



## Planning and Zoning Board

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### *Case Information*

**CASE NUMBER:** **Z14-053 (PLN2014-00485)**  
**LOCATION:** The 8200 to 8400 blocks of East Ray Road (north and south side).  
**GENERAL VICINITY:** Located west of the northwest and southwest corners of East Ray Road and South Hawes Road.  
**REQUEST:** Rezone from AG AF and LC PAD AF to LC PAD AF and modification of the PAD overlay (33± acres)  
**PURPOSE:** This request will allow expansion of the Gateway Park PAD for the development of a mixed use development that is supportive of the airport with office, retail, and hotel components.  
**COUNCIL DISTRICT:** District 6  
**APPLICANT:** Park Corporation, Morgan Neville  
**STAFF PLANNER:** Lisa Davis, Planner II

### **SITE DATA**

**PARCEL NO.:** 304-30-022H; 304-30-022J; 304-30-022F; 304-30-022G  
**EXISTING ZONING:** AG AF and LC AF PAD  
**GENERAL PLAN DESIGNATION:** Specialty District-Airport and Employment/Mixed Use Activity District  
**CURRENT LAND USE:** Undeveloped  
**LOT SIZE:** 33± acres

### **SITE CONTEXT**

**NORTH:** Undeveloped– zoned PEP AF PAD  
**EAST:** (across Hawes Rd.) Undeveloped – zoned PEP AF PAD  
**SOUTH:** Phoenix-Mesa Gateway Airport – zoned LI DMP  
**WEST:** Undeveloped – zoned AG AF

**STAFF RECOMMENDATION:** Approval with conditions  
**PLANNING & ZONING BOARD DECISION:** ☒ Approval with conditions ☐ Denial  
**PROP-207 WAIVER:** ☒ Signed ☐ Not Signed

### **ZONING HISTORY**

**November 16, 2000:** Annexed into the City of Mesa (Ord. #3815)  
**February 5, 2000:** Established City of Mesa Zoning AG-AF (Case #Z00-87, Ord. #3885)

**July 8, 2010:** Rezone of approximately 16 acres from AG to LC-PAD for the development of a high quality Mixed Use Employment area with office, retail, and hotel components. Gateway Park PAD

### **PROJECT DESCRIPTION**

The applicant is requesting a rezone from Agricultural (AG) with an Air Field Overlay (AF) to Limited Commercial (LC) with a Planned Area Development Overlay (PAD) for approximately 18 acres and an amendment to expand the previously established 16 acre Gateway Park PAD, approved in 2010 (Z10-018 staff report attached). The applicant has provided revised Design Guidelines to include the entire property and remain mostly the same as was previously approved. The Design Guidelines are intended as a tool that encourages form-based development. The form-based development practices place primary emphasis on the ultimate form of the built environment and less emphasis on specific development standards and land uses. Public open space, pedestrian and open space systems and buildings with street scene presentation are emphasized.

The Limited Commercial District allows a maximum building height of two stories. The applicant has requested the PAD to allow a variation in the building height, allowing for up to ten stories. The Design Guidelines provided are intending to help create a vibrant semi-urban, mixed-use development focused on the built environment through a form-based approach. The Design Guidelines include concepts of phase development that intensifies over time, vertical and horizontal mixed uses, site design focused on internal pedestrian settings, a minimum of 12 percent of open space, and high quality architecture that is complimentary to the airport-commerce oriented vision.

#### Design Guidelines

The framework for site planning and design include building setbacks, build to lines and primary and secondary buildable areas. Page 14 of the Design Guidelines discusses these key development standards more in depth. The build-to zone indicates that 25% of the buildings will be within the minimum 2' and maximum 24' of the adjacent Ray Road and Hawes Road rights of way. The use of this zone is intended to bring buildings closer to the street and hide the majority of the parking behind buildings in a semi-urban environment. The Primary buildable area will have more intensity with urban building forms encouraged. The north parcel, north side of Ray, will emphasize a central access corridor for a pedestrian oriented environment. This will include an internal "main street" style access corridor that acts as an organizational element for the site. The south side of Ray, south parcel, will include a central plaza or open space that fosters a pedestrian friendly environment. The south parcel is envisioned as supportive of the airport because of its close proximity to the entrance of the airport.

#### Conceptual Site Design

The applicant has provided conceptual site plans that depict key development standards which include minimum build-to zones, primary and secondary buildable areas, and minimum and maximum building height. With the newly acquired parcels, the applicant has provided two conceptual layouts within the Design Guidelines showing all 33 acres (refer to pages 20 and 22). These exhibits provide conceptual examples of the physical direction for site design and building form of the property with the intention of encouraging higher intensity design solutions that break the traditional suburban mold. The overall intent is to guide development in the direction of compact building form, street-oriented building mass, internal pedestrian systems and the potential for greater density and intensity.

### **CITIZEN PARTICIPATION**

The applicant has notified all surrounding property owners within 1000-feet of the subject site. The applicant submitted a Citizen Participation Report. The applicant also met with representatives at the Phoenix-Mesa Gateway Airport. Staff has not been contacted regarding this proposal.

### **CONFORMANCE WITH THE MESA 2040 GENERAL PLAN**

The goal of Mesa 2040 General Plan is to establish and maintain neighborhoods and to build a sense of place in neighborhoods and commercial/entertainment districts. Rather than focusing on individual land uses, the Plan focuses on the “character of development in different areas.” Character types combine concepts of land use with building form and intensity to describe the type of area being created through the development that occurs.

This request is within the Character Type of *Employment/Mixed Use Activity District* as identified on the Character Area map in the Mesa 2040 General Plan.

*Employment Districts* is a character type that is primarily used for employment-type land uses of at least 20 acres and typically have minimal connection to the surrounding area. Examples of employment districts include areas for large manufacturing facilities, warehousing, business parks, etc. Employment districts may include supporting retail and office areas but rarely include any type of residential uses.

*Mixed Use Activity Districts* are large-scale (typically over 25 acres) community and regional activity areas that usually have a significant retail commercial component including shopping areas such as malls, power centers, or lifestyle centers that are designed and developed to attract customers from a large radius. Sub type: Community-scale districts (primarily serving up to a 4-mile radius) typically contain one or two big box buildings and associated shops and pad sites.

To grow and maintain a diverse job base, Mesa must continue to develop and maintain Economic Activity Areas that provide busy, vibrant places which draw people and businesses together. This project is located in the Gateway Economic Activity Area. This area provides the largest opportunity for new growth in Mesa. Phoenix-Mesa Gateway Airport, which has three expansive runways and is equivalent in area to major airports such as Los Angeles World Airports (LAX), is an area anchor and one of the largest airports in the country with the most available developable land. Given the large size of the area, a wide range of employment activities are anticipated with an emphasis on education, aerospace/aviation, and technology industry clusters. Particular emphasis will be placed on preservation and growth of aviation related employment opportunities.

The General Plan identifies key elements to community development that are important elements of continuing to grow and develop a healthy, sustainable City. The five elements include High quality development, Changing demographics, Public health, Urban design and place-making, and Desert environment. Development of this project has the opportunity to address the elements of high quality development, urban design and place-making, and response to the desert environment. Addressing these will be done through the future site plan approval process and the Design Review approval process.

These key elements have been considered in the development of the vision statements, guiding principles, goals, policies and strategies contained in the General Plan. The Design Guidelines, final approval through Design Review is required, have been reviewed and appear to have the potential to promote the following goals, policies, and strategies:

**Goal:** Grow and maintain diverse and stable jobs.

Economic Development P1: Preserve designated commercial and industrial areas for future job growth.

**Goal:** Provide rich, high quality public spaces and cultural resources

Public Spaces P1: The design and redesign of public buildings and facilities will include consideration of how to provide dynamic public spaces where appropriate.

Public Spaces P2: Design of neighborhoods, neighborhood village centers, mixed use activity districts, downtown, and transit districts should consider and include the development of public gathering places appropriate for the scale and location of the development.

**Goal:** Foster a development pattern that creates and maintains a variety of great neighborhoods, grows a diverse and stable economy, and develops rich public spaces.

Character Areas P4: In areas with the Mixed Use Activity District, character development will be reviewed for the opportunity to enhance the vitality of these districts by providing the right mix of uses to meet community and regional needs, and for compliance with any approved sub-area or neighborhood plan for the specific area.

Character Areas P7: In areas with the Specialty District character, development will be reviewed for the opportunity to maintain and enhance the nature of the particular special district, and for compliance with any approved sub-area or neighborhood plan for the specific area.

Character Areas P10: This Plan continues to allow and provide for the broad range of land uses that exist within the community; however, the built form will transition over time to achieve the goals of creating a more recognizable city, improving air quality, and ensuring access to solar energy.

Utilizing the tools of the Mesa 2040 General Plan in review of the proposed project with necessary changes discussed in the Design Review section below, this request would further implement and enhance the planned Employment/Mixed Use Activity District character of the given area, help to create a greater sense of place, and make the place more economically viable into the future.

#### **PHOENIX-MESA GATEWAY**

This proposal has been reviewed against the Mesa Gateway Strategic Development Plan, adopted in December of 2008. A full review is provided in the Z10-018 staff report, attached. Staff still in supports that this project is consistent with the goals and objectives of the Plan.

A letter dated November 12, 2014 is attached is a response from the Phoenix Mesa Airport Executive Director, Jane Morris. As noted in the letter this site is located within the Mesa Gateway Airport

Overflight zones 1&2. The conditions of approval addressed in this letter have been added to the conditions approval of this report.

## **STAFF ANALYSIS:**

### **SUMMARY:**

Staff is supportive of the requested rezoning from AG-AF to LC PAD and the proposed Gateway Park Design Guidelines. A previously approved the PAD allows for up to 10-story buildings within the development. The design guidelines are generally well developed and should help provide direction that will lead building design to a semi-urban, rustic contemporary desert style character. The building placement should be organized with pedestrian activity and site circulation focused around a "Main Street" or a "Central Plaza" concept. This is intended to encourage clustering of portions of the building frontage near the intersections and along the arterial roadway corridors. Further site plan review by the Planning and Zoning Board is required.

To the north and east of this project is the approved 230-acre Gateway 202 Airpark mixed-use development, Z09-017. This project is envisioned to be a major employment center with an estimated 3.3 million square feet of development. It proposes to include offices, hotels, retail development, and urban living environments. The Gateway 202 Airpark Design Guidelines were also approved to guide the quality of the development as well as ensure the continuity of each of the development areas.

### **CONCERNS:**

#### Design Guidelines

As discussed in the staff report of 2010, there is concern with the language contained within the Design Guidelines. Staff is largely supportive of the concepts, the concern and challenge for staff lies with the "shoulds" and "shalls" within the document. Staff anticipates challenges in determining whether a minimum level of adherence to the Design Guidelines has been achieved. The Design Guidelines are required to receive Design Review approval and all future development will also be required to receive Design Review approval. The initial development will establish the level of quality that will be carried through the remaining development.

Within the key development standards on page 14 of the Guidelines, the primary building area is listed as one of those standards. As part of this description, it needs to include the pedestrian focus on building entries, landscaping, that will encourage pedestrian movement.

Concept "C" On page 25 of the Design Guidelines depicts the energy station on the south parcel which indicates parking along Hawes Road frontage that is within the build to zone. According to the site design description of the build to zone, parking areas are not allowed in the build to zone. Future site plan design will need to comply with this section of the Guidelines. This illustration needs to be corrected in the Design Guidelines to avoid confusion in the future.

#### Entry/Exit into Airport

With the previous application, Staff had concerns with the conceptual site plans provided showing an "energy/gas station" directly adjacent to the entry into the airport property (adjacent to Hawes Road south of Ray Road). This was approved, however, with the previous application. Now that more land area is being added to the site, consideration could again be given as to whether or not an energy/gas station along this section of Hawes Road would meet the design and development goals for this main

entry into the Airport. A Special Use Permit for the gas station will be required along with site plan approval, further analysis can be done at that time.

#### Regional Public Trail System and Traffic / Transportation

As discussed in the 2010 report, The Mesa Gateway Strategic Development Plan includes the discussion of a Regional Public Trail System that currently ends on the west side of Power Road on the south side of the Santan Freeway. The trail is planned to extend to the East side of Power Road then continue either along the freeway corridor or the Ray Road corridor. In addition, Hawes Road from the 202 will provide a major access point to the new Phoenix-Mesa Gateway Airport terminal to be constructed on the north side of the Airport. It will be critical that this street provide smooth and easy access into the Airport. It is very likely that Hawes will need more right-of-way and have a different configuration than a typical arterial street. As development begins to occur in this area it will establish intensity, traffic patterns and access which will impact the Trail System and the Hawes Road alignment.

#### **CONCLUSIONS:**

Planning staff is recommending approval of the rezoning to LC AF PAD and the PAD amendment to Gateway Park subject to the following conditions.

#### **CONDITIONS OF APPROVAL:**

1. Compliance with the basic development as described in the Design Guidelines (without guarantee of lot yield, building count, or lot coverage).
2. Compliance with all City development codes and regulations.
3. Compliance with all conditions of Z10-018, ordinance #4997.
4. **The first phase of development within any parcels as identified in the project narrative (NWC or SWC of Hawes/Ray Roads) will include a site plan for the remaining portion of the 33 acres as stated in the Gateway Park Design Guidelines to demonstrate the site plan development potential. This is required to be updated with each subsequent site plan.**
5. **On page 16 of the Design Guidelines, the Build to Zone is applicable to the frontage adjacent to Ray Road as well as Hawes Road. As indicated on page 25 of the Design Guidelines, parking will not be allowed in the build to zone. The Design Guideline booklet is to be revised to include illustrations consistent with the requirement.**
6. **Due to the proximity to Phoenix- Mesa Gateway Airport, any proposed structure is subject to an FAA filing for review in conformance with CFR Title 14 Part 77.9, (form 7460), to determine any effect to navigable airspace, air navigation facilities. An FAA determination notice of no hazard to air navigation shall be provided prior to site plan approval by the Planning and Zoning Board.**