



**Planning and Zoning Board**

*Staff Report*

**CASE NUMBER:** ZON18-00375

**LOCATION/ADDRESS:** The 0 block of South Mesa Drive (east side), the 400 block of East Main Street (south side), the 0 block of South Udall (both sides) and the 0 block of South LeSueur (west side).

**GENERAL VICINITY:** Located at the southeast corner of Main Street and Mesa Drive.

**REQUEST:** Rezone 4± acres from T5MS and T4NF to T5MSF; and 2± acres from T4NF-HD and T4N-HD to T5MSF-HD; and consideration of the Preliminary Plat for “Mesa Temple Redevelopment”

**PURPOSE:** This request will allow for a mixed-use development.

**COUNCIL DISTRICT:** District 4

**OWNER:** Land Equity Investors LLC; and Presiding Bishop of the Church of LDS

**APPLICANT:** City Creek Reserve, Inc, David Davis

**STAFF PLANNER:** Tom Ellsworth

**SITE DATA**

**PARCEL NO.:** Multiple Parcels

**PARCEL SIZE:** 6± acres

**EXISTING ZONING:** T5MS, T4NF, T4NF-HD, and T4N-HD

**GENERAL PLAN CHARACTER:** Downtown and Neighborhood, within a Station Area in the Transit Corridor

**CURRENT LAND USE:** Commercial, Vacant, and Residential

**SITE CONTEXT**

**NORTH:** (Across Main Street) Light Rail Station, Park and Ride – zoned DC/T5MS

**EAST:** (Across LeSueur) Mesa Temple – zoned DR-2/T4MS and T4N

**SOUTH:** Existing commercial and residential – zoned DB-1/T4NF and DR-2/T4N

**WEST:** (Across Mesa Drive) Existing commercial – zoned DC/T5MS

**STAFF RECOMMENDATION:** Approval with Conditions

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

**PROPOSITION 207 WAIVER SIGNED:**  Yes  No

### HISTORY/RELATED CASES

- July 10, 1930:** Annexed to City (Ordinance No. 1)
- September 21, 1981:** Rezone to R-4-PAD, HRZ to allow a high-rise condominium development (Z81-068, HRZ81-001)
- October 1, 1984:** Special Use Permit to allow expansion of an automotive related use at Mesa Drive and Main Street (SUP84-007)
- August 3, 1987:** Amendment to create new zoning districts with new development regulations, a new zoning map, and new design guidelines for all properties within Mesa's Town Center (Z87-40)
- May 24, 2018:** Opted in to the Form-Based Code for T5MS and T4NF Transects

### PROJECT DESCRIPTION / REQUEST

The project, referred to as "Mesa Investment Block Redevelopment", is a collection of 27 individual lots located between Downtown Mesa and the Mesa Arizona Temple along the Main Street light rail corridor. The subject property is currently made up of vacant lots, vacant buildings, and rental detached single-family residential buildings. Eight of the lots are included in the Temple Historic District.

The applicant is requesting to rezone the site from Transect T5MS and T4NF to T5MSF and T4NF-HD and T4N-HD to T5MSF-HD compatible with the transit-oriented character along Main Street adjacent to the Mesa Drive light rail station. The Landowner has opted into Form Base Code ("FBC") zoning for this project redevelopment.

The applicant is also requesting the approval of a preliminary plat, "Mesa Temple Redevelopment" to organize the 27 smaller individual parcels into 5 redevelopment parcels. Of the 27 existing parcels, 17 lots are vacant, 3 have vacant commercial uses, and 7 have rental residential uses. Eight of the lots are included in the Temple Historic District.

### NEIGHBORHOOD PARTICIPATION:

The applicant has completed a Citizen Participation Process, which included a mailed letter to property owners within 500' of the site, as well as HOAs and registered neighborhoods within a half mile. The applicant held a neighborhood meeting on May 30, 2018 at a location near the site. The applicant also contacted directly all citizens currently renting property from the developer to discuss the development proposal for the site.

Historic Preservation staff has been contacted by citizens and property owners in the area, requesting information about the historic district and the process for making changes within the district. The applicant will be providing an updated Citizen Participation Report prior to the June 19, 2018 Planning and Zoning Board Study Session.

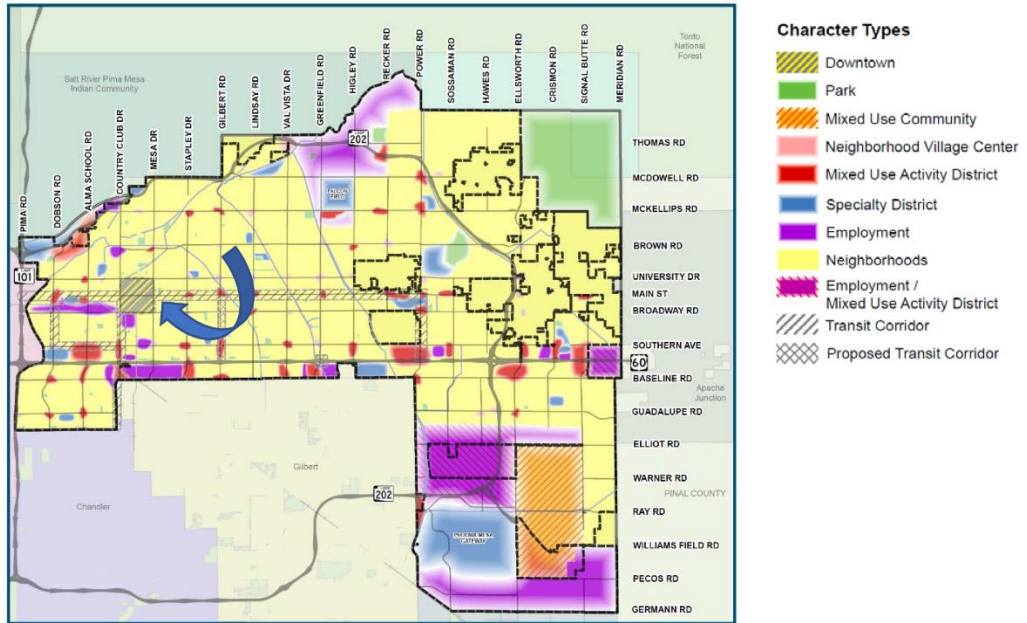
### STAFF ANALYSIS

#### 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 rezoning area falls within the "Neighborhoods" and "Downtown" character types. The

proposal is consistent with the Neighborhoods and Downtown character types in the City of Mesa 2040 General Plan. As described in the General Plan, the Downtown character type “focuses on the creation of a pedestrian-oriented, transit rich environment



with a lot of activity. As compared to other urban environments that might occur, as the downtown core neighborhood, this area will continue to be recognized as the governmental, cultural, financial, and entertainment center of the community. The goal for this area is to make it a people-friendly area that is alive with options for housing, employment, shopping, entertainment, and events. In the Modern Downtown area redevelopment is expected to see a significant increase in the height of buildings.” The Neighborhoods character type includes a wide range of development types. Ch. 4 of the General Plan states, “Some neighborhoods, such as a downtown neighborhood, take on a more active, commercial and mixed-use nature.”

The General Plan also designates this site as a “Station Area” within a designated “Transit Corridor” The Transit Districts character type includes the light rail corridor, bus rapid transit corridors, and areas designated for a consistent high level of transit options. The focus in this character type is to develop a mixed-use, pedestrian-oriented, urban environment, particularly within walking distance of transit stops. This character type overlays the other character types and is used to transition the area into a more transit- and pedestrian- oriented development form. This overall category is divided into corridors and station areas. Station areas will have more intense development. The proposed rezoning to a T5MSF transect is consistent with the Station Area Transit Corridor character type.

**CENTRAL MAIN STREET SUB-AREA PLAN:**

In June 2012 Mesa City Council adopted the Central Main Sub-Area Plan which further refines the General Plan. As described in the Central Main Plan, the Urban Gateway character type is focused around the gateway light rail stations at Country Club and Mesa Drives. “The intent of this area is to provide the most intensive development areas outside of the downtown core in vertically mixed-use, mid-rise buildings.”

The Central Main Plan further refines the Urban Gateway character, as it relates to the Temple/Pioneer Neighborhood. Within the Temple/Pioneer Neighborhood, the Urban Gateway area “will develop in a

manner that creates an urban center that announces entrance into Downtown and takes a distinctive identity from Pioneer Park, Mesa Arizona Temple, and Gateway Park. This identity will be strengthened with urban plazas incorporated into redevelopments at the intersection of Main Street and Mesa Drive. Redevelopment of the blocks at this intersection will focus on non-residential uses while also incorporating ground floor retail and upper floor residential uses. The existing Wells Fargo and City Courts building located on the southwest corner of the Main Street and Mesa Drive intersection form the foundation for additional professional and corporate office developments and have a development pattern of parking and building placement that can be replicated on surrounding blocks. Ground floor non-residential and upper floor non-residential or residential uses will be the focus of development at the northeast and southeast corners of the Main Street and Mesa Drive intersection. Redevelopment of the blocks adjacent to 1st Street will focus on residential uses. Typical building heights will generally be four- to five-story with reductions in building height to address transition to the Temple Historic District.” The proposed rezoning is consistent with the Central Main Plan Urban Gateway character type and Temple/Pioneer Neighborhood specific recommendations.

The proposed request is consistent with the Central Main Street Sub-Area Plan.

**ZONING:**

This proposal is for the rezoning of approximately 6-acres of land at the southeast corner of Main Street and Mesa Drive directly south of the Mesa Drive Light Rail Station. The property owner has opted into the form-based code for the property. The existing transects on the site are T5MS, T4NF, and T4N. The applicant is requesting to rezone these transects to T5MSF. The proposed transect is consistent with the FBC Neighborhood Regulating Plan that shows a consistent pattern of T5-MSF in conjunction with T5-MS throughout the Downtown district. The rezone to T5-MSF is consistent with the established zoning pattern and planning vision for Downtown Mesa.



The applicant’s ultimate development goal is to develop a vertically mixed-use pedestrian-oriented

development made up of 2, 3, and 4-story buildings, with the ability to have first floor retail uses integrated with residential on upper floors for some buildings. The applicant has opted into the Form Based Code to accomplish this type of development. The form-based code was adopted to facilitate exactly this type of mixed-use pedestrian-oriented development. The form base code assigns transects that focus on appropriate building form types and building form standards to guide the architectural form of development over the specific uses of the development as in conventional zoning.

The map of Mesa's current Form Based Code transects of "The Downtown and Temple/Pioneer Park Neighborhood Regulating Plan" and is found in Chapter 57 of the zoning ordinance. The regulating plan for the southeast corner of Mesa Drive and Main Street designated this site with T5MS, T4NF, and T4N transects to generally facilitate the type of development that the applicant is proposing.

The applicant is proposing to rezone the transects for this site to T5MSF to allow the flexibility of first floor retail and residential uses. The existing T5MS transect will not allow first floor residential uses. The applicant is also seeking the T5MSF for the T4NF and T4N transects to facilitate a transition of heights on the site from 4-story along Main Street and Mesa Drive to 3-story and 2-story buildings as the development transitions to the smaller scale neighborhood uses south of the site. The change to the T5MSF will allow the applicant to transition this height within the same building types. The applicant is proposing to limit the heights within southern portion of the project area to a maximum of three stories as shown on the Transect Plan. The applicant will be proposing Mid-Rise, Main Street Mixed-Use and possibly Apartment House building types within their future development plans.

#### Zoning Clearance

Specific site plan review within a Form-Base Code regulated area is accomplished through the Zoning Clearance process. This is accomplished through an application to the Planning Director for review and approval of specific site plans against the specific design standards for the building forms, building types, frontage types, and thoroughfare types found in the Form-Base code chapters of the zoning ordinance.

The applicant's next steps after receiving the appropriate transects will be to apply for zoning clearance. The applicant has already been reviewing preliminary plans with various divisions within the City to determine appropriate building types and infrastructure needs. The applicant has included a description of their proposed plans in the project narrative and preliminary exhibits are included in the packet that illustrate the type of development being proposed and to justify the need to rezone the transects for this site.

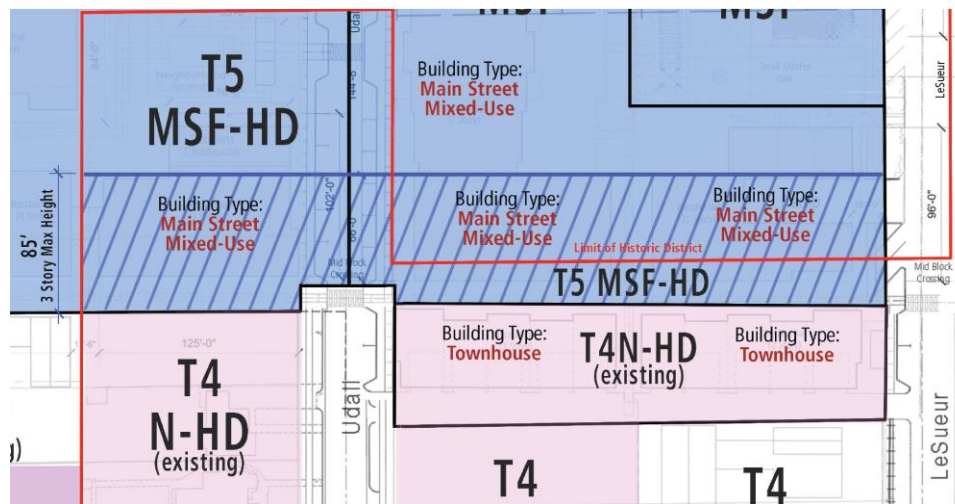
#### Historic District

Approximately 2-acres (currently T4NF and T4N transects) of the site are located within the Temple Historic District and have an HD overlay. These areas will require the approval of a Certificate of Appropriateness by the Historic Preservation Officer in conjunction with a zoning clearance for specific development on the site.

#### Historic Preservation Board

The applicant discussed this proposal with the Historic Preservation Board at their June 5, 2017 regular board meeting. The discussion included the overall development plan for the site and ways that the applicant could integrate the design of the new development with the existing historic district. As part of the discussion the applicant agreed to limit the height in the southern portion of the site on either side of Udall and the west side of LeSueur to a maximum of 3-stories. The proposed transect plan shows this area cross-hatched and designated for a maximum of 3-stories. This gives assurance that ultimate

development on the site will create the transition in height that the applicant is ultimately proposing.



**PRELIMINARY PLAT:**

This request includes a preliminary plat titled “Mesa Temple Redevelopment”. 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 rezoning request complies with the General Plan, the development standards of the Central Main Street Sub-Area Plan and meets all review criteria for the consideration of rezoning requests as found in Chapter 76 of the zoning ordinance. Staff recommends approval with the following conditions:

**CONDITIONS OF APPROVAL:**

1. Compliance with the Transect Plan and preliminary plat submitted.
2. Completion of a Zoning Clearance process per Ch. 11-56-4.E.
3. Approval of a Certificate of Appropriateness prior to the issuance of a building permit for those portions of the site that are within the Temple Historic District.
4. Compliance with all City development codes and regulations.