th century. Dating to the 1930s, the property meets the 50-year age requirement and has good historic integrity, with few alterations since the 1950s.

4. Significance

In the early 20th century, recreational activities and leisure time became attainable for a wider swath of the country through shifts in labor laws and affordable automobiles. Roadsides were adapted into impromptu campgrounds, then later formal auto courts and motels. A small motel operation could be erected with a handful of frame-and-canvas cabins. These businesses were mutable with time and consumer demands; a handful of cabins in a neat row with carports could be remodeled into a continuous building with carports converted to rooms. If there was land on which to expand, one row of rooms might be modified into an L or a U-shape. Amenities were often upgraded along with motel expansions.

The Arrow Motel/Rainbow Motel, constructed ca. 1937 in adobe, partially illustrates typical auto court/motel history. When the Arrow Motel opened, its Grand Avenue frontage was the alignment of U.S. Highways 60, 70 and 89. Phoenix was a major southwestern crossroads where those highways joined U.S. Highway 80 at Grand Avenue, 7th Avenue and Van Buren Street. Grand Avenue and Van Buren Street were once lined with dozens of motels like the Arrow, as well as much larger and later examples, but these properties have dwindled drastically in the last 25 years, making the Arrow Motel/Rainbow Motel a rare surviving property type.

The Arrow Motel/Rainbow Motel was owned by a series of husband-and-wife teams. The earliest information available indicates six units with open parking between buildings along the south/southeast property line. By 1949, a seventh cabin was added with an owner/manager's unit at the north end of the property. Unlike other contemporaneous motels, the Arrow never expanded into an L or U-shape, and never had a pool in the middle of the property.

In 1952, the name was changed from Arrow to Rainbow Motel with new ownership. Four years later, the parking spaces between cabins were infilled with smaller living units; two masonry buildings with four units were also constructed at the northwest corner of the property. In 1967, Grand Avenue was widened and the 24' x 24' attached office at the western end of the original row of cabins was removed. To replace it, the owners successfully applied for a variance to install a single-wide trailer with a masonry addition at the center of the property. This structure remains and has been stylistically integrated into the property.

Grand Avenue was widened again in 2013 to provide a designated right-hand turn lane onto Encanto Boulevard. The original proposal called for purchase and demolition of the property by the Arizona Department of Transportation. The project was modified to include the removal of only one of the 1952, two-unit buildings to spare the rest of the motel property. Currently, there are 14 units total on the property, and the motel functions as an apartment complex.

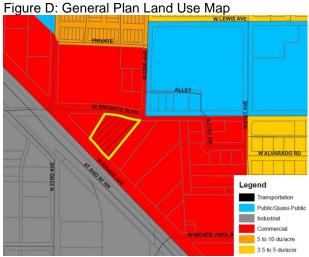
As part of the proposed two-story, detached apartment complex proposed for the east (rear) of the lot, the ca. 1976 double-wide mobile home will be removed. None of the other four buildings on the lot will be disturbed for the proposed project. The property will still retain its eligibility for historic designation under Criterion A.

GENERAL PLAN LAND USE MAP DESIGNATIONS

5. The General Plan Land Use Map designation for the subject site is Commercial. Because the Commercial Land Use designation accommodates multifamily residential at varying scales and levels of intensity, the proposed use is considered consistent with the land use designation.

> The properties to the north, west, and east are also designated Commercial.

The properties to the southwest beginning at the centerline of Grand Avenue are designated Industrial. The properties to the northwest is an additional Department of Public Safety facility designated Public / Quasi Public on the General Plan Land Use Map.



Source: City of Phoenix, Planning and Development Department

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PROPOSAL

- 6. Site Plan
 - The applicant is proposing to preserve several historic motel buildings which have already been converted to apartment. The historic buildings are not in compliance with the current setback requirements of the zoning ordinance as evident in the development standards table. In addition to the historic buildings, the applicant is proposing an additional two-story building at the northern portion of the site bringing the total site to 35 dwelling units.





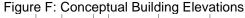
Source: Applicant

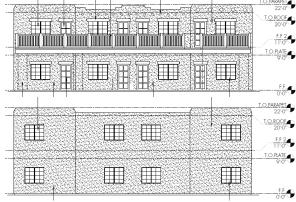
Staff is recommending a series of stipulations to promote walking, bicycling, and public transportation:

- Stipulation No. 2: Detached and shaded sidewalks (75 percent) along Encanto Boulevard.
- Stipulation No. 3: Parking lots shaded to a minimum of 25 percent by trees.
- Stipulation No. 4: Bicycle parking provided for residents and guests.
- Stipulation No. 6: Restricting the maximum height of solid (opaque) fences and walls to 36 inches between the front plane of the new buildings and Encanto Boulevard.

7. Elevations

The applicant is proposing the preservation of the existing historic motel buildings to multifamily and the construction of two two-story multifamily buildings. The existing historic buildings had been converted to multifamily and no additional changes are proposed at this time.

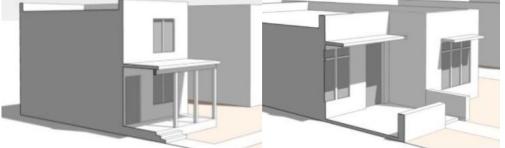




Source: Applicant

The proposed new construction is designed to complement the historic buildings on the site with stucco, wood accents including balconies, and a similar color pallet. To add additional visual interest from Encanto Boulevard and to promote pedestrian activity, staff is recommending Stipulation No. 5 which requires all units adjacent to Encanto Boulevard to have a porch, patio, windows, or balconies oriented to the sidewalk.

Figure G: Walkable Urban Code Excerpts. Porch and Patio Frontage Types.



Source: Phoenix Zoning Ordinance, Section 1305 (Walkable Urban Code), Frontage Standards

8. Applicable Development Standards

C-3 (General Commercial) allows multifamily development at R-3 (Multifamily Residence District) Standards. An applicant may receive additional density, up to R-5 (Multifamily Residence District) standards, subject to the approval of a Density Waiver granted by the City Council.

Staff is recommending Stipulation No. 1 which requires the development utilize the R-3 (Multifamily Residence District) zoning development standards, the density maximum permitted in R-3A (Multifamily Residence District) zoning, and the perimeter landscape planting standards contained in C-3 (General Commercial District) zoning.

By reference to R-3 (Multifamily Residence District) zoning development standards, the development is restricted to a maximum height of two stories or 30 feet for the first 150 feet and then a one foot increase in height for every additional five feet increase in height, to a maximum of 48 feet high up to four stories. The purpose of this standard is to promote compatibility with the context of the surrounding area.

9. Pedestrian Pathways

The site plan depicts a series of pedestrian pathways between all units, the central amenity area, and the public sidewalks. Staff is recommending Stipulation No. 7 to require clearly defined and accessible pathways between all building entrances and exits and the public sidewalks and, where pathways cross vehicular maneuvering areas.

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STUDIES AND POLICIES

10. 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.

Staff is recommending the following stipulations to advance the goals of the Tree and Shade Master Plan:

- Stipulation No. 1: Utilizing C-3 (General Commercial) landscape standards for perimeter setbacks which will produce an enhancement over standard multifamily standards.
- Stipulation No. 2: Requiring detached and shaded sidewalks (75 percent) along Encanto Boulevard with enhanced tree planting standards.
- Stipulation No. 3: Requiring parking lots be shaded to a minimum of 25 percent by trees.

11. Complete Streets Guidelines:

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.

Staff is recommending Stipulation No. 4 which requires bicycle parking provided for residents and guests. Further, Stipulation No. 5 promotes porches and patios oriented to Encanto Boulevard which will support bicycling, walking, and public transit use. Stipulation No. 7 requires a pedestrian connection to the public sidewalks along both Encanto Boulevard and Grand Avenue.

12. 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. The provision of recycling containers was not addressed in the applicant's submittals.

13. Housing Phoenix:

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 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

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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 contributing to a variety housing types that will address the supply shortage at a more rapid pace while using vacant land in a more sustainable fashion.

COMMUNITY CORRESPONDENCE:

14. As of the writing of this report, staff has not received any correspondence regarding this proposed rezoning application.

INTERDEPARTMENTAL COMMENTS:

- The City of Phoenix Public Works Department, Flood Plain Management Division, determined that the site is not in a Special Flood Hazard Area (SFHA), but located in a Shaded Zone X, on panel 2205 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
- 16. The Public Transit Department did not have any comments or request any stipulations.
- 17. The Street Transportation Department provided their standard comment requesting Stipulation No. 8. The Street Transportation Department's Pedestrian Safety Coordinator commented on the following topic areas:
 - Delineating all pedestrian pathways with special attention to crossings of vehicular maneuvering areas (Stipulation No. 7)
 - Requiring detached sidewalks with landscaping between the back of curb and sidewalk (Stipulation No. 2)
 - Providing secure bicycle storage on site (Stipulation No. 4)
 - If a perimeter fence or wall is desired, it should be view-fence (Stipulation No. 6).
 - Requiring R9-3 and R9-3BP ("Use Crosswalk") signs along Encanto Boulevard and Grand Avenue near pedestrian exits.
 - Requiring traffic calming at all driveway exits.

The bulleted comments without stipulation references were taken into consideration and deemed to be most appropriate for the Site Plan Review process rather than through a zoning entitlement.

18. The Parks and Recreation Department commented that they have no trail or trail easements relevant to the request.

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- 19. The Fire Department indicated there are no problems anticipated with the case and that the site and/or buildings shall comply with the Phoenix Fire Code. Further, the Department commented that they do not know the water supply at this site and noted that additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
- 20. The Water Services Department commented that the proposed site has existing water and sewer mains on site. They also provided a standard comment: *Capacity is a dynamic condition that can change over time due to a variety of factors. It is the City's intent to provide water and sewer service. However, the requirements and assurances for water and sewer service are determined during the site plan application review. For any given property, water and sewer requirements may vary over time to be less or more restrictive depending on the status of the City's water and sewer infrastructure.*

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. 10 12.
- 22. The property owner shall record documents that disclose the existence, and operational characteristics of 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. The comment is addressed in Stipulation No. 9.
- 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 development advances the purpose and intent of the Preserve Historic Phoenix Plan by placing a Historic Preservation Overlay on the site.
- 2. The development, as stipulated, is appropriate at this location due to its compatibility with the surrounding land uses and the inclusion of bicycle and pedestrian facilities which leverages existing infrastructure.
- 3. The development is consistent with the Commercial Designation in the Phoenix General Plan.

Stipulations

- 1. The development shall utilize the standards contained in R-3 (Multifamily Residence District) zoning development standards with the following exceptions, as approved or modified by the Planning and Development Department.
 - a. Density shall be limited to the Planned Residential Development Option of the R-3A (Multifamily Residence District, Planned Residential District) zoning standards.
 - b. Perimeter landscape planting standards shall be installed and maintained in accordance with C-3 (General Commercial) zoning standards regarding plant type, size, and quantity. Trees shall be placed in proximity to public sidewalks to provide enhanced thermal comfort.
- 2. The public sidewalk along Encanto Boulevard shall be detached with a minimum five-foot-wide landscape area located between the sidewalk and back of curb and planted to the following standards, as approved by the Planning and Development Department. Where utility conflicts exist, the developer shall work with the Planning and Development Department on alternative design solutions consistent with a pedestrian environment.
 - a. Minimum 3-inch caliper large canopy, single-trunk, shade trees placed a minimum of 25 feet on center or in equivalent groupings to provide a minimum of 75 percent shade on adjacent sidewalks.
 - b. Drought tolerant shrubs and vegetative groundcovers with a maximum mature height of 24 inches to provide a minimum of 75 percent live coverage at maturity.

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- 3. The parking lot area, including parking spaces and vehicular maneuvering areas, shall be shaded to a minimum 25 percent at plant maturity. Any trees located within the perimeter of the parking lot area shall be large canopy shade with a minimum 2-inch caliper. The above standards shall be approved by the Planning and Development Department.
- 4. The developer shall provide Inverted-U bicycle racks at a rate of 0.25 spaces per dwelling unit up to a maximum of 50 spaces, as approved by the Planning and Development Department.
- 5. All new dwelling units located within 30 feet of Encanto Boulevard shall incorporate at least one of the following elements, as approved or modified by the Planning and Development Department:
 - a. A patio or porch oriented to Encanto Boulevard and designed to maintain consistency with the design characteristics of the existing historical structures on the site. Porches and patios shall have visual or physical access to the public sidewalk along Encanto Boulevard.
 - b. Windows and/or balconies with visual access to the public sidewalk along Encanto Boulevard.
- 6. No solid perimeter wall greater than 36 inches in height shall be permitted between the plane of the buildings and the Encanto Boulevard right of way.
- 7. The developer shall provide a system of clearly defined, accessible pathways constructed of decorative pavers, stamped or colored concrete, or other pavement treatments that visually contrast with the adjacent parking and drive aisles surfaces which provide direct connections between all building entrances and exits and all public sidewalks, as approved or modified by the Planning and Development Department.
- 8. 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.

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- 9. The property owner shall record documents that disclose the existence, and operational characteristics of Sky Harbor International 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.
- 10. If determined necessary by the Phoenix Archaeology 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 Archaeologist prior to clearing and grubbing, landscape salvage, and/or grading approval.
- 11. If Phase I data testing is required, and if, upon review of the results from the Phase I data testing, the City Archaeologist, in consultation with a qualified archaeologist, determines such data recovery excavations are necessary, the applicant shall conduct Phase II archaeological data recovery excavations.
- 12. 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.

<u>Author</u>

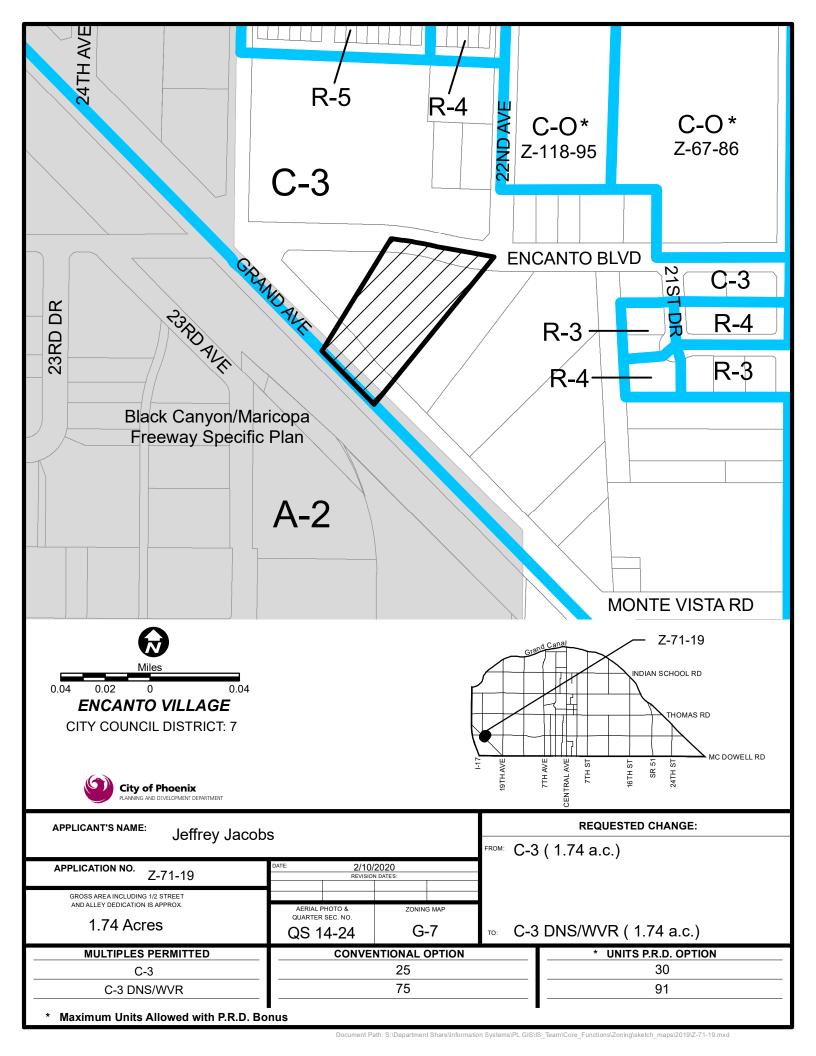
Nick Klimek July 24, 2020

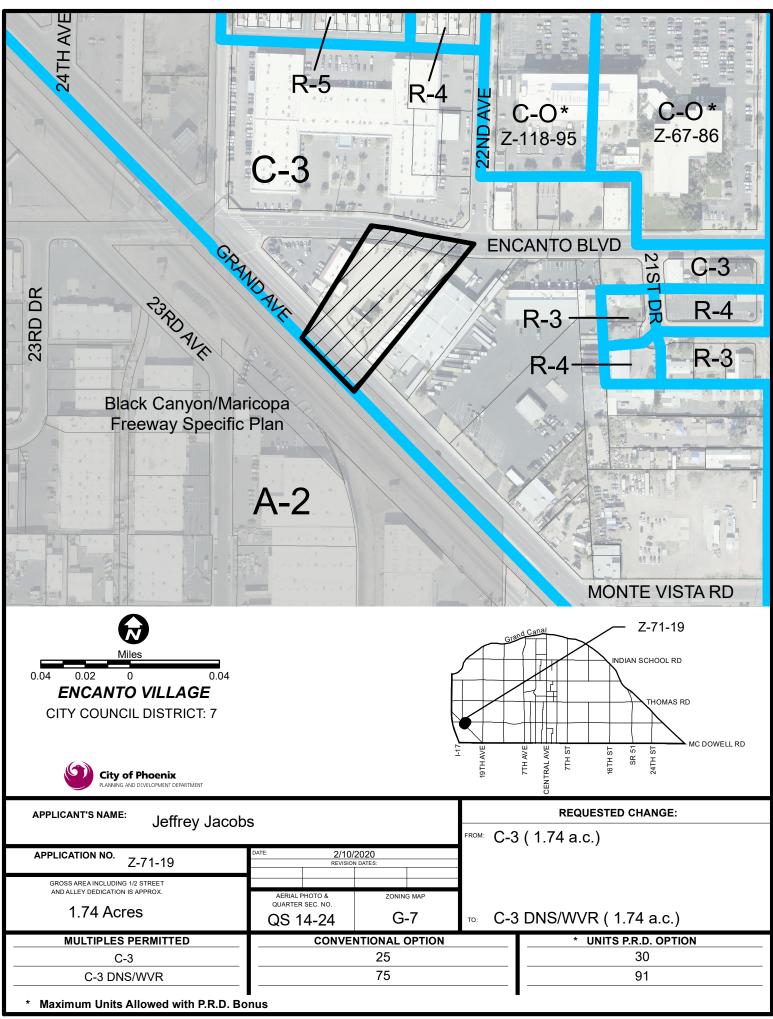
Team Leader

Samantha Keating

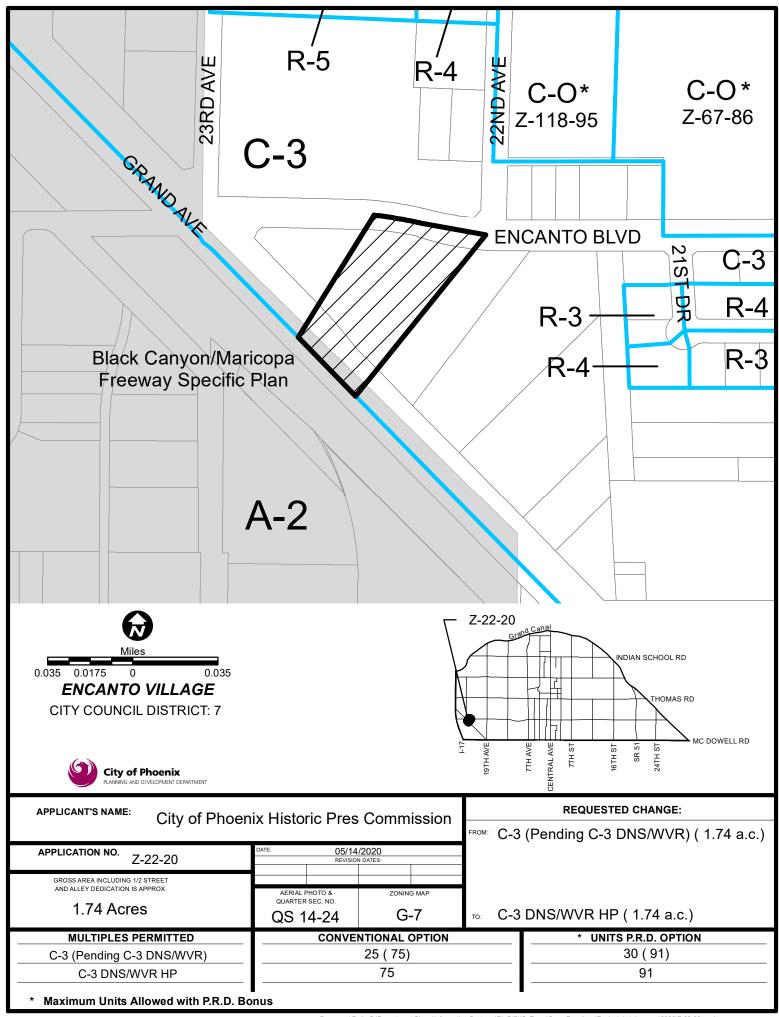
Exhibits

Zoning sketch map (Z-71-19-7) Aerial sketch map (Z-71-19-7) Zoning sketch map (Z-22-20-7) Aerial sketch map (Z-22-20-7) Conceptual Site Plan date stamped January 2, 2020 (1 page) Conceptual Elevations date stamped January 2, 2020 (2 pages) Historic Preservation Photos (3 pages)

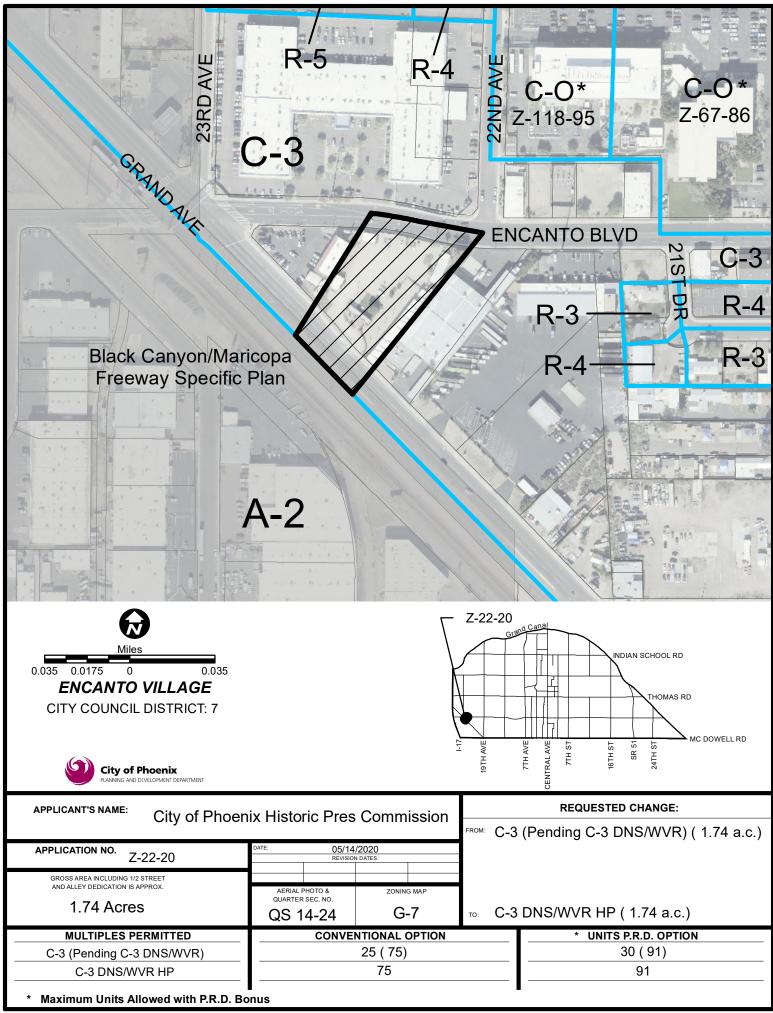




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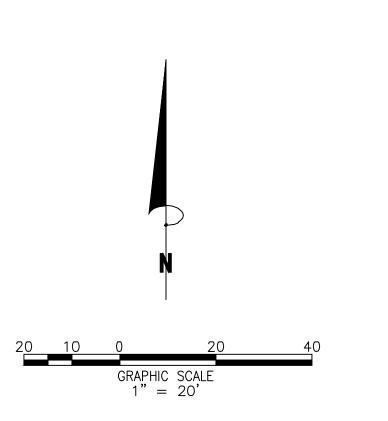


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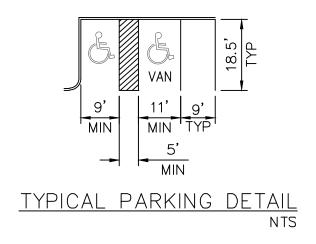


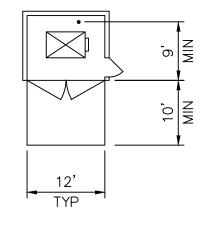
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SITE DATA	
PROPOSED UNITS	18
EXISTING UNITS	17
TOTAL UNITS	35
PARKING REQUIRED (35x1)	35
PARKING PROVIDED	30
NET ACRES	1.19
GROSS ACRES	1.70
NET DU/AC	29.41
GROSS DU/AC	20.59





TYPICAL TRASH ENCLOSURE nts

CITY OF PHOENIX

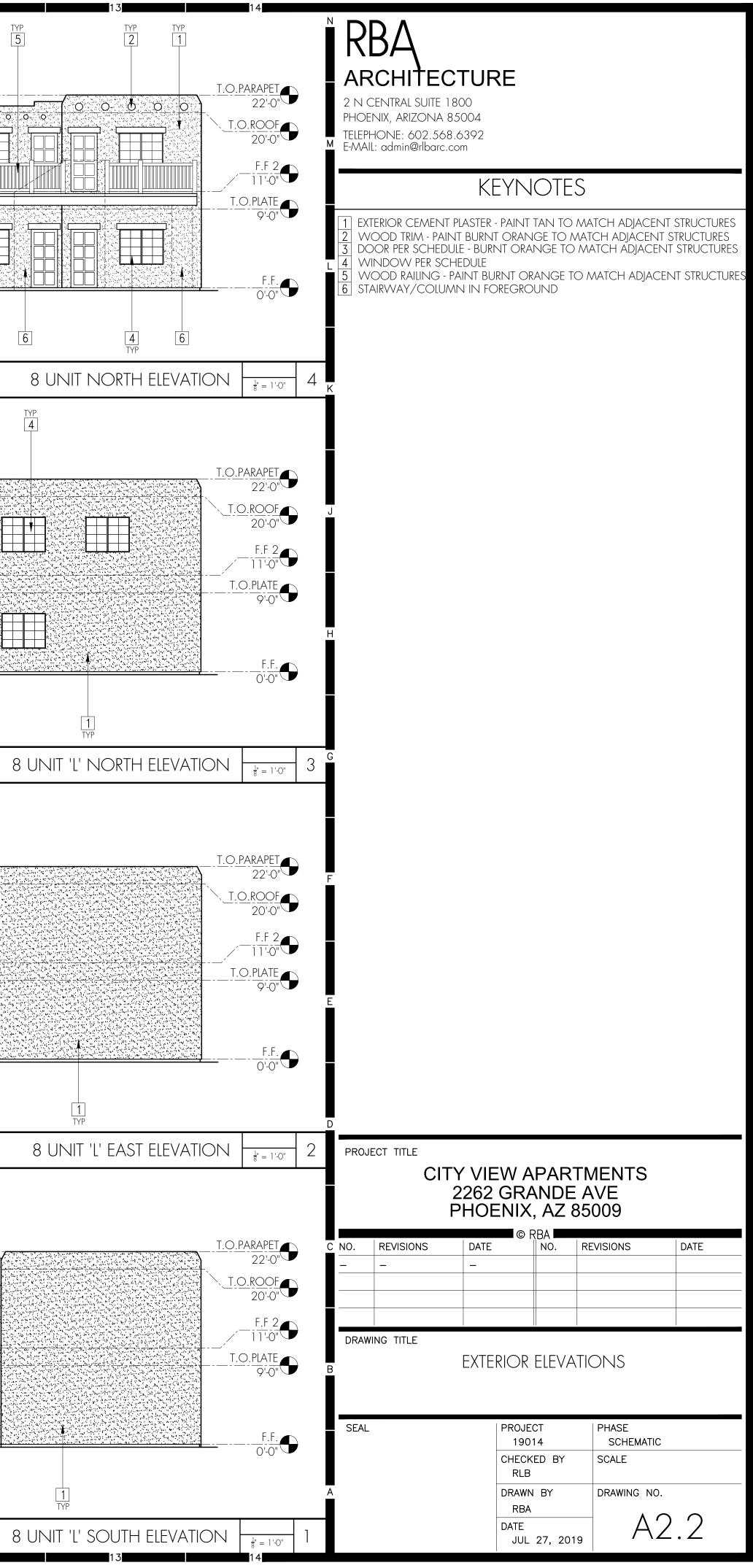
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Z-22-20-7 SE corner of Grand Avenue and Encanto Boulevard Arrow Motel/Rainbow Motel



1961 - Historic appearance



2019 - Recent appearance

Z-022-20-7 SE corner of Grand Avenue and Encanto Boulevard Arrow Motel/Rainbow Motel



2020 – Recent appearance

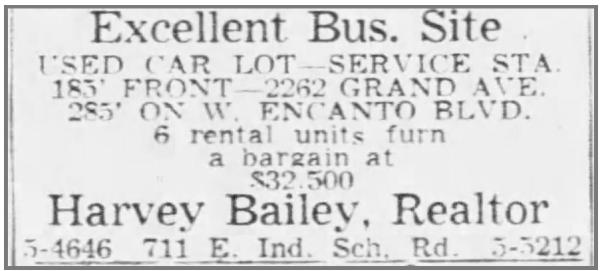


2020 – Recent appearance

Z-022-20-7 SE corner of Grand Avenue and Encanto Boulevard Arrow Motel/Rainbow Motel



2020 - Recent appearance



1949 - Newspaper advertisement offering Arrow Motel for sale