
Cannon Beach Mixed Use Development

East of SEC Power Road & Warner Road

Project Narrative – PAD Modification & Site Plan Review

**Submitted to:**

City of Mesa
Planning Division
55 N. Center Street
Mesa, AZ 85201

Submitted by:

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On Behalf of:

Action Zone Business, LLC

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I. Introduction

Pew & Lake, PLC, on behalf of Action Zone Business, LLC, is pleased to submit this Project Narrative and related exhibits for development requests to allow for a 1.6-net acre addition to the approved 37-acre Cannon Beach Mixed Use PAD. Cannon Beach is a regional commercial-entertainment mixed use development located at the southeast corner of Power Road and Warner Road in Mesa. The subject property is east of the intersection and further identified on the Maricopa County Assessor's Map as a portion of parcel number 304-30-011B (the "Property," see Site Aerial below). This proposal completes the project area adjacent to the canal on Warner Road at the project's back door. This minor modification continues to apply the same approved design in the Cannon Beach PAD and its related DRB cases. These plans represent the more finalized version for construction of this highly unique project that has been the first of its kind in Mesa and the Metro-Phoenix area.

Figure 1 – Site Aerial



Requests:

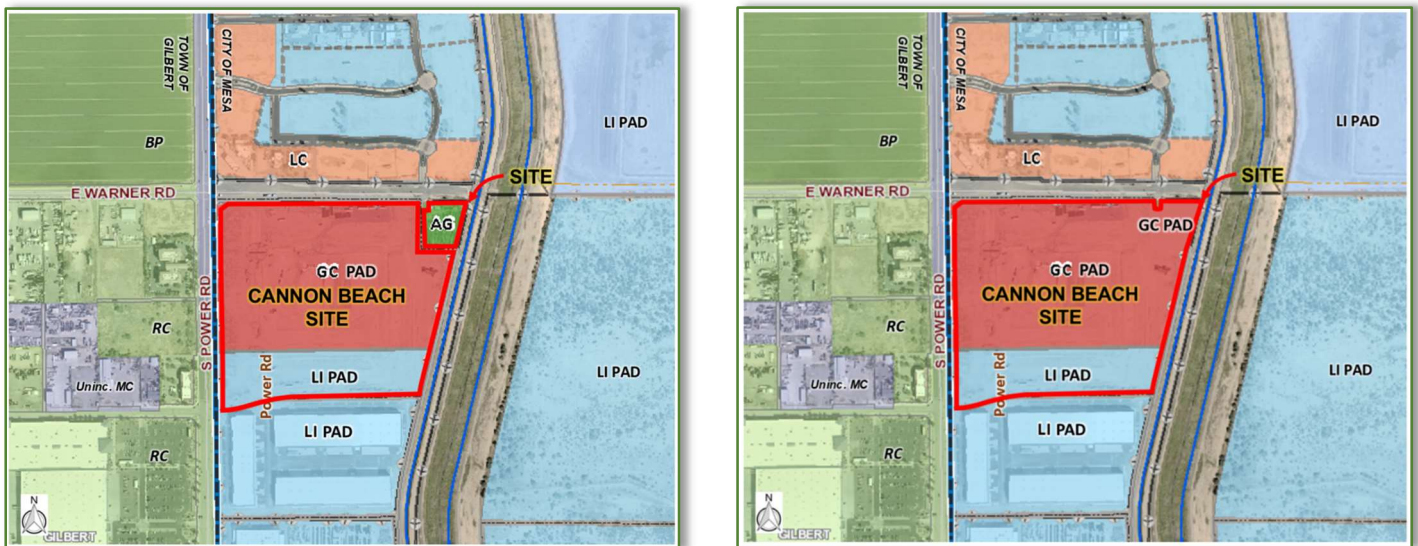
The specific requests are City of Mesa approval of the following:

- Rezoning from AG to GC PAD
- Site Plan Amendment
- Minor Amendment to the Preliminary Plat

II. General Plan and Zoning Designations

The Property is designated in the Mesa General Plan as the Mixed Use Activity District/Employment Character Area. Figure 2 below indicates the existing and proposed zoning.

Figure 2 – Existing and Proposed Zoning



This proposal is consistent with the General Plan for the same reasons as approved in the original PAD, as follows:

- GC zoning is a primary zoning in the Mixed Use Activity District.
- The retail, restaurants, offices, hotels, commercial recreation uses on the site plan are primary land uses in the General Plan category.
- No changes are proposed to building heights, which were approved in the original PAD and are appropriate for the regional destination that describes Cannon Beach.
- Cannon Beach's proposed addition is part of an approved regional-scale development, which addresses the objective of the General Plan.
- This request supports the same uses in the original application that are intended in this General Plan character area, which are a mixture of recreational, office, hotel, commercial, and flex uses.
- The proposed amended site plan and additional area will form a more complete site plan that is designed to attract people to Mesa from the larger region.
- The additional land is located in a Growth Area where Growth is expected to locate.
- Parking located on the new parcel is compatible with the surrounding uses.

III. Background, Guidance from Approved PAD and Guidelines

A PAD-rezone is required in this case because an additional 1.6 acres of land are being added to the Cannon Beach. Consistent with the original intent, this PAD modification keeps in the spirit with the original plan and does not significantly modify the approved conceptual site plan, landscaping or architectural design. This application includes all minor changes necessary to accommodate adding the additional land and relocating the parking structure to the corner of the site. This application preserves the same mixed uses on the approved site plan.

The following summarizes the history of the Cannon Beach zoning:

- The overall Cannon Beach mixed use project was approved on September 21, 2020, which included Rezoning-PAD, Site Plan Review, and PAD Design Guidelines (ZON20-00253). This received unanimous approval from the City Council. Design Review documents for the overall Cannon Beach and phase 2 retail pads (DRB20-00607, ADM20-00853) were approved and received glowing remarks from the Design Review Board. Phase 1 and the parking areas were included in the initial building permit that is currently under construction.
- A Phase 2 amendment to the PAD was approved for enhanced retail buildings along Power Road (ZON21-00892 and DRB21-00884), which updated the overall site plan. Phase 3 for the flex building was approved for the recreational uses in ADM22-01126.
- Regarding the latest master site plan, in 2022, a site plan amendment was approved that adjusted the phase 1 permitting plans for the wave lagoon beach (ADM 22-00251). This is the current approved site plan for Cannon Beach that this application proposes to modify.

When the original Cannon Beach PAD and DRB cases were approved, the size and quality of the project was considered and the positive impact on the community. The submittal included special PAD Design Guidelines to guide future phases of development for each kind of building shown on the site plan. The intent was to avoid unnecessary repetition of rezoning and DRB submittals for minor adjustments that were expected to come during the phased development process, as long as each phase was found to be in compliance with the PAD and the quality that would bring the intended visibility and economic development to the City. The City and applicant anticipated each subsequent phase to be consistent with the approved site plan and guidelines without having to restart the full public rezoning or DRB process for each minor change to save city resources for design conditions already vetted.

IV. Existing Site Conditions and Relationship to Surrounding Properties

The subject site is a former low-key nursery site without public access. It has minimal improvements other than a perimeter fence and temporary greenhouse that are ancillary to the plants. Abutting the north property line is Warner Road, followed by vacant land planned for

commercial uses in the Gateway Norte approved site plan. To the east is a canal and canal access road, then vacant land zoned for employment uses. Cannon Beach surrounds the property to the south and west, with the exception of a small, City of Mesa well site that is approximately 4,900 square feet.

Table 1 – Existing and Surrounding Land Use Context

Direction	General Plan Character Area/Land Use	Existing Zoning	Existing Use
Project Site	Mixed Use Activity/Employment	AG	Nursery
North	Mixed Use Activity/Employment	LC	Warner Road, Vacant
East	Mixed Use Activity/Employment	LI	Canal
South	Mixed Use Activity/Employment	GC PAD	Vacant, Cannon Beach site plan
West	Mixed Use Activity/Employment	GC PAD AG	Vacant, Cannon Beach site plan, well site

V. PAD Zoning

A. Description

The purpose of this request is to rezone to GI and a PAD overlay to add this 1.6-acre Property to the Cannon Beach PAD. An amendment to the site plan and preliminary plat are also requested to integrate this additional land into Cannon Beach. All of the proposed design character and site features of the previous PAD will be applied to the Property, as modified and updated in this request. The following summarizes the proposed changes:

- Expand the total site area by 1.6 acres at the northeast corner of Cannon Beach.
- Move the approved second parking structure east of the wave lagoon to that new acreage. This modification improves upon the approved plan by opening up the space behind the wave lagoon and improving upon the layout of the two parking structures. More surface parking surrounds the wave lagoon area and first hotel, which will increase access to the main recreation facility.
- One of the north office buildings was changed to a hotel building, which is an allowed use anticipated in the original plan. A row of parking was moved from the north to the south side of Hotel A and Office A to increase the amount of shared parking near the wave lagoon area and the hotel. This will free-up the area north of the Hotel A building for a fire code access.
- Modifications were made to 3 of the buildings onsite (Hotel A, Office A, and Flex buildings), which are consistent with the original approval. Hotel A and Office A are

proposed to be increased from 3 to 4 stories, which is fully consistent within the parameters of the approved zoning and mixed uses planned for Cannon Beach and 65-foot allowed building height. Final plans for these buildings will be approved during their future phase of development, which are estimated to be phases 4 and 10. The table below summarizes the total changes, which are 12%.

Table 2 – Summary of Building Area

	Existing (SF)	Proposed (SF)	Difference (SF)	% change
Commercial	362,140	408,232	46,092	10%
Flex	113,506	122,295	8,789	0.7%
Total	475,646	530,527	54,357	11.5%

Parking Structure Timing

Proposed is a parking plan with structured parking that complies with the PAD height requirement and PAD guidelines. The site plan and additional exhibits in this application indicate the location and phased construction of the structures.

Approved Structured Parking: The approved Canon Beach PAD and Site Plan contemplated the following:

- Originally, a maximum allowed 75-ft. building height was adopted for a maximum 7-story parking structure. Design guidelines were reviewed by the Planning Commission and Design Review Board and adopted in the Cannon Beach PAD to enable the parking to be consistent with the proposed layout and nature of the project.
- PAD Site Plan – The proposed plan maintains the approved 75-foot height allowance and is lower than that height. It is also consistent with the PAD site plan, which included 2 parking structures on the northeastern portion of the site the furthest distance from Power Road. It was always the intent to avoid constructing the parking structures until necessary and only to the minimum size of the structures needed. This is part of the overall objective to address parking requirements as each phase was ready, and submit for review during the phased unfolding of the permitting process.
- Permitting Phases – Like typical master site plans, phasing of construction is submitted to the City during permitting to coordinate permit review and phased development for new tenants that join the project over time. As a courtesy, a phasing plan has been included with this submittal. Based on the approved standards in the PAD case, the structured parking would only need to be constructed when the phased construction of the buildings would trigger the parking demand.

Proposed Structured Parking: The proposed minor amendment complies with the above PAD provisions, as follows:

- Structured parking is located in the northeastern part of the site plan furthest from Power Road and substantially complies with the original layout.
- Like all the other phases of development, the detailed design of the structured parking will be submitted for planning review when it is needed. The parking structures will comply with PAD Guidelines and the zoning code, thus fulfilling the expectations of the PAD zoning for Cannon Beach.
- A phasing drawing has been submitted with this application to illustrate Phasing of the project and associated parking areas. To date, the parking structure has not been needed in Phases 1 - 3 because surface parking has been adequate. At some point during the last phases of construction – starting with Phase 5 – the site plan will eventually generate the need for the 1st parking garage and Phase 9 for the second parking garage, which will implement the planned, effective parking plan for Cannon Beach.
- This parking plan will support the ongoing development of the phased Cannon Beach surf park.

B. Development Standards

The development standards for this request incorporate the same development standards as in the underlying zoning-PAD, with the exception of a few modifications shown in **bold** in the right column of Table 3 below (Next Page). The original PAD standards are attached as Exhibit A.

Table 3 – Modifications to PAD Development Standards

Mesa Zoning Ordinance Table 11-6-3, et seq.	Mesa ZO Required GC	Cannon Beach Existing PAD	Cannon Beach PAD Amendment Proposed Standards
Min. Building Setbacks Interior side and Rear adjacent AG zoning	15 ft./story at Parking Garage	20 ft. adjacent to AG zoned property at NEC corner of Property	10 ft. adjacent to abutting AG zoned well site on Warner Rd. 14 ft. adjacent to the canal
Min. Perimeter landscape setback Interior side, and Rear adjacent non single- residence zoning, § 11-33-3.B.2.a	15 ft.	15 ft. min.	North Parking Garage 10 ft. adjacent to abutting AG zoned well site on Warner Rd. 14 ft. adjacent to canal South Parking Garage 0 ft. adjacent to canal
Min. Building Separation	4-story parking structure	30-35 ft.	50 ft.
Perimeter landscape buffer plants	Trees and shrubs required		Only shrubs provided adjacent to well site if required.

Office A and Hotels:	Ground floor transparency	Ground floor transparency limited to entry.
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The requested PAD overlay is a tool designed to protect a project's quality design and to encourage creativity and flexibility in design that will implement the General Plan objectives and purposes of Zoning Ordinance. Cannon Beach will adhere to these policies and objectives and will offer many benefits to the City of Mesa and its residents, which meet the criteria for PADs.

Inasmuch as this request formulates additional property that ties into the overall site plan, the same justification that applied to the overall site applies to this request. Section 11-22-3.B of the Zoning Ordinance allows for the modification of "specific development standards" modified under a PAD overlay such as those provided in the above Table 4. Special care has been taken to craft the modified standards in a way that is limited where possible and tailored to this highly unique and attractive mixed use development. As envisioned, the standards will enable the Cannon Beach overall development plan to succeed and provide and cohesively designed mix of amenities, attractions, and land uses.

Many of the Cannon Beach project features exceed zoning standards for open space, landscaping, building setbacks, and other standards. The proposed mix of commercial, retail, recreation, and employment/industrial uses help justify the standards indicated above. The proposed standards are tantamount to providing for a sustainable, mixed use development plan that is effectively designed within the fabric of integrated open space amenities and a pedestrian-friendly environment.

Justification for Modified Development Standards

1. Building and Landscape Setbacks

Adjacent Well Site: Like the previous site plan, the north portion of the Property wraps around a small, 4,900 sq. ft. well site parcel that is zoned AG. Where the proposed development abuts this small area, proposed is a building setback and perimeter landscape setback of 10 feet.

Adjacent to Canal to East: To the east, a 14-foot building and landscape setback are proposed adjacent to the canal that is adjacent to LI zoned property for the north garage building. 0 feet landscape setback for a small portion of the fire access for the south garage building. This will accommodate the proposed north parking garage building and perimeter landscaping at the project's eastern-most access to Warner Road. For the south garage building, this will accommodate a fire access requirement for a small portion of the access adjacent to the canal.

It is noted that the adjacent canal is 400 feet wide, followed by LI zoning, which proposes industrial uses that are compatible with these proposed standards. In this request, all other perimeter landscaping and building setback requirements meet or exceed zoning requirements for LI zoning, except as modified by the PAD. In many instances, landscape buffers exceed standards greatly. For example, the proposed building setback is 24-feet to 74 feet in areas that will be landscaped more than the minimum requirements. Also, building separation exceeds

standards, which opens up the site and balances the massing with the site landscaping. While the parking garage is somewhat close to the adjacent property's boundaries, it will not have a detrimental impact on the abutting use because of the compatible adjacent industrial uses and the additional width of the canal buffer area. Also, the parking garages are screened from the public streets.

In further support of the proposed setbacks, it was noted in the previous PAD that this project will result in improvements to Warner Road. Parking access and connectivity will improve for the abutting parcels northeast of the Property, thus enhancing their value. The subject property is located in the same Mixed Use Activity/Employment General Plan category, which points to the eventuality of this rezoning change to something more consistent with the surrounding LI zoning. Furthermore, the proposed development locates less intense activities on the property line, including landscaping, driveways, and parking, which will have minimal impact compared to what might otherwise be expected in GC zoning.

This modification is supported by the proposed site layout with its parking fields that are broken up by the building form, landscaping, and shaded pedestrian paths. The proposed structured parking, which may include partial underground parking, will reduce the development's footprint and promote efficiency of land uses and parking.

2. Landscape adjacent to well site

A 10-foot separation is proposed to the adjacent well site, which is 4,900 sq. ft. Within this landscaped area, the landscape architect selected plant materials that are appropriate for this area that will be mostly shaded and will promote effective maintenance where trees would otherwise likely grow over into the small well site area. While trees are proposed, this modified standards is requested in the event that the trees are not permitted. The small size of that parcel justifies this minor modification, and the adjacent parking structure, driveway, and Warner Road orientation will have openings that permit visibility into this area.

3. Ground Floor Transparency

This standard is not provided in detail and might not apply, however, for clarity, this requested modification is included in in this PAD. Office A and the hotel buildings are proposed to have ground floor transparency consistent with industry standard by requiring glazing and windows focused near the primary entries, not the backs of the buildings where sometimes internal maintenance, kitchens and spaces are planned for offices and hotels. Exterior elevations will meet or exceed the City's guidelines and PAD Guidelines. The buildings exceed building setback distances, and enhanced design for the overall Cannon Beach project will ensure these buildings are designed consistent with the distinct qualities of the overall project.

VI. Conclusion

Cannon Beach continues to meet and exceed expectations for the planned regional attraction it was designed to be in the approved PAD. The quality of design and effective site planning have

been demonstrated with each phase. Investment in the permitting process is evidence of the developer's commitment and the implementation of this unique project. This amendment reconfigures the parking and adds 12% of total building area to allow for enhanced and more final layout for the Hotel, Office, and Flex buildings. These are reasonable updates that will allow the site plan to be fine-tuned to become the destination it was designed for. This request is substantially consistent with the site plan and will with the approved Design Guidelines and will contribute to the effective execution of the Cannon Beach mixed use development.

Exhibit A**Original Approved PAD Development Standards for Cannon Beach****GC Zoning**

Mesa Zoning Ordinance Table 11-6-3, et seq.	Mesa ZO Required GC	Cannon Beach Approved PAD Standards
Maximum Building Height	30 ft.	65 ft. Hotel 65 ft. Office 75 ft. Parking Structures 55 ft. Remaining buildings, except for commercial pads 40 ft. Commercial pads
Building Setbacks, Interior side, and Rear adjacent AG zoning	15 ft. min. up to 60 ft. near Parking Garage	20 ft. adjacent to abutting AG zoned property at northeast corner of Property
Perimeter landscape setback, Interior side, and Rear adjacent AG zoning, § 11-33-3.B.2.a	15 ft. min. up to 60 ft. near Parking Garage	10 ft. adjacent to abutting AG zoned property at northeast corner of Property
Public Open Space in Large Commercial Development, § 11-6-3.B.1.d	Min. 5 SF/1,000 SF of GFA, ≤ 15,000 SF, public view	Min. 5 SF/1,000 SF of GFA with no maximum, some not visible to public
Parking Spaces, Recreational Use § 11-32-3	1 space per 500 sq. ft. (87.12 spaces /acre)	1 space per 671 sq. Ft. (65 spaces/acre)
Landscaping at visitor's entry to buildings, § 11-31-16 (large commercial, drop- off area) § 11-33-5 (foundation base)	20 ft. foundation base landscaping/customer drop-off, min. 900 SF	Buildings and pads to provide hardscape and shared landscape drop-off points as provided on the site plan
Pedestrian Connections to ROW, § 11-30-8.A	Straight access to ROW from each building entry	Access to ROW will be provided. Entries may face onto pedestrian network as proposed on the site plan, landscape plan, and pedestrian plan.
Parking Landscape Islands, § 11-33-4.B	Staggered if 16+ parking spaces	Comply with landscape island size and plant counts, but no staggering is required subject to the submitted plans.

Original Approved PAD Development Standards for Cannon Beach

LI Zoning

Mesa Zoning Ordinance Table 11-7-3, et seq.	Mesa ZO Required LI	Cannon Beach Proposed Standards
Maximum Building Height	40 ft.	55 ft. All buildings, except for commercial pads 40 ft. Commercial pads
Landscaping at visitor's entry to buildings, § 11-31-16 (large commercial, drop-off area) § 11-33-5 (foundation base)	20 ft. foundation base landscaping/customer drop-off, min. 900 SF	Buildings and pads to provide hardscape and shared landscape drop-off points as provided on the site plan
Pedestrian Connections to ROW, § 11-30-8.A	Straight access to ROW from each building entry	Access to ROW will be provided. Entries may face onto pedestrian network as proposed on the site plan, landscape plan, and pedestrian plan.
Parking Landscape Islands, § 11-33-4.B	Staggered if 16+ parking spaces	Comply with landscape island size and plant counts, but no staggering is required subject to the submitted plans.