



PLANNING DIVISION
STAFF REPORT

City Council Meeting

March 20, 2023

CASE No.: **ZON22-01263**

PROJECT NAME: **Banner Health Home Away from Home**

Owner's Name:	BANNER HEALTH
Applicant's Name:	Alex Steadman, RVi Planning + Landscape Architecture
Location of Request:	Within the 4600 block of East Banner Gateway Drive (north side) and within the 1700 block of South Pierpont Drive (west side). Located east of Greenfield Road and south of the US 60 Superstition Freeway.
Parcel No(s):	140-68-163
Request:	Rezone from Light Industrial (LI) and Light Industrial with a Planned Area Development overlay (LI-PAD) to LI-PAD and Site Plan Review. This request is associated with Banner Gateway Medical Center to provide housing accommodations for patients and their families during treatment and while in recovery.
Existing Zoning Districts:	LI and LI-PAD
Council District:	2
Site Size:	13± acres
Proposed Use(s):	Temporary Housing - accessory to a Hospital
Existing Use(s):	Vacant
P&Z Hearing Date(s):	February 22, 2023 / 4:00 p.m.
Staff Planner:	Sean Pesek, Planner II
Staff Recommendation:	APPROVAL with Conditions
Planning and Zoning Board Recommendation:	APPROVAL with Conditions (Vote: 7-0)
Proposition 207 Waiver Signed:	Yes

HISTORY

On **May 17, 1982**, the City Council approved the annexation of approximately 132± acres of land, including the project site (Ordinance No. 1599).

On **February 22, 1983**, the City Council approved a rezoning of 111± acres, including the project site, from Maricopa County comparable zoning (R1-43) to City of Mesa Agricultural (AG) (Case No. Z83-010; Ordinance No. 1684).

On **February 18, 1986**, the City Council approved a conceptual land use plan for 55± acres, including the project site. The project site was assigned a conceptual Light Industrial (LI) zoning (Case No. Z86-008).

On **November 17, 1986**, the City Council approved a rezoning of 55± acres, including the project site, from AG (conceptual LI) to LI (Case No. Z86-099; Ordinance No. 2145).

On **July 17, 2006**, City Council approved a rezoning of 66± acres, including the project site, from LI to Light Industrial with a Planned Area Development overlay (LI-PAD) (Case No. Z06-047; Ordinance No. 4576).

On **October 1, 2018**, the City Council approved a rezoning of 22± acres, including 7± acres of the project site, from LI-PAD to LI (Case No. ZON22-01263; Ordinance No. 5470).

On **March 14, 2023**, the Design Review Board reviewed the elevations and landscaping for the Proposed Project and provided comments. Staff will work with the applicant to ensure the comments provided are addressed (Case No. DRB22-00013).

PROJECT DESCRIPTION

Background:

The applicant is requesting a rezoning of the project site, from Light Industrial (LI) and Light Industrial with a Planned Area Development overlay (LI-PAD) to LI-PAD, and approval of an Initial Site Plan to allow for temporary housing associated with the Banner Gateway Medical Center (Proposed Project).

The project site is composed of one parcel, located on the northwest corner of Banner Gateway Drive and Pierpont Drive. Per the Proposed Project, the applicant is proposing 16 temporary housing units to be used by Banner MD Anderson Cancer Center patients. Per The Proposed Project will be developed, owned, and operated by Banner Health and is designed to provide subsidized outpatient lodging for qualified long-distance patients that require extended facility visits. Related site improvements include walkways, private yards, covered seating areas, and surface parking.

Per Section 11-86-3 of the Mesa Zoning Ordinance (MZO), the definition of *Hospitals* includes *temporary housing for patient families and related uses operated primarily for the benefit of patients*.

Per Section 11-7-2 of the MZO, hospitals are a permitted use in the LI zoning district, subject to compliance with applicable development standards.

General Plan Character Area Designation and Goals:

The Mesa 2040 General Plan Character Area designation on the property is Employment. Per Chapter 7 of the General Plan, Employment Districts typically have minimal connection to the surrounding area and are used for employment-type uses.

LI is listed as a primary zoning district within the Employment character area and compatible public and semi-public uses such as hospitals are listed as a primary land uses. Staff reviewed the Proposed Project determined it is consistent with the development review criteria outlined in Chapter 15 (page 15-1) and the goals of the Employment District by providing a land use that supports the operations of the adjacent medical center.

Airfield Overlay – Mesa Zoning Ordinance (MZO) Article 3, Section 11-19:

Per Section 11-19 of the MZO, the project site is located within Airport Overflight Area Three (AOA 3) of the Airfield (AF) Overlay District due to its proximity to the Phoenix-Mesa Gateway Airport.

Per Section 11-19 of the MZO, there are no additional use restrictions within the AOA 3. Phoenix-Mesa Gateway Airport staff reviewed the request and had no comments on the proposed development.

Zoning District Designations:

The Proposed Project includes a request to rezone the project site from LI and LI-PAD to LI-PAD. Per Section 11-7-1(B) of the MZO, the LI zoning district is intended to provide areas for limited manufacturing and processing, wholesaling, research, warehousing, and distribution activities.

Hospitals, including temporary housing accessory to a hospital, are permitted uses in the LI district, provided the site is developed in accordance with applicable development standards.

PAD Overlay Modification – MZO Article 3, Chapter 22:

The Proposed Project will remove the existing PAD overlay associated with a previously approved master development plan and establish a new PAD overlay to accommodate a phased development per Section 11-22-1 of the MZO.

Phase 1A consists of units 109-116, the common amenity space, perimeter landscaping, required surface retention, and all required parking spaces and drive aisles.

Phase 1B includes units 101-108.

There are no code deviations requested as part of the proposed PAD overlay.

Site Plan and General Site Development Standards:

The Proposed Project includes 16, one-story patient housing units to be developed in two phases. Primary access is from Banner Gateway Drive, with secondary access provided from Pierpont Drive.

A shared walkway will connect the primary entrance of each unit with the parking area to the west and continue north/south to connect to existing sidewalks in public right-of-way.

Per Section 11-32-3(G) of the MZO, the parking requirement for uses not listed in Table 11-32-3(A) shall be determined by the Zoning Administrator based upon the requirements for the most comparable land use as well as the unique characteristics of the project.

The Proposed Project will allow for temporary patient housing units associated with the Banner MD Anderson Cancer Center. The Zoning Administrator set the required parking ratio at 2.1 spaces/unit, which is the same parking ratio for multiple residence developments.

The Proposed Project conforms to the requirements of the MZO including the review criteria for Site Plan Review in Section 11-69-5 of the MZO.

Design Review:

The Design Review Board reviewed the proposed project on March 14, 2023. Staff will work with the applicant to address comments provided from the Design Review Board.

Surrounding Zoning Designations and Existing Use Activity:

Northwest LI Vacant	North LI Hospital	Northeast Town of Gilbert Hospital
West LI Vacant	Project Site LI and LI-PAD Vacant	East Town of Gilbert Hospital
Southwest (Across Banner Gateway Dr.) RM-3-PAD Multiple Residence	South (Across Banner Gateway Dr.) PEP-PAD Office	Southeast (Across S. Pierpont) Town of Gilbert Multiple Residence

Compatibility with Surrounding Land Uses:

The project site is currently vacant. Property to the north is zoned LI and developed as a hospital. Property to the east is within the Town of Gilbert and developed as a medical campus. Parcels to the south are zoned PEP-PAD and developed as an office park. Lastly, property to the west is zoned LI and undeveloped.

The Proposed Project is compatible with the surrounding development and land uses.

Neighborhood Participation Plan and Public Comments:

As part of the completed Citizen Participation Process, the applicant mailed notice letters to property owners within 1,000 feet of the site, as well as nearby HOAs and neighborhood associations.

As of the writing of this report, staff has not received any comments from surrounding property owners.

Staff Recommendation:

Staff finds the Proposed Project is consistent with the Mesa 2040 General Plan, the review criteria for Site Plan Review outlined in Section 11-69-5 of the MZO, and the intent for a Planned Area Development outlined in Section 11-22-3 of the MZO.

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

1. Compliance and the final landscape plan submitted.
2. Compliance with all requirements of Design Review Case No. DRB22-00013.
3. Compliance with all City development codes and regulations.
4. Future development plans require Site Plan Review in accordance with Chapter 69 of the Zoning Ordinance.
5. 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.
6. All perimeter landscape improvements, as shown on the final landscape plan, must be installed in the first phase of development.
7. All off-site improvements and street frontage landscaping must be installed in the first phase of development.
8. Compliance with all requirements of Chapter 19 of the Zoning Ordinance including:
 - a. Owner must execute the City's standard Avigation Easement and Release for Phoenix-Mesa Gateway Airport prior to or concurrently with the recordation of the final subdivision map or the issuance of a building permit, whichever occurs first.
 - b. Due to the proximity to Phoenix-Mesa Gateway Airport, any proposed permanent or temporary structure, as required by the FAA, is subject to an FAA filing for review in conformance with CFR Title 14 Part 77 (Form 7460) to determine any effect to navigable airspace and air navigation facilities. A completed form with a response by the FAA must accompany any building permit application for structure(s) on the property.
 - c. Prior to the issuance of any building permit, provide documentation by a registered professional engineer or registered professional architect demonstrating compliance with the noise level reductions required in Section 11-19-5 of the Mesa Zoning Ordinance.
 - d. Provide written notice to future property owners that the project is within 10 miles of Phoenix-Mesa Gateway Airport.
 - e. All final subdivision plats must include a disclosure notice in accordance with Section 11-19-5(C) of the Zoning Ordinance which states in part: "This property, due to its proximity to the Phoenix-Mesa Gateway Airport, will experience aircraft overflights, which are expected to generate noise levels that may be of concern to some individuals.
9. Prior to the issuance of any building permit, submit for review and approval a revised site plan, grading and drainage plan, and drainage report (collectively "Revised Plans") to remove the retention basin along

Banner Gateway Drive. If the Revised Plans are approved, then owner must comply with the Revised Plans. If the Revised Plans are not approved or the basin along the eastern portion of the site cannot accommodate the required retention, then owner must go through the site plan review process in accordance with Chapter 69 of the Zoning Ordinance. All Revised Plans shall be designed per the latest City of Mesa Engineering and Design Standards.

Exhibits:

Exhibit 1 – Vicinity Map

Exhibit 2 – Staff Report

Exhibit 3 – Application Information

3.1 Site Plan

3.2 Grading and Drainage Plan

3.3 Landscape Plan

3.4 Elevations

3.5 Project Narrative

3.6 Citizen Participation Plan

Exhibit 4 – Citizen Participation Report

Exhibit 5 – Avigation Easement