



PLANNING DIVISION
STAFF REPORT

City Council Hearing

June 7, 2021

CASE No.: ZON20-00786	PROJECT NAME: Cabana Southern
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Owner's Name:	Sunny Acres, LLC & Montgomery 320, LLC
Applicant's Name:	Sean Lake, Pew & Lake, PLC
Location of Request:	Within the 9700 block of East Southern Avenue (south side). Located west of Crismon Road on the south side of Southern Avenue.
Parcel No(s):	220-80-005C
Request:	Rezone from Planned Employment Park (PEP) to Multiple Residence 5 (RM-5) with a Planned Area development Overlay (PAD); and Site Plan Review. This request will allow for a multiple residence development.
Existing Zoning District:	Planned Employment Park (PEP)
Council District:	6
Site Size:	8.1± acres
Proposed Use(s):	Multiple Residence
Existing Use(s):	Vacant
P&Z Hearing Date(s):	April 14, 2021 / 4:00 p.m.
Staff Planner:	Cassidy Welch, Planner II
Staff Recommendation:	APPROVAL with Conditions
Planning and Zoning Board Recommendation:	Approval with conditions
Proposition 207 Waiver Signed:	Yes

HISTORY

On **September 2, 1987**, the City Council approved the annexation of a 1,090± acre area of land that included the subject property (Case No. A87-004; Ordinance No. 2249).

On **October 5, 1987**, the City Council approved the rezoning of the subject property from Maricopa County Rural 43 to City of Mesa comparable zoning of Single Residence 43 (RS-43) (Case No. Z87-066; Ordinance No. #2271)

On **May 8, 2017**, the City Council approved the rezoning of the subject property from RS-43 to Planned Employment Park (PEP) to allow future office development on the property (Case No. Z17-005; Ordinance No. 5379).

PROJECT DESCRIPTION

Background:

The request is to rezone the subject site from Planned Employment Park (PEP) to Multiple Residence 5 with a Planned Area Development Overlay (RM-5-PAD) and a site plan review to allow development of a 3-story, 250-unit multiple residence development on the property. The property is located on Southern Avenue, approximately 1300 feet west of Crismon Road.

As part of the request for the PAD overlay, the applicant is requesting certain modifications to the City's required development standards to allow flexibility in developing the property while ensuring the overall development is innovative and high quality. Per Section 11-22-1 of the Mesa Zoning Ordinance (MZO), the purpose of a PAD overlay is to allow modifications to certain required development standards to permit innovative design and flexibility that creates a high-quality development for the site. The application documents, including the building elevations and site plan show the proposed development will be unique and consist of innovative design such as high quality façade building materials and increased open space areas. These high quality design of the development conform to the goals of the Mesa Zoning Ordinance for a PAD.

General Plan Character Area Designation and Goals:

The General Plan Character area designation on the property is Employment. Per Chapter 7 of the General Plan, the Employment character area is primarily used for employment-type land uses of at least 20 acres in size and typically have minimal connection to the surrounding area. The goal for the Employment character area is to provide for a wide range of employment opportunities in high quality settings. Typical uses in these districts include manufacturing facilities, warehousing, business parks, and may also include supporting retail and office areas but rarely include any type of residential uses. If residential uses are to be included in the Employment character areas, they need to be done in a manner that supports the continued development of the employment uses. The proposed request for RM-5 zoning is to allow a multiple residence development to support surrounding commercial and employment uses, as well as help the revitalization of the surrounding area.

The subject request was submitted in November of 2020. At the time of the application, Chapter 16 of the General Plan required development proposals of 20 acres or less that are not consistent with the character area designation on a property to be reviewed and considered through zoning, site plan and/or platting processes to ensure compatibility of the development with surrounding uses and goals of the General Plan. Because the subject request was

submitted in November of 2020, the project was reviewed under the requirements of the General Plan at the time of the subject application and does not require an amendment to the General Plan character designation.

The subject site is located in the middle of the block, specifically between Crismon Road and Ellsworth Road. The site is also immediately adjacent to existing multiple residence to the south, a school on the west, and a post office on the east. Due to the location of the site in the middle of the block and the immediate surrounding uses, the property is unsuitable for development of a high-quality office/employment uses. However, allowing the rezoning and multiple residence development on property will result in creating a variety of housing types in the area and add population to support the surrounding designated Mixed Use Activity District located to the east of the site. There is also a Mixed Use Activity Character area designation located approximately a half-mile west of the site that is developed as commercial. Allowing the proposed development will also help provide the needed population to support these neighborhood services. Staff has reviewed the request and determined it is consistent with the criteria for review of development outlined in Chapter 15 (pg. 15-1) and Chapter 16 (pg. 16-22 of the General Plan prior to the December 2020 amendments) of the 2040 Mesa General Plan.

Zoning District Designations:

The request is to rezone the site from PEP to RM-5-PAD to allow modifications to certain required development standards on the property to allow a multiple-residence development. Per Section 11-5-2 of the MZO, a multiple residence use is allowed in the RM-5 zoning district. Per Section 11-5-1 of the MZO, the purpose of the multiple residence zoning district is to provide areas for a variety of housing types.

Planned Area Development (PAD) Overlay – MZO Article 3, Chapter 22:

The subject request includes a PAD overlay to allow for modifications to certain required development standards of the MZO. Per Section 11-22 of the MZO, the purpose of the overlay is to allow innovative design and flexibility that creates high-quality development for the site. Overall, the proposed development complies with requirements of a PAD as outlined in Section 11-22 of the MZO by providing high-quality development design and amenities including increased open space area on the property.

Table 1 below shows the MZO required standards and the applicant's proposed PAD standards.

MZO Development Standards	Required	Proposed	Staff Recommendation
<u>Minimum Yard Setbacks –</u> <i>MZO Sections 11-5-5 & 11-33-3</i> <i>-Interior Side (east & west property lines)</i> <i>-Rear (south property line)</i>	(building/landscape) 35'/15' 15'/15'	(building/landscape) 10'/8' 10'/8'	As proposed
<u>Minimum Canopy Separation –</u> <i>MZO Section 11-33-4</i>	24' landscape island between parking	No landscape island required between	As proposed

	canopies	parking canopies	
<u>Private Open Space Standards –</u> <i>MZO Section 11-5-5</i>	Studio & 1 bedroom: 60 SF/unit	Studio & 1 bedroom: 60 SF average	As proposed
	2 bedrooms: 100 SF/unit	2 bedrooms: 60 SF average	
	Minimum dimensions: 8 ft. x 6 ft.	Minimum dimensions: 3.5' x 12'	
	Access: Private access by only one living unit	Access: Private access by multiple units	
<u>Parking Requirements –</u> <i>MZO Section 11-32-3</i>	2.1 spaces/unit	1.38 spaces/unit	As proposed
<u>Covered Parking –</u> <i>MZO Section 11-32-3</i>	1 covered parking space per unit: 250 spaces	Total covered parking spaces: 220 spaces	As proposed

As shown on the table above, the applicant is requesting the following modifications from the RM-5 zoning district development standards as outlined in Sections 11-5-5, 11-33-4 and 11-32-3 of the MZO:

Interior Side & Rear Landscape Setbacks:

Per Section 11-5-5 of the MZO, the required landscape setback along the interior sides (east and west property lines) and rear (south property line) for non-single residence uses adjacent to other non-single residence uses is 15 feet. The applicant is requesting a reduction in the setback from 15 feet to 8 feet minimum. According to the applicant, this deviation is to accommodate the required parking spaces on the site. Per the application, there is adequate amenity courtyard space and building foundation base provided on the site to offset the requested landscape side and rear setbacks.

Canopy Separation:

Per Section 11-33-4 of the MZO, a 24-foot landscape island is required between parking canopies. The applicant is requesting to not provide such parking landscape island. According to the submittal documents, the deviation is to accommodate Fire Building code requirements.

Private Open Space Standards:

Section 11-5-5 of the MZO outlines specific open space standards for private open space area within multiple residence development. Per this section of the code, the minimum depth of private open space for a multiple residence is 6 feet. The applicant is proposing a minimum depth of 3.5 feet. Also, per this section of the code, the minimum area for private open space is 60 square feet (SF) for studio and one-bedroom units and 100 SF for two-bedroom units. The applicant is proposing a minimum of 42 SF of open space per unit. Per the submitted plans, the proposed development includes private open space areas at the entrance of the units, specifically along a common open-air passageway. According to the documents submitted, there will be an increase of approximately 25,000 SF of common open space areas within the development to mitigate the requested reduction in private area open space areas within the development.

Section 11-5-5 of the MZO also requires private open space areas to be accessible to only one living unit. The proposed site plan shows the proposed private open space areas will be adjacent to a proposed common passageway facing the amenity courtyards in the development accessible to multiple units. According to the applicant, the requested deviations is intended to promote a greater sense of community and create the opportunity for neighbors to interact.

Parking Requirements:

Per Section 11-32-3 of the MZO, a minimum of 2.1 parking spaces per unit is required for multiple residence land uses. The applicant is requesting a parking ratio of 1.38 spaces per unit. According to the applicant, the proposed reduction in the parking ratio is consistent with similar multiple residence projects constructed and operated by the developer in Mesa, Scottsdale, and Phoenix. A parking study provided by the applicant showed the proposed vehicular parking spaces will be adequate to meet the needs of the residence.

Per Section 11-32-3 of the MZO, a minimum of one covered parking space per unit is required for multiple residence developments. Based on this requirement, a minimum of 250 covered parking spaces will be required. The submitted plans show 220 covered parking spaces. According to the applicant, the requested reduction is needed to accommodate an existing utility easement along the southern property line.

Site Plan and General Site Development Standards:

The request is for development of a 250-unit multiple residence units including a 2-story co-work space on the property. From the submitted site plan, primary access to the site will be from Southern Avenue located on the north side of the property. The site plan also shows a secondary egress-only drive to be constructed at the northwest corner of the site that also connects to Southern Avenue. From the site plan, there will be four (4) three-story buildings on the site. Each building will be designed to consist of a courtyard located in the center of the building. Vehicular parking and drive aisles for the development will be located between the four proposed buildings. The site plan shows the buildings will be connected through pedestrian walkways to aid residents access to each of the courtyards and the proposed 2-story co-work and residential amenity building areas.

Design Review:

The Design Review Board is scheduled to review the subject request on May 11, 2021. Staff will be working with the applicant to address any comments and recommendations from the Design Review Board.

Surrounding Zoning Designations and Existing Use Activity:

Northwest (Across Southern Avenue) County R1-6 Manufactured Home Subdivision	North (Across Southern Avenue) County R1-6 Manufactured Home Subdivision	Northeast (Across Southern Avenue) County R1-6 Manufactured Home Subdivision
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West RS-43 School	Subject Property PEP Vacant	East RS-43 Post Office
Southwest RS-43 School	South RM-2-PAD Multiple Residence	Southeast RS-43 Church

Compatibility with Surrounding Land Uses:

The subject site is adjacent to existing multiple residence development to the south and southwest. The property to the north, across southern avenue, is developed as a manufactured home subdivision. There is a school located to the west and a post office to the east of the site. The proposed rezoning and development of the site for multiple residence will not be out of character with the surrounding land uses. Development of the site will also aid in revitalization of the area and support the surrounding commercial developments.

Neighborhood Participation Plan and Public Comments:

The applicant has completed a Citizen Participation Process, which included mailed letters to property owners within 1,000-feet of the site, as well as HOAs within ½ mile and registered neighborhoods within 1 mile of the site. The applicant held one (1) virtual neighborhood meetings via Zoom on December 10, 2020. From the applicant's submitted report, no people attended the neighborhood meeting.

As of writing this report, staff has not received any comments from surrounding property owners. The applicant will be providing an updated Citizen Participation Report to staff prior to the April 14, 2021 Study Session. Staff will provide the Board with any new information during the scheduled Study Session.

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:

Proposed Development (250 Units)	Name of School	Annual Estimated Demand	Adequate Capacity to Serve
Stevenson	Elementary	1	Yes
Smith	Middle School	10-12	Yes
Skyline	High School	28	Yes

Comment: Since the number of students expected from this new development are low, the schools will have the capacity to accommodate any additional students.

Staff Recommendation:

The subject request is consistent with the General Plan, the purpose for a Planned Area Development overlay outlined in Section 11-22-1 of the MZO, and meets the review criteria for Site Plan Review outlined in Section 11-69-5 of the MZO; therefore, staff recommends approval with the following conditions:

Conditions of Approval:

1. Compliance with the final site plan submitted.
2. Development of the site must include, at a minimum, all of the common amenities shown on the final site plan (i.e., a swimming pool, the 2 story cowork space and area, a fitness area, seating plazas and grilling areas).
3. Compliance with the requirements of Design Review.
4. 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.
5. Compliance with all City development codes and regulations, except the modifications to the development standards as approved with this PAD overlay and shown in the following table:

MZO Development Standards	Proposed
<u>Minimum Yard Setbacks –</u> <i>MZO Sections 11-5-5 & 11-33-3</i> <i>-Interior Side (east & west property lines)</i> <i>-Rear (south property line)</i>	(building/landscape) 10'/8' 10'/8'
<u>Minimum Canopy Separation –</u> <i>MZO Section 11-33-4</i>	No landscape island required between parking canopies
<u>Minimum Private Open Space Standards –</u> <i>MZO Section 11-5-5</i>	Studio & 1 bedroom: 42 SF
	2 bedrooms: 42 SF
	Minimum dimensions: 3.5' x 12'
	Access: Private open space may be accessed by multiple units
<u>Minimum Parking Requirements –</u> <i>MZO Section 11-32-3</i>	1.38 spaces/per unit
<u>Minimum Covered Parking –</u> <i>MZO Section 11-32-3</i>	Total covered parking spaces:

	220 spaces
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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 Private Open Space Exhibit

Exhibit 4-Citizen Participation Plan

Exhibit 5-Citizen Participation Report