



## Planning and Zoning Board

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### *Staff Report*

**CASE NUMBER:** ZON18-00446  
**LOCATION/ADDRESS:** Within the 600 block of West Pepper Place (south and north sides) and the 0 block of North Date (west side, north of Pepper Place).  
**GENERAL VICINITY:** Located north of Main Street and west of Country Club Road.  
**REQUEST:** Rezone from RM-2 to RM-3-PAD; Site Plan Review; and consideration of the Preliminary Plat for "Mesa Royale"  
**PURPOSE:** This request will allow for the development of an attached single-residence subdivision.  
**COUNCIL DISTRICT:** District 4  
**OWNER:** Nuevas Vistas on Main, LLC  
**APPLICANT:** Perlman Architects of AZ  
**STAFF PLANNER:** Lisa Davis, AICP Planner II

#### **SITE DATA**

**PARCEL NO.:** 135-57-019; -020; -021; -072; and -073  
**PARCEL SIZE:** 3.5 ± acres  
**EXISTING ZONING:** Multi-Residence-RM-2  
**GENERAL PLAN CHARACTER:** Neighborhood-Traditional  
**CURRENT LAND USE:** Manufactured home park

#### **SITE CONTEXT**

**NORTH:** Existing single residence homes – zoned RM-2  
**EAST:** (Across Date) Existing single residence homes – zoned RS-6 and RM-2  
**SOUTH:** Existing mobile home park and commercial center- zoned GC  
**WEST:** Existing single residence homes – zoned RM-2

#### **HISTORY**

January 5, 1949: Annexed into the City, total of 2,420 acres. (Ord. #228)

**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 3.5± acre site from RM-2 (multiple residence) to RM-3 (multiple residence) with a Planned Area Development (PAD) Overlay, and Site Plan Review to allow for a 56-unit, attached single-residence development. The site is located just north of Main Street and west of Country Club Drive. The proposed development includes a total of 15 buildings with a combination of two and three-story buildings that range from three to five units in each building. Three phases are proposed beginning with Phase 1 on the south side of Pepper Place.

### **NEIGHBORHOOD PARTICIPATION:**

The Citizen Participation Report submitted by the applicant indicates that an information letter was mailed to property owners within 1,000' of the site and all registered neighborhoods and HOA's provided by the City, interested parties and "affected parties" inviting them to a neighborhood meeting. The neighborhood meeting was held on June 27, 2018 at a nearby church. A total of 29 people attended the meeting. The applicant has provided a copy of the sign-in sheets and the minutes from the meeting.

The report indicates the following comments and questions arose at the meeting:

- selling price of units,
- proposed deviations from the standards [density and height],
- how to prevent the units from becoming rental units,
- when will parcels along Main Street be redeveloped,
- architectural style, and
- schedule to begin construction.

Staff has received emails from one property owner, copies of the emails are include in the packet.

Concerns indicated in the emails include:

- Proximity of guest parking and turn around areas at the north side of the site adjacent to the existing houses. Concern for noise and loitering.
- Reduced setback at the north side of the site adjacent to the existing houses.
- Concern for privacy of existing single-story homes requesting no windows at north side of units, concern for two story houses
- Concern for lack of trees and shrubs
- This proposed development should take into consideration some of the design utilized for Main Street Station at Main street west of Alma School Road. it appears to blend into the existing neighborhood. The setbacks to the two-story units is much larger with a pathway between the existing houses and the proposed two-story units.
- Look into speed humps to slow the flow of traffic on Date and 1<sup>st</sup> Street. There is an existing problem and adding more people could increase the issue.
- Concern for upset of feral cat and rat population existing at the site. By developing the site, the cats and rats would scatter into the surrounding neighborhood.

Staff provided information to the neighbor and applicant information on feral cats & rats and potential speed humps. The Main Street Station does have a 20' setback from the existing neighborhood south property line to the newly constructed two-story buildings. The parking spaces at the end of the private drives and reduced setbacks will be discussed within this report.

The applicant has also responded to the received neighbor concerns. A copy of the applicant's response is provided as part of the Citizen Participation report.

## STAFF ANALYSIS

### MESA 2040 GENERAL PLAN:

The Mesa 2040 General Plan Character area designation is Neighborhood-Traditional. The primary focus of the neighborhoods character type is to provide safe places for people to live where they can feel secure and enjoy their surrounding community. Neighborhoods can contain a wide range of housing options and often have associated nonresidential uses such as schools, parks, places of worship, and local serving businesses.

Traditional: Traditional neighborhoods are predominantly single-residence in character, but may contain a variety of lot sizes and dwelling types and other uses along one street or in close proximity. A grid street pattern provides a high degree of connectivity.

Transit-Corridor: This character type applies to development of the corridors between stations and stops and will be less intense, but should still evolve into a more urban pattern with buildings brought close to the front property lines and parking behind or beside buildings. The proposed development is consistent with this character.

The site falls within the West Mesa Economic Activity Area. This economic activity area covers a large area that includes several districts. The primary unifying element of this area is the opportunity for redevelopment and intensification based on expansion of transit services. This site provides an opportunity for redevelopment.

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).

### Sub-Area Plans

This project falls under both the West Main Street Area Plan and the Central Main Plan. Within the West Main Street Plan, the site falls within the Transit Oriented Development (TOD) Corridor Area because of the proximity to the light rail at Main Street.

The proposed development is consistent with the policies of the West Main Street Plan as identified below:

- a. Residential Density: Residential density in the TOD Corridor Area should not be less than 17 dwelling units per acre in single-use projects.
- b. Building Height: A building height of minimum 2 stories.
- c. Urban-Style Multi-Residence: Urban-style multi-residences are encouraged.
- d. Shared Parking: Modifications should be made to allow for up to a 30% reduction.
- e. Development proposals in the TOD Corridor Area should be reviewed for a design that is sensitive to adjacent, existing, mature, single-family subdivisions. Citizen participation efforts should be undertaken with potentially impacted properties.

Within the Central Main Plan, the site falls within the Transit Adjacent – Residential (West Main). Key policies include recognition that the creation of viable redevelopment sites that appropriately transition to adjacent neighborhoods may require consolidation of parcels and the limited incorporation of adjacent residential properties. The proposed development is consistent with the policies.

Staff has reviewed the proposal against the goals and objectives of both plans and has found that the proposed development is in conformance with the sub-area plans for the area.

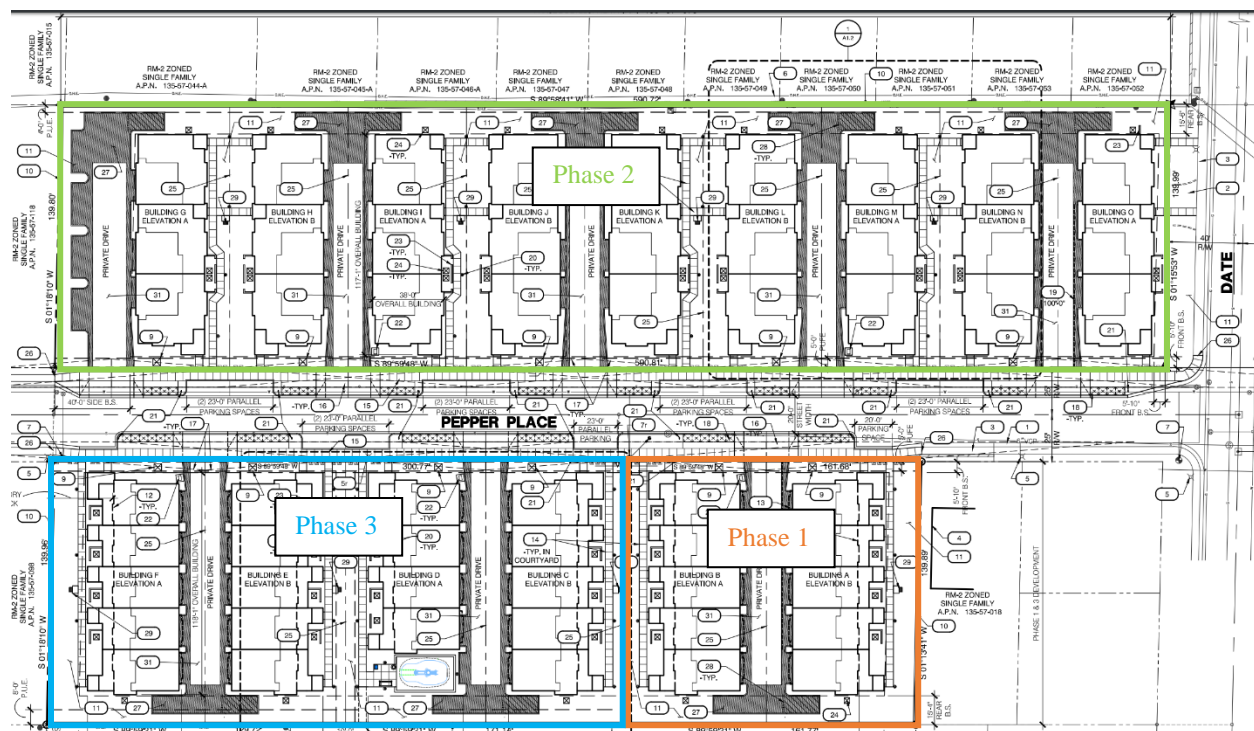
### ZONING:

This request includes rezoning of the 3.5± acre site from RM-2 to RM-3 with a PAD overlay. The site was annexed in 1949 in a large annexation of over 2,400 acres. Zoning and development history beyond the annexation for the site does not exist. Utilizing the Maricopa County historical photos and reviewing the aerial taken in 1949, to the right, shows existing manufactured or recreational vehicles located throughout the site.



The RM-3 zoning will allow for the proposed condominiums at a density request averaging 17 dwelling units per acre.

- The higher density is located on the south side of Pepper at 19.73 du/acre and the north side of Pepper Place is less intense at 14.36 du/acre.
- An overall total of 15 buildings and 56 residential units are proposed to be developed in 3 phases.
- On the south side of Pepper Place, proposed as phases 1 (Buildings A and B) and 3 (Buildings C through F), for a total of 6 three-story buildings with 5 residential units in each building.
- On the north side of Pepper Place, proposed as phase 2 (Buildings G through O), are 9 two-story buildings with 3 residential units in each building.



The existing in-fill development site does have some site constraints and as a result, the applicant is requesting modifications of development standards with a Planned Area Development (PAD) overlay.

### 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 Mesa Zoning Ordinance (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 perimeter setbacks, reduced building separations, reduced private open space for three-bedroom units and reduced landscape material numbers. The West Main Street Plan and the Central Main Plan encourage redevelopment that require modifications to development standards to allow for a Transit Oriented Development (TOD). The proposed development includes modifications that are consistent with the policies for TOD.

The table provided in the project narrative, pages 15 and 16, identifies the modifications to the MZO standards requested. Table 1 below shows the MZO required standards, the Proposed PAD standards and the Staff recommendation. (**Bolded blue** items indicate staff recommended changes.)

**Table 1 (condition 2)**

| Required Development Standards<br>MZO Sections 11-5; 11-32 and 11-33  | Proposed PAD   | Staff Recommendation  |
|---|--|---|
| Maximum density-20 du/acre  | 14.36 du/acre at the north side of Pepper Place<br>19.73 du/acre at the south side of Pepper Place | As proposed   |
| Maximum height-40' max  | 26' for two-story buildings<br>38' for three-story buildings                                       | As proposed   |
| Minimum Yards   |  |   |
| 20' minimum Adjacent to local streets (Date & Pepper Place)   | 5' minimum (outside of the required 5'PUFE)  | As proposed   |
| Building setback<br>30' Two-story at the north side<br>45' Three-story at the south side  | 17' side and 15' rear at two-story<br>17' side and 15' rear at three-story                         | As proposed; and<br>As proposed   |
| Landscape setback<br>30' for Two-story at the north side<br><br>45' for Three-story at the south side   | 6" minimum ranging up to 17'<br><br>6" minimum ranging up to 17'                                   | <b>3' minimum only at the private drive end, 15' min. all other areas; and<br/>3' minimum only at the private drive end, 15' min. all other areas</b> |
| Building separation<br>30' for Two-story at the north side<br>35' for Three-story at the south side   | 24' for two-story building<br>24' for three-story building   | As proposed<br>As Proposed  |
| Minimum Open Space per unit-175 SF  | 266 SF   | AS Proposed   |
| Private open space for 3-bedroom units-120 SF minimum per unit<br>Minimum 10' dimension   | 30 SF minimum per unit<br>Minimum 5ft dimension  | As Proposed   |
| Landscape Material numbers  |  |   |
| Non-single residence adjacent to non-single residence (north and south side)-A minimum of 3 non-deciduous trees & 20 shrubs per 100 linear feet of adjacent property line | 1 tree per 32 linear feet and groundcover to meet MZO  | <b>As proposed for trees and groundcover with elimination of shrubs</b>   |
| Local street Pepper Place & Date-1 Tree and 4 Shrubs per 25 Linear Feet of Street Frontage  | 1 tree per 80 linear feet and no deviation for shrubs and groundcover                              | As Proposed   |
| Parking spaces -118   | 123 Parking spaces   | <b>Minimum of 116</b>   |

The PAD modifications have been justified to meet the TOD redevelopment policies established in the West Main Street Area Plan and the Central Main Plan. TOD policies encourage reduced setbacks at the street and support the 15' setback adjacent to existing single family uses. It also justified in open space per unit provided at 266 SF per unit which is well above the 175 SF required. Staff has additional proposed changes to the overall site plan that will be discussed in the site plan portion of the staff report. These changes will require additional modifications to development standards but are needed to improve the design of the site.

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

The two-story buildings (Buildings G through O) are proposed on the north side of Pepper Place and will allow for a transition in intensity from the existing residential homes north of the site. The more intense three-story (Buildings A through F) are proposed at the south side of the site adjacent to existing commercial and the remaining manufactured home park. Those buildings all have 5 units, except for building D, which has 4 units to accommodate useable open space at the south side.

The residential units range in size from 1,798 square feet (SF) to 1,916 SF in each building. The proposed layout for the attached condominium buildings include a minimum 24' wide common courtyard open space between buildings. The front doors face onto either a courtyard or front onto the street. Doors that face onto the street have a 12" raised stoop that defines the entry separate from the public space. Entrances to the shared private drives are from Pepper Place and access the 2-car garages proposed for each unit. In addition to on street parking, visitor parking is proposed at the end of the private drives, north of Pepper Place.

#### Crime Prevention Through Environmental Design (CPTED)

A Crime Prevention Officer utilizing Crime Prevention Through Environmental Design (CPTED), reviewed the plan and provided changes that need to be incorporated into the design. The proposed changes will increase the quality of the design and will need to comply with CPTED policies as follows:

1. No shrubs shall be installed at the north and south property lines. Trees, groundcovers and accent plants can be utilized in these areas (Condition 6b).
2. Add wall pack lights to the elevations of the buildings adjacent to the north and south property lines. They can be motion activated (Condition 7).
3. Add Lighting within the common park (Condition 7).
4. Add Cameras in public places on the site including the common park area (Condition 7).
5. Add a wrought iron or view fence at the north side of Building A extending to the masonry wall to the north to keep people from entering the site and to keep the open view (Condition 6a).
6. The front porch and garage side porch lights should be put on dusk to dawn sensors to provide needed lighting (Condition 7).

#### Parking

The project narrative indicates that the parking is calculated at a reduced rate allowed for developments within ¼ mile of the light rail station. However, the proposed development is just outside of the distance by approximately 150' as the station is on the east side of Country Club Drive. Therefore, the required number of parking spaces increases by 50 spaces from 68 to 118 parking spaces.

- The applicant has proposed a total of 123 parking spaces.
- 112 parking spaces are provided in the 2-car garages proposed for residential unit. Garages will meet the minimum size requirements of the Mesa Zoning Ordinance (MZO) Section 11-32-4.F.
- A parking space is proposed at the end of each private drive, shown as a hammerhead design with a parking space on one side and a turn around on the other for a total of 7 guest spaces.
- Four additional spaces are proposed on the west side at the north side of Pepper Place.

Concerns have been expressed by the Crime Prevention Officer, a neighbor in the area and planning staff regarding the seven parking spaces proposed at the end of the private drives.

- It reduces the required landscape setback down to less than 1' in these areas.
- One of the neighbors has raised concern for noise from the cars and people by the cars.
- These parking spaces hidden. It was noted that the hidden parking space/turnaround could invite potential safety concerns. The Crime prevention for safety did suggest that the private drive be extended past the line of the building to allow view into the open space from a vehicle.

Staff has conditioned that the site plan be modified during the subdivision technical review application to eliminate the parking in this area (Condition 6a). This would reduce the number of parking spaces to a total of 116 spaces that is two spaces short of meeting MZO requirements and can be approved with the PAD overlay. Staff is supportive of the reduction of two parking spaces based on the following:

- This is redevelopment designed to meet TOD policies;
- The development is just outside of the perimeter, 150', allowed for reduction in parking that would only require 68 parking spaces;
- It decreases safety and noise concerns for residents; and,
- On street parking is available at Pepper Street.

The proposed site plan with conditions of approval listed in this report meets the review criteria of MZO Section 11-69-5.

### **ELEVATIONS**

The Mesa Royale project is required to be approved through the Design Review process based on the density of the project. A preliminary landscape plan and elevations have been submitted with this application and are attached for your review. A separate application for Design Review will be required to review the elevations, finish materials and landscape plan.

### **PRELIMINARY PLAT:**

This request includes a preliminary plat titled "Mesa Royale" for the proposed condominiums. All approved preliminary plats are subject to potential modification through the Subdivision Technical Review process to meet all City codes and requirements, including but not limited to, all ADA requirements. This sometimes results in changing lot sizes and configuration. The proposed plat is consistent with the development standards and meets Subdivision Regulation requirements.

### **CONCLUSION:**

The proposed project complies with the General Plan and meets the review criteria for the Planned Area Development Overlay from Chapter 22 of the Zoning Ordinance (Section 11-22-1). a site plan that meets the review criteria listed in Chapter 69 of the Zoning Ordinance (Section 11-69-5). Staff recommends approval with the following conditions:

### **CONDITIONS OF APPROVAL:**

1. Compliance with the project narrative Proposed PAD modifications on pages 15 through 19, the basic development as shown on the site plan and preliminary plat submitted, except as modified below (without guarantee of lot yield, building count, lot coverage).
2. Compliance with all City development codes and regulations, except as modified for the Proposed PAD.
3. Compliance with all requirements of Design Review.
4. Compliance with all requirements of the Subdivision Regulations.

5. Prior to submitting for Subdivision Technical Review, submit for Planning Director review and acceptance:
  - a. Project Narrative revisions:
    - i. Revise Proposed PAD modifications table beginning on page 15 of the project narrative by incorporating Staff recommendation changes identified in **bolded blue** of Table 1 of the staff report.
  - b. Site Plan revisions:
    - i. Remove the seven hammerhead parking spaces and turn arounds at the end of the private drives and replace them with landscaping. The private drive must extend past the end of the buildings.
    - ii. Install a wrought iron or view fence at the north side of Building A that extends to the masonry wall.
  - c. Landscape plan revisions: removal of the shrubs along the north and south property lines.
6. Incorporate Crime Prevention Through Environmental Design (CPTED) design principles, into the project. The CPTED design principles must be reviewed and approved by the City's Crime Prevention Officer.
7. Include a note on the subdivision plat, and a provision in the CC&R's, that the homeowner's association established for the property must maintain the landscaping in the common areas and all external lights and security cameras on the property.