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## Planning and Zoning Board

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### *Case Information*

**CASE NUMBER:** Z17-00384  
**LOCATION/ADDRESS:** The 2800 to 2900 block of South Signal Butte Road (west side) and the 10600 to 10800 block of East Guadalupe Road (south side)  
**GENERAL VICINITY:** Located on the south side of Guadalupe Road and the west side of Signal Butte Road.  
**REQUEST:** Rezone from AG to LC; and Site Plan Review.  
**PURPOSE:** This request will allow the development of a group commercial center.  
**COUNCIL DISTRICT:** District 6  
**OWNER:** Walgreen Arizona Drug Co.  
**APPLICANT:** Dennis Newcombe, Beus Gilbert PLLC and Cain Garcia, RKAA Architects Inc.  
**STAFF PLANNER:** Wahid Alam, AICP-Planner II

### **DATA**

**PARCEL NUMBER:** 304-01-022A  
**DEVELOPMENT AREA:** 4.5± acres  
**EXISTING ZONING:** Agriculture (AG)  
**GENERAL PLAN DESIGNATION:** Neighborhood: Suburban character  
**CURRENT LAND USE:** Vacant

### **ZONING HISTORY/RELATED CASES:**

January 22, 1990: Annexed (Ordinance # 2483) and subsequently zoned AG & SR (Z90-010, Ordinance# 2512)  
January 1, 2013: Case withdrawn for rezoning from AG to LC for Fry's grocery and fueling station (Z14-01).  
November 18, 2017: Tabled a request for rezoning from AG to LC and Site Plan Review to develop a group commercial center.

### **SITE CONTEXT**

**NORTH:** Existing shopping center – zoned LC.  
**SOUTH:** Existing residential subdivision – zoned RS-6 PAD.  
**EAST:** (across Signal Butte Road) Existing residential subdivision – zoned RS-6 PAD.  
**WEST:** Legacy Traditional Academy school (under construction) – zoned AG.

**STAFF RECOMMENDATION:** Approval with conditions

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

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

### **PROJECT DESCRIPTION/REQUEST**

This request is to rezone a 4.5± acre vacant parcel from AG to LC; and Site Plan Review. The site is located at the southwest corner of Signal Butte and Guadalupe Roads. The proposed site plan is to create three pad sites with two drive-thru facilities and a self-storage building fronting Signal Butte Road.

Pad site A is for an 8,500 square-foot facility with four suites: one 3,250 sf restaurant with a drive-thru, two more restaurants 1,200 sf each and a retail space for 2,850 sf. In addition, there are two 400 sf patios for outdoor seating/dining. The pad site A is located at the immediate southwest corner of Signal Butte and Guadalupe Roads and is accessed by shared access with the Legacy Traditional Academy from Guadalupe Road and driveway access from Signal Butte Road.

Pad site B is for a 4,500 square-foot restaurant with a drive-thru located between pad site A along Guadalupe Road and the proposed self-storage on pad site C along the shared drive aisle to the south. Pad site B will have two suites one for a restaurant with a drive-thru for 2,000 sf and the other for 2,500 sf of retail space.

Pad site C is the only two-story building and is proposed for a 103,476 sf self-storage facility.

### **NEIGHBORHOOD PARTICIPATION**

The applicant has completed a Citizen Participation process, which included a mailed letter to property owners within 1,000' of the site, as well as HOAs and registered neighborhoods within a mile. The applicant held a neighborhood meeting on Tuesday, February 13, 2018, 7:30 PM at the Sunland Springs Village Recreation Center, which is located within one-mile of the site. Approximately fifty neighbors signed in at that meeting.

The site plan provided at that time was somewhat different than the current site plan and included a potential carwash. According to the minutes provided by the applicant, there was significant opposition and displeasure with the proposed carwash shown on the site plan. Some concern was raised regarding the proposed self-storage and the need in the area, but most questions, concerns, and issues were regarding the carwash and wanting more restaurants as opposed to a carwash.

Between October 2017 and March 2018 staff received e-mails (attached in the packet) and phone calls from property owners in the neighboring residential subdivision across Signal Butte Road including those residents from Sunland Village. All of them were in opposition to rezoning for commercial development. Specifically, they were opposed to a proposed carwash. Some of them also expressed concern regarding the proposed two-story self-storage.

Residents also expressed their concern about the potential hearing date during peak summer season when most of them are out of town. Their preference would be to have a hearing after summer season, so they can be in town and participate in the public hearing process.

Since the February 13, 2018 neighborhood meeting, the owner has dropped the carwash use and worked with the neighborhood representatives from both the neighborhoods south and east of the property regarding the revised site plan (i.e., no carwash) and addressing concerns/issues raised with the self-storage. The individual meetings and outreach (i.e., walking the abutting neighborhoods and talking with homeowners as well as email correspondences) resulted in a "Good Neighbor Policy/Development Program" document between the applicant and neighbors which includes items that the owner and self-storage user will abide by when they develop the self-storage.

A status update letter was mailed May 22, 2018, to all the property owners within 1,000' of the site, as well as HOAs and registered neighborhoods and those that signed in at the February 13, 2018

neighborhood meeting to bring them up to date regarding the project status and the above-mentioned document as well as the new site plan and proposed building elevations. This letter was also emailed to the requisite neighborhood representatives for the neighborhoods south and east, so they could email to homeowners out of town and the letter could be placed on their online communications boards.

The applicant reports that since their earlier outreach along with the “Good Neighbor Program” was completed, they have not heard of any concerns or opposition to the proposed self-storage use/site plan. Most, if not all, were very pleased to see the carwash use gone. This is a private agreement between the property owner and the neighbors. It is not enforced by the City. As discussed below, staff is recommending some changes to the applicant’s new revised site plan. The proposed changes are consistent with the desires of the neighbors as expressed in this document.

Staff is not aware of any additional neighborhood meetings held by the applicant with the new revised site plan. The applicant mentioned their effort to meet with immediate neighbors/residents to update them about the new proposal without the carwash.

At the time that this report was written staff had not been contacted recently by any residents or property owners in the area. The applicant will be providing an updated Citizen Participation Report prior to the August 14, 2018 Study Session. An update will be provided by staff at that Planning and Zoning Board Study Session.

#### STAFF ANALYSIS

##### MESA 2040 GENERAL PLAN:

Staff has reviewed the proposal and found that it is consistent with the criteria for review as outlined in Chapter 15 (pg. 15-1) of the Mesa 2040 General Plan and has determined that the proposed use is in conformance with the General Plan.

The proposed commercial uses including storage facility are compatible with the Neighborhood Suburban character type designation in the Mesa 2040 General Plan. As part of a neighborhood area, there may be commercial uses located along arterials or at the intersection of arterials and collector streets that serve the people within the area. The proposed development is located along the intersection of two arterials,

Guadalupe and Signal Butte roads, and provides retail, restaurants and a storage facility that can serve the people in the surrounding neighborhoods.



##### Zoning:

The existing zoning on the site is AG. The proposed development will need rezoning to allow for the proposed retail use. The applicant is requesting to rezone the property to Limited Commercial (LC) district to create three pad sites with two multi-tenant building with drive-thru and a mini-storage

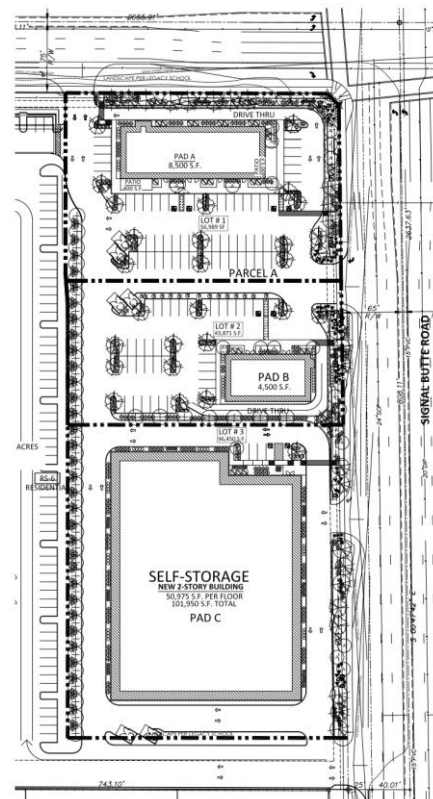
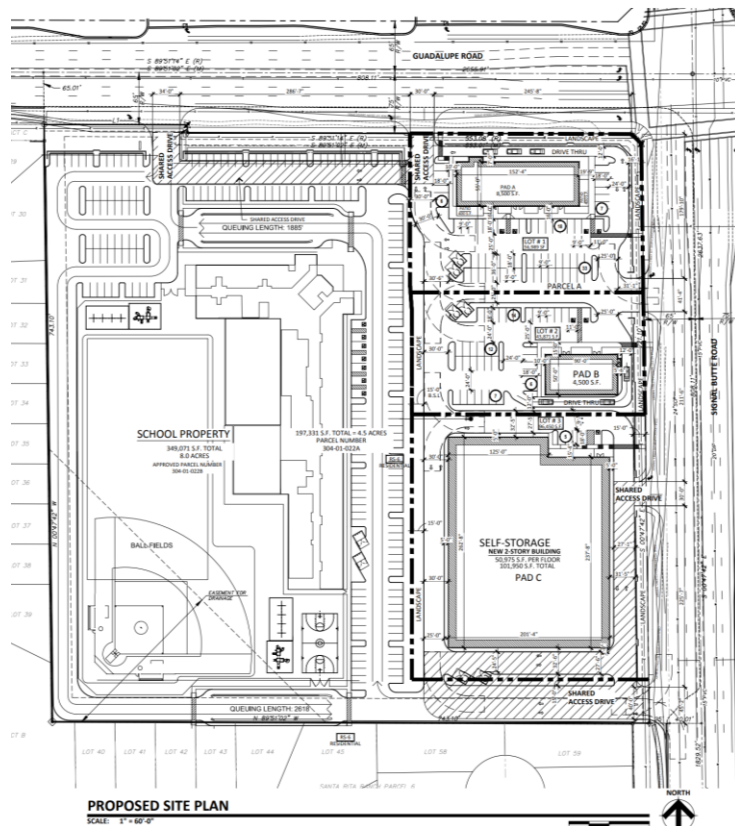
facility. The proposed uses are allowed within the LC district. Given the location at an arterial intersection and the shallow depth of the property, office or commercial zoning is the most appropriate designation for this property.

#### **SITE PLAN - MZO Section 11-69-5:**

Staff has reviewed the site plan against the criteria for site plan review found in section 11-69-5 of the zoning ordinance. Staff has a few issues that need to be resolved with the consideration of the site plan. The following is a description and discussion of these concerns with recommended solutions associated to conditions of approval:

#### Site Plan Layout

The proposed site plan shows three lots next to each other. The proposed development is not organized or grouped as a cohesive, visually integrated, commercial development. The proposal is laid out for three buildings on three pad sites with no design organization except shared vehicular access at some points. This has been a fairly typical type of layout for properties like this. A goal of the General Plan is change this pattern of building and to build sites like this in a way that increases connectivity, walkability, sense of place, and neighborhood. The proposed uses need better organization of the site plan for a group commercial. The three buildings should belong to one another not just next to each other.



The proposed development needs to organize all the land uses as one development in site plan/layout, building design and landscaping. In addition, a design/development theme will tie or bind all the uses proposed so that when the development is built in phases there will be integration and it will look like a single development. The applicant has agreed to revise the site plan in a manner to bring the buildings on pad sites A and B closer together to frame the northern driveway from Signal Butte (Condition #5a

and 5b).

#### Foundation Base

The applicant has not submitted any floor plans for the proposed buildings. Therefore, it is difficult to determine for sure whether or not the proposed foundation base is adequate per zoning code (Condition #5c).

The Site Plan and Landscape Plan for the mini-storage are not the same. According to elevations there are roll-up doors along west and south elevations, but the Landscape Plan shows plant materials along these sides of the building. In discussion with the applicant staff has been told the elevations are correct, there will not be landscaping in these areas. An alternate paving material is needed next to the building on the south and west sides to distinguish the drive aisle from the loading areas next to the building. (Condition #5d).

#### Circulation and Access

With the current site plan, there are potential conflicts with circulation around pad site A. One concern is the traffic stacking for the drive-thru and the vehicles backing from parking stalls along the east elevation of the building in pad site A. The shared driveway access from Guadalupe Road has the potential conflict with drive-thru exit traffic due to very little depth/throat for traffic exiting the drive-thru. These issues should be resolved with the relocation of the building to the south as described above. The redesign will need to have a throat depth for the driveway from the Guadalupe Road ROW that meets or exceeds that for the access to the school to the west. (Condition #5e).

#### Pedestrian Connectivity

There is no internal pedestrian connectivity between the three buildings. Also, there is no pedestrian connectivity shown along the shared access driveway from Signal Butte Road. Show the pedestrian connectivity between the school and the Signal Butte Road. Provide internal pedestrian connectivity with refuse area between the proposed three buildings (Condition #5f and 5g).

#### Phased Development

The applicant has indicated that the self-storage facility might be built first and there could be a delay in constructing the pad sites. Should the development occur in phases, extruded concrete curbing and a 5 foot-wide landscape area along the undeveloped edge(s) shall be provided per Section 11-33-2: L, unless otherwise approved. Provide phasing plan prior to submittal of the first building permit (Condition #6 and 7).

#### **Conclusions:**

The proposed zoning is in conformance with the General Plan. There are several modifications that are needed to the site, particularly on the north side with pad sites A and B. Staff and the applicant have reviewed these requested modifications. The applicant is agreeable to them. With the requested modifications as provided in the conditions of approval below, the site plan and other submittal exhibits meet all review criteria for Site Plan Review from Chapter 69 of the Zoning Ordinance (Section 11-69-5). Staff recommends approval of the rezoning and site plan with the following conditions:

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

1. Compliance with the basic development as shown on the site plan submitted, except as modified by the conditions below (without guarantee of lot yield, building count, lot coverage).

2. Compliance with all requirements of Design Review process.
3. Compliance with all City development codes and regulations.
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. **Prior to submittal of the first building permit, submit a revised site plan for review and acceptance by the Planning Director that includes the following:**
  - a) **Relocate the building on PAD A to the south so it frames the north side of the driveway access located between Lot 1 and Lot 2.**
  - b) **Relocate the building on Pad B to the north so it frames the south side of the driveway access located between Lot 1 and Lot 2.**
  - c) **Compliance with foundation base requirements from Sec. 11-33-5 of the Mesa Zoning Ordinance.**
  - d) **Stamped asphalt or similar material on 5' of the paved surface located next to the rollup doors on the west and south sides of the self-storage building. The surface material must be distinctly different from the 25' wide driving surface. The total width of the paved surface is 30'.**
  - e) **A throat depth, for the shared access drive along Guadalupe Road, that meets or exceeds the throat depth for the access drive to the school located to the west.**
  - f) **An internal pedestrian connection between PAD A and PAD B and between PAD B and Pad C.**
  - g) **A 6' wide pedestrian connection from Signal Butte Road to the school to the west. The pedestrian connection to be located along the shared access drive that is south of PAD C.**
6. The perimeter landscaping along Signal Butte Road and along Guadalupe Road to be installed in the first phase of development.
7. If the project is developed in phases, provide a phasing plan prior to submittal of the first building permit.