



Planning and Zoning Board

Staff Report

CASE NUMBER: ZON18-00149
LOCATION/ADDRESS: The 9800 through 9900 blocks of East Hampton Avenue (south side) and the 1400 Block of South Crismon Road (west side).
GENERAL VICINITY: Located at the northwest corner of US-60 and Crismon Road.
REQUEST: Rezone from PEP-PAD-CUP to PEP-PAD.
PURPOSE: This request will allow for an office and commercial development.
COUNCIL DISTRICT: District 6
OWNER: Crismon Superstition Partners
APPLICANT: Gilmore Planning and Landscape Architecture
STAFF PLANNER: Lisa Davis, AICP Planner II

SITE DATA

PARCEL NO.: Portion of 220-80-008B & Portion of 220-80-009H
PARCEL SIZE: 15 ± acres
EXISTING ZONING: Planned Employment Park-(PEP)-PAD-CUP
GENERAL PLAN CHARACTER: Mixed Use Activity/Employment
CURRENT LAND USE: Vacant

SITE CONTEXT

NORTH: (Across Hampton Avenue) Existing Church – zoned RS-43-PAD
EAST: (Across Crismon Road) Existing commercial – zoned LC
SOUTH: US-60 Freeway right-of-way
WEST: Vacant – zoned PEP-PAD-CUP

HISTORY

September 2, 1987: Annexed into the City, total of 1,090 acres. (Ord. #2249)
October 5, 1987: Comparable zoning of County “SR” now called RS-43 (Z87-066)
October 18, 2010: Rezoned 39± acres from RS-43 to PEP-PAD-CUP (Z10-024)

STAFF RECOMMENDATION: Approval with conditions

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

PROPOSITION 207 WAIVER SIGNED: ☒ Yes ☐ No

PROJECT DESCRIPTION / REQUEST

The applicant is requesting approval for rezoning of a 15± acre site from PEP-PAD-CUP to Planned Employment Park (PEP) with a Planned Area Development (PAD) Overlay to allow for an office and commercial development at the northwest corner of US-60 and Crismon Road. The PAD request utilizes the two-step process. This is the first step to establish a Conceptual Plan with design guidelines for the development of the property. The second step will require approval of a Specific Plan and an architectural design theme prior to development of the first phase. The Specific Plan requires submittal and approval of detailed drawings of the proposed development, site plan, landscape plans and building elevations. The conceptual site plan for the 15±-acre site indicates retail, restaurants, a hotel and a six-building office complex, total of 147,658 square feet (SF) of buildings. The hotel is tallest building indicated at 45' in height. The Crismon Road frontage is lined with restaurant and retail space in 4 pad buildings.

This request will amend the existing 39±-acre PAD by creating a new PAD over the 15±-acre site. In addition, it will remove the previously approved Council Use Permit (CUP) that allowed an increase of retail space for a single user. The current zoning ordinance does not require a CUP for retail space but does limit a single retail user to 50,000 SF in the PEP district. The remaining 24±-acres will maintain the approved, Z10-024, Sole and Superstition Development PAD.

NEIGHBORHOOD PARTICIPATION:

The Citizen Participation Plan submitted by the applicant indicates that a mailed letter will be sent to property owners within 1,000' of the site and all registered neighborhoods within a 1 mile. The plan does not address HOA's on the notification list. A Citizen Participation Report will be provided by the applicant prior to the hearing. Staff will update the Board on the report at the Tuesday morning Study Session. Staff has not been contacted with any concerns regarding this case.

STAFF ANALYSIS

MESA 2040 GENERAL PLAN:

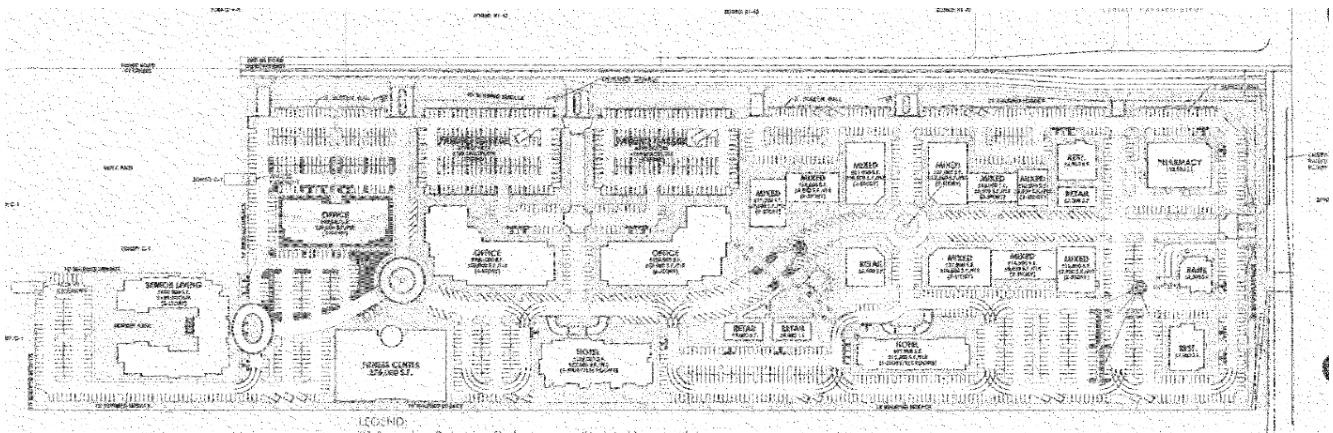
The Mesa 2040 General Plan Character area designation is Mixed Use Activity District (MUAD) along Crismon Road and Employment on the rear portion of the property. The MUAD is primarily for retail and entertainment uses but may also have office and multi-residence uses. The primary goal of this character type is to provide high quality opportunities for commercial and entertainment activities consistent with the needs of today's consumer. Employment District is a character type that is primarily used for employment-type land uses of at least 20 acres and typically have minimal connection to the surrounding area. Examples of employment districts include areas for large manufacturing facilities, warehousing, business parks, etc. Employment districts may include supporting retail and office areas but rarely include any type of residential uses. The goal for these districts is to provide for a wide range of employment opportunities in high quality settings. The Specific Plan submitted in the future will need to be consistent with the General Plan and ensure that there is a high-quality setting.

The site falls within the Superstition Springs Economic Activity Area and the Superstition Freeway East District. Staff has reviewed the proposal and found that it is consistent with the Mesa 2040 General Plan, including the criteria for review as outlined in Chapter 15 (pg. 15-1).

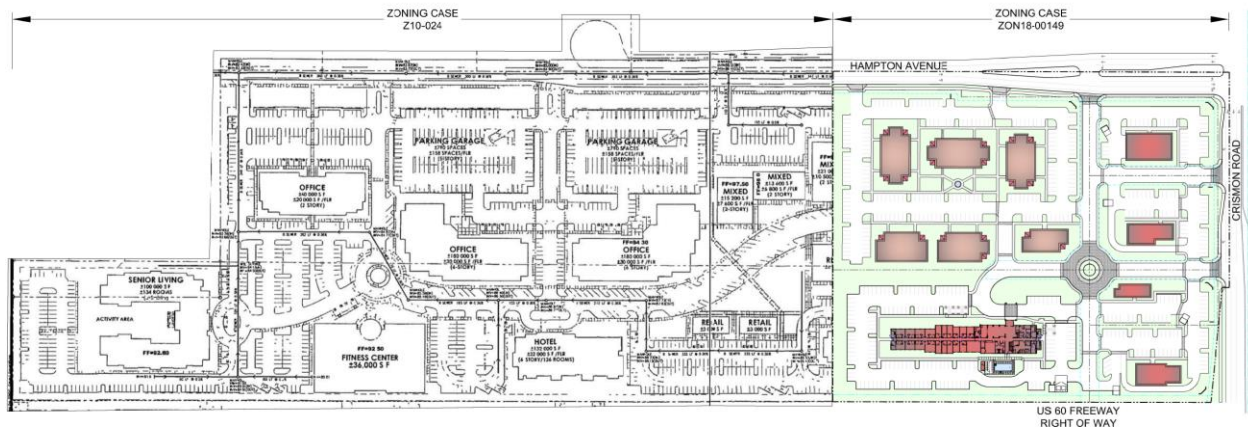
ZONING:

This request modifies a portion of the existing 39± acre PAD, Z10-024 (Superstition at Sole), by removing this 15± acres from the previously approved PAD. The 15± acre parcel is located at the northwest corner of US-60 and Crismon Road. The remaining 24± acres will maintain the 2010 approved PAD overlay. The approved site plan for the Superstition at Sole included a mixture of uses including office, hotel, retail, fitness and assisted living. The property to the west is the subject of a separate application for a minor general plan amendment and rezoning that is tentatively scheduled for the July P&Z Board meeting.

Below is the approved site plan for Z10-024:



Below is the proposed modification to the PAD:



TWO-STEP PAD PROCESS

This 15± acre property is currently zoned PEP-PAD-CUP and is proposed to be rezoned PEP-PAD. Section 11-22-5.B. of the Zoning Ordinance allows the applicant to choose to submit either a conceptual plan or specific plan with their rezoning. If the conceptual plan option is chosen, they must follow up with approval of the specific plan by the Planning and Zoning Board prior to application for a building permit. The conceptual plan must include submittal of generalized plans that describe the intended land uses and development themes, and ranges of intensity of uses.

The Conceptual plan narrative submitted with this case includes:

- Project Narrative;
- PAD modification requests to development standards to create innovative design;
- Conceptual Site Plan that illustrates the generalized plan for development;
- Development Theme architectural design guidelines that establish, at a high level, the development themes for the property; and
- Land uses and ranges of intensity. The land uses identified are a hotel, office, fast food restaurant and retail. The ranges of intensity are based on the Floor Area Ratio (FAR) and will range between .25 and .30

A Specific Plan is required to be submitted for review and approval by the Planning and Zoning Board with each site as it is ready for development per the Mesa Zoning Ordinance (MZO) Section 11-22-5.B. (condition #6). As noted in the Architectural Design Guidelines of the narrative, the first Specific Plan will include an architectural design theme and landscape plan for the overall site along with the building elevations and site plan for the specific site. The Specific Plan Site Plan Review is required to comply with review criteria for sites located in the employment district as described in Mesa Zoning Ordinance (MZO) Sections 11-69-5.A and B.

PAD OVERLAY MODIFICATIONS – MZO Article 3:

The purpose of the PAD is to allow for innovative design and flexibility for development of a cohesive project. Modification to development standards are often requested to create innovative design. This application does include requested modifications from MZO development standards. In return for allowing modifications to the standard code requirements, there are typically added features that provide for a higher quality development. The applicant has requested a PAD overlay to accommodate reduced lot sizes, reduction in perimeter setbacks, and to allow the subdivision of the site into parcels that do not have frontage on public right of way.

The PEP district requires a minimum site size of 2.5 acres. The applicant is requesting lots that are a minimum size of .75 acres in size. The lots shown can be created and approved with the Specific Plan for the PAD as long as the development includes shared access and parking and functions as an integrated development. The conceptual site plan does appear that it would meet this requirement. A Final plat will be required to create the proposed lots.

Indicated in the narrative, page 6, and on the conceptual site plan, the applicant is requesting modifications to the MZO required perimeter landscape and building setbacks. However, the conceptual site plan showing building layout, vehicular circulation, parking and pedestrian access does not depict any of the proposed modifications. The buildings and landscape shown on the plan are consistent with MZO required development standards. For example, the proposed hotel would require one foot of setback for each foot of height for a total setback of 45'. The conceptual site plan far exceeds this requirement. However, the proposed modification would allow the hotel to be built 30' from the west property line with 10' of landscape. Because there is not a clear representation of the need for reduction in building and landscape setbacks, staff does not support the requested modification. Staff recommends keeping the required PEP development standards in place (condition #8c).

The table below shows the required development standards/Staff recommendation and those proposed by the applicant:

Perimeter Development Standards MZO Table 11-7-3	Proposed	Required/Staff recommendation
Setbacks-building and landscape		
East (adjacent to Crismon Road)	Building-30' and Landscape-10' minimum & 20' average;	15' building and landscape
North (adjacent to Hampton Ave)	Building-20'; Landscape-15'	20' building and landscape
South (adjacent to the US60)	Building-15'; Landscape 10'	15' building and landscape
West (for residential or PEP)	Building-30'; Landscape-10'	20' minimum with 1' for each 1' of building height building and landscape

The PAD modifications and conceptual site plan indicate a building and landscape setback between the conceptual lots. These setbacks are inconsistent with the purpose of the PEP district to create an integrated campus setting and are not needed. Staff recommends eliminating the proposed interior side and rear yards between the conceptual lots (condition #8c).

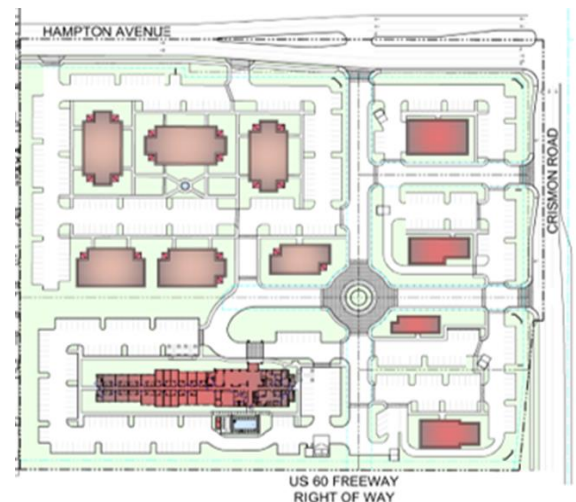
The conceptual site plan does indicate that the proposed lots will not all have frontage on the public right of way. The MZO Section 11-30-6.H requires that every lot shall have frontage on a dedicated public street unless the lot is part of an approved PAD. As part of the PAD overlay the applicant is requesting lots that do not have frontage on the public right of way. Cross access and reciprocal parking easements will be required to be recorded as part of this development. Condition 7 outlines Staff supported PAD modifications.

REMOVAL OF THE CUP

This request will remove the previously approved Council Use Permit (CUP) that allowed an increase of retail space for a single user to 13,000 SF and the overall retail space to 120,000 SF. The current zoning ordinance does not require a CUP for retail space but does limit a single retail user to 50,000 SF in the PEP district.

CONCEPTUAL SITE PLAN

As discussed above, the conceptual site plan includes a six-building office complex, a four-story hotel and four pad buildings lining the Crismon Road frontage. The land use indicated in the narrative includes a hotel, offices, retail and fast food restaurants. As noted in the narrative, this site plan is promoting more commercial pad type uses along the Crismon Road frontage where the highest traffic counts and more valuable marketing window is most effective. The 4-story Hotel retains visibility from both US60 and Crismon Road. The 5.2 acres situated at the northwest portion of the property is being marketed for professional and medical office or as a multi-tenant business park. Staff believes the frontage along Hampton should have a stronger building presence instead of the parking field as shown in the conceptual site plan. This will be more inviting for pedestrians and create a walkable area along Hampton Avenue. Staff recommends the conceptual site plan be revised to move buildings closer to Hampton with the parking areas behind the buildings (Condition #8a). The



placement of the dumpster for lot 2 is highly visible from Crismon Road and should be moved in final site plan design. Design review approval will be required for all buildings and landscape design.

DESIGN GUIDELINES

Starting at page 10 and extending through page 20, the narrative provides general design guidelines for architectural design, landscape, lighting, screen walls and sign design. It states that the first phase of the project for Specific Plan Review will include an overall architectural theme for review and approval. The building elevations provided in the conceptual design guidelines, the pictures to the right, indicate a good use of materials and building forms that will result in a high-quality development.



Fully covered drive-through windows and a Porte cochere at the hotel should be incorporated into the design of the project. The full canopy design, examples below, will be an upgraded design for the restaurants and hotel and provide the needed shade for the Arizona climate (Condition #8b).



Detailed information will need to be provided at the time of Site Plan Review and Specific Plan for full review. Other concerns include the landscape strips announcing the main entrance to the site from Hampton Road may be too narrow to support adequate tree planting or growth. It is unclear if the proposed buildings meet the foundation base requirements. The current PAD Design Guidelines for Superstition at Sole, Z10-024 includes emphasis on pedestrian areas, page 11, and architectural design standards, page 14, with pedestrian environment in mind. These should be retained in the design guidelines for the current application (Condition #9a).

Pedestrian Areas (Z10-024 design guidelines page 11)

Pedestrian circulation will be encouraged from one end of the property to the other along the central street as well as sidewalks along the public rights-of-way. End users of individual parcels should design their buildings to connect easily to these common areas to facilitate pedestrian connections and activity.

The primary pedestrian gathering area near the center of the property is planned to create a pleasant and inviting pedestrian environment. Users of parcels adjoining this area are expected to design their buildings to interact with this area for mutual benefit.

Where pedestrian pathways meet and cross vehicle pathways, decorative and / or textured pavements will be used. Barrier posts, bollards, screen walls, or large potted plants are to be used to provide safety to pedestrians from vehicular traffic.

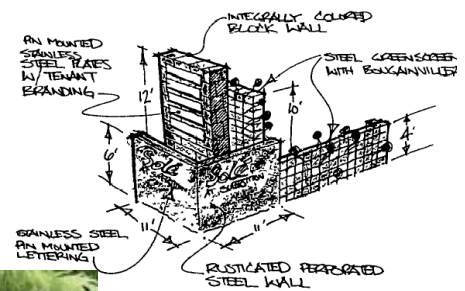
Architectural Design Standards (Z10-024 design guidelines page 14)

In keeping with the design theme of the property, architectural forms shall be visually interesting, with a mixture of creative modern structures utilizing the colors, materials, and finishes provided in the examples in these guidelines. Building details should reflect a contemporary order of architecture. Expansive building masses should be avoided, and entries should be recessed and defined with special architectural features. The building should be integrated with the site and landscape, designed with the pedestrian environment in mind. Elevations should include architectural elements that complement the building aesthetics and should use such features as overhangs, awnings, pop-outs, trellises, and arbors for shade above entrances and walkways signage should be integrated into the overall design of the building wherever possible.

Z10-024 Sign and wall design

The overall architectural theme that will be submitted with the first Specific Plan should also address the screen wall design and the sign design for the overall project. The current PAD narrative does include screen wall and sign design. The project narrative indicates a sign design and screen wall that should have more interest and connection to the design of the elevations. Staff recommends Design Review and approval of the Specific Design Guidelines prior to the approval of the Specific Site Plan (condition (Condition #9b).

Current Conceptual Plan Sign and wall design



CONCLUSION:

The proposed Conceptual Plan complies with the General Plan and meets all review criteria for the rezoning with a PAD overlay with a Conceptual Plan. Staff recommends approval with the following conditions:

CONDITIONS OF APPROVAL:

1. Compliance with the basic development as described in the Conceptual Plan which includes a project narrative, conceptual site plan, and architectural design guidelines (without guarantee of lot yield, building count, lot coverage), except as modified below.
2. Compliance with all requirements of Design Review.
3. Compliance with all requirements of the Subdivision Technical Review Committee.
4. Dedicate the right-of-way required under the Mesa City Code at the time of application for a building permit, at the time of recordation of the subdivision plat, or at the time of the City's request for dedication, whichever comes first.
5. Compliance with all City development codes and regulations.
6. **Prior to submittal of construction documents for any phase of development, a Specific Plan and Site Plan shall be submitted for review and approval by the Planning and Zoning Board.**

7. **The code modifications approved by this PAD are**
 - a. **The minimum lot size, for each lot, is .75 acres, and**
 - b. **Lots do not have to have frontage on the public right-of-way, if a cross access and reciprocal parking easement is recorded.**
8. **Prior to the submission of the first Specific Plan, submit a revised Conceptual Plan for review and acceptance by the Planning Director that includes:**
 - a. **A revised project narrative and conceptual site plan that:**
 - i. **Includes Perimeter building and landscape setbacks consistent with the PEP requirements, and**
 - ii. **Removes interior and side yard setback standards that are not consistent with PEP requirements.**
 - b. **A revised conceptual site plan with the buildings moved closer to Hampton and no drives or parking between the buildings and the street and improved pedestrian connectivity between the various land uses.**
 - c. **Inclusion of fully covered canopy designs for the drive through restaurants and porte cochere for the hotel.**
9. **Prior to submission of the first Specific Plan, submit an overall architectural theme for the project for review by the Design Review Board and approval by the Planning Director which includes:**
 - a. **The incorporation of the site development standards for pedestrian areas (page 11) and architectural design standards (page 14) in the approved Superstition at Sole Design Guidelines (Z10-024).**
 - b. **Upgraded, high quality sign designs and screening wall design.**
10. **Owner granting an Avigation Easement and Release to the City, pertaining to Phoenix-Mesa Gateway Airport which will be prepared and recorded by the City (concurrently with the recordation of the final subdivision map or prior to the issuance of a building permit).**
11. **Noise attenuation measures be incorporated into the design and construction of the buildings to achieve a noise level reduction of 25 db.**
12. **Due to the proximity to Phoenix-Mesa Gateway Airport, any proposed structure is subject to an FAA filing for review in conformance with CFR Title 14 Part 77.9, (form 7460), to determine any effect to navigable airspace, air navigation facilities. A completed form with response by the FAA must accompany building permit application for structures on this property.**