



**PLANNING DIVISION
STAFF REPORT**

Planning and Zoning Board

October 23, 2024

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| CASE No.: ZON23-00771 | PROJECT NAME: The Five Six |
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| Owner's Name: | JOHNSTAR LLC |
| Applicant's Name: | Tim Boyle, Atmosphere Architects |
| Location of Request: | Within the 100 block of North 56th Street (east side) and the 100 block of North 57th Street (west side). Located west of Recker Road and north of Main Street. |
| Parcel No(s): | 141-49-009N |
| Request: | Rezone from Limited Commercial (LC) to Multiple Residence-4 with a Planned Area Development Overlay (RM-4-PAD) and Site Plan Review. |
| Existing Zoning District: | Limited Commercial (LC) |
| Council District: | 2 |
| Site Size: | 1± acres |
| Proposed Use(s): | Multiple Residences |
| Existing Use(s): | Vacant |
| P&Z Hearing Date(s): | October 23, 2024 / 4:00 p.m. |
| Staff Planner: | Charlotte Bridges, Planner II |
| Staff Recommendation: | APPROVAL with Conditions |

HISTORY

On **November 16, 1974**, the City Council annexed 3,956± acres of land, including the project site into the City of Mesa (Ordinance No. 907).

On **May 19, 1975**, the City Council approved a rezoning of 39± acres of recently annexed property, including the project site, from Maricopa County Commercial (C-S) to City of Mesa comparable zoning of Commercial (C-2) (equivalent to Limited Commercial [LC]) (Case No. Z75-027; Ordinance No. 936).

PROJECT DESCRIPTION

Background:

The applicant is requesting to rezone the subject property from Limited Commercial (LC) to Multiple Residence-4 with a Planned Area Development overlay (RM-4-PAD) and requesting approval of an Initial Site Plan to allow the development of a 32-unit multiple residence development (Proposed Project). The project site is undeveloped and located approximately 570 feet north of Main Street on the east side of 56th Street and the west side of 57th Street, adjacent to a commercial use.

The request for a Planned Area Development (PAD) overlay is to allow modifications to certain development standards set forth in the Mesa Zoning Ordinance (MZO). Per Section 11-22-1 of the MZO, the purpose of a PAD overlay is to allow modifications to certain required development standards where it can be demonstrated that the proposed development provides equivalent or superior standards in a creative way to permit innovative design and flexibility that creates a high-quality development for the site. The submitted application documents, including the building elevations and site plan, show the proposed development will be unique through the utilization of high-quality front façade building materials and incorporating common open space areas within the development that exceed the City's standard requirements.

General Plan Character Area Designation and Goals:

The General Plan character area designation on the property is Neighborhood with a Suburban Sub-type. Per Chapter 7 of the General Plan, the primary focus of the Neighborhood character type is to provide safe places for people to live, where they can feel secure and enjoy their surrounding community. Additionally, these areas will contain a variety of housing types including multiple residence. RM-4 is listed as a secondary zoning district within the Suburban Sub-type character area and multiple residence is listed as a primary land use. A majority of the character area has been established with primary zoning as required by Chapter 7 of the General Plan.

Per the adopted form and guidelines for the Suburban Sub-type, the predominant building height should be one- and two-stories, with three- and four-story buildings located only where higher density is appropriate (on the edges of a neighborhood next to arterial streets). Density is generally between two and 12 dwelling units per acre, but higher densities may occur along arterial streets. The proposed units are three-story in height and the development has a net density of 29.9 dwelling units per acre, which is appropriate for its location north of Main Street and adjacent to a commercial use.

The site is also located in a Transit Corridor Character Area. This character type overlays the other character area and is used to transition the built environment in this area into a more transit- and pedestrian-oriented development form. The focus in this character type is to develop a mixed-use, pedestrian-oriented, urban environment, particularly within walking distance of transit stops. Currently, there is a Valley Metro bus route along Main Street with bus stops located approximately every quarter mile along the route, including one at the northwest corner of 56th Street and Main Street and 58th Street and Main Street, and

corresponding bus stops along the south side of Main Street, which are within walking distance of the Project Site. To implement compliance with the Transit Corridor character type's focus and purpose, the General Plan permits a RM-4 District with an Urban (U) designator as a primary zoning district. However, the General Plan also stipulates areas with proposed transit corridors are not subject to the requirements of Transit Corridor character type until such time a final decision is made to implement the transit improvements for a given area (General Plan, page 7-35). At this time, the implementation of a transit system east of Gilbert Road has not been finalized. Consequently, the proposed rezoning request does not include a U-designator. However, the proposed site plan shows buildings located close to the street frontages and sidewalks connecting to the sidewalks in the adjacent public rights-of-way, which ultimately provides pedestrian connections to Main Street.

The General Plan also establishes key elements for maintaining and creating a variety of strong neighborhoods. Per Chapter 4 of the General Plan (page 4-6), a key element for a strong neighborhood is the presence of diversified housing. Diverse neighborhoods can be achieved by encouraging a variety of dwelling types within each area of the community consistent with the character area standards. As discussed above, the proposal is consistent with the goals and standards of the Neighborhood character area with a Suburban sub-type and provides a unique design that contributes to the existing mix of residential dwelling units in the immediate vicinity. Overall, the request conforms to the goals of the Mesa 2040 General Plan.

Zoning District Designations:

The request is to rezone the site from LC to RM-4 with a PAD Overlay. Per Section 11-5-2 of the MZO, the RM-4 zoning district allows for a wide range of housing types including multiple residence use with a maximum density of 30 dwelling units per net acre. The Proposed Project is 29.9 dwelling units per acre, which complies with RM-4 district density requirements.

PAD Overlay Modification – MZO Article 3, Chapter 22:

The Proposed Project includes a request for a Planned Area Development overlay (PAD) to allow for modifications to certain required development standards of the MZO. Per Section 11-22 of the MZO, the purpose of the PAD overlay is to allow innovative design and flexibility that creates high-quality development for the site. Table 1 below shows the MZO required standard and the applicant's proposed PAD standard.

Table 1: Development Standards

| Development Standard | Required | Proposed | Staff Recommendation |
|---|---|--|----------------------|
| <p><u>Minimum Yards – MZO Table 11-5-5:</u></p> <p>- Front and Street Facing Side:</p> <p>56th Street (Collector):</p> <p>57th Street (Local):</p> <p>- Interior Sides and Rear (3 or more units on lot):</p> <p>North property line:</p> <p>South property line:</p> | <p>25 feet</p> <p>20 Feet</p> <p>Multiple Story: 15 feet per story (45 feet total)</p> <p>Multiple Story: 15 feet per story (45 feet total)</p> | <p>8 feet</p> <p>14 feet, 8 inches</p> <p>Multiple Story: 2 feet, 2.66 inches per story (minimum 6 feet, 8 inches total to 2nd floor balcony)</p> <p>Multiple Story: 2 feet, 2.66 inches per story (minimum 6 feet, 8 inches total to 2nd floor balcony)</p> | <p>As proposed</p> |
| <p><u>Required Landscape Yards – MZO Table 11-5-5:</u></p> <p>- Front and Street Facing Side:</p> <p>56th Street (Collector):</p> <p>57th Street (Local):</p> | <p>25 feet</p> <p>20 feet</p> | <p>8 feet</p> <p>14 feet, 8 inches</p> | <p>As proposed</p> |
| <p><u>Minimum Separation Between Buildings on Same Lot – MZO Table 11-5-5:</u></p> <p>- Three-story buildings:</p> | <p>35 feet</p> | <p>14 feet, minimum (Across the drive aisle at third story)</p> | <p>As proposed</p> |

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| <p><u>Off-site Access</u> – MZO Section 11-5-5(B)(4)(b):</p> | <p>Drive aisles leading to main entrances shall have walkways on both sides of the drive aisle</p> | <p>Drive aisles leading to main entrances do not have walkways on the sides of the drive aisle</p> | <p>As proposed</p> |
| <p><u>Attached Garages</u> – MZO Section 11-5-5(B)(4)(f)(iii):</p> | <p>When multiple garage doors are located within 1 building, the maximum number of garage doors adjacent to one another shall be limited to 3, unless there is a break in the building façade between garage doors. The break shall contain a major architectural feature, such as a building entrance or equivalent feature</p> | <p>When multiple garage doors are located within 1 building, the maximum number of garage doors adjacent to one another shall be limited to 8 garages doors with a 4-foot-wide, 1-foot-deep recessed niche between every pair of garage doors</p> | <p>As proposed</p> |
| <p><u>Setback to Cross Drive Aisles</u> – MZO Section 11-32-4(A):</p> | <p>Parking spaces along main drive aisles connecting directly to a street and drive aisles that cross such main drive aisles shall be set back at least 50 ft from the property line abutting the street</p> | <p>Parking spaces along main drive aisles connecting directly to a street and drive aisles that cross such main drive aisles shall be set back at least 11 ft from the property line abutting 56th Street and 17 feet, 4 inches from the property line</p> | <p>As proposed</p> |

| | | abutting 57th Street | |
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| <p>Required Landscape Yards – <i>MZO Section 11-33-3(B)(2)(a)(ii)</i>: - Non-Single Residential Uses Adjacent to Other Non-Single Residence Uses or Districts, Non-Group C-O-I:</p> <p>North property line:</p> <p>South property line:</p> | <p>15 feet</p> <p>15 feet</p> | <p>6 feet, 8 inches to 2nd floor balcony</p> <p>6 feet, 8 inches to 2nd floor balcony</p> | <p>As proposed</p> |
| <p><u>Interior Parking Lot Landscaping</u> – <i>MZO Section 11-33-4(B)(2)</i>: - Landscape Islands width for single-row:</p> <p><i>MZO Section 11-33-4(D)(1)(a)</i>: -Plant Materials:</p> | <p>8 feet</p> <p>1 shade tree and 3 shrubs for every 15-foot parking island</p> | <p>4 feet where adjacent to the buildings</p> <p>0 shade trees and 4 shrubs for islands adjacent to the buildings</p> | <p>As proposed</p> |

Minimum Yards:

Per Table 11-5-5 of the MZO, the required front yard adjacent to a collector street (56th Street) and a local street (57th Street) is 25 feet and 20 feet, respectively. The applicant is requesting an eight-foot-wide front yard along 56th Street and 14-foot, eight-inch-wide front yard along 57th Street.

Per the narrative, the street frontages are reduced to allow the development to line-up with the development to the north – a 32-unit, two-story multiple residence development that is approved for the site (Case No. ZON21-00693) but has not yet been developed - and because the project is provided increased private balconies and common open spaces, the need for larger yards is mitigated.

Additionally, per Table 11-5-5, the minimum interior side yard for developments with more than three units on a lot is 15 feet per story, which is a total of 45 feet for the Proposed Project. The provided yards along the north and south property lines for the Proposed Project are six feet, eight inches each measured to the second-floor balconies, which are cantilevered beyond the footprint of the ground floor.

Per the narrative, the narrowness of the lot makes meeting the setbacks difficult, but the staggered design of the unit floor plans provides for an increased setback width of 14 feet, 11 inches at other locations along the north and south building facades.

Required Landscape Yard:

Per Table 11-5-5 of the MZO, street-facing yards shall be landscaped according to the standards of Chapter 33: Landscaping. Therefore, the required landscape yard would be the same width as the required yard. Per Table 11-5-5 of the MZO, the required front yard adjacent to a collector street (56th Street) and a local street (57th Street) is 25 feet and 20 feet, respectively. The applicant is requesting an eight-foot-wide setback along 56th Street and 14-foot, eight inches wide along 57th Street.

As noted above, the narrative indicates the street frontages are reduced to allow the development to line-up with the development to the north and mitigated by the increased private balconies spaces.

Minimum Building Separation Between Buildings on the Same Lot:

Per Table 11-5-5 of the MZO, three-story buildings located on the same lot shall maintain a minimum 35-foot separation. The applicant is requesting a minimum 14-foot, measured across the drive aisle at the third-floor balconies.

As discussed above, the narrowness of the lot makes meeting this separation requirement difficult and the staggered designs of the floor plans of the units provides for an increased ground floor building separation width of 24 feet across the drive aisle.

Offsite Access:

Per MZO Section 11-5-5(B)(4)(b), drive aisles leading to main entrances shall have walkways on both sides of the drive aisle. The applicant is not proposing walkways along the drive aisle, instead the vehicular entry to the development is separate from the pedestrian entry; the two entries are approximately 30 feet apart.

Attached Garages:

Per MZO Section 11-5-5(B)(4)(f)(iii), when multiple garage doors are located within one building, the maximum number of garage doors adjacent to one another shall be limited to three, unless there is a break in the building façade between garage doors. The break shall contain a major architectural feature, such as a building entrance or equivalent feature.

The plans show eight garage doors in a row. However, a four-foot-wide by one-foot-deep recessed niche with a building material change is provided between each pair of garage doors.

Setback to Cross Drive Aisles:

Per MZO Section 11-32-4(A), parking spaces along main drive aisles connecting directly to a street and drive aisles that cross such main drive aisles shall be set back at least 50 feet from the property line abutting the street. The site plan shows a distance of 11 feet from the 56th Street to the first garages and 17 feet, 4 inches from 57th Street to the first garages.

Per the narrative, the applicant indicates the visions of the project is to match the lines of the approved project to the north and complying with this development standard would reduce the unit count or require additional parking to be located in the central amenity area.

Required Landscape Yards:

Per MZO Section 11-33-3(B)(2)(a)(ii), for non-single residence uses adjacent to other non-single residence uses or districts in non-group C-O-I developments, properties must provide a 15-foot landscape yard except where a cross-access drive aisle occurs within the required landscape yard. The provided yards along the north and south property lines for the Proposed Project are six feet, eight inches each measured to the second-floor balconies, which are cantilevered beyond the footprint of the ground floor.

Per the narrative, the narrowness of the lot makes providing the required yard width difficult, but the staggered design of the unit floor plans provides for an increased yard width of 14 feet, 11 inches at other locations along the north and south building elevations, which are large enough to accommodate the required perimeter trees.

Interior Parking Lot Landscaping:

Per Section 11-33-4(B)(2) of the MZO, landscape islands shall be a minimum of eight-feet-wide for single row parking. The applicant is requesting landscape islands be a minimum of four feet wide where adjacent to the building (two occurrences) for single row parking. In addition, the applicant is requesting only shrubs to be planted in these islands since they are not wide enough to accommodate a tree. Per the narrative, the reduce parking island width is needed to allow a larger common amenity space.

PAD Justification:

Per Section 11-22-1 of the MZO, the purpose of a PAD overlay is to allow modifications to certain development standards to promote innovative design and flexibility that creates a high-quality development for the site.

As justification for the requested deviations, the applicant is proposing a design that incorporates varied materials, distinctive building forms and detailing that results in an innovative architectural design. In addition, each unit includes a private double car garage and private open space area that exceeds the City's minimum area requirements. These features along with a centralized common open space area containing a playground and ramada, create a high quality, in-fill development on a long, narrow lot.

Overall, the proposed development complies with requirements of a PAD outlined in Section 11-22 of the MZO by providing equivalent or superior features that meet the intent of the base zone development standards.

Site Plan and General Site Development Standards:

The proposed site plan shows the development of four multiple residence buildings with eight units in each building, providing a total of 32 units. All units have two-bedrooms and contain private open space (i.e., balconies) that complies with the minimum size and dimensional

standards set forth in MZO. In addition, the proposed site plan shows a centralized common open space with contains a playground and ramada.

Access to the site is provided from 56th Street on the west and 57th Street on the east. Per Table 11-32-3.A of the MZO, 2.1 parking spaces are required per unit for a total of 68 required parking spaces. Each unit contains two garage spaces and four guest parking spots are provided on site for a total of 68 provided parking spaces.

Overall, the proposed site plan conforms to the review criteria for Site Plan Review outlined in Section 11-69-5 of the MZO.

Design Review:

The Design Review Board reviewed the Proposed Project on September 10, 2024, and recommended minor revisions to the landscape plan’s plant palette. Staff will work with the applicant to address the recommendations of the Design Review Board.

Surrounding Zoning Designations and Existing Use Activity:

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| <p>Northwest (Across N. 56th Street) LC Commercial</p> | <p>North RM-4-PAD Vacant</p> | <p>Northeast (Across N. 57th Street) RM-4-PAD Hotel</p> |
| <p>West (Across N. 56th Street) LC Commercial and Place of Worship</p> | <p>Project Site LC Vacant</p> | <p>East (Across N. 57th Street) RM-4-PAD Hotel</p> |
| <p>Southwest (Across N. 56th Street) LC Place of Worship</p> | <p>South LC Commercial</p> | <p>Southeast (Across N. 57th Street) RM-4-PAD Hotel</p> |

Compatibility with Surrounding Land Uses:

The subject property is currently vacant. To the north, the property is zoned RM-4-PAD and 32-unit, two-story multiple residence development is approved for the site (Case No. ZON21-00693) but has yet to be developed. To the west, across 56th Street, is an existing commercial development and place of worship. Property to the south is zoned LC and development with a commercial center. Property to the east, across N. 57th Street is zoned RM-4-PAD and is developed with a hotel and conference center. Overall, the proposed development will be compatible with the surrounding community, support the existing commercial uses and help enhance the appearance of the immediate vicinity.

Neighborhood Participation Plan and Public Comments:

The applicant completed a Citizen Participation Process, which included inviting property owners within 1,000 feet of the site, as well as HOAs within ½ mile, and registered neighborhood within one mile of the site to a virtual neighborhood meeting on May 4, 2023, to

allow interested parties the opportunity to ask questions and provide opinions on the proposed project. Per the Citizen Participation Report, no neighbors participated in the virtual meeting.

In addition, the applicant mailed letters of notification and posted a sign on the subject property in compliance with the Planning and Zoning Board notice of public hearing requirements of Section 11-67-5(1) of the MZO.

As of the writing of this report, staff has not received any comments about this proposal. Staff will provide the Board with any new information during the scheduled Study Session on October 23, 2024.

School Impact Analysis

The Mesa Public School District reviewed the request for its potential impact on the existing schools in the area. The school district provided the following analysis.

Table 2: School Impact Analysis

| Proposed Development (86 units) | Name of School | Annual Estimated Demand | Adequate Capacity to Serve |
|--|-----------------------|--------------------------------|-----------------------------------|
| Elementary | O'Connor | 5 | Yes |
| Middle School | Shepherd | 2 | Yes |
| High School | Red Mountain | 4 | Yes |

Staff Recommendation:

Staff find that the requested rezoning and Site Plan Review complies with the Mesa 2040 General Plan, MZO Section 11-69-5 for Site Plan Review, and with the review criteria for a Planned Area Development Overlay outlined in Section 11-22-1 of the MZO.

Staff recommends approval with the following **Conditions of Approval:**

1. Compliance with the final site plan submitted.
2. Compliance with all requirements of Design Review Case No. DRB23-00770.
3. Dedicate the right-of-way and easements 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.
4. Compliance with all City development codes and regulations, except the modification to the development standards as approved with this PAD overlay as shown in the following table:

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| Development Standard | Approved |
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| <p><u>Minimum Yards –</u> <i>MZO Table 11-5-5:</i> - Front and Street Facing Side: 56th Street (Collector):</p> <p>57th Street (Local):</p> <p>- Interior Sides and Rear (3 or more units on lot): North property line:</p> <p>South property line:</p> | <p>8 feet</p> <p>14 feet, 8 inches</p> <p>Multiple Story: 2 feet, 2.66 inches per story (minimum 6 feet, 8 inches total to 2nd floor balcony)</p> <p>Multiple Story: 2 feet, 2.66 inches per story (minimum 6 feet, 8 inches to 2nd floor balcony)</p> |
| <p><u>Required Landscape Yards – MZO Table 11-5-5:</u> - Front and Street Facing Side: 56th Street (Collector):</p> <p>57th Street (Local):</p> | <p>8 feet</p> <p>14 feet, 8 inches</p> |
| <p><u>Minimum Separation Between Buildings on Same Lot – MZO Table 11-5-5:</u> - Three-story buildings:</p> | <p>14 feet, minimum (Across the drive aisle, at third story)</p> |
| <p><u>Off-site Access –</u> <i>MZO Section 11-5-5(B)(4)(b)</i></p> | <p>Drive aisles leading to main entrances do not have walkways on the sides of the drive aisle</p> |
| <p><u>Attached Garages – MZO Section 11-5-5(B)(4)(f)(iii):</u></p> | <p>When multiple garage doors are located within 1 building, the maximum number of garage doors adjacent to one another shall be limited to 8 garages doors with a 4-foot-wide, 1-foot-deep recessed niche between every pair of garage doors</p> |
| <p><u>Setback to Cross Drive Aisles – MZO Section 11-32-4(A):</u></p> | <p>Parking spaces along main drive aisles connecting directly to a street and drive aisles that cross such main drive aisles shall be set back at least 11 ft from the property line abutting 56th Street and 17 feet, 4 inches from the property line abutting 57th</p> |

| | Street |
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| <p>Required Landscape Yards – <i>MZO Section 11-33-3(B)(2)(a)(ii):</i> - Non-Single Residential Uses Adjacent to Other Non-Single Residence Uses or Districts, Non-Group C-O-I:</p> <p>North property line:</p> <p>South property line:</p> | <p>6 feet, 8 inches to 2nd floor balcony</p> <p>6 feet, 8 inches to 2nd floor balcony</p> |
| <p><u>Interior Parking Lot Landscaping</u> – <i>MZO Section 11-33-4(B)(2):</i> - Landscape Islands width:</p> <p><i>MZO Section 11-33-4(D)(1)(a):</i> -Plant Materials:</p> | <p>4 feet, minimum where adjacent to the building</p> <p>0 shade trees and 4 shrubs for islands adjacent to the buildings</p> |

Exhibits:

- Exhibit 1 – Staff Report
- Exhibit 2 – Vicinity Map
- Exhibit 3 – Project Narrative
- Exhibit 4 – Site Plan
- Exhibit 5 – Landscape Plan
- Exhibit 6 – Grading and Drainage Report
- Exhibit 7 – Elevations
- Exhibit 8 – Citizen Participation Plan
- Exhibit 9 – Citizen Participation Report
- Exhibit 10 – Power Point Presentation