

Staff Report: Z-39-20-7 November 6, 2020

Estrella Village Planning Committee November 17, 2020

Meeting Date

Planning Commission Hearing Date December 3, 2020

Request From: S-1 (Approved C-2 SP) (4.23 acres)

Request To: CP/GCP (4.23 acres)

Proposed Use Commerce Park uses

Location Approximately 280 feet south of the southwest

corner of 91st Avenue and the Durango Street

alignment

Owner Durango Farms, LLC

Applicant/Representative Jack Gilmore, Gilmore Planning & Landscape

Architecture

Staff Recommendation Approval, subject to stipulations

General Plan Conformity					
General Plan Land Use Map Designation		Commerce/Business Park			
Street Map Classification	91st Avenue	Arterial Street	55-foot west half street		

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

The requested zoning will allow for increased intensity that is consistent in scale and character with the surrounding zoning and General Plan Land Use Map designation in the area. Adjacent to non-residential uses, including a wastewater treatment facility, and undeveloped land zoned for non-residential purposes, activities on the subject site will not impact residential properties in the area.

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STRENGHTEN OUR LOCAL ECONOMY CORE VALUE; ENTREPRENEURS EMERGING ENTERPRISES; LAND USE PRINCIPLE: Encourage land uses that promote the growth of entrepreneurs or new businesses in Phoenix in appropriate locations.

Rezoning to CP/GCP (Commerce Park, General Commerce Park) will provide opportunity for growth, development, and employment generating uses within the Estrella Village. The subject site is anticipated to be an extension of the adjacent property to the north, previously approved with CP/GCP zoning.

CELEBRATE OUR DIVERSE COMMUNITIES AND NEIGHBORHOODS CORE VALUE; CERTAINTY AND CHARACTER; DESIGN PRINCIPLE: Create new development or redevelopment that is sensitive to the scale and character of the surrounding neighborhoods and incorporates adequate development standards to prevent negative impact(s) on the residential properties.

Approval of the request would support an extension of a site zoned for CP/GCP in an area where similar uses and existing zoning entitlements exist. As stipulated, the site would incorporate development standards including increased building setbacks and enhanced landscape standards along the east property line that would help screen the use from residential uses across 91st Avenue, consistent with previous approvals in the area. In addition, this site would serve as a buffer between the homes across 91st Avenue and the City of Tolleson wastewater treatment plant west of the subject site.

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

The proposal, as stipulated, will be required to provide shade along the adjacent sidewalks, pedestrian paths connecting the development to adjacent streets, the parking lot and provide a shaded employee resting area. This will help to encourage walking and to mitigate the urban heat island effect by covering hard surfaces, thus cooling the microclimate around the project vicinity.

Applicable Plans, Overlays, and Initiatives

Estrella Village Plan: See Background Item No. 6.

Estrella Village Arterial Street Landscaping Program: See Background Item No. 7.

Tree and Shade Master Plan: See Background Item No. 8.

Complete Street Guidelines: See Background Item No. 9.

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Comprehensive Bicycle Master Plan: See Background Item No. 10.

Reimagine Phoenix: See Background Item No. 11.

Surrounding Land Uses/Zoning				
	Land Use	Zoning		
On Site	Agricultural uses	S-1		
North	Agricultural uses	CP/GCP		
South	Agricultural uses and an electrical substation	S-1, S-1 SP and CP/GCP SP		
East (across 91st Avenue)	Single-family homes	R-2 PCD		
West	Agricultural uses and City of Tolleson Wastewater Treatment Plant	S-1		

Commerce Park / General Commerce Park				
<u>Standards</u>	Requirements	Met or Not Met		
Minimum Building Setbacks				
Perimeter Street (91st Avenue) (East)	30 feet	138 feet (Met)		
Interior not on a street (North)	0 feet	0 feet (Met)		
Interior perimeter (South)	20 feet	60 feet (Met)		
Interior perimeter (West)	20 feet	190 feet (Met)		
Minimum Landscaped S	Minimum Landscaped Setbacks			
Perimeter Street (91st Avenue)	30 feet	50 feet (Met)		
Interior not on a street (North)	0 feet	0 feet (Met)		
Interior perimeter (South)	5 feet	5 feet (Met)		
Interior perimeter (West)	5 feet	5 feet (Met)		
Maximum Lot Coverage	50%	50%		

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Commerce Park / General Commerce Park				
<u>Standards</u>	<u>Requirements</u>	Met or Not Met		
Building Height	18-foot maximum height is permitted within 30 feet of the perimeter lot line, then one-foot of additional height is allowed for every three feet of additional setback, maximum 56 feet to 80 feet with a use permit and site plan.	56 feet (Met)		
Minimum Parking	Manufacturing, wholesale, including but not limited to warehouses: 1 space per 1.5 warehouse or production workers. If the facility runs more than one shift a day, employee count will be based on the two largest shifts and 1 space per 300 sq. ft. of administration office.	Not specified (38 parking spaces shown)*		

^{*}Variance or site plan modification may be required.

Background/Issues/Analysis

SUBJECT SITE

1. This request is to rezone a 4.23-acre site, located approximately 280 feet south of the southwest corner of 91st Avenue and the Durango Street alignment from S-1 (Approved C-2 SP) (Ranch or Farm Residence District, approved Intermediate Commercial, Special Permit) to CP/GCP (Commerce Park/General Commerce Park District) to allow Commerce Park uses. Rezoning case Z-6-06-7 approved the C-2 (Intermediate Commercial District) zoning and Z-SP-2-06-7 approved the SP (Special Permit) zoning to allow a self-storage facility with recreational vehicle and boat storage on the subject site in 2006. The self-storage facility was not constructed.

SURROUNDING USES AND ZONING

2. North of the subject site is a vacant property zoned CP/GCP (Commerce Park, General Commerce Park District) and approved for a warehouse. The subject site is proposed to be developed in conjunction with the property to the north to allow for a large building to be developed across both properties, for a total of two buildings.

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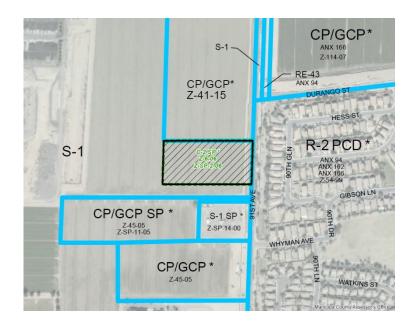
South of the subject site are properties zoned S-1 (Ranch or Farm Residence), S-1 SP (Ranch or Farm Residence, Special Permit) and CP/GCP SP (Commerce Park, General Commerce Park, Special Permit). The property zoned S-1 SP is used for a wireless monopole and electrical substation, while the property zoned CP/GCP SP is planned for a contractor outdoor storage yard and maintenance facility.

Most of the properties along the south are agricultural and there is an existing electrical substation.

West of the subject site are vacant properties zoned S-1 (Ranch or Farm Residence), and used for agricultural purposes and a City of Tolleson wastewater treatment plant.

East of the subject site, across 91st Avenue, are single-family homes zoned R-2 PCD (Multifamily Residence, Planned Community District).

Figure A. (Right) Aerial Map Source: City of Phoenix Planning and Development Department



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3. The subject site has a General Plan Land Use Map designation of Commerce/ Business Park which is consistent with the request to rezone to CP/GCP (Commerce Park/ General Commerce Park). Surrounding properties to the north, south and west are also designated as Commerce/Business Park on the General Plan Land Use Map. The area to the east is designated Residential 3.5 to 5 dwelling units per acre.



Figure B. (Above) General Plan Land Use Map Source: City of Phoenix Planning and Development

4. The conceptual site plan proposes a new 110,000 square foot building at 56 feet in height across the subject site and the adjacent property to the north.

This building will be used to allow Commerce Park uses and is consistent with the adjacent property to the north, approved under rezoning case No. Z-41-15-7. Access to the site will be provided from 91st Avenue via a shared accessway along the north within the same development and the south via an access easement shared with the City of Tolleson.

Parking on the site is located along the 91st Avenue street frontage, while truck parking and loading spaces have been depicted along the western property line, behind the proposed buildings on this development.

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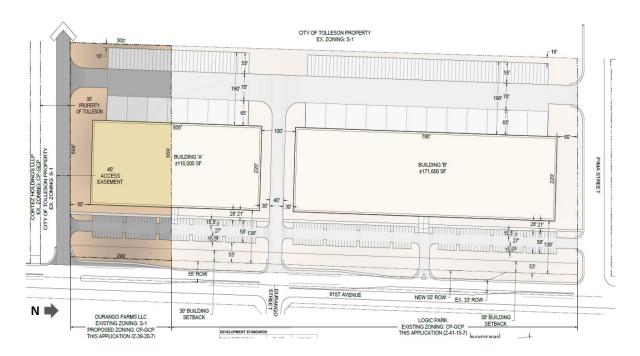


Figure C. (Above) Site Plan, Source: Gilmore Planning & Landscape Architecture with Planning and Development Department annotations.

Staff is not recommending a stipulation of require general conformance to the conceptual site plan to avoid potential utility conflicts due to relocation of existing utilities along the 91st Avenue right-of-way.

Stipulation Nos. 1 and 2 would require a minimum building and landscape setback of 50 feet along 91st Avenue in order to allow for an increased separation from the existing homes across 91st Avenue and to remain consistent with the stipulations of rezoning case No. Z-41-15-7 just to the north of the site.

No building elevations or renderings were submitted with this rezoning application.

5. The conceptual site plan, shows the location of several landscaped portions on the site, including the landscape setbacks along the south, east and west. Stipulation Nos. 2 and 3 incorporates an enhanced landscape setback along 91st Avenue frontage to provide enhanced screening and buffering from the proposed use and residential uses along the east.

Staff also recommends a 300 square foot employee resting area that incorporates seating and shade to allow site employees a place outdoors during their workday. This area would be shaded a minimum of 75 percent using large canopy drought-tolerant shade trees of minimum two-inch caliper size and/or architectural shade. Since this property is anticipated to be developed in conjunction with the site to the north, staff recommends that the final location of the employee resting area(s) be

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located either on the subject site or the adjacent parcel, to allow the possibility of distributing the resting area(s) throughout the larger development closer to all buildings. This is addressed in Stipulation No. 4.

STUDIES AND POLICIES

6. Estrella Village Plan

The Estrella Village Plan was adopted in 1999 and it outlines a vision for improving the Estrella Village through five main goals that include: orderly growth, identifiable village core, strong residential neighborhoods, variety of homes and jobs, and consistent streetscapes and trail linkages.

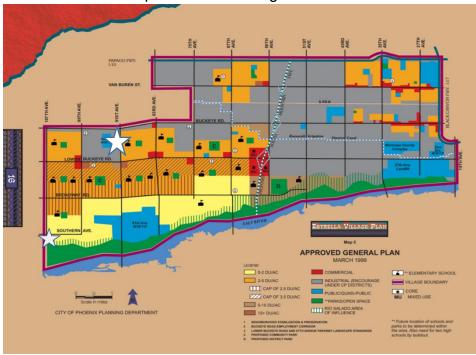


Figure E. (Left) Land Use Map, Estrella Village Plan

Source: City of Phoenix Planning and Development

Goal 3 of the Estrella Village Plan, protection of residential neighborhoods, Objective E states, "Industrial development will be designed to route truck traffic away from and avoid conflicts with residential areas, and to minimize impacts created when loading docks are located in the vicinity of residential areas." Truck access for the proposed development is via two shared accessways along the south and north, that connect to 91st Avenue, an arterial street that contains vehicular access entry points for a residential subdivision across the street from this site. However, the shared access entry points for this development are not directly across entryways into the residential development, thus helping to minimize commercial and residential traffic conflicts. In addition, the conceptual site plan depicted previously, shows the location of truck parking and loading bays along the western side of the new building(s) part of this development, thus away from residential uses across 91st Avenue.

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Stipulation Nos. 1 and 2 require a larger building and landscape setbacks along 91st Avenue, while Stipulation No. 3 requires enhanced landscaping along the 91st Avenue landscape area. These stipulations will help to buffer and screen the proposed use from the residential development east of 91st Avenue. Stipulation No. 5 would require perimeter walls visible from public street to incorporate material and textural differences to enhance the adjacent streetscape.

7. Estrella Village Arterial Street Landscaping Program

The Estrella Village Arterial Street Landscaping Program was adopted in 1999 and it provides a landscape palette for arterial streets within the Estrella Village to help establish the community's character. In addition to providing planting guidelines, the plan also indicates the locations to establish entry gateways that welcome individuals entering the village with an entry sign and an enhanced landscape area of 75 feet by 75 feet in size.

The subject site is adjacent to 91st Avenue, an arterial street, and thus staff recommends Stipulation Nos. 3 and 8 in order to require the site to adhere to the Estrella Village Arterial Street Landscaping Program requirements along the street frontage to promote the community's character.

8. 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. In order to enhance the landscaping buffers of this site and to increase the percentage of shade on the site, staff is recommending that the landscape setback along 91st Avenue be comprised of minimum two-inch caliper shade trees planted to the standards of the Estrella Village Arterial Street Landscaping Program. This is addressed in Stipulation No. 3.

In order to promote the health of employees working on the subject site year-round, Stipulation No. 4 recommends that a shaded employee resting area(s) be provided on site. Furthermore, staff recommends that parking lot shading be required in order to help mitigate the urban heat island effect, given the vast impervious surface areas proposed for vehicle parking, and to help cool the micro-climate of the site plus surrounding areas. Staff is recommending that at a minimum two-inch caliper size drought-tolerant shade trees be used to achieve 25 percent shade in the parking areas. This is addressed in Stipulation No. 6.

Additionally, staff recommends that pedestrian walkways, including the sidewalk along 91st Avenue, be shaded to a minimum of 75 percent using large canopy drought-tolerant single trunk shade trees of minimum two-inch caliper size at

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maturity and/or architectural shade for pedestrian walkways. This is addressed in Stipulation Nos. 7 and 8.

9. Complete Streets Guidelines

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.

To promote walking, staff recommends detached sidewalks to be constructed along 91st Avenue using minimum 2-inch caliper size drought tolerant single trunk shade trees, to provide a minimum 75 percent shade. This is addressed in Stipulation No. 8.

Furthermore, staff recommends that accessible pedestrian pathways connect all building entrances and exits, and all public sidewalks utilizing the minimum possible distance and providing the most direct route. This is addressed in Stipulation No. 9.

To enhance pedestrian safety, staff recommends that where pedestrian pathways cross drive aisles, the pathway shall be constructed of alternative paving material, other than those used to pave parking surfaces and drive aisles. This is addressed in Stipulation No. 10.

To promote bicycling, staff recommends that bicycle parking be provided at a rate of one bicycle space per 25 vehicular parking spaces. This is addressed in Stipulation No. 11.

10. 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. Bicycle lanes have been designed within 91st Avenue, south of Lower Buckeye Road and along Durango Street, east of 91st Avenue. Staff recommends that bicycle parking be provided at a rate of one bicycle space per 25 vehicular parking spaces, in order to promote commuting via the existing or future planned bicycle infrastructure, as there is an abundance of residential communities east of 91st Avenue, allowing customer or employees to commute to this development. This is addressed in Stipulation No. 11.

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11. 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, industrial, and mixed-use developments meeting certain criteria. No provisions for recycling containers were depicted on the site plan date stamped July 21, 2020. However, the applicant's submittal documents indicate that recycling containers could be incorporated as part of this project depending on the specific user of the site.

COMMUNITY INPUT SUMMARY

12. From the time the case was filed to the time the staff report was written, no letters from the public have been received on this case.

INTERDEPARTMENTAL COMMENTS

- 13. The Water Services Department commented that the property has existing water and sewers 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.
- 14. The Floodplain Management division of the Public Works Department has indicated that the parcel is not located in a Special Flood Hazard Area (SFHA), but located in a Shaded Zone X, on panel 2170 M of the Flood Insurance Rate Maps (FIRM) dated February 10, 2017.
- 15. The Fire Department commented that the project needs to show the locations of fire hydrants in accordance with Section 507.5 per the 2018 Phoenix Fire Code. This will be addressed in the site plan review process, along with other development review comments.
- 16. The Pedestrian Safety Coordinator with the Street Transportation Department commented that detached sidewalks should be incorporated along 91st Avenue and two rows of single-trunk trees should be planted on either side of the sidewalk, while alternate single trunk trees with other thick vegetation should be planted on the landscape strip next to 91st Avenue.

Stipulation No. 8 addresses detached sidewalks along 91st Avenue, including large canopy drought tolerant single trunk trees of minimum 2-inch caliper size in lieu of two rows of trees on either side of the sidewalk. These trees will be planted 20 feet on center or in equivalent groupings and shade the sidewalk a minimum of 75 percent. Furthermore, drought tolerant vegetation designed to grow to a maximum

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mature height of 24 inches and achieve 75 percent live coverage is required as part of Stipulation No. 8 to help prevent pedestrians from crossing mid-block along 91st Avenue.

- 17. The Public Transit Department commented that accessible pathways constructed of alternative materials be provided to connect all building entrances and exits, and all public sidewalks utilizing the minimum possible distance and providing the most direct route and that pedestrian paths plus sidewalks are shaded to 75 percent using trees or shade structures. Shaded pedestrian paths are addressed in Stipulation Nos. 7 and 8. Pedestrian walkways are addressed in Stipulation Nos. 9 and 10.
- 18. The Street Transportation Department requires the dedication of 55 feet of right-ofway for the west side on 91st Avenue for the full property frontage and related street plus sidewalk improvements. This is addressed in Stipulation No. 12.

The construction of the west half of 91st Avenue and related improvements, including paving along with curb, gutter, sidewalk, and landscaped median island among other elements is requested. This is addressed in Stipulation Nos.14 and 17.

A landscaped median island along 91s Avenue for the full property frontage is required and addressed in Stipulation No. 13.

Drive locations were stipulated to be right-in/right-out access by either median or driveway design or obtain approval for a full access driveway from the Street Transportation Department. This is addressed in Stipulation No. 15.

The relocation and undergrounding of existing irrigation facilities along 91st Avenue outside of City right-of-way is required and addressed in Stipulation No. 16.

OTHER

- 19. The site has not been identified as being archaeologically sensitive. However, in the event archaeological materials are encountered during construction, all ground disturbing activities must cease within 33-feet of the discovery and the City of Phoenix Archaeology Office must be notified immediately and allowed time to properly assess the materials. This is addressed in Stipulation No. 18.
- 20. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements such as obtaining a use permit to conduct the proposed outdoor use in this zoning district. Other formal actions such as, but not limited to, zoning adjustments and abandonments, may be required.

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<u>Findings</u>

- 1. The proposal is consistent with the General Plan Land Use Map designation of Commerce/Business Park.
- 2. The proposed commerce park development, as stipulated, is compatible with the surrounding land uses.
- 3. The proposed development is consistent with the scale and character of developments approved or existing in the surrounding area while also promoting increased employment in the area.

Stipulations

- 1. A minimum 50-foot building setback shall be provided along the east property line.
- 2. A minimum 50-foot landscape setback shall be provided along the east property line.
- 3. The landscape setback along 91st Avenue shall be planted with minimum 2-inch caliper size trees, 5 gallon shrubs per tree, and conform with the Estrella Village Arterial Street Landscaping Program landscape palette and landscaping standards for arterial streets in the Estrella Village, as approved by the Planning and Development Department.
- 4. One employee resting area of no less than 300 square feet in area or two employee resting areas of 150 square feet in area each shall be provided on site if this site remains a standalone parcel. If the subject site is combined with the adjacent parcel to the north, then the employee resting area (s) may be located on the adjacent parcel, as approved by the Planning and Development Department. This area shall include a minimum of two pedestrian seating benches, constructed of quality and durable materials, and shaded to a minimum of 75 percent, as approved by the Planning and Development Department.
- 5. All perimeter walls visible from street right-of-way shall include material and textural differences, such as stucco and/or split face block with a decorative element, such as tile or stamped designs, as approved by the Planning and Development Department.
- 6. All uncovered surface parking lot areas shall be landscaped with minimum 2-inch caliper size large canopy drought tolerant shade trees. Landscaping shall be dispersed throughout the parking area and achieve 25 percent shade at maturity, as approved by Planning and Development Department.

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- 7. Pedestrian walkways shall be shaded to a minimum of 75 percent using large canopy drought tolerant shade trees of minimum 2-inch caliper size at maturity and/or architectural shade, as approved by the Planning and Development Department.
- 8. All sidewalks along 91st Avenue shall be detached with a landscape strip located between the sidewalk and back of curb following the most recent Cross Section of the Street Classification Map 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 2-inch caliper drought tolerant large canopy, single-trunk, shade trees placed a minimum of 20 feet on center or in equivalent groupings to provide shade to a minimum 75 percent.
 - b. Drought tolerant vegetation designed to grow to a maximum mature height of 24 inches and achieve 75 percent live coverage.
 - c. The landscape palette and planting standards, unless otherwise provided herein, shall conform with the Estrella Village Arterial Street Landscaping Program requirements for arterial streets.
- 9. Pedestrian pathways shall be provided to connect building entrances, public sidewalks, and the employee resting area (s), using the most direct route for pedestrians, as approved by the Planning and Development Department.
- 10. Where pedestrian pathways cross drive aisles, the pathway shall be constructed of decorative pavers, stamped or colored concrete, or another material, other than those used to pave parking surfaces and drive aisles, as approved by the Planning and Development Department.
- 11. "Outdoor/Open Facilities", inverted U-racks or artistic style bicycle racks shall be provided at a rate of one bicycle space per 25 vehicular parking spaces, located near the main building entrance used by customers or employees. All bicycle racks shall adhere to Appendix K of the Comprehensive Bicycle Master Plan, and as approved by the Planning and Development Department.
- 12. The developer shall dedicate 55 feet of right-of-way for the west side on 91st Avenue for the full property frontage. Additional right-of-way shall be dedicated such that all constructed roadway and sidewalk is included within the dedication. A sidewalk easement may be accepted in lieu of right-of-way for sidewalks, as approved by the Planning and Development Department. All constructed sidewalk must be included within a sidewalk easement.

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- 13. The developer shall construct a landscaped median island along 91st Avenue for the full property frontage, or as modified for access locations approved by the Street Transportation Department.
- 14. The developer shall construct the west half of 91st Avenue to the ultimate width of 74 feet of paving along with curb, gutter, and sidewalk for the full property frontage, including pavement transition tapers between ultimate improvements and the existing roadway, as approved by the Planning and Development Department.
- 15. The development shall obtain approval from the Street Transportation Department for any full access driveway. All driveway locations are assumed to be restricted to right-in/right-out access by either median or driveway design, or as approved by the Street Transportation Department.
- 16. Existing irrigation facilities along 91st Avenue shall be undergrounded and relocated outside of City right-of-way. Contact SRP to identify existing land rights and establish the appropriate process to relocate the facility. Relocations that require additional dedications or land transfer require completion prior to obtaining plat and/or civil plan review approval.
- 17. 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.
- 18. 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.

Writer

Enrique Bojórquez-Gaxiola November 6, 2020

Team Leader

Samantha Keating

Exhibits

Sketch Map Aerial Map Conceptual Site Plan date stamped October 28, 2020

