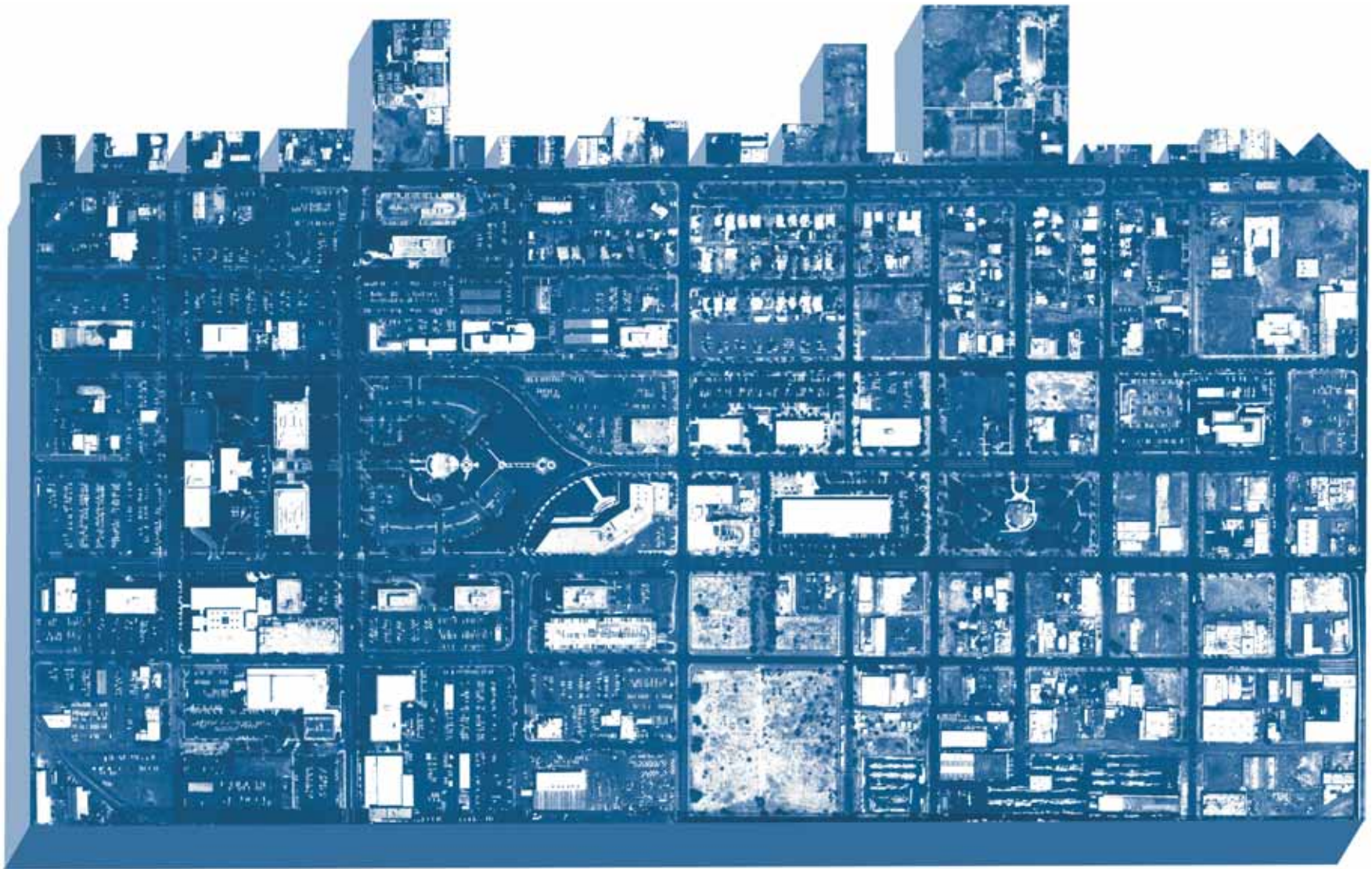


# Capitol District Development Guidelines

Prepared by: The Legislative Governmental Mall Commission - Phoenix, Arizona June 1997



# Capitol District Development Guidelines

## LEGISLATIVE GOVERNMENTAL MALL COMMISSION

The Governmental Mall Commission was established by the Legislature in 1985 in order to develop and maintain a comprehensive long-range plan for the development of the Governmental Mall area. The Commission is composed of representatives from State, County and City government as well as from the general public.

### ***Members:***

Barry Starr, Chairman

Thomas Knapp, Acting Chairman

Kent Bosworth

LeRoy Brady

John Clements

Frank Dubasik

Jill Herberg-Kusy

Senator David Petersen

David Richert

Polly Rosenbaum

Susanne Rothwell

Representative Tom Smith

### ***Prepared by:***

State of Arizona

Department of Administration

General Services Division

City of Phoenix

Planning Department

Maricopa County

Department of Planning and Infrastructure Development



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## History of Planning in the Area

The first major study of the Governmental Mall area was undertaken in 1957. In 1967, the Arizona Legislature created a coordinating committee of representatives from the State, Federal, City and County governments to prepare plans for the governmental corridor along Washington Street from the City-County complex to the State Capitol. The State, City and County governments affirmed their support for a Governmental Mall plan and concept in 1969.

Several early Governmental Mall plans concentrated on: 1) lining the north side of Washington Street and the south side of Jefferson Street with government buildings, and 2) maintaining large tracts of open space between the two streets creating an open mall east of the capitol building. (Hence the term, “Governmental Mall”.)

In 1985, the Legislature created the Governmental Mall Commission comprised of representatives from all three jurisdictions as well as the U.S. Congressional district. As directed by State law, this Commission reviewed development plans and initiated an intensive planning effort for the area. The Commission hired planning and transportation consultants who developed plans with the help of the community and City staff. An extensive public participation effort elicited the issues and concerns of those living and working in the area and transformed them into a set of goals and objectives for future development.

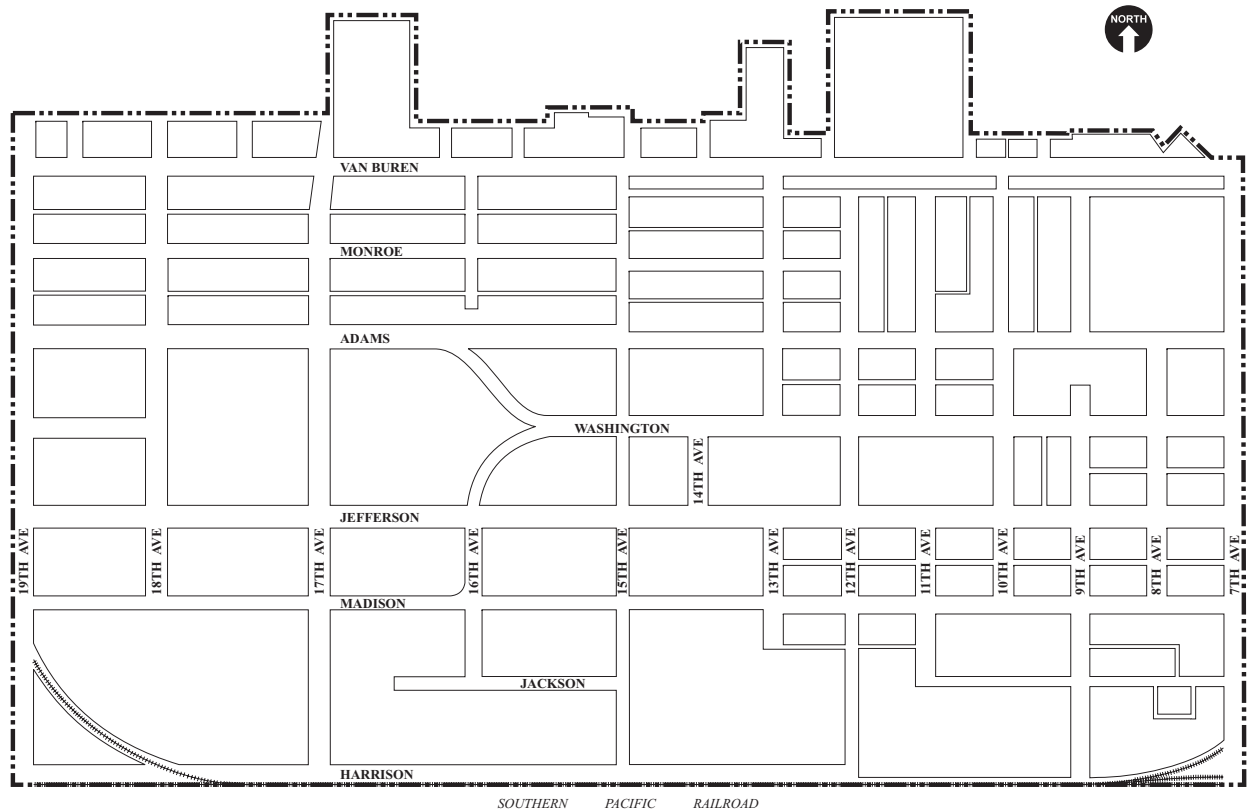
The Governmental Mall Urban Design Plan was subsequently adopted by the Governmental Mall Commission in June of 1989. The plan contained guidelines for new development which assisted the Commission and City staff in reviewing development proposals in the area.

In 1995, State legislation made a major change in the boundaries of the Governmental Mall. In early 1996, the Commission took on the task of revising the urban design plan in order to: 1) coincide with the new boundaries, and 2) make the plan easier for both the public and staff to use. The 1989 plan was the basis for this revised document.

## Boundaries

The Governmental Mall is defined by State law as the area between 7th and 19th Avenues, from the Harrison Street alignment on the south to Van Buren Street on the north including the lots on the north side of Van Buren Street. (See *Map 1 - Boundaries*)

Map 1 - Boundaries



## Purpose of the Development Guidelines



Present the expectations of the Governmental Mall Commission in reviewing future development proposals.



Establish criteria for review and approval of development proposals.

## Goals and Objectives

1. Establish an orderly, planned environment for the area.
2. Provide for a diversity of development.
3. Plan and design an environment that will discourage crime, provide alternative location(s) for the homeless outside the area, and discourage land uses and conditions which cause high noise levels or emit noxious odors.
4. Make the area more attractive and pleasant for residents, workers and visitors.
5. Improve the economic vitality of the area by making the area more interesting and dynamic.



## Planning and Development Concepts

1. Major office and other people-intensive uses should be located along the Washington/Jefferson corridor in order to facilitate and focus pedestrian activity as well as to improve transit opportunities.
2. Land uses in the area should be compatible. Future land uses should be developed in a manner that has a positive impact on neighboring uses.
3. Landscaping and pedestrian access should be coordinated in the entire area with particular attention given to linking these elements among adjacent buildings.
4. The visual focal point of the area should be the State Capitol Building.
5. Open space in the area should be designed to preserve, enhance and increase its use by the public.
6. The historic character and structures of the Woodland Historic District should be preserved and enhanced through rehabilitation and adaptive use.
7. The concentration of homeless services within the area should be reduced.

## Current Land Use

The State of Arizona Capitol complex dominates the Governmental Mall. Land uses within the Governmental Mall are varied and include: offices, parking, commercial, industrial, warehouse, museums, open space, residential, and social services. Vacant lots and abandoned structures are also scattered throughout the area.

The Mall begins at Seventh Avenue, immediately west of the downtown Phoenix City and Maricopa County government complexes. Industrial land uses are generally located near the Southern Pacific Railroad along the southern boundary of the Mall. West of the Mall is a residential area (west of 19th Avenue). The northern boundary of the mall is composed of commercial development along Van Buren Street Street, and the University Park residential neighborhood.

### **Office Buildings**

The State Capitol complex contains over forty buildings that house 8,500 employees. The majority of State office buildings are located in the area around the Capitol Building and Wesley Bolin Plaza. In addition, State office buildings are located along Washington and Jefferson Streets from 15th Avenue east to 11th Avenue. *(See Map 2 - Existing State Facilities)*

Private office space can be found directly across 18th Avenue from the Executive Tower and in several dispersed locations. There are also three credit unions, which primarily serve State employees.

The State has constructed two major buildings since the completion of the 1989 Governmental Mall Urban Design Plan. The Courts Building



at 15th Avenue and Washington added 70,000 square feet and the DES building at 18th Avenue and Jefferson added 48,000 square feet. The State also converted the Shriner's Hall at 15th Avenue and Washington into the Mines and Mineral Museum.

### **Parking**

Most of the State buildings are served by off-street, surface parking. The State owns about 35 parking lots and three parking garages. There are over 8,500 spaces available in these facilities.

### **Commercial**

The majority of commercial uses are located along Van Buren Street west of 15th Avenue. These uses include restaurants, fast food outlets, used car dealers, a convenience store, a laundromat, an auto repair shop, a medical clinic, and a bank. Additional commercial uses are also located in the area east of 13th Avenue and south of Jefferson Street.

### **Industrial and Warehouses**

The area south of Jefferson Street and east of

13th Avenue contains most of the existing light industrial uses. These include a machine shop, a wood turning plant, a brake supply shop, a lumber and building supply wholesale yard, and a bus repair facility. This area also contains the social service agencies that provide food and temporary shelter.

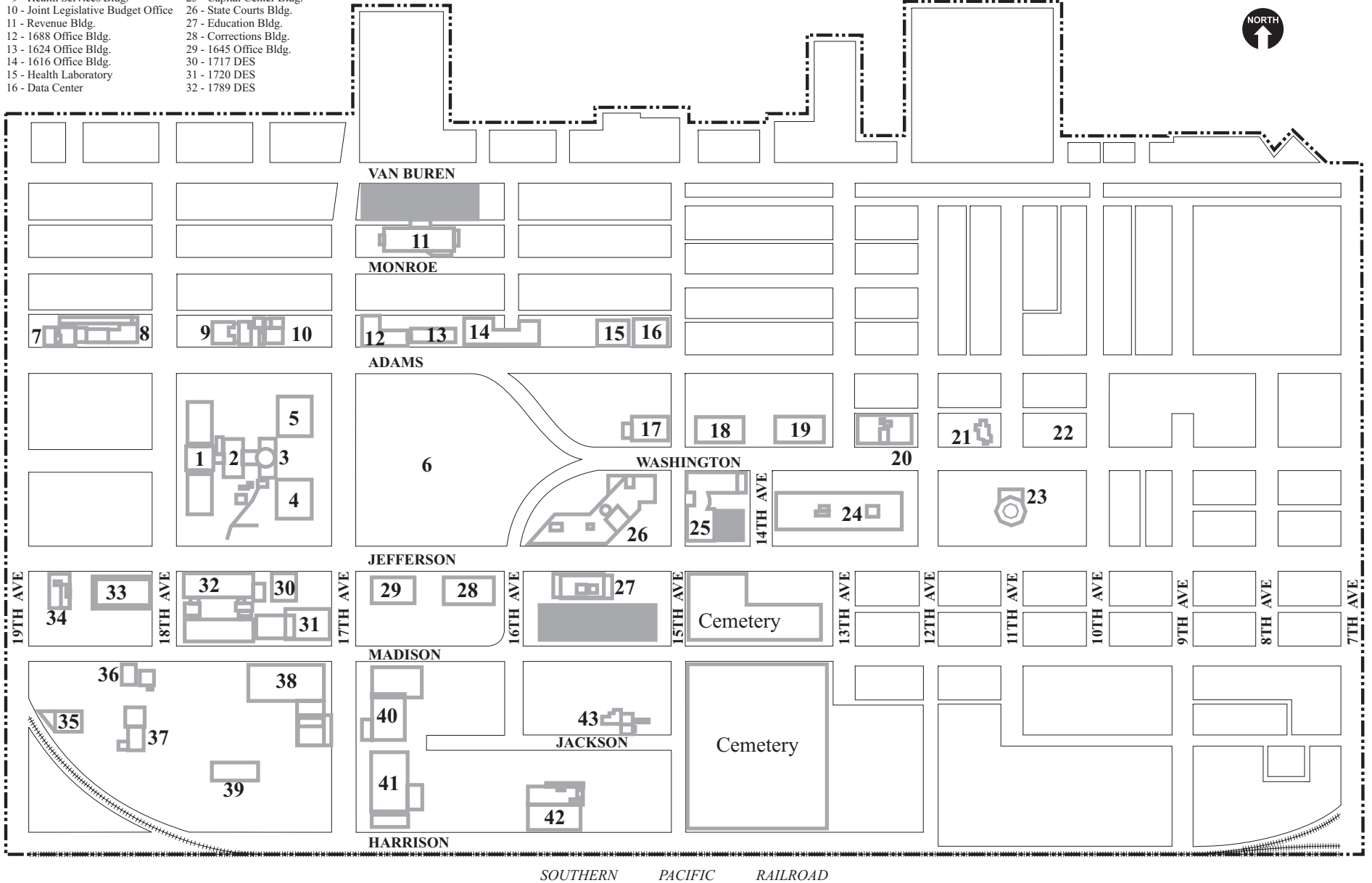
The State has numerous support facilities including warehouses and two motor pool facilities, located south of Jackson Street between 15th and 19th Avenues.

### **Open Space**

The majority of the open space in the Governmental Mall is owned and maintained by the State. The Capitol grounds, Wesley Bolin Plaza and the Carnegie Library grounds are the primary open spaces. Woodland and University are two parks maintained by the City. Woodland Park is a narrow linear space located between 10th and 15th Avenues on the south side of Van Buren Street. University Park abuts the northern edge of Van Buren Street between 10th and 12th Avenues.

## Map 2 - Existing State Facilities

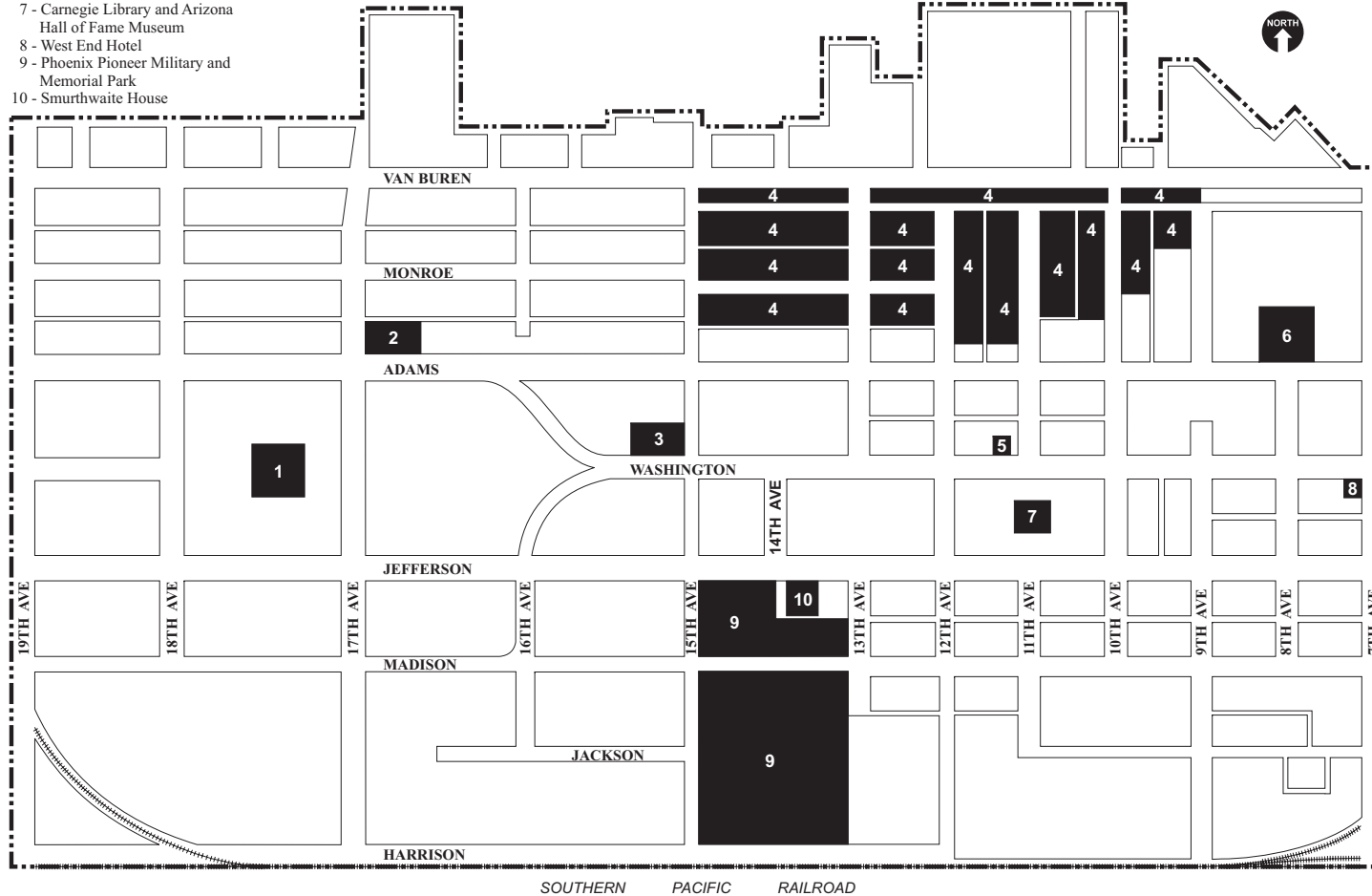
- |                                      |                                  |                                  |                                  |
|--------------------------------------|----------------------------------|----------------------------------|----------------------------------|
| 1 - State Capital West Wing          | 17 - 1512 Bldg.                  | 33 - Motor Vehicle Bldg.         | 41 - ADOT General Operations     |
| 2 - Capital Bldg. (1918-38 Addn.)    | 18 - 1400 Bldg.                  | 34 - State Personnel Bldg.       | 42 - Surplus Property Facilities |
| 3 - Capital Museum                   | 19 - 1300 Bldg.                  | 35 - 1840 Maintenance Bldg.      | 43 - Motor Pool Facilities       |
| 4 - Senate Bldg.                     | 20 - Corporation Commission      | 36 - General Services Adm. Bldg. |                                  |
| 5 - House of Representatives         | 21 - Evans House Office          | 37 - ADOT Materials Lab          |                                  |
| 6 - Wesley Bolin Memorial Park       | 22 - Industrial Commission Bldg. | 38 - ADOT Admin. Bldg.           |                                  |
| 7 - Risk Management, DOA             | 23 - Carnegie Library            | 39 - ADOT Purchasing Bldg.       |                                  |
| 8 - Arizona Power Authority          | 24 - Law Bldg.                   | 40 - ADOT Engineering Bldg.      |                                  |
| 9 - Health Services Bldg.            | 25 - Capital Center Bldg.        |                                  |                                  |
| 10 - Joint Legislative Budget Office | 26 - State Courts Bldg.          |                                  |                                  |
| 11 - Revenue Bldg.                   | 27 - Education Bldg.             |                                  |                                  |
| 12 - 1688 Office Bldg.               | 28 - Corrections Bldg.           |                                  |                                  |
| 13 - 1624 Office Bldg.               | 29 - 1645 Office Bldg.           |                                  |                                  |
| 14 - 1616 Office Bldg.               | 30 - 1717 DES                    |                                  |                                  |
| 15 - Health Laboratory               | 31 - 1720 DES                    |                                  |                                  |
| 16 - Data Center                     | 32 - 1789 DES                    |                                  |                                  |



SOUTHERN PACIFIC RAILROAD

Map 3 - Historic Properties

- 1 - Arizona State Capitol Building and Museum
- 2 - Arizona State Office Building/Capitol Annex
- 3 - El Zaribah Shrine/Mines and Minerals Resources Building
- 4 - Woodland Historic District
- 5 - J.M. Evans House
- 6 - Grace Court School
- 7 - Carnegie Library and Arizona Hall of Fame Museum
- 8 - West End Hotel
- 9 - Phoenix Pioneer Military and Memorial Park
- 10 - Smurthwaite House



**Museums and Historic Properties**

The State Capitol Building and the Wesley Bolin Memorial Plaza serve as the centerpiece of the State Capitol Complex. The Governmental Mall also contains the Mines and Minerals Museum and the Hall of Fame (Carnegie Library). These facilities, particularly the Capitol Museum, attract large numbers of school groups.

Several historic cemeteries, Old City Cemetery, Rosedale and Porter, are located between Jefferson and Harrison Streets from 15th to 13th Avenues. The City of Phoenix has relocated the historic Smurthwaite House to this area. *(See Map 3 - Historic Properties)*

**Residential**

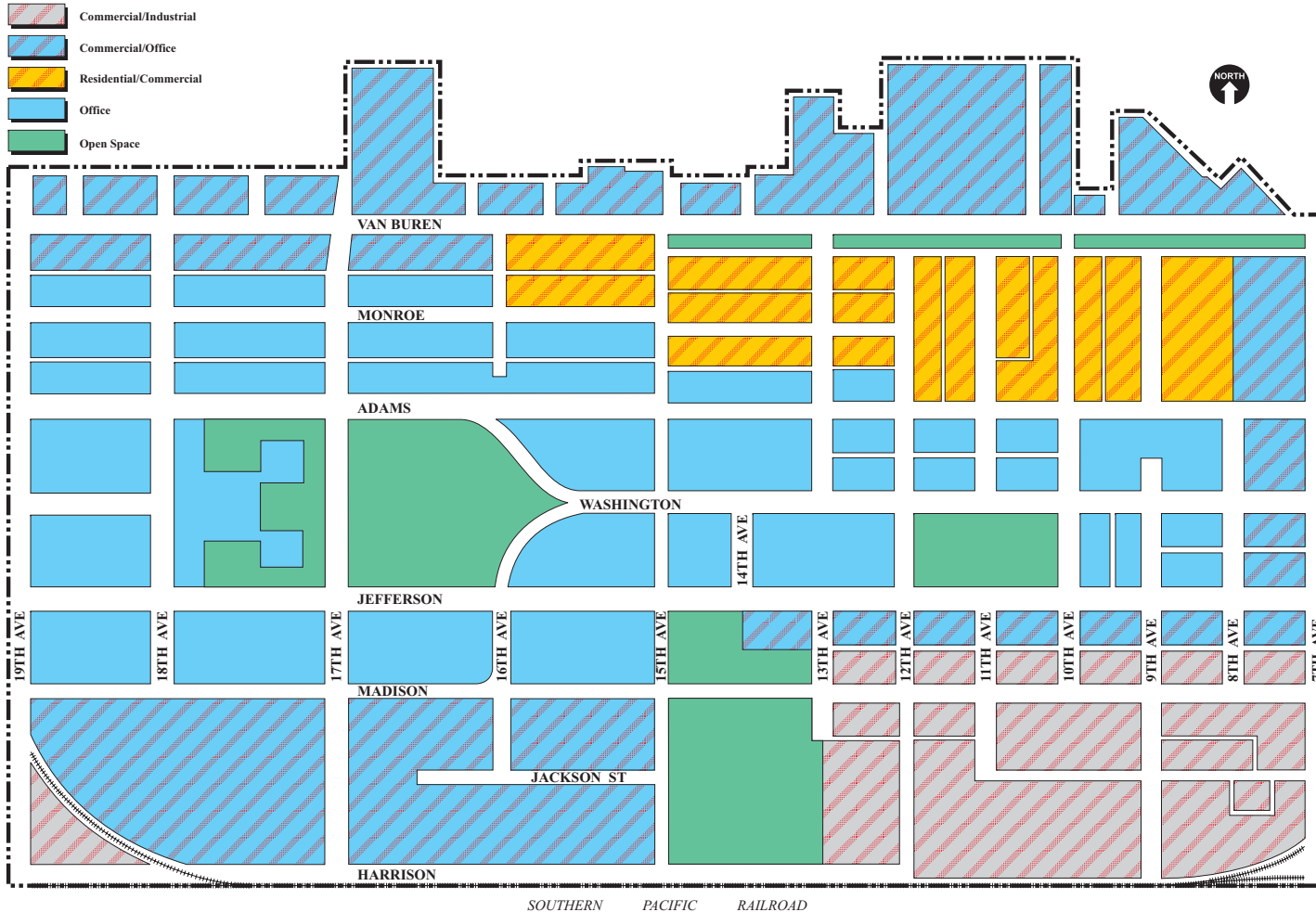
Most residential land use within the Governmental Mall is concentrated in the Woodland Historic District, in the area bounded by Van Buren Street on the north, Adams Street on the south, 9th Avenue on the east and 16th Avenue on the west. This area is expected to remain as mixed use residential and commercial.



# Proposed Uses

\*Other uses may be permitted per City of Phoenix zoning

# Map 4 - Land Use Plan



Isolated residential uses are scattered in the area south of Jefferson Street and east of 12th Avenue. Central Arizona Shelter Services (CASS), located at 12th Avenue and Madison Street, shelters up to 400 homeless people each night. Other social services and eating facilities serving needy and homeless people are located in the area.

## Proposed Land Use

*Map 4 - Land Use Plan* is a general plan of the uses proposed for the area.

### Office

Currently, State office buildings and State facilities associated with the Capitol are the predominant land use in the Governmental

Mall. The State also maintains various support services such as parking, motor pools and maintenance facilities. The State owns vacant and underdeveloped land in the area which is planned for future expansion. Office buildings may be constructed on this land as funding becomes available to the State. Consequently, State facilities will continue to be the major land use in the area and that role is expected to expand in the future.

The State of Arizona Department of Administration has developed a list of five building sites that are planned in the Governmental Mall. The timing of the construction of any of these buildings is dependent upon legislative approval for the funding. Each building would include a parking structure. Size of the buildings are expected to range between 72,000 and 340,000 square feet.

The five planned sites are:



*Between Washington Street and Adams Street to the west of the Mines and Minerals Museum (15th Avenue)*



*Between Washington Street and Adams and between 12th and 10th Avenue*



*Between Washington and Jefferson and between 18th and 19th Avenues*



*Between Washington Street and Jefferson Street east of 10th Avenue*



*The northeast corner of Adams Street and 17th Avenue*

Private development is also appropriate in the area. New private development should also follow the guidelines provided in this document to ensure quality and consistency as well as to promote improved pedestrian access, convenience, comfort and safety.

### **Commercial/Office**

Retail and other commercial uses should be encouraged to expand their role in the area, particularly since these uses are needed to support the many office workers in the Governmental Mall and residents in

surrounding neighborhoods. Generally, retail uses that have traffic impacts should be located on major streets such as Van Buren Street.

Locating retail and other support services on the ground floor of parking garages and other buildings improves the pedestrian environment and should be encouraged.

### **Commercial/Industrial**

Industrial zoning and various commercial and industrial uses currently exist in the area generally south of Madison Street. Within this limited area, industrial development will continue to be an important component. Future industrial development should be compatible with the nearby offices, and include features which support the objective of establishing a pleasant pedestrian environment.

### **Residential/Commercial**

The restoration and revitalization of the Woodland Historic District to a mix of commercial and residential uses should be promoted. To the extent possible, the existing historic houses in the area should be rehabilitated. Within the limits of City zoning regulations, these buildings may be used as

offices while maintaining the generally residential character of the area. A zoning overlay may also be put in place to allow carefully controlled commercial activities which will enhance the distinctive urban character of this historic neighborhood.

### **Open Space**

Open space should continue to be an important component of the Governmental Mall. Wesley Bolin Plaza and the Capitol Building grounds should remain the focal point for the area. Woodland Park, University Park, and Carnegie Library should be preserved as open space and efforts should continue to make them accessible to the public without creating negative impacts on surrounding residents and businesses. New development should incorporate landscaped areas and open space for its own users and provide pedestrian pathways which link with adjacent sites to create an integrated pedestrian network.

Larger setbacks along the major east-west routes where pedestrian activity is encouraged should be provided as indicated on *Map 5 - Building Setback Plan*.



## Circulation

### ***Interstate Freeways***

The Governmental Mall is located in proximity to two interstate highways. The east/west I-10 inner-loop is located to the north of the Governmental Mall and the north/south I-17 Black Canyon Freeway is located to the west. Access to the area is provided by several major and minor streets.

### ***Streets***

Washington Street provides one way access westbound from downtown Phoenix. This street flows directly into Adams Street west of 15th Avenue. Adams Street provides the principal westbound access to the I-17 freeway. Jefferson Street is the major eastbound one-way street that provides access from the I-17 freeway through the Mall to downtown. These major multi-lane, one way streets support through traffic in the mall, and allow relatively easy automobile access into the Mall area. Current traffic signalization supports the rapid east/west movement of motor vehicles. However, this street pattern also creates constraints to north/south pedestrian activity.

Access into the Governmental Mall from the I-10 inner-loop is provided by 7th Avenue on the east end of the Mall and 19th Avenue on the west. Seventeenth and 15th Avenues bisect the mall. Both of these streets provide two lanes of traffic in both the north and south directions.

The eastern half of the Governmental Mall has numerous small blocks bounded by minor streets from 7th Avenue to 15th Avenue. This street pattern has remained virtually the same since the 1950s, and existing infrastructure is tied to this block and street pattern. These factors have inhibited the development of larger

office and commercial structures. The street pattern is also an impediment to continuous pedestrian activity. Numerous intersections lead to many pedestrian and motor vehicle conflicts.

### ***Railroads***

Railroad rights-of-way, which define the southern and partial western boundaries of the Governmental Mall, significantly influence land use and circulation in the area. The main east/west line of the Southern Pacific Railroad parallels the Harrison Street alignment. This line inhibits interaction with land uses south of the mall. A north/south branch line, which connects the Santa Fe to the Southern Pacific, parallels 19th Avenue.

### ***Transit***

The Governmental Mall is served by local and express bus service by Valley Metro. Local bus routes include service along Washington Street and Jefferson Streets, 7th, 15th, and 19th Avenues. These routes provide service to and from the downtown bus terminal which allows connections with other bus routes. Numerous express busses operate to and from the Capitol during the morning and evening rush hours. A downtown shuttle also serves the Mall from 11:00 a.m. to 2:00 p.m.

### ***Bikeways***

The Maricopa Association of Government's Regional Bikeway system traverses the Governmental Mall. A designated bikeway runs along the Washington Street/Adams Street corridor and along Jefferson Street.

## Building Design Guidelines

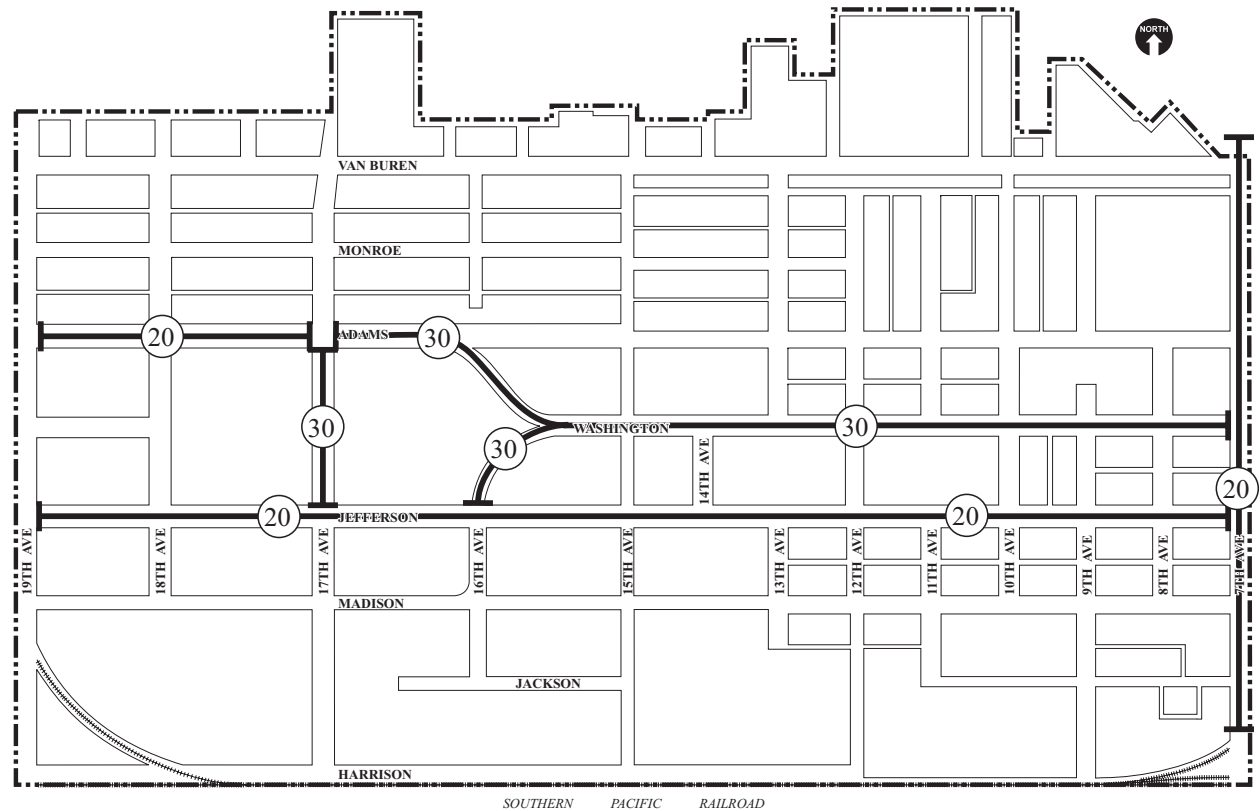
The purpose of these building design guidelines is to encourage quality and consistency and not to impose a requirement for a specific architectural style for the Governmental Mall. The guidelines emphasize the need for improved pedestrian access, convenience, comfort and safety.

The guidelines are divided into the following categories: All Uses (excluding residential), Office/Commercial, Industrial, Parking Structures, Surface Parking, and Signs.

### All Uses (excluding residential)

1. All development in the area should, at the minimum, meet City of Phoenix development standards. Certain Governmental Mall design standards may exceed City requirements. The more restrictive standard will govern.
2. City of Phoenix setbacks and height limits will be required except in those areas indicated in *Map 5 - Building Setback Plan* and *Map 6 - Building Height Plan*.
3. Architecturally and historically significant buildings, structures, and districts should be preserved and enhanced to promote a link to the past.
4. For safety and comfort of the pedestrian, sidewalks should be separated from traffic by an 8 foot width. This 8 foot buffer may include landscaping, a bicycle lane and/or on street parking.

Map 5 - Building Setback Plan



5. New or replacement sidewalks should be a minimum of 6 feet wide; new or replacement sidewalks on Washington Street and Jefferson Streets, and on Adams Street west of 15th Avenue should be a minimum of 8 feet wide.
6. Exterior building colors may be reviewed and approved at the discretion of the Commission.
7. Mechanical and service yards should be screened from public view and away from upper floor window view. All walls and opaque gates should match the architectural character of the project.
8. Roof mounted mechanical equipment should be screened from ground level view and from the view of existing or planned higher buildings with parapets. Sight line studies relative to this issue should be included in the schematic design package.
9. Loading docks should be located to face away from public streets or open spaces and should be screened from view from streets and pedestrian areas.

**Office/Commercial**

1. Buildings should be designed so that the primary entrances are easily identifiable and provide access to major pedestrian ways and parking. Main building entries should be clearly defined through the use of special architectural features.
2. The exterior ground floor architectural treatment should relate to pedestrian scale and the adjoining streetscape development where applicable.
3. The use of arcades, awnings, and other

shade features is encouraged near streets and other pedestrian ways.

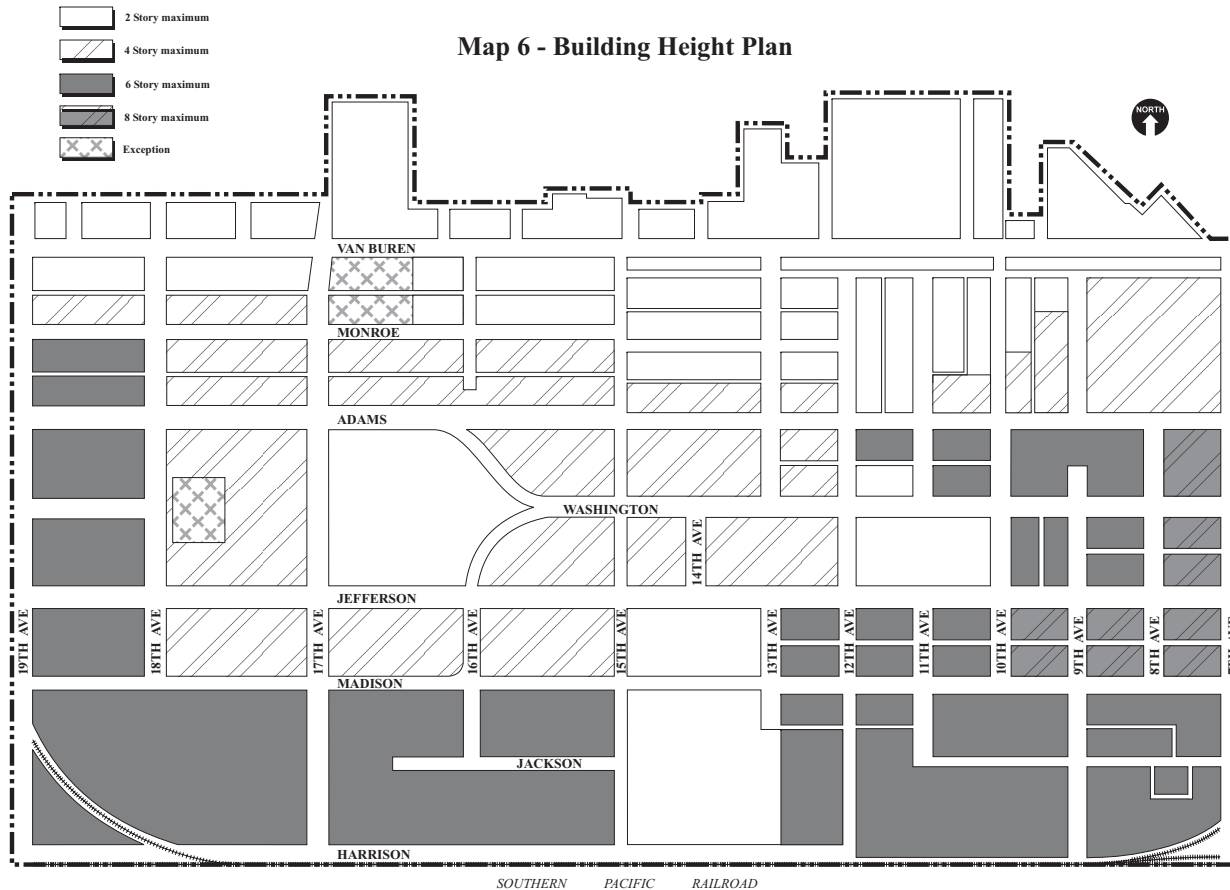
4. Major buildings should incorporate retail uses such as shops and restaurants into the ground floor.
5. Building elevations should emphasize shade and shadow, discouraging a flat facade and glass curtain wall construction.
6. Building surfaces should have relief or pattern.

**Industrial Uses**

1. All industrial uses must be conducted entirely within enclosed structures.
2. Fences or walls should be wrought iron, or decorative block wall, or a combination of the two. Fences or walls shall be placed behind a landscaped area. (Landscaped area shall be adjacent to and visible from the street.)

**Signs**

Signs should assist a visitor in identifying buildings, building complexes and major tenants. The address and name or function of the building should be easily visible from the adjacent roadway.



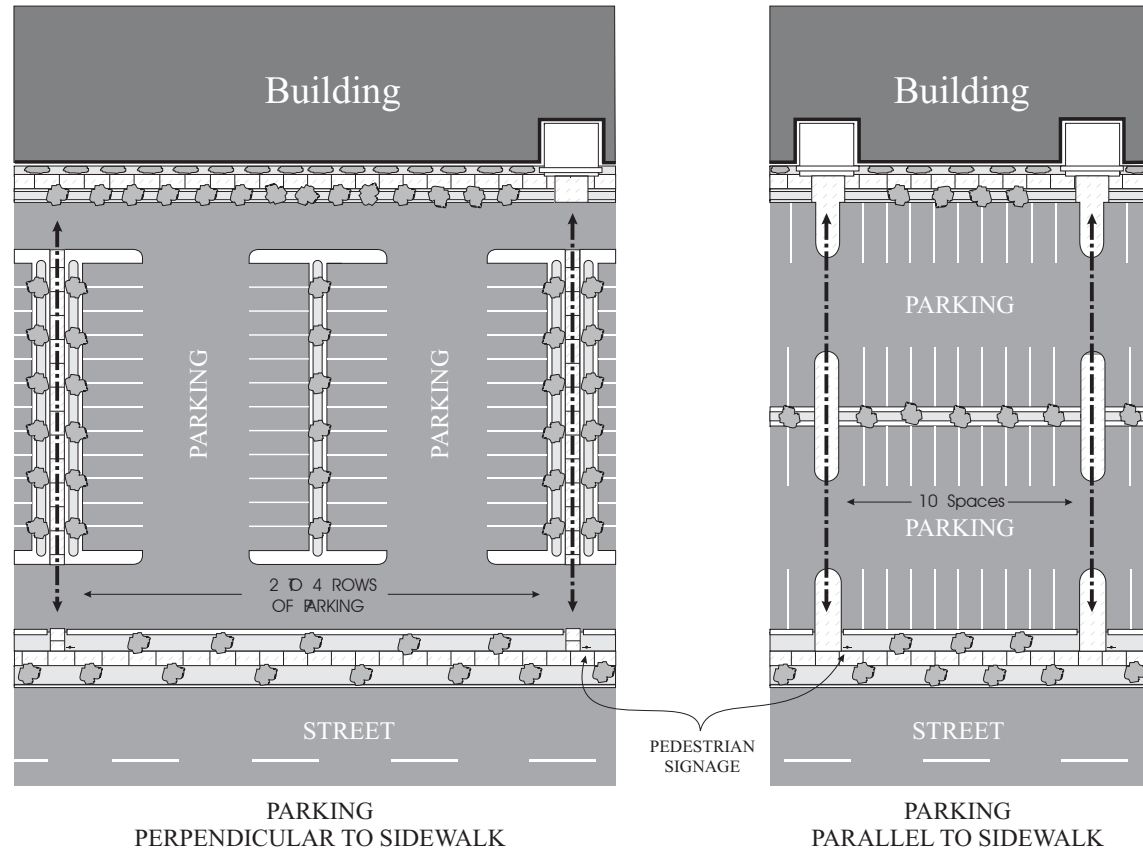
## Parking Structures

1. Parking structures should incorporate retail and office uses into the ground floor along pedestrian corridors.
2. Parking structure facades should match the architectural materials, forms and details of the principal corresponding building or buildings.
3. Minimize the number of entrances and exits to and from parking structures along Washington Street and Jefferson Street.

## Surface Parking

1. Surface parking should be screened by low decorative walls, trees, and landscaping which may include berming. A minimum landscaped separation of 5 feet is required between surface parking and sidewalks.
2. Surface parking lots should include trees to provide an attractive landscape and shade for the pedestrian.
3. Provide parking lot street lighting at a minimum of one foot candle.
4. If separate from streets or parking lots, walkways should be illuminated at a minimum of two foot candles.
5. Pedestrian walkways should be provided in surface parking as shown in the illustration to the right.

## Pedestrian Walkways



If parking rows are perpendicular to the building entrance, provide one walkway per four rows of parked vehicles.

If parking rows are parallel to the building entrance, provide one walkway every ten spaces.

## Development Review Process

The major objective of the Commission is to improve the overall environment of the Governmental Mall by improving the quality and compatibility of future development.

Legislation was approved that gave the Commission the authority to review and approve proposed development prior to the issuance of building permits. In practice, this means that those who propose to develop buildings in the area that are valued over a certain amount are required to submit their plans to the Commission for review.

Commission members use the goals, objectives and design guidelines included in the Capitol District Design Guidelines to evaluate the project and make a decision which is forwarded to the City.

State Law requires the Governmental Mall Commission to “review and approve or disapprove...requests for permission to develop structures or sites or award construction contracts for new buildings or improvements within the Governmental Mall.” This means that, before the City can approve a building permit for new development in the area, the Governmental Mall Commission must review and approve it. By policy, small projects with a value of less than \$25,000 are not formally reviewed by the Commission.

### **How a Project is Reviewed**

Developers/owners wishing to construct a project with a value greater than \$25,000, should contact City staff in the Planning or Development Services Department to determine the current contact person for setting the Governmental Mall Commission’s agenda.

The review process includes the following steps:

1. The developer/owner should contact staff of the Governmental Mall Commission to be placed on the next available meeting agenda. *(The developer/owner should contact the Governmental Mall Commission as soon as possible in this process to avoid undue delay. The Commission generally meets monthly, but at times has met on an irregular schedule.)*
2. Building plans should be prepared in accordance with the Capitol District Development Guidelines as well as City of Phoenix building and zoning regulations.
3. The developer/owner should attend the scheduled Commission meeting during which he or she will explain the project to the Commission (displaying relevant site plans and/or renderings, etc.) and answer any questions from the Commission.
4. The Commission may recommend approval, approval with some modification(s) of the plan, or denial. The Commission may also ask for more information and hear the request again at a later meeting.
5. If the Commission makes a determination to approve the request, minutes of the meeting and a copy of a written approval form shall be provided to the developer/owner.
6. The developer/owner shall submit a copy of the written approval form to the City of

Phoenix Development Services Department with his request for project review which will allow the project to resume the normal City review process for building permit approval.

## Amendment Procedure

This document may be amended upon approval of the Governmental Mall Commission. Any person may request a change by submitting the proposed amendment in writing to the Commission. Members of the Commission may also propose changes during Commission meetings. The proposed amendment will be forwarded to the following agencies for their review and comment:



Arizona Department of Administration,  
General Services Division



City of Phoenix Planning Department



Maricopa County Office of Planning &  
Infrastructure Development

These offices will be given at least 30 days to review the proposal and submit comments to the Commission. After it is submitted, the proposed amendment will be listed on the next available agenda of the Commission and may be discussed by the Commission at that meeting. Action on the request (approval and adoption, modification and adoption, or denial) may take place no sooner than the following meeting of the Commission. The public and any interested parties are encouraged to attend and provide their views and opinions during the public meetings.