



## Planning and Zoning Board

### *Staff Report*

**CASE NUMBER:** ZON18-00246  
**LOCATION/ADDRESS:** Within the 400 and 500 blocks of North Center Street (east side); and within the 400 and 500 blocks of North Pima, North Lewis, and North Sirrine (both sides); and within the 500 block of North Pasadena north of 526 North Pasadena (both sides)  
**GENERAL VICINITY:** Located east of Center Street north of University Drive  
**REQUEST:** Rezoning from RM-2, RM-2-HL, RM-4, DR-2, DR-2-HL, DR-3, DB-1 and LC to ID-2 and ID-2-HL  
**PURPOSE:** This request will establish a zoning designation that reflects the historic development pattern of the area.

**COUNCIL DISTRICT:** District 4  
**OWNER:** Multiple owners  
**APPLICANT:** City of Mesa  
**STAFF PLANNER:** Evan Balmer, AICP, Planner I

#### **SITE DATA**

**PARCEL NO.:** Multiple parcels  
**PARCEL SIZE:** 32.8± acres  
**EXISTING ZONING:** RM-2, RM-2-HL, RM-4, DR-2, DR-2-HL, DR-3, DB-1 and LC  
**GENERAL PLAN CHARACTER:** Neighborhoods - Traditional  
**CURRENT LAND USE:** Developed neighborhood

#### **SITE CONTEXT**

**NORTH:** (Across 6<sup>th</sup> Street) National Guard of Arizona warehouse and City of Mesa facilities, zoned PS  
**EAST:** Existing multi-residence and City of Mesa park, zoned DR-3, RM-2 and RM-4  
**SOUTH:** (Across University Drive) Existing commercial and office, zoned DC  
**WEST:** (Across Center Street) Existing and vacant commercial and single-family residential, zoned DB-1, LC and RM-2

#### **HISTORY/RELATED CASES**

**July 10, 1930:** Annexation of 550± acres into the City of Mesa (Ord. No. 157).

**STAFF RECOMMENDATION:** Approval with conditions

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

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

### **PROJECT DESCRIPTION / REQUEST**

This is a request for rezoning to establish a zoning designation that reflects the historic development pattern of the Washington Park area. The requested rezoning is from RM-2, RM-2-HL, RM-4, DR-2, DR-2-HL, DR-3, DB-1 and LC to ID-2 and ID-2-HL. The site is located east of Center Street north of University Drive.

### **NEIGHBORHOOD PARTICIPATION:**

The City of Mesa has completed a Citizen Participation Process, which included a mailed letter to property owners within the Washington Park neighborhood as well as neighboring property owners within 500' of the site. The City of Mesa representatives held a neighborhood meeting on April 30, 2018 at the City of Mesa Utility Operations building, which is located within .25 miles of the site. Fifteen neighbors signed in at that meeting. At the time that this report was written staff had not been contacted by any residents or property owners in the area.

In addition to the formal citizen participation process, staff has been working with neighborhood leaders for several years to prepare for and process this rezoning. There have been multiple meetings with neighborhood representative over this time to ascertain their needs for the community and inform them of the zoning options to achieve the desired goal of preserving the established neighborhood character.

### **STAFF ANALYSIS**

#### **MESA 2040 GENERAL PLAN:**

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

The Mesa 2040 General Plan Character area designation is Neighborhood. The established development character in the area is the Traditional Neighborhood character type. The Neighborhood character area is primarily single-residence subdivisions, attached or detached, with some multiple-residence projects permitted. The proposed rezoning is consistent with surrounding uses and meets the Neighborhood-Traditional character area.

#### **ZONING:**

This request is to rezone from RM-2, RM-2-HL, RM-4, DR-2, DR-2-HL, DR-3, DB-1 and LC to ID-2 and ID-2-HL to establish a zoning designation that reflects the historic development pattern of the Washington Park neighborhood. The purpose of the Infill Development (ID) District is to promote and facilitate the development and redevelopment of bypassed and underutilized properties. The ID district allows for the establishment of land uses and development standards that are specific to the area being rezoned and are intended to be used when other tools available in the Zoning Ordinance will not work to address the needs of the properties involved. In addition to meeting the definition of a "bypassed parcel" as defined by MZO Chapter 87, ID districts must meet at least three of the five requirements outlined in MZO Section 11-12-2. The Washington Park neighborhood meets all five of the additional requirements as summarized in Table 1 below:

**Table 1**

<b>MZO Section 11-12-2 Requirement</b>	<b>Washington Park</b>
A. There is a high percentage of vacant older or dilapidated buildings or structures;	There are a high percentage of older structures within the neighborhood. Many of the homes were built before 1930 and most of the homes in the area were built by 1950.
B. There is a high percentage of vacant or underused parcels of property, obsolete or inappropriate lot or parcel sizes, buildings designed for obsolete land uses, or environmentally contaminated sites;	There are several vacant lots within the neighborhood. Many of the lots are very narrow and do not meet current zoning standards for development.
C. There is a high percentage of buildings or other places where nuisances exist or occur;	There are a number of code compliance issues within the area.
D. There is an absence of development and investment activity compared to other areas in the City;	There has been a lack of new development in this neighborhood for many years.
E. There is a high occurrence of crime; or, there is a continuing decline in population.	There is a higher occurrence of crime in this area compared to the surrounding areas.

Rezoning requests to ID zoning districts require an Infill Incentive Plan (IIP). The IIP establishes the goals, land uses and development standards for the infill district and will become the regulating document for development in the area. MZO Section 11-12-5 lists specific requirements for the IIP, which are discussed below:

#### ***IIP Map***

All required maps are included in Exhibit A of the IIP.

#### ***Statement of Need***

The Washington Park neighborhood has a long history in the City of Mesa. After initially developing outside the City limits, the area was annexed into the City of Mesa in 1930. The residents in the Washington Park neighborhood are very invested and active in maintaining their historically significant neighborhood. To that end, the residents have developed a “Quality of Life Plan”, which identifies goals and strategies to help revitalize the neighborhood. One of the goals of the Quality of Life plan is to attain a historic designation. In 2016, the City of Mesa established Washington Park as the first Heritage Neighborhood within the City. To further the revitalization goals of the neighborhood and reinforce the historic development pattern of the area, the City of Mesa is proposing to rezone the Washington Park neighborhood from its current, predominantly multi-residential, zoning to the ID-2 Infill Development District zoning designation. This change in zoning is intended to increase property values in the neighborhood and encourage new development in the area.

#### ***Development Goals***

The primary goal of this rezoning is to preserve the historic character of the neighborhood. The ID-2 zoning designation will help the City and the residents achieve this goal in several different ways.

1. Rezoning to ID-2 will bring stability to the neighborhood by removing the existing multi-

residence zoning. The majority of the property in Washington Park is currently zoned RM-2 and RM-4, and although the lots are narrow, a developer could purchase two or three adjacent lots and build a small apartment complex, which would be out of character with the existing single-family residence development pattern.

2. The ID-2 zone will allow for development standards that are consistent with the historic development in the neighborhood. These development standards will ensure that any new development blends seamlessly with the existing buildings in Washington Park.
3. The building form standards for the neighborhood will allow flexibility in uses to create additional opportunities for home-based businesses.
4. Fourth, the development standards will allow the buildings along University Drive and Center Street to be redeveloped and reused in a manner consistent with the surrounding area.

### ***Development Regulations***

The Infill Development Districts allow for development regulations that are tailored to the area being rezoned. In this specific case, two of the transects found in the form-based code section of the Zoning Ordinance will serve as the base development regulations for Washington Park. The properties currently zoned RM-2, RM-2-HL, RM-4, DR-2, DR-2-HL and DR-3 will follow the development regulations of the T3N transect and the properties currently zoned DB-1 and LC will follow the development regulations of the T4NF transect as described in Exhibit B of the IIP. A form-based code transect differs from a traditional zoning designation by placing more emphasis on the form of a building. The use of a form-based transect promotes a high-quality built environment by activating the public space and encouraging design elements such as projecting porches and front stoops. Many of these design elements are already present in the buildings within Washington Park. These development regulations will make sure that new development within the neighborhood consistent with the established development pattern.

The design regulations found in Exhibit B of the IIP are broken into three sections: building form standards, building type standards and private frontage standards. The building form standards section includes the allowed building types, building placement, allowed frontage types and allowed encroachments, and allowed uses. In the portion of Washington Park that will follow the T3N development regulations the allowed building types would be limited to carriage house, single unit house – cottage and duplex. These are the building types that are most consistent with the existing building stock in the neighborhood. To further ensure compatibility with existing development, porches, stoops and other private frontages will be allowed to encroach into the front setback up to a distance of 5' from the front property line. These encroachments are a common feature on many of the existing homes in Washington Park and help to create a traditional neighborhood feel. Additionally, while there are a few two-story buildings in the neighborhood, most buildings are single story. In order to maintain that consistency, building heights over one-story are required to obtain a Special Use Permit and demonstrate consistency with the character of the neighborhood and buildings over two-stories would not be allowed.

The allowed uses within the T3N designated area of the neighborhood are also designed to encourage flexibility and increase opportunities for home-based businesses. The allowed uses are listed in exhibit B2 of the IIP and include meeting facilities, places of worship and home occupations, among others. The allowed home occupations have been expanded to include small coffee shops, artists studios and similar

small operations that involve the selling of finished products. These modifications to the allowed uses are intended to provide increased economic opportunities in the neighborhood.

The areas of Washington Park along University Drive and Center Street will follow the development regulations of the T4NF transect. The T4NF areas allow all of the building types from the T3N transect and also allows expanded building types such as townhouse, mansion apartment, apartment house, courtyard building and Main Street mixed use. These additional building types will accommodate smaller neighborhood type commercial development including general retail, restaurants, small commercial recreation facilities and live/work units. The building form standards for these building types will also allow for encroachments into the front setback, and in some cases such as a shopfront encroachment into the right-of-way for features such as awnings would be considered. These encroachments will help to activate the public areas and make the areas along University Drive and Center Street more inviting and conducive to pedestrian activity.

Additionally, there are two properties within the Washington Park neighborhood, the Alston House and the former Mt. Calvary Baptist Church (currently the Calvary Servanthood Korean Church), that have Historic Overlay (HL) zoning. These overlays will be maintained in the rezoning and these two properties would be zoned ID-2-HL.

### ***General Development Standards***

As part of a rezoning to an ID zone, the IIP may include deviations from MZO Chapter 30, General Site Development Standards. Some of the General Site Development Standards apply only to specific zoning districts. In those instances, the portions of Washington Park that receive the T3N development regulations will be subject to the standards that apply to the RS zoning districts. One example of a General Development Standard that is specific to the Single Residence (RS) zones can be found in MZO section 11-30-4, which limits the height of fences and walls to 6' in the side and rear yards and 3.5' in the front yard, which is consistent with the development pattern in the neighborhood. The portions of Washington Park that receive the T4NF development regulations would be subject to the standards that are applicable to the Neighborhood Commercial (NC) zoning districts.

One exception to these standards would be MZO Section 11-30-17 pertaining to detached accessory buildings. The standards listed in that section will not be applicable in this area. Instead, detached accessory structures will apply the standards from the T3N and T4NF Building Type and Form standards found in Exhibit B of the IIP.

### ***Design Guidelines***

The design guidelines proposed for the Washington Park neighborhood are intended to reinforce the existing development pattern of the area. As new development and redevelopment occurs in Washington Park, it is important that thought is given to how to best integrate existing design elements into the new development to maintain a cohesive neighborhood feel. Some of these design elements include:

- Maintain lot widths consistent with existing lots, typically 35' to 55' in width
- Maintain lot depths consistent with existing lots, typically 100' to 125' in depth
- Primarily single-story homes
- Reduced front setbacks
- Front porches with a shade element

- High quality low height fences and gates around the property
- Single car carports and garages
- Materials consistent with historic building types in the area
- Brickwork accents on the façade of the home
- A separate path from the sidewalk to the front door independent from the driveway

**SUMMARY:**

The City of Mesa is proposing to rezone the Washington Park neighborhood from RM-2, RM-2-HL, RM-4, DR-2, DR-2-HL, DR-3, DB-1 and LC to ID-2 and ID-2-HL. The ID-2 is intended to bring stability to the neighborhood by removing the existing multi-residence zoning, encourage new development that is consistent with the existing development patterns, improve opportunities for home-based business and allow the reuse and redevelopment of the commercial corridors in a manner consistent with the needs of the neighborhood. While all of these goals are proposed to increase property values in the neighborhood, the original property owner at the time of Ordinance adoption can request to opt out of the rezoning. This request would need to be made in writing to the City of Mesa Development Services Department within three (3) years of the date of Ordinance adoption.

**CONCLUSION:**

The proposed rezoning complies with the General Plan and meets the review criteria for rezoning from RM-2, RM-2-HL, RM-4, DR-2, DR-2-HL, DR-3, DB-1 and LC to ID-2 and ID-2-HL and MZO section 11-12. Staff recommends approval with the following conditions:

**CONDITIONS OF APPROVAL:**

1. Compliance with the Infill Incentive Plan submitted.
2. Correction by the Planning Director to grammatical, formatting, and other errors that do not affect or change the meaning of the substantive requirements or standards of the Infill Plan is authorized and directed with this approval.