



Planning and Zoning Board

Case Information

CASE NUMBER: **Z16-035 (PLN2016-00278)**
LOCATION/ADDRESS: 500 block of South Pasadena (east side), between 521 and 551 South Pasadena excluding 525, 531, 537, but including the property behind (east of) those three addresses
GENERAL VICINITY: Located south of Broadway Road and west of Mesa Drive.
REQUEST: Rezoning from Residential Multiple Dwelling District 2 (RM-2) and Residential Multiple Dwelling District 3 with Planned Area Development (RM-3-PAD) to Residential Multiple Dwelling District 2 with Bonus Intensity Zone (RM-2-BIZ) and Site Plan Review. Also consider a preliminary plat for "Pasadena Estates."
PURPOSE: To allow attached single residence dwellings
COUNCIL DISTRICT: District 4
OWNER: Kevin Zirk, CFZ Development LLC
APPLICANT: Bruce Tulley, Trapezium Consulting Group
STAFF PLANNER: Andrew Spurgin, AICP Principal Planner

SITE DATA

PARCEL NO.: 139-36-065A, 139-36-065C, 139-36-067, 139-36-069
PARCEL SIZE: 72,679 square feet (1.67 acres)
EXISTING ZONING: RM-2 and RM-3-PAD
GENERAL PLAN CHARACTER: Neighborhoods -Traditional
CURRENT LAND USE: Multiple residence and vacant
PROPOSED DENSITY: 10.1 DU/AC

SITE CONTEXT

NORTH: Single and multiple residence units – zoned RM-2
EAST: Multiple residence – zoned RM-2
SOUTH: Single and multiple residence units– zoned RM-2
WEST: Single residence – zoned RM-2

STAFF RECOMMENDATION: Approval with conditions
P&Z BOARD RECOMMENDATION: ☐ Approval with conditions. ☐ Denial
PROPOSITION 207 WAIVER SIGNED: ☒ Yes ☐ No

PROPERTY HISTORY/RELATED CASES

July 10, 1930	Property annexed into City (Ord. #157) and placed under the A residential district in the first zoning ordinance.
June 1958	The surrounding neighborhood was rezoned to R-2, Multiple Residential
Sept. 22, 1980	Property to east of subject property added PAD to allow townhouse development on 2.37 acres (Z80-073)
July 20, 1983	Rezone 1.0 acre out of subject property from R-2 to R-3 PAD to allow a 16-unit multi-residence development, portion of this was constructed. (Z83-058)
Sept. 30, 2003	DIP approved to allow development of four multi-residence units in the R-2 district on the parcels located at 537 and 541 S Pasadena, unbuilt (ZA03-073)

PROJECT DESCRIPTION / REQUEST

The request of the applicant is to rezone 1.7± acres from RM-2 and RM-3-PAD to RM-2-BIZ to establish a subdivision of attached single residences. The subject property is located on the east side of Pasadena south of Broadway. The properties subject to the rezoning request form a U-shape with two access points to South Pasadena and surround three existing single residences that front South Pasadena.

The applicant proposes to develop 16 attached single residence units on individual platted lots ranging from a lot size of 1,781 to 2,312 square feet. An active open space area is located in a central location and will include a “tot lot” playground, picnic table and bicycle parking facilities for the neighborhood. The applicant has presented two product types for this development, both featuring two-car garages and individual private back yards that varying from 15 to 17.66 feet deep. The existing apartment structure on the northern-most portion of the property is proposed for demolition. The proposed street system is private without on-street parking. A median subdivision entry monument is proposed; however, the development will not be gated.

MODIFICATIONS

The applicant requests RM-2 zoning with the BIZ overlay to establish standards for future development of the property. The multiple residence districts established in the Zoning Ordinance primarily are structured for multiple dwellings on a single lot such as an apartment complex or condominium regime, however single residence development is permitted in all RM districts other than RM-5. The applicant intends to subdivide the property into individual lots for an owner-occupied townhouse format and therefore has requested modifications to the RM-2 standards include minimum lot area, lot width, lot depth, setbacks and lot coverage. These modifications will be discussed in greater detail in the staff analysis section of this report.

NEIGHBORHOOD PARTICIPATION

The applicant has completed a Citizen Participation Plan to inform neighboring property owners

of the request, obtain feedback and address comments or concerns that may arise. Notification was sent to:

1. All property owners within 1,000 feet of the subject property,
2. Registered neighborhood/homeowner associations within 1/2 mile of the subject property, and
3. Interested neighbors within 1 mile who have registered with the City of Mesa Neighborhood Outreach Division.

The Citizen Participation Report indicates that a neighborhood meeting was not held. The Report indicates four inquiries as the result of the applicant mailing, one of whom is in an adjoining property who expressed opposition to the proposed project. The neighborhood outreach effort by the applicant meets the citizen participation process requirement. Staff received one inquiry regarding the project from a neighbor who objects to the applicant's proposal due to its two-story construction. The neighbor requested modification to the plan to either build single-story only or alternatively to increase the setback distance and to increase the height of the screen wall to 8 feet to mitigate building height impacts.

MESA 2040 GENERAL PLAN

Summary: The General Plan designates this area "Neighborhoods Traditional" featuring a development pattern consisting of predominantly single-residence uses but which includes a variety of lot sizes and dwelling types. The applicant's requested RM-2-BIZ zoning is consistent with the Neighborhoods Traditional character type. The proposed development also addresses other aspects of the General Plan with regards to creating and maintaining a variety of great neighborhoods.

The goal of the Mesa 2040 General Plan is to establish and maintain neighborhoods and to build a sense of place in neighborhoods and in commercial/employment areas of activity. 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.

Criteria for review of proposal: The following criteria of the Mesa 2040 General Plan have been developed for use during the review process to determine whether the proposed development is achieving the vision and goals established in the General Plan and thus meeting the statute requirements.

1. Is the proposed development consistent with furthering the intent and direction contained in the General Plan?

The General Plan focuses on creating land development patterns that emphasize the character of place. Strengthening neighborhoods and the commercial centers that serve them is also important. There is an emphasis on retrofitting auto-centered form of suburban development with infill developments that provide pedestrian connections.

Section II of the General Plan establishes the primary elements of the document:

- A. Creating and maintaining a variety of great neighborhoods,
- B. Growing and maintaining stable and diverse jobs,
- C. Providing Rich, High Quality Public Spaces and Cultural Resources, and
- D. Community Character.

Since the property is mostly vacant, establishing a presence on this property between existing residential areas has the opportunity to bring new residents and activity to the area, contributing to the public safety of the surrounding area. The introduction of a new housing product type in this area supports General Plan policies to provide for housing diversity and is consistent with the Neighborhoods Traditional development pattern. The provision of common open space will provide an opportunity for gathering in an area lacking of park land.

2. Is the proposed development consistent with adopted sub-area or neighborhood plans?

The subject property is not located within an adopted sub-area or neighborhood plan.

3. Is the proposed development consistent with the standards and guidelines established for the applicable character type(s)?

The General Plan designates this area "Neighborhoods Traditional." The focus of this character type is to provide areas for housing that is predominantly single residence but that may vary in lot size or building type. To mimic traditional neighborhoods, this character type proposes diverse architectural designs and styles with homes close to the street and parking areas set to the back. This character type also proposes accessible, usable community spaces for small neighborhoods. The preferred zoning districts include RS-6, -7 and -9 as well as the RSL and RM-2 districts.

The requested RM-2-BIZ zoning is consistent with the concepts of the Neighborhoods Traditional character due the single-residence format proposed by the applicant and the character area's intentional blend of density that would be added to a neighborhood that contains both single residences and multiple residence forms of development. The architecture of the applicant's proposal should continue to address a variety of architectural designs and styles to fully comply with this character type.

4. Will the proposed development serve to strengthen the character of the area by:

• Providing appropriate infill development;

This proposal infills property that has been only partially developed and left in distressed condition. The existing property configuration creates an unsafe situation with poor visibility into the site without a streetscape presence. Configuring the U-shaped property to feature a loop street fronted with attached single residence units creates its own streetscape and establishes an opportunity to form a community around the shared common space.

- **Removing development that is deteriorated and/or does not contribute to the quality of the surrounding area;**

Approval of this request will remove a deteriorated multi-residence building from the property and put vacant land to use for new housing in an area that has not experienced new construction since the early 1980s.

- **Adding to the mix of uses to further enhance the intended character of the area;**

The Neighborhoods Traditional character area is intended mainly for single-residence but with varying lot sizes and dwelling types. The proposed attached single residence units provide smaller lot sizes from adjacent development but carries out the mixture of lot sizes contemplated for the character area and is consistent with the density allowed on the surrounding RM-2 zoning for the neighborhood. This proposal has the opportunity to provide new housing options for the area where the surrounding quarter section has a median year built of 1955.

- **Improving the streetscape and connectivity within the area;**

Approval of this request will include two new connections to South Pasadena where the applicant has proposed landscaping and subdivision entry signage. This added presence along South Pasadena will fill in two cavities along Pasadena's eastern blockface between 5th and 6th Avenue. A section view from South Pasadena is provided in the report attachments.

- **Meeting or exceeding the development quality of the surrounding area;**

The site was previously developed with a small multi-residence building that was part of a larger 16-unit plan that was never completed. The adjacent area has had no new development since the 1980 approval of townhouse lots to the east. A number of adjacent homes have been converted into multiple residence units as permitted by the RM-2 zoning for the surrounding area. The additional dwelling units in the area have resulted in numerous additions to existing structures and vehicle parking in yard areas. The applicant's proposal establishes new housing product in a smaller format that may appeal to a greater variety of buyers. The provision of 2-car garages provide off-street vehicle storage and help meet modern homeowner expectations. The applicant's inclusion of a common open space is a feature lacking in the surrounding area. Stapley Park (northeast of Mesa Dr. and Broadway Rd.) and the Broadway Recreation Center are the only nearby recreational opportunities for area residents.

5. **Does the proposed development provide appropriate transitions between uses? In more urban areas these transitions should generally be accomplished by design elements that allow adjacent buildings to be close to one another. In more suburban locations these transitions should be addressed through separation of uses and/or screening;**

The site is sandwiched between existing multiple residence and townhome buildings to the south and east and more typical single residence dwellings to the north and west. The proposed small lot attached single residence development is a logical transition between single residence and multiple residence forms of development. Building setbacks of 15 feet

or greater are proposed on all sides of the project and the applicant proposes to construct a six feet screen wall around the development. A condition of approval is proposed by staff to include perimeter landscaping.

STAFF ANALYSIS

SUMMARY:

The applicant has requested to rezone the property from RM-2 and RM-3-PAD to RM-2-BIZ to allow 16 attached, single residence units in three separate groupings. All surrounding properties are currently zoned RM-2 and therefore the applicant's request brings the properties into greater conformity with the intended zoning scheme for the neighborhood and removes a spot of RM-3 from the zoning map.

The BIZ overlay provides an avenue to allow "variation from residential densities and other development standards to allow greater intensity of development and encourage unique, innovative development of superior quality." Specifically, the BIZ establishes development standards that must be met with future construction including bicycle parking, limitations on "over parking" a site and requirements for energy efficient building design. The BIZ district also contemplates the use of phasing plans to facilitate future buildings.

Development Standard	RM-2	Applicant's BIZ Request
Min. lot area (s.f.)	7,200	1,781
Min. lot width for attached single residence (ft.)	36	28
Min. lot depth for attached single residence (ft.)	94	47.4
Min. lot area per dwelling unit (s.f.)	2,904	1,781 (net) 4,319 (gross)
Min. yard (ft.)– front and street-facing side	20	4
Rear yard (ft.)	15	15 with 8-foot encroachment for private patio and Ramada
Min. yard – side yard for end units (ft.)	10	0
Max. building coverage	45%	65% net on one lot 26.8% gross for site
Front yard paved surface (max.)	50%	85%

Analysis of the applicant's proposal is provided below in main subject areas: density, parking and housing product.

Density:

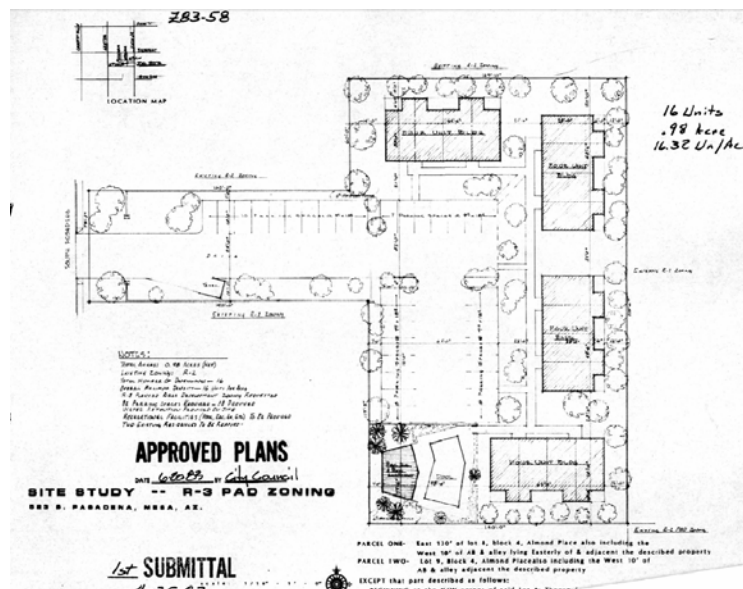
The RM-2 district is the least intense of several multi-residence (RM) districts established by the City of Mesa Zoning Ordinance. The provisions of the RM districts are oriented for multiple dwelling units located on a single lot or parcel such as an apartment or condominium complex

however attached single residence uses are a permitted land use in all but the most intense multi residence district, RM-5. The applicant's request to deviate from the RM-2 standards is to facilitate attached single residence units on individual platted lots. The overall density of the development over the 1.7 acres is less than the 12 units per acre authorized for the RM-2 district. Staff suggested to the applicant to apply for the RM-2 district to remove the spot of RM-3 to create zoning map consistency with adjacent RM-2 zoning. The properties surrounding the subject property all feature RM-2 zoning, which was put in place in 1958.

Deviations from the Zoning Ordinance are necessary to implement the applicant's requested attached single residence units, rather than a typical RM district apartment or condominium development. When the applicant's proposal is considered collectively across the entire site (gross), the density and allowable building coverage is lower than the level permitted by the RM-2 district.

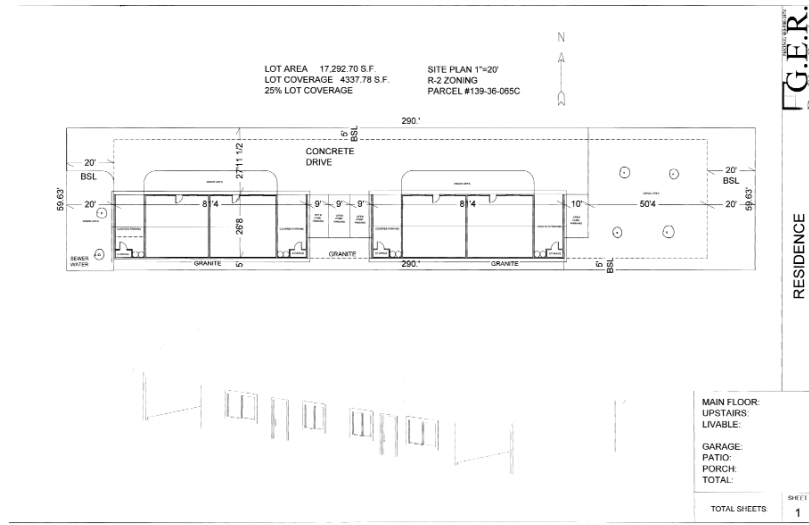
The previously approved RM-3-PAD (Z83-058) on the northern 0.98 acre of this subject property permitted a setback of 10' to the north and 12' to the east at a density of 16.32 units per acre. Only the northern most of the three buildings was constructed however a new applicant could propose a site plan to harness the existing RM-3-PAD entitlement without the discretionary review of a rezoning request. The applicant's request is a reduction in overall density and provides deeper perimeter setbacks than the existing site plan on record.

Previously Approved Site Plan

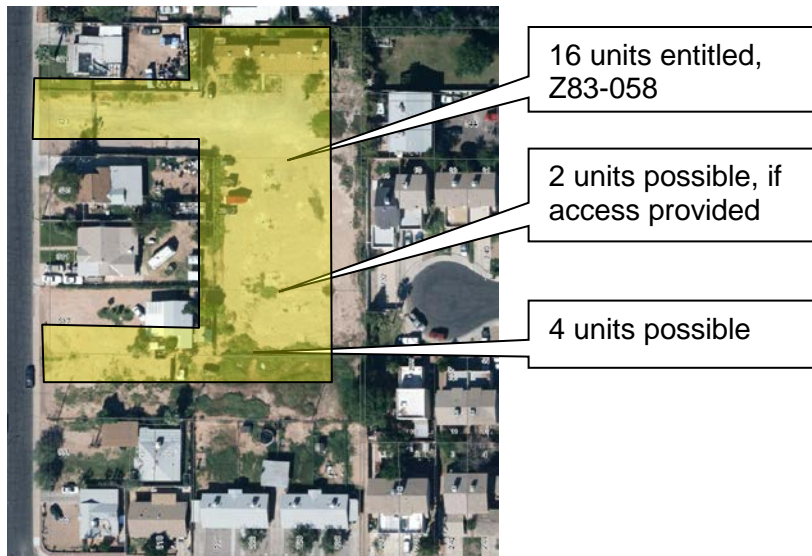


A four-unit multi-residence was approved as a Development Incentive Permit (DIP) in 2003 (ZA03-073) for the southern 0.4-acre portion of the subject property. Though this proposal was utilizing the existing RM-2 zoning, it was necessary to request variances to achieve the layout

proposed, with setbacks as little as five feet. The DIP was not vested therefore has expired but it is plausible that another applicant could propose multiple residence development under the existing RM-2 zoning with or without variances.



If both projects described above had been built, a total of 20 multiple residence units would have been built on the subject property with lesser setbacks and no substantive conditions of approval (“stips”) to ensure quality development. An intervening 8,068 square foot tract within the subject property was not included in the previous two cases. Under current RM-2 zoning this intervening property would also be eligible for 2 units if access was provided. Thus the entire area subject to the current request could potentially yield 22 units without a zoning change.



Parking:

On-street parking will not be permitted due to the 21-foot width of the internal private drive however, by means of 2 car garages within each unit and an additional 6 guest spaces, a total of 38 parking spaces are provided within the site. The minimum parking required is 34 spaces thus the applicant is exceeding the minimum, moreover in similar clustered housing plans, staff has sought to obtain at least 1 guest parking space for every 3 units. In this case 6 guest spaces are provided for 16 units.

The project site is considered transit accessible since Broadway Road is approximately 850 feet to the north, although the nearest bus stops are located approximately 600 feet to the west of Pasadena on both the north and south sides of Broadway adjacent to the City of Mesa Recreation Center. A quarter-mile distance is typically considered transit accessible. The project site is also approximately one mile from the Mesa Drive light rail terminus.

Housing Product:

The applicant proposes two different two-story floor plans consisting of 2 bedrooms and 2 ½ bathrooms within each. Plan A provides 1,695 square-feet consisting of a ground level family room of 15'11"x14'0" and a 11'2" x 11'2" galley kitchen. Plan B provides 1,633 square-feet consisting of a ground level family room of 14'1" x 13'10" and galley kitchen of 14'1" x 13'10." In both plans it is assumed that the dining area will be shared with the family room. The family rooms in both Plans A and B are actually smaller than the master bedrooms. Although there is no specific authority in the Zoning Ordinance to regulate these room sizes, staff is concerned that the layouts are very small for a three-bedroom home and may be challenging to establish long-term quality lifestyles for residents. Staff discussed this concern with the applicant and identified possible options to increase livable space such as a 3-story rowhouse type product or use of a single-car garage or tandem style garage to increase ground level space and the applicant indicated that the homebuilder does not believe that changes to the floorplans are prudent. Staff acknowledges that the proposed project carries a high level of risk for the developer and has tried to remain sensitive to the applicant's business needs.

Acknowledging that substantive changes to the building types and floorplans is unlikely, staff believes that the best avenue to promote quality is to work with the exterior design of the product. The applicant has proposed using an eight-color palette to break up the facades of the townhouse style buildings. Window patterns differ on the street facing elevation to include a mix of sizes and shapes and placement of shutters on single windows. Seven of the 16 units also feature bay windows that pop out one foot from the front elevation. The street facing roof elevation is also differentiated through the use of gables, dormers and breaks in roof heights. A mixture of front porch types is also provided, with some units featuring a gabled front porch, others featuring a front porch with a shed roof and other units featuring a shared gabled porch with the neighboring unit. This variation is characteristic of traditional rowhouse development. For roofing material, textured shingles are proposed to provide greater visual interest than conventional asphalt shingles. Tile roofing material that is seen in many neighborhoods in Mesa is not consistent with the roofing types of the surrounding neighborhood. Finally, various garage door designs will vary with four different panel and glazing patterns and in seven different colors.

CRITERIA FOR BIZ APPROVAL:

Chapter 21 of the Mesa Zoning Ordinance establishes three basic threshold criteria with specific development standards as sub-criteria for approving a request for a BIZ overlay. Projects must comply with either items 1 and 2 of the criteria listed below or alternatively items 1 and 3 of the criteria below. Compliance with each listed sub-criteria is not required to approve a BIZ however it is proportional to the number of code deviations requested by the applicant.

1. Provide distinctive, superior quality designs

Ordinance section 11-31-32 establishes standards for Superior Design as outlined below:

- A. Holistic approach to project design,
- B. Responsive approach to site and sub-area context,
- C. Sustainable design,
- D. Exceeds standards, and
- E. Great public spaces.

The applicant proposes combining four parcels into a cohesive development with a shared private street and common open space with amenities. A colorful xeriscape landscape palette is proposed for the subdivision entries, along the private street, in the common open space and retention areas. Ramadas and shade structures are proposed on each lot and in the open space to promote outdoor living and areas for social interaction. The applicant's narrative discusses energy efficiency planned for construction and smart location concepts used by infilling in a location that does not require extension of municipal services beyond existing service areas. Uniquely, the applicant proposes a permeable pavement system following low impact development (LID) best practices.

2. Address environmental performance standards

- A. Site Selection criteria relative to distressed locations, damaged sites, infill or transit adjacent.
- B. Site design criteria relative to multimodal transportation options and energy efficiency

The applicant's proposal is located on distressed properties in an infill location that is served by existing community services, utility infrastructure and public streets with sidewalks. Valley Metro service is available along Broadway and features bus stops less than ¼ mile from the site. The census tract for this area features 66% renter-occupied units according to the 2010 census, thus introducing opportunities for home ownership will help balance that situation. According to City GIS analysis, the surrounding quarter section has a median structure year built of 1955 and an average year built of 1957, thus new construction in the area represents an opportunity to diversify housing opportunities.

The applicant has provided specific locations for bicycle parking to encourage active transportation by residents and an internal sidewalk system circles through the property to connect to the existing public sidewalk along Pasadena. The applicant's narrative describes

energy efficiency measures such as insulation, double windows, and a construction pattern to reduce heat loss/gain and regionally appropriate construction material.

3. Documentation that the buildings will meet or exceed nationally recognized performance standards.

Staff has proposed a condition of approval that a third party rater will be used to verify that the proposed homes meet or exceed nationally recognized performance standards prior to final inspection.

CONCERNS:

The applicant has proposed attached single residence homes with two-car garages at each unit on lots varying in size from 1,781 to 2,312 square feet. The shallow lots will not allow a driveway depth sufficient to allow parking within the driveway so any additional parking will be off of each lot. The proposed private street section is too narrow to allow on-street parking therefore the applicant has planned six additional guest parking spaces to serve the 16 units within the project. With recent cluster development projects, the City has approved guest parking ratios typically at one space per three units, which this 16-unit proposal meets. If the two-car garages are used for personal storage and not vehicle parking, the limited parking on-site may result in overflow parking on to Pasadena Street in front of existing residences and requiring lengthy walking distances to homes.

CONCLUSION:

The proposed rezoning from RM-2 and RM-3-PAD to RM-2-BIZ enables an attached single residence development that promotes the mixture of housing types promulgated by the Mesa General Plan for the designated character area. Staff supports the applicant's request provided that conditions are addressed and Design Review expectations are met. The recommendation for approval includes the following conditions:

CONDITIONS OF APPROVAL:

1. Compliance with the basic development as described in the project narrative and as shown on the site plan, building elevations and preliminary plat provided without guarantee of lot yield.
2. Compliance with all City development codes and regulations.
3. Compliance with all Design Review requirements.
4. Completion of a final plat and compliance with all requirements of Subdivision Technical Review.
5. Subdivision identification signs need separate approval and permit for location, size, and quantity.
6. **Install shrubs within at least 50% of the 15-foot perimeter setback.**
7. **Heating and air conditioning units shall be ground mounted within enclosed rear yard areas.**
8. **The solid waste pad for lots 3 and 4 shall be screened on three sides with decorative wall and landscaping.**

9. **Provide variation of stucco finishes with color changes on the residential product, to be reviewed and approved by the Planning Director.**
10. **Provide with building permit submittal documented evidence that the buildings will meet or exceed nationally recognized environmental performance standards such as LEED™ Silver, Green Globes Certification, compliance with the International Green Construction Code or equivalent third-party criteria as described in Zoning Ordinance Chapter 21.**
11. **Provide maintenance/access easements in the common property to access the zero side yard for lots where necessary as determined through subdivision technical review.**