



Planning and Zoning Board

Case Information

CASE NUMBER: Z17-026 (PLN2017-00182)
LOCATION: 6500 block of East Brown Road (north side)
GENERAL VICINITY: Located west of Power Road on the north side of Brown Road.
REQUEST: Rezone from RS-9 and OC-PAD to RM-2-PAD; Site Plan Review; and Special Use Permit.
PURPOSE: This request will allow for the development of a transitional senior living facility.
COUNCIL DISTRICT: District 5
APPLICANT: Tyler Wilson, Ryan Companies US, Inc.
STAFF PLANNER: Wahid Alam, AICP – Planner II

SITE DATA

PARCEL NO.: 141-64-054; 141-64-052B and 141-64-052A
EXISTING ZONING: RS-9 and OC-PAD
GENERAL PLAN CHARACTER AREA: Neighborhoods: Suburban
CURRENT LAND USE: Vacant
LOT SIZE: 8.0± acres

SITE CONTEXT

NORTH: (Across Tonto Street) existing residential-zoned RS-9
EAST: Existing residential-zoned RS-9
SOUTH: (Across Brown Rd.) existing residential -zoned RS-9
WEST: Open space-zoned RS-9

STAFF RECOMMENDATION:

P&Z BOARD RECOMMENDATION:

PROP-207 WAIVER:

Approval with conditions

☒ Approval with conditions. ☐ Denial
☒ Signed ☐ Not Signed

ZONING HISTORY / RELATED CASES

February 16, 1988:	Annexed into the City.	(Ord. #2306)
June 6, 1988:	Establish R1-9 City zoning	(Z88-027)
December 9, 2003:	To develop school in R1-9 and O-S zoning district with variance and SCIP.	(BA03-057)

PROJECT DESCRIPTION

The proposed development, Mesa Senior Living Community, is a transitional living facility for seniors. The facility will include 170 units, comprised of 142 assisted living units and 28 memory care units with related services. The assisted living area is in the three-story west wing facing 65th Street and two-story east wing facing 66th Street. The main entrance will be from Brown Road with pick up and drop off under a Porte cochere attached to a central area with common activities. The memory care unit is in a single-story building accessed from the north off of Tonto Street. Community amenities include a central dining room, private dining rooms, wellness center, beauty shop, meeting room, theater, library, game room, swimming pool, and gated courtyard with a terrace. The request includes a Planned Area Development (PAD) overlay to allow additional height and adjust setbacks.

CITIZEN PARTICIPATION

The applicant's citizen participation plan included an initial mailing to property owners within 1000 feet of the property, all HOAs within ½ mile, and all registered neighborhoods within 1 mile. The Citizen Participation Report indicates that a neighborhood meeting was held on Tuesday, April 18, 2017 - 6:30pm–7:30 pm at Brown Road Baptist Church located at 6502 E. Brown Road. The meeting sign-up sheet has 24 signatures. The meeting included question and answer session and expression of support for the project.

The required notifications of the P&Z hearing were mailed on June 6, 2017. Staff has received positive comments from neighbors regarding the case at the Design Review Work Session and by e-mail.

CONFORMANCE WITH THE MESA 2040 GENERAL PLAN

Summary: The proposal lends support to the General Plan's goal for providing diversity of housing in all areas of Mesa and is consistent with the designated Neighborhoods character type of this area.

The goal of Mesa 2040 General Plan is to establish and maintain character areas 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

The state statutes require that all rezoning 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 if the proposed development is achieving the vision and goals established in this Plan.

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 and focus on those principles that build neighborhoods, stabilize the job base, and improve the sense of place.

The proposed development is consistent with the goals of the Plan and of the "Neighborhoods" character area. Also, the proposal supports General Plan policies relative to locating a variety of dwelling types in different areas of the city and avoiding overconcentration in an area.

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

The proposed development is not within any adopted sub-area plan.

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

This property is within the "Neighborhoods" character area. The neighborhoods chapter of the General Plan (Chapter 4) lists principles to be followed to help create and maintain great neighborhoods. These apply to both residential and non-residential areas. Particular items to consider from this chapter as they pertain to the proposed zoning and site plan are:

- Build Community and Foster Social Interaction
- Connectivity and Walkability
- Provide for Diversity
- Neighborhood Character and Personality

The proposed development fosters social interaction within the site. Sidewalk and auto access between the site and the surrounding neighborhood encourage connectivity and walkability. Adding senior housing supports diversity, and the design and landscaping of the project will add to neighborhood character and personality.

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

- **Providing appropriate infill development;**

The proposed development will strengthen the residential character of the area by proposing appropriate infill development. The applicant has designed the building to put the lower, smaller masses next to the existing single-residence areas and the larger masses next to the park.

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

Not applicable.

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

The proposed use meets the General Plan goals for providing a mix of housing types in this area. The senior housing use transitions well between the existing residential and Brown Road arterial exposure.

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

The applicant's proposed site design is auto-oriented, with a central building surrounded by a parking field and landscaped areas. The proposed design provides direct pedestrian/auto connectivity to the adjacent neighborhood surrounded by public streets. The connectivity will increase since the proposed development is not gated and is open to the surrounding neighborhoods.

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

The proposed development has been reviewed by staff and the Design Review Board. The Board recognized the quality elements of the design and has requested revisions to improve the overall design. Staff believes that the final project will meet a high standard of design, meeting or exceeding the quality of development in the surrounding area.

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 design provides landscaping and screening as a buffer to the single-residential neighborhood to the north. The proposed transitional senior living facility is a logical land use transition from the Brown Road to the south to the existing established residential neighborhood to the north and east. The layout of the site transitions between the open space across 65th Street and the existing homes across 66th Street by locating three-story building along west side and single and two story building along east side.

STAFF ANALYSIS:

The site is zoned residential RS-9, except for the southeast corner which is zoned OC-PAD. A church facility is located on west half of the property.



REZONING: The proposal is to rezone the property from RS-9 and OC-PAD to RM-2-PAD. The proposed assisted living use is allowed in a multi-residential district. The proposed memory care use (which is included in the Nursing and Convalescent Homes use category in the Zoning Ordinance) requires a Special Use Permit (SUP) in a multi-residence district.

This section of Brown Road between Recker and Power Roads includes a wide variety of zoning districts from RS-9 to GC. There are existing areas of multi-residence zoning to the west and southeast. Rezoning the frontage along Brown Road to a multi-residence is appropriate given the high traffic volumes on this street. Care needs to be taken, however, in the transition to the existing neighborhoods to the north and east. These transitional issues can be addressed through the PAD and site plan.

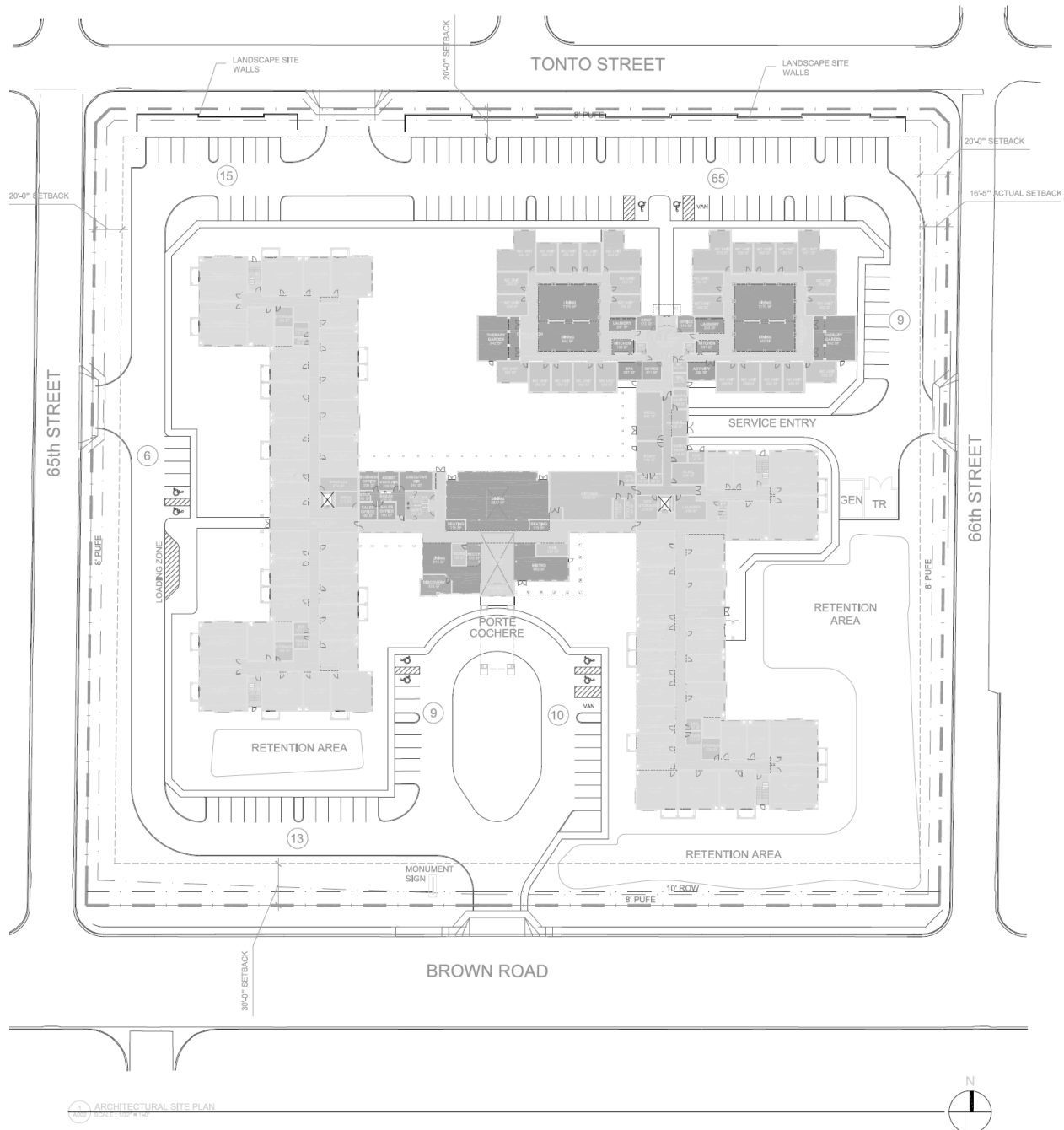
PAD: The purpose of the PAD overlay is to allow for innovative design and flexibility in projects resulting in creative, high-quality development. This overlay is often used to seek adjustment development standards. The following table compares required development standards with the proposed adjustments information.

FRONTAGE	SETBACKS		STAFF RECOMMENDATION
	REQUIRED	PROPOSED	
Brown Road	20'	30'	Exceeds Code
Tonto Street	20'	20'	Meets Code
65 th Street	20'	20'	Meets Code
66 th Street	20'	16'-5"	Approved as proposed

1. In addition, the applicant is asking for an additional fourteen feet in building height, from the 30' maximum allowed to 44' top of ridge line (33' plate height and 38' mid-point of slope roof), for the three-story wing along 65th Street.

In return for the modifications to code requirements, the applicant is required to provide a higher-quality design. By allowing the additional building height in the area away from the existing single-residence neighborhood, the applicant is able to get the unit count they need but preserve more open space on the property. Given the limited addition to the overall height, this is an appropriate modification.

SITE PLAN: Staff believes the applicant has done a good job of developing a site plan that transitions between the open space across 65th Street to the west and the existing homes across 66th Street to the east by locating three story portion of the building along west side and single- and two-story portion of the building along east side. Overall, we find that the site plan meets the review criteria of Section 11-69-5.



Revised Site Plan with required setback.

The proposed site plan shows large retention basin at the northwest corner of Brown and 66th Street. There is no direct pedestrian connection between the sidewalk along Tonto Street and memory care facility entrance facing north. Staff suggests providing direct pedestrian connectivity between the memory care main entrance and the sidewalk along the Tonto Street through the parking lot. Also provide pedestrian connection between the side walk along 66th Street and east wing of the Assisted living (Condition#6d).

SPECIAL USE PERMIT – MEMORY CARE (categorized in the Zoning Ordinance as “Nursing & Convalescent Homes”): The Zoning Ordinance requires a SUP for the Memory Care element. SUPs are granted, based on the following findings:

1. Approval of the proposed project will advance the goals and objectives of and is consistent with the policies of the General Plan and any other applicable City plan and / or policies;
2. The location, size, design, and operating characteristics of the proposed project are consistent with the purposes of the district where it is located and conform with the General Plan and with any other applicable City plan or policies;
3. The proposed project will not be injurious or detrimental to the adjacent or surrounding properties in the area, nor will the proposed project of improvements be injurious or detrimental to the neighborhood or to the general welfare of the City; and
4. Adequate public services, public facilities and public infrastructure are available to serve the proposed project.

Staff finds that the above criteria have been met with the proposed development.

SPECIAL USE PERMIT - REDUCED PARKING: The application also includes a request for reduced parking as provided for in Section 11-32-7 F of the MZO for housing for people with special needs such as seniors.

The proposed project requires 174 parking spaces per Code as follows:

Table 11-32-3.A Required Parking Spaces by Use

Use	Minimum Standard
Assisted Living (142 units)	1.0 space for each room plus 2 additional spaces for development $142 \times 1.0 = 142 + 2 = \mathbf{144}$ spaces
Residential Care/Memory Care (28 units)	1.0 space for each room plus 2 additional spaces for development $28 \times 1.0 = 28 + 2 = \mathbf{30}$ spaces

Therefore MZO requires minimum $144 + 30 = \mathbf{174}$ parking spaces

Parking Analysis submitted: The applicant has submitted Parking Analysis dated 3/23/17 by EPS Group. The analysis mentions about maximum 170 units planned with 186 parking spaces provided.

According to Institute of Transportation Engineers (ITE) Parking Generation: the estimated peak parking demand for the proposed senior living development based on the largest calculated rate from Parking Generation is 92 parked vehicles.

Parking inventory data was collected at two existing senior living facilities in Mesa. Data was collected at the existing Brookdale Baywood facility, located on the west side of 63rd Street and north of Broadway Road, and the existing Brookdale North Mesa facility, located on the north

side of Brown Road and east of Gilbert Road. Based on the *ITE Parking Generation* statistical data for various senior living facility uses, the peak parking period was identified to occur generally between late morning and early afternoon on weekdays, with the maximum parking occurring near the noon hour. The collected data indicates the provided parking spaces at both locations were under capacity during all counted periods. The maximum peak parking count indicates a surplus capacity of 36% at the Brookdale Baywood location and a surplus capacity of 25% at the Brookdale North Mesa location.

The Results of the Parking Analysis indicates: The proposed senior living is planning to provide 186 parking spaces at a parking ratio of 1.09 spaces per unit. The estimated peak parking demand based on a conservative application of the Parking Generation data and methodology is 92 parked vehicles. Therefore the proposed development should provide absolute minimum of 92 parking spaces.

The applicant is proposing 120 spaces, which is a reduction of 54 spaces. The applicant has justified the request to reduce parking to 70% of the requirement based on their experience with other similar facilities. With the most recent requests we have had for similar facilities, we have seen requests to reduce the number of parking spaces to anywhere from 80% to 50% of the required number. This request is consistent with these other developments and this site has plenty of extra room to add additional spaces should there be an issue with sufficient parking.

Bike Parking: Mesa zoning code requires 1 bike space for each 10 parking spaces. Therefore staff suggests minimum 12 bike stand per code (Condition#6e) .

PRELIMINARY PLAT: The applicant has submitted a Pre-Plat combining all three parcels into a single-lot subdivision. The plat will follow the Subdivision process.

CONCLUSIONS:

The applicant's request complies with the General Plan. The applicant has accommodated the requests of adjacent neighbors relative to the site design, and has provided a well-designed project that will bring different housing opportunities to this area of the City. Staff recommends approval with the following conditions.

Conditions of Approval:

2. Compliance with the basic development as described in the project narrative and as shown on the site plan, landscape plan, and building elevations except as otherwise conditioned;
3. Compliance with all requirements of the Subdivision process;
4. All street improvements and perimeter landscaping to be installed with the first phase of development;
5. Compliance with all City development codes and regulations;
6. Compliance with all requirements of Design Review approval (DR17-027);
7. Modifying the proposed site plan and elevations for acceptance by the Planning Director to include the following items:

- a) Provide an alternative paving material for crosswalks such as stamped or decorative concrete, pavers or similar finish (striping on asphalt is not acceptable).
 - b) Provide parking lot screening along Brown Road, Tonto Street, 65th and 66th Streets.
 - c) Design screen walls and trash enclosure including above ground generator compatible with building architecture in material, color and texture.
 - d) Provide direct pedestrian connectivity with the main entrance of the memory care facility to the sidewalk along Tonto Street. Also provide direct pedestrian connection from the east wing of the assisted living facility to 66th Street.
 - e) Provide a minimum of 12 bike spaces distributed around the entire site, near the building entrances.
8. Signs (detached and attached) require separate approval and permit for locations, size, and quantity.
9. The three-story wing along 65th Street shall not be more than 44' top of ridge line (33' plate height and 38' mid-point of slope roof).

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