



## Planning and Zoning Board

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### *Case Information*

**CASE NUMBER:** **Z16-046 (PLN2016-00372)**  
**LOCATION:** 1800 block of West Main Street (north side) and 100 block of North Dobson Road (east side) and 100 block of North Sycamore (west side)  
**GENERAL VICINITY:** Located north of Main Street and east of Dobson Road  
**REQUEST:** Approval of rezoning from ID-2, GC-BIZ, LC-BIZ and LC to T4N, T4NF, T5N, T5MSF, and T5MS and the adoption of a Smart Growth Community Plan including a Preliminary Development Plan.  
**PURPOSE:** This request will allow development of a transit-oriented neighborhood including but not limited to uses such as multi-residences, townhomes, parking facilities, commercial retail and services, senior living facilities, extended care facilities, and education facilities.  
**COUNCIL DISTRICT:** District 3  
**OWNER/APPLICANT:** Miravista Holdings, LLC; Islandia Associates LLC and Sycamore Station Fund, LLC.  
**STAFF PLANNER:** Andrew Spurgin, Principal Planner

### **SITE DATA**

**PARCEL NO.:** 135-48-042, 135-48-001Q, and 135-48-003H  
**PARCEL SIZE:** 20.59± acres  
**EXISTING ZONING:** GC-BIZ, LC-BIZ, LC and ID-2  
**GENERAL PLAN DESIGNATION:** Mixed Use Activity District/Transit Station Area  
**PROPOSED LAND USE:** Multiple-residence, parking facility, senior living, retail/services, extended care/school

### **SITE CONTEXT**

**NORTH:** Single residential development, Webster Elementary School  
**EAST:** (Across Sycamore) single residential development and commercial development along West Main Street  
**SOUTH:** (Across Main) Mesa West Commerce Park  
**WEST:** Retail center (immediately adjacent) and (across Dobson) single residential development

### **ZONING & PROPERTY HISTORY**

<b>July 21, 1958:</b>	Annexed into City (Ord. #353)
<b>January 24, 1962:</b>	Rezone from R-1 to C-3 for Main Street frontage (Z62-005)
<b>July 19, 1963</b>	Rezone from R-1 to C-2 for northern portion of property (Z63-038)
<b>June 7, 1999:</b>	Site Plan Modification for the former Tri-City Mall (36 acres) to allow for a new retail center and office uses (Z99-021) (see Appendix I for graphic illustration)
<b>December 18, 2003:</b>	Approval of BIZ overlay on 14.46 acres to allow a bus transfer station, park & ride facility and future development site associated with the Sycamore station (Z03-064)
<b>June 14, 2012</b>	Adoption of the Form-Based Code as an additional zoning option within the City of Mesa Zoning Ordinance
<b>February 25, 2013:</b>	Rezoning to ID-2 on 4.05 acres adjacent to transit center for mixed use residential development (Z13-003)
<b>August 22, 2015:</b>	Central Main Light Rail extension opens to Mesa Drive, thus reducing the need for the park and ride function at Sycamore Station

**STAFF RECOMMENDATION: Approval with conditions**

**P&Z BOARD RECOMMENDATION:** ☐ Approval with conditions. ☐ Denial

**PROPOSITION 207 WAIVER SIGNED:** ☒ Yes ☐ No

### **BACKGROUND AND PROJECT DESCRIPTION**

The site is located north of Main Street and east of Dobson Road. When the Sycamore Station was the “end of the line” for light rail, the park and ride facility was used extensively and a bus transfer center was designed to connect to light rail. With the 2015 extension of light rail to Mesa Drive, and future extension eastward to Gilbert Road, the park and ride and bus transfer functions of the Sycamore Station have changed. This change establishes an opportunity to redevelop this site in a manner that responds to the light rail facility and good access provided by both Main Street and Dobson Road. A public parking facility will continue to be provided on the site as determined by City of Mesa Transit Services. The bus transfer facility would move from the turnaround facility at the southeast corner of the property to an on-street facility on Sycamore with bus pull ins to minimize conflict with vehicular traffic on Sycamore.

The applicant requests approval of a Preliminary Smart Growth Community Plan to establish transects of the Form Based Code on 20.6± acres adjacent to the Sycamore Station light rail stop. The vision for the property is to use the Form Based Code to redevelop into a concentrated blend of housing types and densities, retail services as well as sites for senior living facilities and/or hotel and an extended care facility. The extended care tract has also been identified as possible location for expansion of the adjacent Arizona College located on Dobson Road. The approximate unit yield is 490 to 685 units across the site (23 to 33 units per gross acre).

The Form Based Code is prescriptive to building types, building forms, street frontages and civic

space design unlike typical zoning designations that only consider the interior of a development site without necessarily the context of the surrounding street, blockface or neighborhood. Form Based zoning is intended as a highly visual and interactive approach to zoning that is more prescriptive on design but more flexible in land uses and permitting procedures. A pedestrian shed of ¼ mile is used to form the area for a transit oriented Smart Growth Community Plan, with different transect zones forming the basis for zoning districts within the Plan. In this particular case the proposed project is just a portion of a much larger pedestrian shed around Sycamore Station.

Rather than a typical project narrative, the applicant has furnished a Preliminary Development Plan that will serve as a regulating document for the 20.6± acres. The document indicates locations of the proposed transect zones, conceptual site plan for each parcel, as well as plans for civic spaces, thoroughfares, pedestrian routes, parking accommodations and the internal “main street” within the site. Upon approval of the proposed plan the zoning will change on the property to the requested transects identified in the regulatory document and associated exhibits.

This regulatory document will be used with the Zoning Ordinance provisions for the applicable transect zones to guide future approvals within the site. A Final Development Plan is a necessary second step for all development within the site. If deviations from the original plan are proposed that are inconsistent with the adopted Preliminary Plan, then a plan amendment will be brought back to Planning & Zoning Board for consideration in accordance with Section 11-63-13(D). Proposed development that is consistent with the approved plan will follow the administrative Zoning Clearance process to check for conformity to the adopted transect zones. Items reviewed by staff during the Zoning Clearance process include building form, building type, frontage, civic space and any additional conditions of approval. The typical Design Review process will still be used to ensure quality building and landscaping design. Subdivision Technical Review and construction plan review follow established City of Mesa standards and procedures.

A separate development agreement is anticipated that will address several factors unique to the site relative to transportation facilities, transit operations as well as access to Webster Elementary School and Recreation Facility.

### **CITIZEN PARTICIPATION**

The applicant has notified surrounding property owners within 1000-feet of the subject site, registered neighborhoods within one mile and homeowner’s associations within one-half mile of the site. Meetings were held on August 22 and August 31, 2016 and additional meetings were held with RAIL and the Mesa Grande association. The applicant submitted a Citizen Participation Report on September 22, 2016. The report indicates discussion on several items:

1. Traffic – specifically along Sycamore between Main and University relative to school start and release time, cut through traffic and the impact of the Sycamore Station project.
2. Density – the quantity of units provided, with general support for the townhome component and mixed comments on the multi-residential and senior housing elements. School and traffic impacts were concerns with the density discussion.
3. Project pricing – there was discussion about affordable housing versus market-rate housing. There was concern that the project may not be affordable for the area, but there were also concerns about acceptance of housing choice vouchers (a.k.a. “Section

- 8).
4. Park & Ride facility – there was discussion about its location within the project site due to the distance from the light rail station and provision of public rest rooms within the facility.
5. Webster Elementary School – there was discussion about impact on school enrollment.

Staff has received comments from several citizens from both the adjacent residential area as well as residents who live further to the north and east. Several inquiries were informational in nature, however staff received comments of concern on several issues. First, concerns were provided about the potential number of residential units proposed for this site and its impact on levels of service for schools and surrounding streets. Comments were also made to staff about the potential for low-income housing within the project. Oppositely comments were made to staff expressing concerns about the lack of affordable housing in the applicant's plan and that the for-sale housing products would be expensive thus impacting property values and taxation on surrounding residents. Finally, comments were made to staff about existing traffic problems adjacent to Webster Elementary due to on-street parking by school faculty and drop off activity of parents with concern that the proposed development would exacerbate this situation.

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

*Summary: The proposal is consistent with the concepts of the Mixed Use Activity District and Transit Station Area sub-type established in the Mesa 2040 General Plan.*

*Redevelopment of the property of the former Tri-City Pavilions mall directly supports Chapter 5 policies relative to retail redevelopment and revitalization. Creation of civic spaces of different types throughout the development supports Chapter 6 policies for providing high quality public spaces. The six key factors for neighborhood design established in Chapter 4 of the General Plan are also promoted through the proposed preliminary development plan by virtue of the proposed diversity of housing types, integrated street system, establishment of a unique character, and inclusion of a senior living component to the project. Density proposed is consistent with the General Plan's development intensity map. The proposal implements the Design Imperatives of the West Main Sub-Area Plan through the proposed building design and site layout.*

The goal of 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 development**

State statutes require that all adopted zoning and rezoning ordinances be consistent with the adopted General Plan. Determining consistency with the General Plan requires a review of the proposal against the character area requirements and the other goals and policies of the Plan and any adopted sub-area plans. The following criteria have been developed for use during the review process to determine whether or not the proposed development is achieving the vision and goals established in this 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.

*The proposed transit oriented development at this location is consistent with the guiding principles of the General Plan and, in particular, contributes to goals to revitalize older retail areas, provide for housing diversity and provide rich public spaces.*

*The project plan includes a full lifetime spectrum of housing types to create a community for all ages in the form of multiple residence buildings, townhomes, senior living and extended care. Though major intersections such as Main and Dobson present desirable retail locations, the immediate surrounding area is well serviced by established retail services and the location is also within close proximity of regional commercial areas such as Riverview, Tempe Marketplace and the Fiesta District. Though currently zoned LC, this property is unlikely to return to a major retail destination as proposed with the 1999 Tri-City Pavilions redevelopment plan. Chapter 5 of the General Plan establishes policies for redeveloping older retail areas to allow infill residential development and identifies West Mesa specifically as an area with the opportunity for redevelopment and intensification based on expansion of transit services.*

*The proposed development responds well to available transit services and proposes an engaged internal main street to connect the Sycamore Station with a new parking structure fronted by a public plaza space. The size and design of this facility will be subject to requirements of City of Mesa Transit Services.*

*The layout of the transect zones and the conceptual plan for development of the property implements the General Plan by providing strong connectivity to the adjacent commercial development and the opportunity for residents of the surrounding neighborhoods to walk and drive through this site to the existing shopping area.*

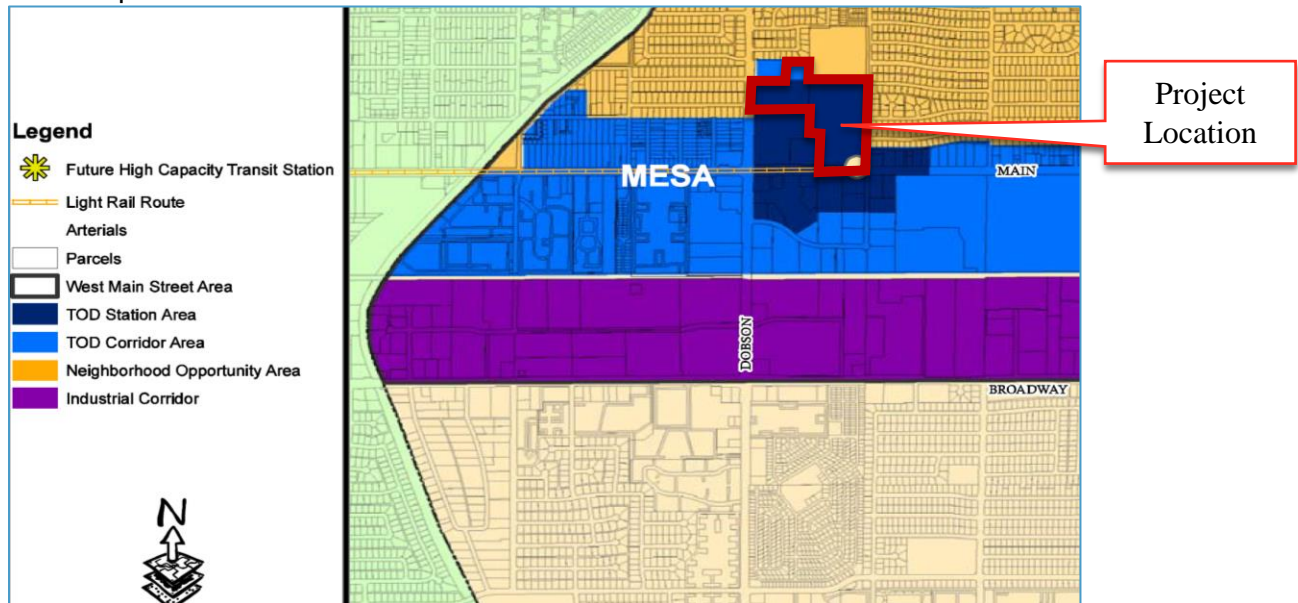
**2. Is the proposed development consistent with adopted sub-area or neighborhood plans?**

The proposed development is located within the West Main Sub-Area Plan, which was adopted in 2007 with the specific intent of planning for the extension of light rail into West Mesa and how to shape surrounding neighborhoods to support transit, provide pedestrian-friendly design and density at key locations around stations. A list of related West Main Sub-Area Plan policies is attached to this report as Appendix II. The overall vision of the Plan is to promote moderate density in a built environment that is pedestrian friendly and responds to transit but which also provides civic spaces and which is economically balanced, respects existing neighborhoods and diverse elements in the area.

The plan's framework is established in topic-based chapters as follows:

- A. Placemaking/Urban Design;
- B. Land Use;
- C. Transportation;
- D. Historic Preservation;
- E. Open Space and Recreation;
- F. Public Infrastructure; and
- G. Design Imperatives and Illustrations.

Chapter 7 of the Plan establishes four land use categories with associated policies to guide redevelopment as shown below:



The proposed development is located within area established by the Sub-Area Plan as the TOD (Transit Oriented Development) Station Area with the exception of the northern-most ~1.47 acres which is located within the TOD Corridor Area. The Land Use Chapter of the Sub-Area Plan establishes numerous policies for TOD Station areas pertinent to the Sycamore Station development plan including the following:

- A. LUP5: Residential density should be less than 30 dwelling units per acre,
- B. LUP6: Commercial intensity should have a floor area ratio of at least 0.60,
- C. LUP7: Building heights should be a minimum of 3-stories however additional review is required for buildings over 6 stories in height.
- D. LUP12: A diverse mix of housing should be provided to allow housing for all income groups. . . .The diversity of housing mix should be achieved through housing types, unit size and availability of amenities in these areas.
- E. LUP13: Mixed-income housing should be encouraged to further enhance the diversity of housing in the area,
- F. LUP 14 and 15: allow reductions in parking from typical Zoning Ordinance requirements.

To facilitate a careful integration of new high-density development into existing neighborhoods, Chapter 12 of the Sub-Area Plan identifies "Design Imperatives" for future

development within the TOD Station Areas and TOD Corridors Area. The Design Imperatives include the following policies

- A. Building Setback from the Street: generally 8' maximum from Main Street with the exception for plaza and parks or developments with outdoor seating where setbacks can be extended to 16';
- B. Building Setback from Adjacent Properties: maintain 15' setbacks from adjacent single residential development;
- C. Building Height: Minimum height of 3 stories in station areas and up to 6 stories may be approved through a hearing process with considerations made for adjacent single residential uses;
- D. Floor Area Ratio: commercial developments in station areas of at least 0.60 FAR.
- E. Residential Density: 30 units/acre minimum for residential-only projects with no minimum for mixed-use projects.
- F. Building Frontage: Minimum street frontage of 75% of the lot width in the station area, except when parks, plaza and essential driveways are provided.
- G. Street Wall Features: Visual interest in street walls with entrance to Main Street and pedestrian connections to stations. Blank walls not exceeding 20' and not more than 30% of the building width adjacent to Main Street. For residential buildings, blank walls should not be longer than 20' and not more than 50% of the building width adjacent to Main Street.
- H. Building and Shade: development abutting Main Street, sidewalks should be shaded through awnings and projects. Additional shade through landscaping should also be provided.

*The sub-area plan was prepared in 2007 in anticipation of the completion of light rail to Sycamore. The plan identifies Transit Station Areas for the highest intensity of development and proposes elements such as zero setbacks, building frontage standards as well as minimum densities of 30 dwelling units per acre and minimum three-story buildings. The proposed development responds well to the policies identified for Transit Station Areas and provides for placemaking through the use of architectural termination vistas, a series of civic spaces and the use of structure parking to establish a close-knit development that will be walkable and compatible with transit.*

*The applicant has furnished a summary of key West Main Sub-Area Policies and has demonstrated compliance with these policies (page 42 of applicant's plan). This proposal is challenged in that it represents only 20 acres out of the larger pedestrian shed around Sycamore Station and transit-oriented development elsewhere in the station area is contingent on individual actions by numerous different property owners. Staff believes that the proposal for this particular 20 acres implements the ideas and concepts of the West Main Sub-Area plan for a mixed density, pedestrian-oriented design that complements the presence of the light rail station.*

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

Figure 7-1 of the Mesa 2040 General Plan identifies this location as a Mixed Use Activity District which are community and regional activity areas characterized by significant retail commercial component and often include other uses such as office, entertainment and residential. As part of redeveloping older community commercial areas, this character type

may transition into providing a greater mix of uses including office and residential activities and should take on a more pedestrian-friendly environment.

Regional-Scale Mixed Use Activity Districts are typically over 60 acres in size and attract people from a larger area. Primary zoning districts for this character type include high density multiple residence districts and when located with a transit district character type, the U zoning designator, Bonus Intensity Zone (BIZ), or form-based code district is appropriate. The form and guidelines for this type establish several policies relative to the proposed development:

- Building heights typically ranging from one to three stories, taller building encouraged
- Usually more suburban in design and form with auto dominant characteristics, but more urban forms that balance autos with pedestrians are encouraged for new development and redevelopment
- When in conjunction with a transit district these areas will have the highest densities and intensities outside the downtown

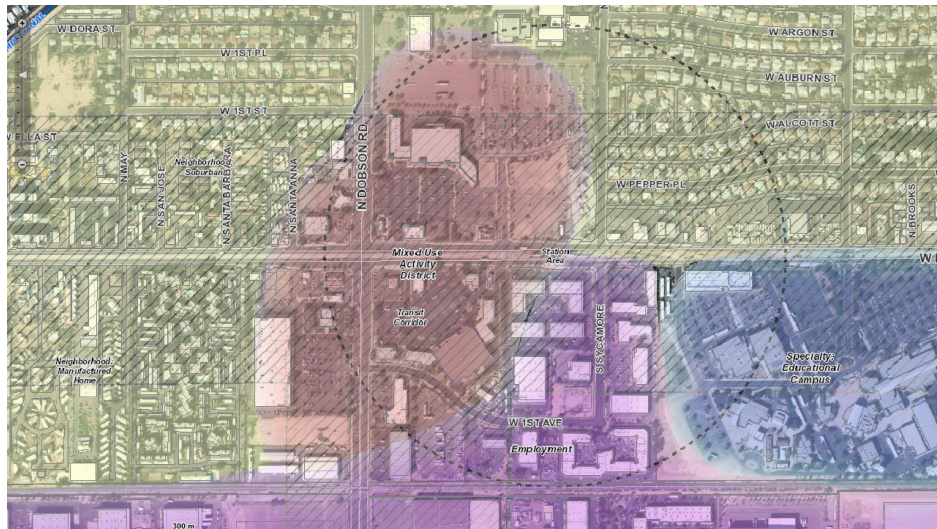
The subject property is also included with the "Transit Station" sub-type which applies to development of land within one-quarter mile of a light rail station that includes an urban pattern of development with buildings close to the front property line and parking behind or beside the buildings. Streets in the Transit Station should maintain a pedestrian orientation. The preferred zoning districts include the RM-3, 4, 5 districts [20 to 43 dwelling units/net acre], MX-U, LC-U as well as the Form Based Code T4 and T5 transects. Expected land uses within the Transit Station sub-type include retail, restaurants, mixed use with residential over ground floor office or retail, offices, hotels, multi-residence buildings and parking garages.

*The proposed development achieves multiple policies promulgated in the General Plan by revitalizing a former retail area, providing a mix of land uses and developing in manner that supports the adjacent light rail station. The Thoroughfare Plan provided with the Preliminary Development Plan indicates a pedestrian-friendly streetscape with a system of blocks to encourage walkability.*

*The 75 acre Mixed Use Activity District designated for this area includes a significant retail presence in the form of Mekong Plaza at the southwest corner of Dobson and Main, a retail center at the southeast corner of main that was recently subject of a Council Use Permit that approved a 68,066 square foot grocery tenant and the existing Safeway-anchored shopping center at the northeast corner of Dobson and Main. As significant retail services already exist in the area, it is appropriate to follow the more specific guidance for Mixed Use Activity Districts with Transit Station sub-type relative to adding additional residential use and mixed-use buildings to engage the surrounding non-residential land uses with a concentrated blend of density. The additional housing proposed by the proposed development will support existing and new retail services in the vicinity of Main Street and Dobson Road and facilitate non-vehicular travel to these destinations.*

*The proposed form based transect zones support the multiple residence density and mixed use building formats indicated in the General Plan as appropriate for this character type and establishes a dense area outside of downtown as established in the General Plan form and guidelines.*





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

**• Providing appropriate infill development;**

*The request makes use of approximately 20 acres of property that has primarily been occupied by surface parking since the demolition of former Tri-City Pavilion mall. The existing property conditions include nearly 100% hardscape without civic amenities and precludes an inviting walkable environment between the residential area east of Sycamore to the Dobson-Main commercial area. While the current situation exists due to the use of the property as a park and ride location for light rail and changing market conditions in the East Valley, the climate has improved to promote redevelopment of this property with a blend of housing types and densities and small scale retail services that serve as a natural transition from the residential area to the east to the commercial node at the intersection of Dobson Road and West Main Street.*

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

*Now that light rail has been extended and the parking needs have been reduced, filling in this void with buildings, an active streetscape, publicly accessible civic spaces and pocket parks is catalytic to the renewal of the area.*

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

*This particular Mixed Use Activity District established in the General Plan covers a roughly 75-acre area adjacent to Dobson Road and Main Street, and the designated Transit Station Area includes a larger area east. The proposed transit oriented development including a range of housing types, retail, and service uses not only carries out the vision for the Mixed Use Activity District, but will provide a larger resident base for other land uses in the surrounding Mixed Use Activity District that will contribute to the long-term viability of retail, service and employment uses nearby.*

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

*The proposal develops an interconnected system of private streets that will be open and available to the public but maintained by the property owner(s). The streets will be framed with residential and retail uses and follow the thoroughfare assembly standards of the Form*

*Based Code. Frontages along Sycamore Street and Main Street will be enhanced with updated sidewalks and street trees. Parcels A1, C and D1 will also feature mid-block pedestrian passages to offer direct routes to minimize walking distances with well-designed streetscape environments.*

- **Improving safety within the area;**

*The addition of new residential uses as well as retail shopfronts along streets will increase visibility and deter unsafe activity due to the presence of more people living and working in the area and being out on the streets.*

- **Adding to the sense of place;**

*The existing undeveloped property and large surface parking areas have created a void that is foreign to the surrounding neighborhood. The applicant has proposed a cohesive plan for the 20.6± acres with thoughtful consideration to the public realm through street types, civic space and architectural termination vistas.*

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

*Though redevelopment of the site has been previously proposed, very little came to fruition other than the existing Safeway anchored retail center. Numerous store fronts within this center are currently vacant. Surrounding retail has been challenged as new shopping opportunities developed at Riverview, Tempe Marketplace and other nearby locations that detract from the viability of this area for additional retail space. The immediate area has had virtually no new housing in many years. The larger vicinity has brought about a few developments along Main Street, but are too small in scale to provide the range of housing diversity to provide the Great Neighborhoods concepts of the Mesa General Plan. The scale of the subject proposal is unlike any recent projects in the area with a plan to incorporate mixed housing types with retail and civic spaces in an urban, transit-oriented format.*

**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 proposed development has located the greatest density close to Main Street and the light rail station and closest to Dobson Road with the senior living complex. These higher intensities transition to less density and lower heights as one goes north and east into the site. Smaller buildings in the form of small apartment houses and townhomes are proposed in the northeast portion of the site closest to North Sycamore and Webster Elementary School. Instead of forming a walled barrier to the existing neighborhood across North Sycamore, the development opens itself up with four different points of access – two vehicular and two pedestrian access points – and invites the public into the internal blocks of this development with opportunities to use civic spaces and retail shopfronts within the development.*

*The West Main Sub-Area Plan establishes the TOD Corridor area as a transition to less intensity than the TOD Station area that is primarily medium-density residential character with a mix of commercial and offices uses. The northern-most ~1.47 acres of the subject application is within the TOD Corridor area and it is this location that the applicant proposes*

*an extended care facility that is smaller in scale and less intense than the buildings to the south within the proposed development.*

### **STAFF ANALYSIS:**

The applicant's request is adoption of a Preliminary Development Plan for the 20.6± acres that will establish transect zones to develop the site as a Smart Growth Community Plan. The establishment of transect zones, which will serve as the zoning districts, is a critical outcome of this first stage of development. The site plan provided is a conceptual plan to demonstrate the layout of thoroughfares, locations of civic spaces and identify building types. This framework will become the regulating plan for development inside of the property. A Final Development Plan is a subsequent approval required for the proposed Sycamore Station development. The Final Development Plan may break up the project into phases, or may encompass the entire site. If a Final Development Plan closely follows the Preliminary Development Plan, it may be approved at the staff level; if substantive deviations are proposed then the Final Development Plan would be brought back to the Planning & Zoning Board for consideration in accordance with Section 11-63-13(D) of the zoning ordinance.

As established in Chapter 63 of the Zoning Ordinance, a Preliminary Development Plan to establish a Smart Growth Community Plan is to include the following contents:

1. Identification of pedestrian sheds
2. Transect zone allocation
3. Thoroughfare layout
4. Allocation of civic buildings and civic spaces
5. Identification of any special requirements

A more detailed review of each of these items is attached as Appendix I. In reviewing the Smart Growth Community Plan submitted with this application, staff found that the proposed development is consistent with the goals and intent of the Form Based Code. There are several minor adjustments, as described in the attached review that will need to be made in the Plan to fully comply with the Zoning Ordinance requirements and provide a Plan that will be functional.

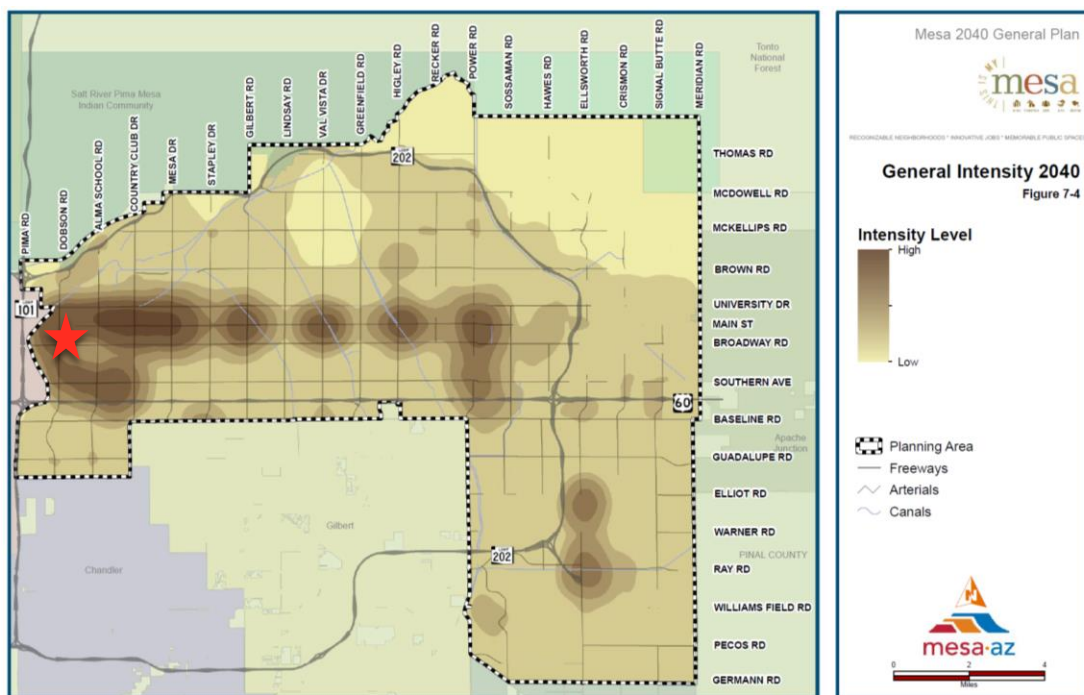
The proposed project, if properly executed, could be transformative to West Mesa and the Main Street and Dobson Road commercial node identified as a Mixed-Use Activity District in the General Plan and identified as TOD Station Area in the West Main Sub-Area Plan. The central location is critical to the success of density at this location. The access to light rail, multiple bus routes, retail services and public schools is unmatched by most 20-acre development sites in Mesa. In addition to the existing Safeway, Walgreens and services available at adjacent Mekong Plaza, staff has recently worked with several customers on other potential endeavors in the immediate surrounding area. A Council Use Permit was approved on August 29, 2016 for an Asian-American supermarket named H Mart to occupy 63,000 square feet of retail space across Main Street from Sycamore Station. The location is also close to major employers in the West Mesa area.

The applicant's plan indicates a potential range of 490 to 685 dwelling units, with some ground level retail, an extended care or educational use parcel and a public parking facility to replace the existing parking lots adjacent to Sycamore Station. A benefit of this form of "infill" development is that existing infrastructure is in place to serve development without the need for the city to extend municipal services to new locations. Development Services staff has identified some potential utility location issues, but since the property will be platted and subdivided the Subdivision

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Technical Review process will be used to ensure adequate circulation, emergency access, utility service and solid waste service is provided.

Concerns have been expressed to staff regarding the quantity of multiple residence units proposed at this location as well as the tenant mix of the proposed multiple residence units. This location has been deliberately planned for high density for many years. The West Main Sub-Area Plan included this property as part of a designated TOD station area with a *minimum* density of 30 units per acre and *minimum* height of 3 stories with up to 6 stories supported by the policies in the Sub-Area Plan. The General Plan designated this location as Mixed Use Activity District at Regional Scale and Transit subtype calling for the highest densities in Mesa outside of the downtown area. The General Plan's development intensity map as shown on exhibit 7-4 also designates this location for some of the most intense development in Mesa.



The Mesa General Plan establishes policies in Chapter 4 to create and maintain great neighborhoods. These policies include providing for housing diversity through a variety of housing types and reflecting the community's cultural differences in the development of neighborhoods. Additional policies relative to housing development outlined in the General Plan supportive of the applicant's request include the following policies:

- Focusing the higher density developments (> 20 units per acre) within the designated Transit Districts;
- Encouraging multi-residence developments to be part of a mixed-use development
- Ensuring the development of transitional and supportive housing considers the provision of transit services and transportation options in selecting site locations.

Another project evaluation consideration is the applicant's proposed 490 to 685-unit yield built through the proposed form based code transects as compared to the existing zoning entitlements on place on the subject property. The existing 4.05-acre parcel configured west of the existing

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bus transfer facility that has been incorporated into project site is subject to a previously approved plan for 82 dwelling units using ID-2 zoning. The surrounding 16.54 acres within the project site is zoned LC limited commercial. Multiple residence development is permitted within the LC district up to 25 units per acre where 40% of the gross floor area is reserved for commercial use and 65% of ground floor space is reserved for non-residential use. Though building height under the LC zoning would be limited to 30 feet, the theoretical yield of 25 units per acre across 16.54 acres is 413 units and the site would be eligible for a reduced parking ratio of 1.2 spaces per unit due to its location adjacent to light rail. When the 413 units are combined with the 82 units approved on the ID-2 zoned area, a potential site yield of 495 dwelling units is possible under the existing zoning without a discretionary review by the City Council. The existing zoning could fail to include the building form, type, street frontage and civic space requirements of the Form Based Code and thus difficult to encourage a transit orientation as called for in the West Main Sub-Area Plan and Mesa General Plan.

A related concern has been the impact of this type of development on the schools. Mesa Public Schools prepared a school impact report that notes several factors including declining enrollment at Webster Elementary and projections for additional decline through year 2021, classroom capacity, and anticipated impact with build out of Sycamore Station. According to the school district, the proposed development would increase enrollment over projected levels through 2021 minimizing the impact of the anticipated loss of enrollment. Webster's overall enrollment would still decline in number from past and current enrollment levels even with this development. Given the types of housing proposed for this property, staff believes that the number of families with children of school age will be a small percentage of the mix.

Staff has received comments from the public about the possibility of affordable housing within this project. The applicant has indicated that the project will feature market rate housing. A separate municipal process is required to evaluate provision of affordable housing.

#### **MODIFICATIONS:**

In establishing transect zones through a Smart Growth Community Plan the Zoning Ordinance allows modifications to the Building Form Standards contained in Chapter 58 of the Zoning Ordinance. With this application several minor modifications are requested.

1. Modification on Parcel C1 to allow a community parking facility with ground floor commercial/retail space. Staff believes that the menu of Building Types in Chapter 59 must be followed however this does not provide a clear option for a structure that is primarily used as a parking facility for adjacent transit service. Staff recognizes that the medium density, mixed use format of this development lends itself to structured parking and, in this case, Valley Metro needs a central parking facility for transit purposes. Section 11-63-5 of the ordinance authorizes modifications to the Building Form standards and staff believes a Building Type such as Main Street Mixed Use could be authorized with modifications through building form deviations. The placement of the parking facility on Parcel C1 will have limited visibility, if any, from the surrounding public streets of Dobson Road, Main Street and North Sycamore due to the placement of other intervening buildings and that it will be wrapped by retail space to the south. As this will be a dedicated public parking facility, wrapping the building with residential uses is not feasible due to legal and operational issues. Architectural termination vistas are planned at 3 locations on the parking facility perimeter where streets or pedestrian routes terminate facing the parking facility and staff proposes a condition that project design guidelines shall address compatibility with the adjacent residential in scale and appearance (condition #8). The

Design Guidelines will be used to further consider the parking facility design and implementation of the code provision that “all exposed structured parking shall be architecturally incorporated into the façade composition.” (11-58-12(E)(14))

2. The T5MS transect standards of Chapter 58 do not allow ground floor residential uses, however a Smart Growth Community Plan may request modifications to Chapter 58 standards. The applicant has proposed the T5MS transect type on Parcel A2, which is the southern-most parcel along West Main Street adjacent to the light rail station. The applicant proposes allowing some residential uses within these spaces but which would be finished at ground levels with individual entries as well as ceiling heights that would allow future retail tenants.
3. A lower ceiling height is requested for building service areas, but all livable residential and retail shopfront spaces would meet the minimum ceiling height specified for the transects in Chapter 58.

Additional minor modifications relative to each parcel are discussed in Appendix I.

#### **CONCERNS:**

The long building masses shown on Parcels A1, A2, C1 and D1 are at odds with the building form standards of the Form Based Code. The ordinance requires that long masses be broken up to read as a series of buildings with smaller widths. The applicant has acknowledged this challenge in response comments and will be subject to the Zoning Clearance and the Design Review process to ensure the intent of the standard is met, particularly for buildings facing the perimeters of the development.

The applicant has proposed a private street system. A number of these streets straddle parcel lines or cross into adjacent properties. The City encourages internal circulation systems to mitigate impacts to adjacent public streets, however documentation of recorded shared access agreements will be needed prior to final subdivision approval (condition # 9).

The Traction Power Substation (TPSS) is critical infrastructure that serves the light rail system. It is important to ensure that maintenance vehicles can reach the facility as needed. Maintenance of the TPSS primarily occurs at night and therefore noise impacts may occur on Parcel A2 of the proposed plan. The exact design and layout of these operations is under discussion and will result in certain setback distances from building sites within Parcel A2. Staff recommends noise attenuation measures in the building design when the Final Development Plan is brought forward. A development agreement is proposed to address the TPSS location condition # 10).

#### **DEVELOPMENT AGREEMENT:**

To carry out the proposed development on the 20-acre site as requested by the applicant, additional considerations are necessary beyond the scope of the request to rezone to the transects with the provided Preliminary Development Plan. Staff proposes a condition of approval (condition #10) to negotiate and finalize a development agreement between the applicant and the City of Mesa to address the following items:

1. Replacement of the transit parking and drop-off facilities, including related appurtenances,
2. Provisions for bus transfers, including any temporary arrangements during construction,
3. Valley Metro maintenance and operation facilities, including but not limited to the Traction Power Substation (TPSS) and Switch House,
4. Main Street improvements,



5. Parking and access to the City of Mesa Webster Recreation Center,
6. Provisions for Webster Elementary access, and
7. Project phasing.

The seven items listed above are not meant to be an exhaustive list of items to include in the Development Agreement. At this stage of the development staff anticipates at least those items identified above to be incorporated into a Development Agreement.

Typically, City Council considers a Development Agreement concurrently with a zoning request, however in this instance, due to the City's control of the park and ride lease and the easement in place for Webster access, staff believes that there are sufficient controls on the land in place to allow rezoning to proceed while these additional issues are addressed by staff and the applicant.

### **CONCLUSIONS:**

The proposal as outlined in the Preliminary Smart Growth Community Plan complements the West Main Sub-Area Plan designation of this location for Transit Station Area development and the Mesa General Plan designation for this location as a Mixed Use Activity District with the Transit Station Sub-Type. The project as described in the Preliminary Development Plan would benefit this location by helping revitalize a former retail area as described in the General Plan Chapter 5 relative to Growing and Maintaining Diverse Jobs. Providing a parking facility and on-street parking throughout the development facilitates a park-once format allowing central civic spaces consistent with the General Plan policies for high quality public spaces. A Development Agreement will need to be approved prior to Final Development Plans to address the items discussed above in this report. The Final Development Plan, Zoning Clearance and Subdivision Technical Review processes will be used to finalize building forms, access and circulation, parking as well as utilities and related infrastructure. The Design Review process will be used to address any additional concerns regarding the building designs and therefore staff recommends approval of this case subject to the following conditions:

### **CONDITIONS OF APPROVAL:**

1. Compliance with the basic development as described in the applicant's Smart Growth Community Plan including the Preliminary Development Plan and as shown on the rezoning site plan, thoroughfare plan, utility plan and civic spaces element, except as modified by the conditions below.
2. Compliance with all City development codes and regulations except as modified by the Preliminary Development Plan.
3. Compliance with all requirements of the Subdivision Regulations and Subdivision Technical Review Committee.
4. All perimeter street improvements along Dobson, Main and Sycamore are to be installed within the first phase of development.
5. **Minimum parking as determined by City of Mesa Transit Services shall be provided for transit purposes in the parking facility shown on Parcel C1.**
6. **If the project is built in phases, install bollards, temporary curbing or alternative circulation and traffic safety improvements approved by the Planning and Transportation Directors along the edge of any drives adjacent to undeveloped parcels.**
7. **Approval of Final Development Plans as required by Chapter 63 of the Zoning Ordinance.**
8. **Prior to approval of the first Final Development Plan on the site, review and**

approval by the Planning Director of Design Guidelines or an Architectural Pattern Book establishing the architectural character for the proposed development to include the following items at a minimum:

- a. Building materials and colors,
  - b. Details on openings such as doors and windows,
  - c. Roof details,
  - d. Fence/Street Screen details,
  - e. Pedestrian circulation and crosswalk design,
  - f. Ground floor finishes along Main Street to allow commercial/retail uses,
  - g. Noise attenuation measures if residential uses are proposed on Parcel A2 adjacent to the Valley Metro TPSS and Switch House,
  - h. Design of the parking facility on Parcel C1 for compatibility with the adjacent residential uses in scale and appearance, incorporation of termination vistas as shown in the preliminary development plan and which incorporates CPTED principles,
  - i. Lighting, and
  - j. Landscaping.
9. Recordation of cross-access and maintenance easements prior to final plat for the private drives shown in the Preliminary Development Plan.
10. Before approval of the first Final Development Plan, execute a Development Agreement and any other legal documents as deemed necessary by the City Attorney's Office that addresses, at a minimum, the following items:
- a. Replacement of the transit parking and drop-off facilities, including related appurtenances,
  - b. Provisions for bus transfers, including any temporary arrangements during construction,
  - c. Valley Metro maintenance and operation facilities, including but not limited to the Traction Power Substation (TPSS) and Switch House,
  - d. Main Street improvements,
  - e. Parking and access to the City of Mesa Webster Recreation Center,
  - f. Provisions for Webster Elementary access, and
  - g. Project phasing.
11. Before the approval of the First Final Development Plan, submit a revised Preliminary Development Plan for the Planning Director's approval that includes the following plan elements:
- a. Showing that each building form uses the correct building type as established by Chapter 59 of the Zoning Ordinance for parcel C1 and D2.
  - b. Establish a range of building heights for each parcel as listed below:
    - i. Parcel A1: minimum height of 3-stories with maximum of 5-stories/55 feet.
    - ii. Parcel A2: minimum height of 3-stories with maximum of 5-stories/60 feet and allowance for Planning & Zoning hearing consideration if the Final Development Plan proposes a building height on Parcel A2 that exceeds 5-stories or 60 feet, whichever is greater.
    - iii. Parcel B1: Minimum height of 2-stories with maximum of 4-stories/52 feet.
    - iv. Parcel B2: Minimum height of 2-stories with maximum of 3-stories/40 feet.
    - v. Parcel D1: Minimum height of 2-stories with maximum of 4-stories.



- vi. **Parcel D2: Minimum height of 1-story and maximum height of 3-stories/40 feet.**
- c. **Amend the civic space plan to:**
  - i. **Correct the type of civic space marked as plaza to a pocket plaza.**
  - ii. **Identify provisions for a public meeting space per Section 11-63-7(c).**
- 12. **Applicant shall consult with Mesa Police regarding the final design for the parking facility during the building permit review and a final CPTED inspection by the Mesa Police Department shall be coordinated prior to approval of the certificate of occupancy, or certificate of completion as applicable.**
- 13. **The setback to the north property line for Parcel D2 shall be a minimum of 15 feet and shall be landscaped as perimeter landscaping as established in Chapter 33 of the Zoning Ordinance.**

## APPENDIX I: STAFF REVIEW OF SMART GROWTH COMMUNITY PLAN

### 1. Identification of pedestrian sheds

“Pedestrian sheds” (the ¼ mile walking distance from key neighborhood features such as civic spaces, parks, or transit facilities) form the basis for developing a Smart Growth Community Plan. Page 9 of the proposed plan identifies two pedestrian sheds based on a quarter-mile distance from each end of the Sycamore Station platform. A challenge for the subject application is that the Form Based Code assumes a situation where an individual project controls all the land within a pedestrian shed. In this case the land within the quarter-mile pedestrian shed of the Sycamore light rail station is an infill, developed situation with many different ownerships and a mixture of land uses beyond the control of this project applicant.

### 2. Transect zone allocation

Page 38 of the proposed plan identifies proposed transect zones for the 20.6± acre Sycamore Station Smart Growth Community Plan. As discussed above, the Form Based Code assumes that one applicant controls an entire pedestrian shed to establish transect zones and, therefore, establishes minimum and maximum percentages of various transect zones within a pedestrian shed. The subject plan thus is challenged in that it represents only a small area within a larger 160± acre pedestrian shed and thus allocates transect zones only within the subject properties. Considered in context of the larger pedestrian shed, the applicant’s proposal complies with the minimum and maximum transect zone allocations established for Transit Oriented Development, as explained in the table below:

<b>Transect</b>	<b>Minimum</b>	<b>Maximum</b>	<b>Proposed</b>	<b>Full Walkshed</b>
T3	Not Allowed	Not Allowed	0%	22%
T4N	0%	20%	15%	2%
T4NF	0%	15%	20%	10%
T5N	0%	80%	21%	3%
T5MS	10%	30%	17%	30%
T5MSF	10%	75%	27%	33%

The ordinance’s allocation of transects for Transit Oriented Development encourages a high density urban format as allowed by the three T5 transect zones, limits the amount of T4 transects and completely prohibits the less dense T3 transect. To respect the existing lower density residential areas to the north and east and the existing Webster school campus, the applicant has proposed a transition in density stepping down from the T5 zones to the T4 transects at a higher percentage than prescribed by the ordinance for Transit Oriented Development. The code allows the Planning Director to approve a modification to the required percentages. Further, when looking at the total walkshed, the use of T4NF is well under the allowed maximum. Staff understands the importance of this transition in scale and supports the increased use of the less intense T4NF transect on the subject property.

To understand the expected development format for each transect zone, the Preliminary Development Plan is divided into seven parcels for future development as shown in plan exhibits. To provide the contents of a Smart Growth Community Plan as established in the Zoning Ordinance each of the seven parcels is identified for specific building type(s), maximum height, parking arrangements, frontage type, density and building form standards. This framework provides a conceptual site plan for each parcel that would be finalized in subsequent steps with a Final Development Plan and Zoning Clearance.

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Summary Table:

Parcel/ Transect	Size (acres) Net/Gross	Use	Building Type	Density and Yield	Building Height	Frontage Types	Parking
<b>A1 T5MSF</b>	2.03/3.01	Residential	Mid-Rise	50 units/ acre; 300-400 units	5-stories 55'	Stoop, Forecourt, Dooryard, Arcade, Gallery, Shopfront, Terrace	No minimum, 1 unit/max.
<b>A2 T5MS</b>	2.66/3.42	Residential Commercial	Mid-Rise		5-stories 85'	Forecourt, Dooryard, Arcade, Gallery, Shopfront, Terrace	No minimum, 1 unit/max. 2/1000sf retail & service
<b>B1 T4NF</b>	1.45/2.46	Residential Live/Work Commercial	Main Street Mixed Use, Townhouse, Courtyard Building	15 – 20 units/ acre; 45 units	3-stories; 40' to 52'	Porch: Projecting; Porch: Engaged; Stoop; Forecourt, Gallery, Arcade, Dooryard	1/1000 sf residential; 2/1000sf retail & service
<b>B2 T4N</b>	1.09/2.93	Residential	Main Street Mixed Use, Townhouse, Courtyard Building	10 – 20 units /acre; 32 units	3-stories; 40' max.	Porch: Projecting; Porch: Engaged; Stoop; Forecourt; Dooryard	1/1000 sf residential
<b>C1 T5MSF</b>	1.22/2.46	Public Parking Facility; Commercial	Community Parking Facility ( <i>requested deviation</i> )	n/a	3-stories; 45' max.	Screened Garage ( <i>requested deviation</i> ), Arcade, Gallery, Shopfront	350 parking spaces
<b>D1 T5N</b>	2.72/4.09	Residential	Mid-Rise	125-200 units	4-stories; 55' max.	Stoop, Forecourt, Dooryard	200 parking spaces
<b>D2 T4NF</b>	0.73/1.47	Residential/ Institutional	Mid-Rise	n/a	2-stories; 40' max.	Porch: Projecting, Porch: Engaged, Stoop, Forecourt, Shopfront, Gallery, Arcade, Dooryard	1/1000sf residential; 2/1000sf retail & service

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To understand and evaluate the planned allocation and use of the transect zones, it is helpful to know how a form based code works. The form based code sets a different approach to regulating buildings and land use compared to traditional zoning. Following is a summary of the key components which are used in the Smart Growth Community Plan to set the development parameters for this property.

Building Form Standards (Chapter 58). These are the transects, or “T zones” (T4N, T5N, T5MS, etc.) used in a form based code to establish the zoning districts. Each transect establishes what building types are allowed, where buildings can be placed on a lot, building heights, what street frontages are allowed, parking requirements, and what uses are allowed.

Building Type Standards (Chapter 59). The form based code establishes types of buildings that are allowed to be built within an area using the form based code. These building types range from an accessory carriage house to a high rise building. By having these building types pre-defined there is a lot of predictability about what the built environment will be like. Each building type is allowed in only certain transects (T4s have smaller buildings and T6s have larger buildings). With each building type the code defines lot size requirements, number of units allowed in the building, size and massing of the building, allowed frontages (how the building engages the street), pedestrian access, locations for vehicle access and parking, and requirements for private open space.

Private Frontage Standards (Chapter 60). This chapter of the code establishes details on how buildings engage the street. There are 10 different frontage types defined in the code. Each frontage type is allowed only in certain transects. Frontage types range residential-style yards and porches to commercial-style shopfronts and arcades. Each frontage type includes standards for heights and depths, etc.

Thoroughfare Standards (Chapter 61). This chapter defines the standards for development of the streets used within the Plan. There are pre-set street types in the code as well as the option to build new street types based on the standards. These standards include requirements for landscaping, sidewalks, street parking, and drive aisles. The standards vary for residential streets vs. commercial streets. Street design, access and circulation will be finalized through the Subdivision Technical Review process.

#### Parcel A1:

This property borders Sycamore on the east and is otherwise interior to the property and represents the largest building site. This parcel is proposed for T5 Main Street Flex (MSF) transect (Building Form) with a Mid-Rise Building Type. The applicant proposes a 5-story building, not to exceed 55' in height. There is no minimum height in either feet or stories as provided for in the zoning ordinance however the West Main Sub-Area Plan contemplates a 3-story minimum height. Staff believes it would be better for the proposed Preliminary Development Plan to state a minimum height and provide an associated range to better respond to market conditions (condition #10)

The applicant proposes a central parking facility on this parcel that is wrapped by the mid-rise building type. Parcel A1 would “front” to the drive on the north side of the parcel and feature minimal setbacks and ground level entries on each side. Ground level spaces would be finished with the ceiling heights and shop depths to allow residential uses or commercial uses. A

pedestrian pathway is shown to run north-south through the Parcel to minimize walking distances for residents and visitors to the Sycamore Station development.

Parcel A2:

This property fronts Main Street to the south, and uses the existing main drive access on the west as a “main street” along its west boundary, an east-west pedestrian pathway designed to street standards to the north and Sycamore to the east. The Traction Power Substation (TPSS) is located within this parcel and is a consideration for residential compatibility.

This parcel is proposed for the T5 Main Street (MS) transect with a Mid-Rise Building Type. T5MS allows up to 85 feet in building height, however the applicant has indicated a 5-story maximum height and, therefore, staff proposes a 60-foot height limit (condition #10) with an opportunity for additional height upon public hearing by the Planning & Zoning Board, which is an allowance contemplated in the Design Imperatives section of the West Main Sub-Area Plan. From a practical point of view, a 5-story maximum is most likely since “stick built” construction is limited to 4-stories and it may be placed on top of a 1-story podium structure. As with Parcel A1, staff believes it would be appropriate to also establish a 3-story minimum to provide a range of building heights rather than require all buildings to be the same height.

In accordance with West Main Street Sub-Area Plan “Design Imperatives” zero setback along Main Street and minimum 75% of the frontage with building and designed for commercial shop frontage along Main. A modification requested by the applicant is that ground level on Parcel A2 could be finished with the ceiling heights and shop-depths to allow commercial use but be allowed to have residential use. Section 11-63-5 of the code allows for consideration and approval of these modifications. When Parcel A2 is combined with Parcel A1, these two parcels are indicated by the applicant to yield 300 to 400 dwelling units.

Parcel B1:

Parcel B1 is located north of Parcel A1 and is situated between Sycamore on the east and the proposed public parking facility on Parcel C1 to the west. Parcel B1 proposes the T4 Neighborhood Flex (NF) transect as a deliberate decrease in residential density compared to larger buildings on Parcels A1 and A2 as a transition away from the transit station toward the existing neighborhood to the north and east. Three potential building types are proposed for Parcel B1 as shown on the Preliminary Development Plan with a Main Street Mixed Use building to the west, Courtyard Buildings in the middle and Townhouse construction to the east. Staff notes that this mix can change with the final development plan.

Building height has a range from 40’ to 52’ per plan, though the plan also indicates these are to be 3-story buildings. The standards in the zoning ordinance would allow 2-story to 4-story buildings, which is what staff would recommend rather than a fixed height. Parking is indicated to be provided in a single-story parking structure surrounding by building for the Main Street Mixed Use building, on-street parking for the courtyard building and private rear-loaded garages for the townhomes. A series of three pocket parks consisting of 14,000 square feet of area form a linear pedestrian route separating Parcels B1 and B2 and provide both an amenity area and a pedestrian linkage between housing types and the parking garage. Townhomes along the eastern edge of Parcel B1 would front to North Sycamore and be serviced by rear entry garages internal to the Parcel.

Parcel B2:

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This parcel is located in the northeast portion of the Plan and is the least dense residential area. Proposed building types include Main Street Mixed Use, Townhouse and Courtyard Building using the T4 Neighborhood (N) transect. Staff notes that the Main Street Mixed Use Building Type is not permitted in the T4N transect and recommends adding the option of Mansion Apartment and Apartment House building types. As required by the Form Based Code, multiple building types have been planned since no single type can represent more than 60% of the buildings within T4N.

The Smart Growth Community Plan states buildings in Parcel B2 will be a maximum of 40' tall and 3-stories in height. Consideration should be given to providing a range of 2- or 3-story buildings. Parking is proposed to be provided in individual garages for the townhomes and on-street throughout the parcel. Parcel B2 has been planned to also share the public parking garage planned for Parcel C1. Townhomes along the eastern edge of Parcel B2 would front to North Sycamore and be serviced by rear entry garages internal to the Parcel.

Parcel C1:

This parcel is located roughly in the middle of the development and is primarily intended as a parking facility for the benefit of the general public replacing the existing surface parking for the Sycamore Station. The parking facility will be purposefully designed to meet specifications of Valley Metro as determined by City of Mesa Transit Services as a regional transit facility (conditions #5 and 10). The parking facility is designed to be wrapped by retail to the south and is screened from view of Dobson and Sycamore through other buildings within the development. The parking facility is planned for 3-stories at a height not to exceed 45 feet. Based on staff review of other parking garages, the more likely finish height from ground level to garage barriers/parapets is 30 to 36 feet, however any rooftop elements such as shade structures or photovoltaic solar systems could yield a height up to 45 feet. A pedestrian pathway is planned to run east-west at ground level through the parking facility to minimize walking distances and allow an uninterrupted pedestrian flow across the development from Sycamore to Dobson. Staff proposes that the construction of the parking facility carefully consider Crime Prevention Through Environmental Design principles in its final design (conditions #8h and 12)

Significantly, Parcel C1 plans a 20,000 square-foot neighborhood square with playground that would serve surrounding residents and provide a focal point for the terminus of the north-south internal "main street" and serve as a point of interest for parking facility patrons. Other than the destination park at Riverview, the surrounding area provides little space for parks and providing such spaces with new development is discussed in the West Main Sub-Area Plan.

Parcel D1:

Parcel D1 is located on the western side of the proposed development with frontage along Dobson Road. This parcel is identified for mid-rise building. The applicant is currently considering senior living in the form of multiple resident independent living for this building. The Parcel is bisected by a pedestrian thoroughfare to create walkable blocks but allow a secure environment for the senior living land use. Parcel D1 is planned for 4 stories of height not to exceed 55 feet with a 200 space parking garage. As stated with the other parcels, the applicant may want to consider providing a range of height as allowed in the transect rather than limiting themselves to a fixed height. This parcel includes a parking garage to be wrapped by habitable building space to the east and south and screened by other buildings in the development to the north and west.

Parcel D2:

This 1.47-acre area is located on the northernmost area of the proposed development within the West Main Plan's TOD Corridor Area and is the only portion of the development that is not located within the TOD Station Area identified by the West Main Sub-Area Plan. The TOD Corridor Area is planned as a gradual decrease in density and intensity as a transition between TOD Station development and existing residential neighborhoods. Following the intent of this transition area, the applicant has proposed a one- to two-story building of 40 feet in height. The standards should be amended to state this as a maximum height. The building type is listed as mid-rise. This needs to be amended to a choice of building types that are consistent with the proposed building height.

The applicant expects this building to be used as either an extended care senior living/lodging facility or possibly an education land use subject to a future Administrative Use Permit (AUP) to be considered by the Zoning Administrator. This potential educational use would be consistent with the Arizona College healthcare programs located on the parcel to the west at 163 North Dobson Road.

This parcel has been designed with the building oriented to the interior street to the south with parking to the rear (north). The West Main Plan's Design Imperatives section calls for a minimum 15-foot setback against single residence properties, however typically the zoning ordinance would require a 25 rear setback with 20 feet of that space reserved for landscaping. (condition #13). Development of this parcel requires amending the existing easement held by the City for parking at the Webster Recreation Center, which staff has contemplated to do through a separate development agreement (condition #10).

The West Main Sub-Area Plan and the Mesa 2040 General Plan establish policies to promote housing choices for diverse communities found in Mesa and therefore staff is supportive of senior living and extended care land uses on Parcels D1 and D2.

### **3. Thoroughfare layout**

The thoroughfare plan defines circulation within the development through streets, block sizes and connectivity requirements to ensure a walkable setting. In this case the internal streets and drives within the development are all proposed to be private but open for the use and benefit of the general public. Specifically, these drives will provide public access to public parking facility on Parcel C1 as well as access to Webster Elementary School and Webster Recreation Center (Condition #10) The applicant has proposed four different thoroughfare assemblies as laid out on pages 34-35 of the Plan. Two of these types are planned as commercial street type frontages with on-street parking – the wider of the two types proposes angled on-street parking while the narrower proposes parallel parking. Modifications to the street types established by Chapter 61 of the Zoning Ordinance are proposed where on-street parking is only designed for one side of the street, thus resulting in the need for less right of way and pavement width. An additional modification proposed by the applicant is the use of an alley-type drive to serve rear-entry garages for the proposed townhomes. In this case the plan proposes to increase right of way from 20 feet to 30 feet and increase pavement width from 12 feet to 20 feet. Final street locations and dimensions will be established through the subdivision technical review process and meet City of Mesa technical requirements such as emergency access, solid waste service and similar matters.

The Form Based Code establishes maximum block lengths and perimeter distances to ensure a walkable environment. The applicant's plan has demonstrated compliance with these requirements through the use of both small block sizes and using pedestrian thoroughfares between parcels A1 and A2 and through parcel D1 that will be built to a scale of a street but closed to vehicular traffic. These pedestrian thoroughfares are proposed to include public utilities and facilities easements, which would further ensure these provide sufficient width for pedestrian space and are unencumbered by buildings or other features.

#### **4. Allocation of civic buildings and civic spaces**

The plan identifies several spaces for gathering and outdoor activities. The Form Based Code establishes several minimum criteria for civic spaces that apply to this project:

- a. Civic buildings and spaces shall cover less than 20% of a pedestrian shed  
*The proposed plan's 37,000 gross square feet of civic space represents 7.2% of the project site and a much smaller percentage of the greater pedestrian shed that extends beyond the project site.*
- b. A minimum of 5% of the project area shall be set aside as civic space.  
*The proposed plan indicates 7.2% of the project area is to be set aside as civic space. The spaces tabulated to reach the 7.2% do not include additional areas shown on the zoning site plan that function as amenity and courtyard space within Parcels A2, B1, and D2. Inclusion of those spaces would significantly increase the percent of land area for civic spaces. Likewise, podium roofs and terraces are to provide civic spaces per the Mid-Rise building type standards therefore these spaces would also increase the amount of civic space when the design is more formalized. The Final Development Plan will indicate civic spaces intended as formal or informal.*
- c. For sites greater than 10 acres the required amount of civic space shall be distributed throughout the neighborhood as smaller civic spaces.  
*The civic space plan includes various types of civic spaces at multiple locations within the project site. A 20,000 square-foot (approximately ½ acre) neighborhood square is proposed for Parcel C1 that would include a playground. Three pocket parks are proposed to separate buildings located on Parcels B1 and B2 which total 14,000 square feet. An accessible 3,000 square-foot civic space is provided as a focal point along the main street forming the western boundary of Parcels A1 and A2. This is labeled as a plaza in the Plan, but should be labeled as a pocket plaza to meet the form standards.*
- d. Each residential lot shall be within 1,500 feet of a publicly accessible playground.  
*Complies by virtue of the playground located in the neighborhood square on Parcel C1, the furthest point in the project area from the playground is approximately 800 feet away thus ensuring all residential lots are within close proximity.*
- e. An indoor public meeting space that is a minimum of 30'x 30' and a maximum of 10,000 square feet shall be provided. This may be waived if an existing public meeting space is located within 1,500 feet of the site.  
*The applicant's current plan does not address this. Consideration may be made that Webster Elementary School or the Recreation Center may provide public meeting spaces. The citizen participation meeting for this proposed development was held at Webster Recreation Center. This will need to be specified during the final development plan phase of this project.*

#### **5. Identification of any special requirements**

The Code establishes a menu of additional requirements that may be requested for a Smart Growth Community Plan related to street character, frontage types, pedestrian connections, and



project architecture. In this project the applicant has proposed the following additional special requirements:

- a. Enclosed cross block pedestrian passages through Parcels A1 and C1 to promote walkability for what would otherwise be large blocks requiring traversing the perimeter.
- b. Termination vistas to establish focal points through architecture on parcels A2, as it faces the existing retail center to the west and parcel C1 to improve visual interest of the parking facility with termination vistas oriented toward Dobson Road to the west, Main Street to the south and Sycamore to the east (condition #8h).
- c. Design guidelines as a future opportunity to review project design (condition #8).



## APPENDIX III: WEST MAIN SUB-AREA PLAN POLICIES

### **Placemaking/Urban Design**

**PMP1:** Future development should include elements to enhance sense of place through unique elements.

**PMP2:** Efforts should be made to protect and/or build upon those buildings, locations and events that have special meaning to West Mesa in order to enhance the sense of place and continue its role as a diverse and exciting neighborhood.

**PMP3:** The streetscape along arterials and collectors in the area should have a high degree of urban design and pedestrian comfort.

**PMP4:** An eclectic mix of architecture that reflects the history and cultural diversity of the area should be encouraged.

**PMP5:** Venues for community interactions such as parks, open spaces and plazas should be developed and maintained to enhance the sense of community.

### **Land Use: TOD Station Areas**

**LUP1: Mixed-use Development:** Vertically and horizontally mixed-uses are allowed and strongly encouraged. It is also encouraged that residential use be a significant component of these mixed-use projects. However, mixing of uses need not be on the same site or in the same building to provide a successful mixed-use environment. Review and determination of the appropriateness of single-use projects shall be based on surrounding context, area potential, size of project, and proximity to high capacity transit facilities.

**LUP2: Uses Encouraged in TOD Station Areas:** The uses listed in Table 4.2, Section 1 Generalized Transit-Oriented Development Standards should be encouraged for new development, redevelopment and expansions.

**LUP3: Uses Discouraged in TOD Station Areas:** The uses listed in the Table 4.2, Section 2 Generalized Transit -Oriented Development Standards should be discouraged for new development, redevelopment, and expansions.

**LUP4: Auto-Oriented Uses:** Auto-oriented uses refer to the uses that increase auto dependency and hinder a pedestrian-friendly environment. Auto-oriented uses should be discouraged in TOD Station Areas.

**LUP5: Residential Density:** While not encouraged, should residential-only development occur in a TOD Station Area, residential density should not be less than 30 dwelling units per acre. Mixed-use projects are not limited by minimum density and instead, should provide functionally and physically integrated mixed-use developments.

**LUP6: Commercial Intensity:** Commercial intensity in Station Area should have a Floor Area Ratio (FAR) of at least 0.60.

**LUP7: Building Height:** Building height should be a minimum 3 stories for buildings in the TOD Station Areas. There is no height limit on the maximum number of stories in the TOD Station Areas. However, for heights in excess of 6 stories, an additional review should be required to ensure that such buildings are properly designed and integrated into the adjacent development; especially in cases abutting single-family residences. A building height step-back may be required for developments adjacent to single-family residences. Building height step-back would be assessed on a case-by-case basis depending on the placement, height and design of proposed building as well as the distance between proposed buildings and adjacent single-family residences.

**LUP8: Semi-Public Open Space:** Publicly accessible pocket parks and plazas with quality amenities should be encouraged in the Station Areas.

**LUP9: Pedestrian Pathways:** Pedestrian-oriented areas should be continuous and link with the public sidewalk along Main Street.

**LUP10: Expanding Development/ Redevelopment opportunities through Land Assembly:** Due to the restrictions created by limited lot depth of properties in TOD Station Areas, assembly of land/lots during development/redevelopment should be encouraged. This would allow for more efficient site design and would make it useful for high-density mixed-use projects.

**LUP11: Development impacts of Assembled Land on Single-Family Residential Neighborhoods:** While land assembly is highly encouraged in the TOD Station Areas, the protection of single-family residential neighborhoods is essential. Impacts of development through assembly of land in the TOD Station Areas should be minimized on abutting residential neighborhoods.

**LUP12: Housing Diversity:** A more diverse housing mix should be encouraged in the area to allow for housing for all income groups. In accordance with the vision of City of Mesa Housing Master Plan, medium- to higher-end quality housing projects should be encouraged whenever such opportunities arise to achieve the balance of housing options. The diversity of housing mix should be achieved through housing types, unit size and availability of amenities in these areas.

**LUP13: Mixed-Income Housing:** Mixed-income housing should encourage to further enhance the diversity of housing in the area.

**LUP14: Parking Strategies:** The Zoning Ordinance should be modified to allow reductions in the number of parking spaces required for mixed-use and transit-supportive developments. Rather than allowing the proliferation of oversized parking facilities, parking facilities that are properly sized for the parking expected by demand should be allowed. This permits for greater intensity developments with more efficient use of available land area.

**LUP15: Shared Parking:** Zoning Ordinance modifications should be made to allow for up to a 35% reduction from the standard parking supply requirements in cases of shared parking for mixed use projects in the TOD Station Areas; provided each residential unit in the project has at least one dedicated parking space. The actual percentage reduction should be decided on a case-by-case basis depending upon the type and share of uses in each project.

**LUP16: Alternatives to Surface Parking:** Alternative parking arrangements besides surface parking should be encouraged in the area to create a more compact, pedestrian-friendly environment. Such arrangements can be in the form of podium parking, parking garages and underground parking.

**LUP17: Station Area Design and Development:** An integrated approach to development in the TOD Station Area should be followed to ensure an effective mix of uses in the area that are functionally and physically inter-dependent. Such an integrated effort should also focus on the design aspect of the development through a visioning process to create a welcoming, pedestrian-friendly environment in the area.

## **Transportation**

**SPP1:** Encourage the creation of an inter-connected street network that promotes pedestrian and bicycle use.

**SPP2:** Main Street should provide a pedestrian-friendly environment with landscaping, open spaces and shade. Main Street cross-section east of Sycamore should be as follows: Width = 130' total right-of-way. Median = 28 foot landscaped median, two 11' travel lanes in each direction, a 5.5' bike lane in each direction, 8.5' wide on-street parallel parking on each side, landscaped bulb-outs to break-up the parking module. The space between face of the curb to right-of-way should be utilized for landscaping, street furniture, light poles. A minimum 10' effective walkable space along both sides of Main Street is required within this space.

The 28 -foot median may accommodate a future light rail alignment.

Main Street, west of Sycamore, should have improvements in terms of wider sidewalks; additional landscaping and other road furniture to create a transit and pedestrian-friendly environment.

**PEDP 1: Pedestrian Walkways:** Provide direct and convenient pedestrian connections between transit, major employment and activity centers, special locations such as parks and schools, and pedestrian walkways along Main Street and other major roadways.

**PEDP2: Connectivity between existing areas to newly developed sidewalks and pedestrian amenities:** Encourage existing areas to develop better connectivity with new pedestrian facilities that enhance the pedestrian network and avoid the creation of barriers Including, but not limited to:

- Improve sidewalks to established neighborhoods and provide connectivity to bus stops, transit stations, and public spaces through walkways from these inner areas.
- Provide for a continuation of pedestrian access when industrial developments are located adjacent to existing or planned open space.
- Provide convenient pedestrian access between bus stops and adjacent industrial/employment buildings for new development or redevelopment.

**PEDP3: Mid-Block Crossing:** Mid-block crossings with curb extensions should be considered at locations where a substantial number of pedestrians or bicyclists attempt to cross streets. These circumstances typically occur in locations with pedestrian attractions on both sides of the roadways, in areas with a combination of street facing retail shops and on-street parking, and

the presence of long block (block of 600 feet or longer). Mid-block crossing should be only applied to limited locations and should be analyzed on a case-by-case basis.

**PEDP4: Pedestrian Amenities in TOD Station Areas and TOD Corridor Areas:** The highest level of pedestrian amenities such as wider sidewalks, shorter block lengths and shorter crossing distances, should occur in TOD Station Areas and the TOD Corridor Area.

**PEDP5: Effective Walkway Width:** A minimum of 10' effective walkway width should be allocated for sidewalks on both sides of Main Street.

**PEDP6: Pedestrian Destinations:** New developments should include pedestrian destinations such as urban open spaces/parks/plazas as part of the overall design. These areas should be integrated as an added amenity as described in the Pedestrian Plan.

**PEDP7: Accessibility:** Enhance accessibility for the physically challenged in compliance with ADA (American Disability Act) standards; including, but not limited to, provision of ramps at the intersection corners and changes in elevation and building entrances.

**PEDP8: Shade Along Main Street:** Provide sufficient shade along Main Street to encourage pedestrian movement. This can be achieved through the use of natural shade (trees) as well as canopies or overhead projections.

### **Access Management**

**AMP 1: Applicability of Policies:** The policies herein apply to site development, site redevelopment, new buildings, or expansion of existing building(s) needing direct or indirect access to arterials within the study area.

**AMP 2: Access Route Preservation:** Expansion of developments or existing building(s) should not reduce the possibility of future access as specified by the policies and plan in this document.

**AMP 3: Temporary Driveways:** Driveways that do not comply with the policies and plan herein should be considered temporary.

**AMP 4: Intended application:** The guidelines expressed for shared access routes and general alignments herewith should be applied to any relevant projects within the West Main Street Area Plan designations.

**AMP 5: Shared Access:** Shared access should be encouraged during development, redevelopment or expansion along arterial streets.

**AMP 6: Alignments and Sight Visibility:** Specific alignments of designated shared access routes should be consistent with current City policies and ordinances related to the safe visibility of oncoming traffic (sight distance triangles) and other safety concerns.

**AMP 7: Determination of Specific Alignments:** Site conditions, property boundaries and surrounding development should determine specific shared access route alignments at the time of site design and site plan review. The focus of alignment choice shall be on maximizing of

shared access to all affected parcels in the future.

**AMP 8: Driveway Separation:** Unless impractical, separation between driveways with access to Main Street, Broadway Road, or University Drive and streets that intersect with Main Street, Broadway Road, or University Drive should be no less than 350 feet on center. This policy should apply for new and redeveloped permanent (not classified as temporary) driveways along the entire length of University Drive, Broadway Road, and Main Street in the West Main Street Area.

**AMP 9: Shared Driveway Construction - Development:** At the time of development or redevelopment, all driveway improvements for the shared access route alignment should be constructed to the full extent of the site to be developed.

**AMP 10: Temporary Driveway Removal - Development:** At the time of development or redevelopment, non-compliant, non-essential driveways with access to major arterial should be removed and replaced by curb and sidewalk, and landscaping with irrigation, if applicable.

**AMP 11: Temporary Driveway Removal – Expansions:** Prior to new building construction or an expansion of building(s) non-compliant, non-essential driveways with access to arterial street should be removed and replaced by curb and sidewalk, and landscaping with irrigation.

**AMP 12: Access Coordination – Adjacent Sites:** Prior to development, redevelopment, construction of new buildings, or expansion of building(s), the property owner(s) should coordinate with adjacent property owners for designation of the specific shared access route alignment and potential construction of driveway improvements on adjacent sites.

**AMP 13: Driveway Restoration:** Non-compliant driveways that have been removed in accordance with these policies should not be restored.

### **Open Space and Recreation**

**PRP1:** Due to the high intensity development expected in the area, it becomes essential to provide open space and recreational facilities to have a balanced distribution of land-uses. Efforts should be made to acquire and accumulate land to achieve open space acreage in the area as per the Policy PR1.1c of the General Plan.

**PRP2:** Given the constraints of the existing development pattern, pocket parks are highly encouraged to act as relief points amidst high-density development.

**PRP3:** Use of innovative methods of land acquisition, including special purpose easements and tax-incentives for open space and recreational purposes are encouraged.

**PRP4:** Creation of dedicated or publicly accessed open spaces during development/redevelopment projects in the study area should be highly encouraged.

**PRP5:** Besides providing parks in the area, encourage alternative forms of open spaces and recreation such as plazas and multi-use paths.

**PRP6:** Multi-use paths should be expanded in the area through multi-use path easements in

places such as abandoned alleyways, to achieve a network for such paths.

**PRP7:** Multi-use paths should be connected to pedestrian pathways along major streets, schools and parks in the area.

**PRP8:** Sufficient amenities like shade and water fountains should be provided along multi-use paths.

### **Design Imperatives**

#### ***Building Setback from the Street***

The setback from the planned right-of-way line in a TOD Station or Corridor Area should be no more than eight feet for all uses. An exception can be made for developments with plazas and parks along the street frontage. Developments that include an outdoor seating area, the street setbacks can be extended to 16' maximum.

Variation in the building setbacks within the limits defined above is encouraged in order to preserve and allow the creative, organic quality presently found in the area.

#### ***Building Setback from Adjacent Properties***

Setbacks from adjacent single-family residential uses should be a minimum of 15 feet. No setbacks are required for side setbacks, except when adjacent to a single-residential use. In situations when the side yard setbacks are provided, the setbacks should not be less than 5 feet.

#### ***Building Height***

The height of buildings is expected to be a minimum of three stories for buildings within TOD Station Areas. The height of buildings is expected to be a minimum of two stories and a maximum of five stories in the TOD Corridor Area. The TOD ordinance should provide for use of a hearing process in order to allow for heights over six stories in the TOD Station Areas and five stories in the TOD Corridor Area. The actual design of buildings needs to respect adjacent single-family uses and be designed to integrate with them.

#### ***Floor Area Ratio***

Commercial developments should have a floor area ratio (FAR) of at least 0.60 in TOD Station Areas. For developments in the TOD Corridor Area, the FAR should not be less than 0.40.

#### ***Residential Density***

For residential only projects, residential density should not be less than 30DU/Acre in the TOD Station Areas and 17DU/Acre in the TOD Corridor Area. There is no minimum limit on mixed-use projects.

#### ***Building Frontage***

In order to support the pedestrian-friendly environment within the TOD Station Areas, building frontages onto streets and open spaces should be maximized. Building street frontage should be a minimum of 75% of the lot width at the street in TOD Station Areas, except when parks, plazas and essential driveways are provided.

Building street frontage should be a minimum of 65% of the lot width at the street in TOD Corridor Area, except when parks, plazas and essential driveways are provided.



### ***Street Wall Features***

The street wall is the vertical plane defined by buildings along the street. In order to encourage pedestrian activity, there needs to be a lot of visual interest along these street walls. Interest is provided by the frequency of entrances, frontage transparency, exterior wall finishes, the creation of interesting spaces and signage.

Uses such as parking garages can be anchored by retail stores and restaurants in a way that such uses would face Main Street. This would help maintain vibrancy along Main Street. The example on the right shows a restaurant in front of a parking garage at Alma School Road/Southern Avenue.

For non-residential uses, a minimum of 65% of the ***lineal building width*** should be ground floor windows on walls adjacent to TOD Station Areas and Main Street in both the TOD Station Areas as well as TOD Corridor Area.

Also, for non-residential uses, a minimum of 30% of the ***ground floor façade area*** should be used for windows on walls adjacent to TOD Station Areas and Main Street both in the TOD Station Areas as well as TOD Corridor Area.

The bottom of the windows should be a maximum 2 feet above the interior finished floor to ensure openness at a human scale. The top of the windows should be at least 8' above the interior finished floor. A minimum of 60 % of the total window area should be maintained for transparency. A minimum of 15% of the area above the ground floor facing Main Street and TOD Stations should be used for windows in both in the TOD Station Areas and TOD Corridor Area.

In addition, blank walls should not be longer than 20' and should not be more than 30% of the building width adjacent to Main Street and TOD Stations for non-residential buildings. For residential buildings, blank walls should not be longer than 20' and should not be more than 50% of the building width adjacent to Main Street and TOD Station Areas.

When the buildings are adjacent to Main Street and TOD Station Areas, the orientation of the main entrance of the buildings should be towards Main Street and TOD Station Areas. Functional entrances can also be oriented towards public spaces such as a square, park or plaza. A pedestrian path should be provided from the building entry to the TOD Station or nearby major pedestrian access way.

### ***Building and Shade***

For development directly abutting Main Street, sidewalks should be shaded through awnings and projections. Additional natural shade through landscaping should also be provided. The design and location of such facilities should be in response to the climatic and development characteristics unique to Arizona as well as to the area

### ***Large-Scale Development and Plazas***

Large-scale developments such as retail plazas, business parks, office plazas and entertainment/cultural plazas can be designed to integrate well into the community's vision for "main street character" along major streets.

Large-scale retail commercial should not front the street with parking lots; instead, small retail buildings should front the street with parking camouflaged from the street.

Pedestrian connections along with pedestrian destinations such as a park/plaza should be an integral part of these developments. Graphics below show a pocket park and a plaza in the center of retail development, emulating the experience of a public square.

### ***Streetscape***

Streets, more than any single public element, define the character of our community. Design elements along the streets in the area, if carefully applied, help to provide a sense of place and add to identity of the area. A suitable streetscape would also help in fulfilling the objective of a pedestrian and transit-friendly environment.

Main Street east of Sycamore Station (end of light rail line) should be developed to provide a 28 foot raised landscaped median in the center, with two eleven-foot travel lanes in each direction, a minimum 5.5 foot bike lane in each direction, 8.5 foot wide on-street parallel parking on each side, landscaped bulb-outs to break up the on-street parking modules, and a ten-foot wide sidewalk on each side. The figure 12.1 shows the typical cross-section planned for Main Street. The figure also shows a building zone, a pedestrian zone and a curb zone along buildings to enhance the pedestrian-friendly environment.

Pedestrian amenities should be located strategically along transit stops, intersections, open spaces, and plazas. Landscaping and awnings should be provided continuously all along Main Street and on cross-streets to provide shade and make the environment pedestrian-friendly.

Drought-tolerant trees, shrubs, perennials, and groundcovers cited in the Arizona Department of Water Resources low-water using plant list should be used along West Main Street Area major roadways. The streetscape along Main Street should include date palm trees, planted in combination with shade trees.

The building zone should have a sidewalk contiguous to the front façade of the mixed-use and non-residential buildings. Such sidewalks, if constructed during redevelopment of an individual project, should be developed with similar material and grade to the existing sidewalk to ensure contiguous pedestrian movement.