



Planning and Zoning Board

Case Information

CASE NUMBER: Z09- 17
LOCATION/ADDRESS: The 4800 through 5200 block of South Hawes Road.
GENERAL VICINITY: Located south of the Loop 202 Freeway on the east and west sides of the Hawes Road alignment including the southeast corner of the Hawes and Ray Road alignments
REQUEST: Rezone from AG-AF to C-2 and PEP with a BIZ overlay and a Council Use Permit, and the establishment of the Gateway 202 Airpark Development Master Plan.
PURPOSE: This request will allow for the development of a high quality master planned Mixed Use Employment area with office, retail, hotel, and urban living components.
COUNCIL DISTRICT: District 6
OWNER: Brad Hansen, 202 Holdings
APPLICANT: Stephen Earl, Earl, Curley, and Lagarde P.C.
STAFF PLANNER: Tom Ellsworth

SITE DATA

PARCEL NUMBER(S): 304-30-024H, -025K, 304-31-009T, -009V, -008C, -008D, -008E
PARCEL SIZE: 230± acres
EXISTING ZONING: AG-AF
GENERAL PLAN DESIGNATION: Mixed Use Employment
CURRENT LAND USE: Undeveloped

SITE CONTEXT

NORTH: Loop 202 San Tan Freeway
EAST: Undeveloped – zoned M-1 and M-1 DMP
SOUTH: Phoenix-Mesa Gateway Airport – zoned M-1 DMP
WEST: Undeveloped – zoned AG-AF

STAFF RECOMMENDATION: Approval with Conditions

P&Z BOARD RECOMMENDATION: Approval with conditions. Denial

PROPOSITION 207 WAIVER SIGNED: Yes No

ZONING HISTORY/RELATED CASES:

November 16, 2000:

Annexed into the City of Mesa (Ord. #3815)

May 7, 2001:

Established City of Mesa Zoning AG-AF (Case #Z00-87, Ord. #3885)

PROJECT DESCRIPTION/REQUEST

The applicant is requesting a rezone from Agricultural (AG) with an Air Field Overlay (AF) to Planned Employment Park (PEP) and Limited Commercial (C-2) with a Bonus Intensity Overlay (BIZ) as part of the creation of the Gateway 202 Airpark Development Master Plan (DMP).

Development Master Plan (DMP)

The purpose of the DMP overlay zoning district is to allow for conceptual zoning of large land parcels into planned uses for future development. The intent is to allow for both specific site plan zoning for immediate project development as well as conceptual development plans with specific site plans deferred to the time of future project development.

The proposed Gateway 202 Airpark DMP is approximately 230 acres located south of the Loop 202 Freeway on both sides of Hawes Road. The applicant has proposed a DMP that is envisioned to be a major employment center with an estimated 3.3 million square feet of development within four distinct development areas. The applicant has included a land use map and a land use budget indicating the location of each type of land use and the intensity of those land uses. The areas are identified as A, B, C, and D on the plan. The land uses proposed include offices, hotels, retail development, and urban living environments. The DMP also includes design guidelines that guide the quality of the development as well as ensure the continuity of each of these development areas to each other and their surrounding context.

Proposed Zoning Districts

The DMP request is also establishing base zoning districts that work as the foundation to allow the types of uses envisioned by the land use budget and as shown on the illustrative site plan. The applicant is proposing PEP zoning for all four of the development areas with two distinct areas of C-2 zoning. The C-2 zoning corresponds with those areas identified for the urban living areas. The C-2 zoning district allows the development of residential uses within a mixed-use environment through the approval of a Council Use Permit (CUP). The request for the CUP will occur at the time of the review and consideration of a specific site plan for these areas.

Bonus Intensity Zone (BIZ) Overlay

The purpose of the BIZ overlay zoning district is to provide for variation from the application of residential densities and other development requirements to encourage unique, innovative developments of superior quality. The intent of this district is to allow for higher-intensity land use where appropriate and to encourage development of bypassed or under-utilized properties in locations where appropriate facilities and services are available. It must be demonstrated that the resulting development will be more consistent with the General Plan, Specific Plans, and Council policies and will provide significant social or economic benefits to the City.

The applicant is proposing the BIZ overlay in conjunction with the DMP to establish allowable building heights in the PEP and C-2 zoning districts. Both zoning categories allow a maximum of two-stories. The C-2 zoning category allows a maximum height of 30' while the PEP zoning district allows a maximum height of 40'. The PEP zoning does allow the City Council to approve an increase to the maximum building height with the submittal of specific site plans for review.

The DMP describes the location of the proposed building heights within the description of each development area. The land use budget further identifies the minimum and maximum building heights allowed in each development area per land use type. The illustrative site plan establishes the proposed hierarchy of the building heights and locations. All these documents together as part of the DMP establishes minimum and maximum building heights throughout the site.

Council Use Permit

The applicant is requesting a Council Use Permit to increase the maximum allowable retail square footage within the PEP zoning district. The PEP zoning district allows retail uses provided they don't exceed 10,000 square feet for a single user and 50,000 square feet in the aggregate over the entire development. The applicant is proposing that the maximum allowed retail square footage for development area "A" be established at 52,800sf and development area "C" at 126,550sf as shown in the land use budget.

Alternate Illustrative Site Plan

The DMP includes an alternate illustrative site plan and land use budget reflecting the change that will occur to the DMP when the 802 Freeway is ultimately built. The descriptions for each development area and the overall design guidelines will remain largely unchanged. However the land use budget indicates the overall reduction in square footage for each of the proposed uses. This would include a change to the CUP committing 107,000sf as the maximum allowed retail square footage in development area "C".

Design Guidelines

The proposed DMP also includes design guidelines that "seek to create a foundation for design that will ensure development of an attractive, high quality mixture of architectural styles with primary emphasis on a corporate mixed-use office and business park appearance." These guidelines set architectural standards for building massing, roof design, building elevations, entrances, and building materials. The design guidelines also include a section setting the landscape design standards including standards for open space, pedestrian plazas and promenades and a preferred plant palette.

NEIGHBORHOOD PARTICIPATION

The applicant completed a Citizen Participation plan that included notifying all property owners within 1000' radius of the site offering to meet with them to discuss the proposed development and answer any questions or concerns with the project. The applicant also contacted key stake holders in the area including Phoenix-Mesa Gateway Airport and Boeing Aircraft.

Concerns that were expressed during the Citizen Participation Process included:

1. The inclusion of the urban living component and its phasing
2. Arterial roadway capacities, signalization and driveway access.

In response the applicant has located the urban living areas east of Hawes away from the runway, have agreed that the urban living components will be rental only, and will include notification to all renters of the proximity to the airport. The traffic will be evaluated through future traffic corridor study for Hawes and Ray Roads through the Transportation Division.

CONFORMANCE WITH THE GENERAL PLAN

The adopted Mesa 2025 General Plan designates this site as Mixed Use/Employment (MUE).

The Mixed Use/Employment designation identifies areas where a mix of employment uses including Office, Retail, Commercial, and Business Park can be effectively combined in a coordinated campus environment. This request is in conformance with the Mesa 2025 General Plan.

The following Goals, Objectives and Policies are part of the Mesa 2025 General Plan. The focus and intent of these policies is to create well-planned, harmonious developments compatible with the surrounding areas.

Goal LU-1 Develop a land use pattern throughout the City that creates orderly municipal growth, achieves compatibility with surrounding communities, and is consistent with other plans and programs of the City.

Objective LU-1.1 Create the most advantageous economic and environmental balance of build-out land uses based on community and regional characteristics.

Policy LU-1.1a Continue to evaluate the appropriate mix of land uses to achieve the desired mix of residential, employment, and public uses.

Objective LU-1.2 Encourage urban growth in a planned, orderly manner with high quality development and an innovative and sustainable urban development patterns.

Policy LU-1.2c Promote the development of available large vacant parcels of land as master planned communities with an appropriate mix of land use types.

Objective LU-2.1 Promote Mesa's unique identity by encouraging the revitalization, preservation, or development of community sub-areas throughout the City.

Policy LU-2.1c Provide for a quality mixture of development in the Williams Gateway Sub-Area that recognizes the need for the creation of employment, appropriate housing, and protection of the operation of Williams Gateway Airport.

Objective LU-2.2 Promote planning opportunities for community sub-areas to enhance the character and livability of the areas and to foster community pride.

Objective LU-5.1 Provide a wide range of office/business park/industrial related uses that are optimally located in relation to their purpose, environmental considerations and transportation infrastructure needs.

Objective LU-5.2 Maximize the regional economic benefits of Falcon Field and Williams Gateway Airports and the surrounding areas.

Policy LU-5.2a Protect the long-term employment potential for lands surrounding Falcon Field and Williams Gateway Airports by designating appropriate areas for business, industrial, residential, commercial, and office uses.

Policy LU-5.2b Promote the benefits of airport proximity to potential office/business park developments in collaboration with private-sector developers.

MESA GATEWAY STRATEGIC DEVELOPMENT PLAN

The Mesa Gateway Strategic Development Plan was adopted with the following vision: "Mesa Gateway will be an internationally recognized destination for those looking for a sustainable place in which to live, work, learn and recreate. It will provide industries with an economically efficient business climate and its workforce and residents with access to the global resources desired of a knowledge-based economy."

The proposed Development Master Plan is located within the Airport Campus District of the Strategic Development Plan. This area is "envisioned as a mixed use district centered around educational opportunities, research and development functions, and airport related uses that support the traveling public. Uses on the airport will relate to the uses across the airport boundary. Development in this area will be high-intensity and pedestrian-oriented. Its pedestrian friendliness will distinguish this district from more typical airport-adjacent developments.

The transitional area or boundary of this quadrant will predominantly be high intensity employment uses that integrate well with the on-airport uses. Uses in this area will also address the needs of travelers and visitors and provide a smooth transition from the airport into the rest of the community. High density residential uses can be integrated within a mixed-use development, when appropriate. This area will be a hub of visitor activity and create the first and last impression visitors have of the community. It must therefore provide a very high-quality image."

The Mesa Gateway Strategic Development Plan includes the following primary goals:

- Goal 1: Capitalize on the expansion of the Phoenix-Mesa Gateway Airport
- Goal 2: Create a regional employment center with a mix of jobs emphasizing the attraction of at least 100,000 high-wage, high value jobs.
- Goal 3: Establish an intra- and inter-connected, multi-modal transportation system.
- Goal 4: Become a model of sustainable development practices.

Each of these goals has a set of associated objectives and development guidelines to guide the development with the Mesa Gateway area. The proposed DMP is in conformance with the majority of these objectives and guidelines.

STAFF ANALYSIS

SUMMARY:

Staff is supportive of the requested rezoning from AG-AF to PEP BIZ and C-2 BIZ as part of the establishment of the Gateway 202 Airpark Development Master Plan. The master plan is well developed and will ensure the quality development for the area envisioned by both the General Plan and the Mesa Gateway Strategic Development Plan.

Staff is also supportive of the request for a Council Use Permit in order to increase the maximum retail square footage within the PEP zoning category. The applicant has created a development master plan with the goal of creating a sense of place through the mixture of uses. The amount of retail shown, and the locations it is planned for, is necessary to create the synergy between the different land uses to create a vibrant more sustainable development.

CONCERNS:

Creation of Mixed-Use Pedestrian Nodes

The DMP discusses the “contemporary urban feel”, the “incorporation of pedestrian oriented plazas and courtyards,” and that the DMP will create a synergistic, dynamic, and energized environment. It is Staff’s opinion that the design guidelines do not go far enough in the pedestrian / mixed-use areas (around the urban living areas), to ensure that this type of environment will be developed with future development plans. Without a more concerted effort to establish strong urban nodes in the urban living areas this project will not achieve the desired sense of place.

Staff is proposing the identification of “Pedestrian Nodes” on the site plan. The two areas would be where the urban living areas interact with the office, hotel, and retail areas to create a synergistic, urban type of environment. The intent is to create a form based design that will bring the buildings closer to the streets, or private boulevards, and to each other in a manner that will create public interaction in the spaces in front of and between the buildings rather than lose the connectivity between the buildings by surrounding them with parking.

These types of standards will ensure the development of the site in accordance the Mesa Gateway Strategic Plan. Page 36 of the plan discusses the block character envisioned for the airport campus district. It states “*The block character within this district will reflect the needs of the pedestrian-oriented areas that distinguish this area. With the inclusion of the campus area and mixed use area adjacent to the airport, it is critical that this area take into consideration the number of pedestrians accessing the area. Shorter blocks where pedestrians feel comfortable walking or biking will be provided. When blocks are shorter in length, pedestrians are more likely to feel that they can travel outside of their vehicles. Encouraging methods of travel outside single occupancy vehicle trips will also reduce congestion within and around the airport. A target block length in this district is 300 feet.*” Staff is also proposing that the drive aisles within these “pedestrian nodes” take on the look and appearance of a street or boulevard design.

Staff has met with the applicant to discuss the location of these areas and types of standards that would be acceptable to create the synergistic environment envisioned for the urban living areas. The applicant is preparing an exhibit showing the design standards to create this type of public outdoor space. It is anticipated that this exhibit will be complete by the time of the Planning and Zoning Board Study session. Staff feels confident that these standards and exhibit will be sufficient for a recommendation of approval. If not staff would be supportive of a continuance.

Regional Public Trail System

The Mesa Gateway Strategic Development Plan includes the discussion of a Regional Public Trail System:

Goal 3: Establish an intra- and inter-connected, multi-modal transportation system.

- 3.1.4 Provide multiple alternatives to automobiles including an integrated bicycle/trail system that supports both alternative modes of transportation and recreational uses.

This will transect the site either along the freeway corridor or the Ray Road corridor. The Transportation Division is currently discussing the appropriate location. Staff is proposing a condition of approval that this trail system be incorporated with the future review of specific site plans within the DMP.

Traffic / Transportation

Hawes Road from the 202 will provide a major access point to the new Phoenix-Mesa Gateway Airport terminal to be constructed on the north side of the Airport. It will be critical that this street provide smooth and easy access into the Airport. The airport Authority, with the support of the City of Mesa, has recently contracted with a consulting firm to study the traffic needs in this area and make proposals on the further design of Hawes Road, the Hawes Road and Ray Road intersection, and how adjacent properties may be able to access this roadway. It is going to be a challenge to balance these roadway needs with the desires of the adjacent property owners for access. There is nothing in the review and approval of this DMP that guarantees the property owner a minimum or specific level of access.

CONCLUSIONS:

Staff is recommending approval of the Gateway 202 Airpark Development Master Plan, including the rezone to PEP BIZ and C-2 BIZ, and the Council Use Permit increasing the maximum retail square footage within the PEP zoning district. This recommendation is subject to the following conditions.

CONDITIONS OF APPROVAL:

1. Compliance with the basic development as described in the DMP project narrative (without guarantee of lot yield, building count, or lot coverage).
2. The Bonus Intensity Zone (BIZ) Overlay is to allow height limits above those allowed in the C-2 and PEP zoning districts subject to the minimum and maximum height ranges and locations proposed in the Gateway 202 Airpark Development Master Plan.
3. Site Plan Review through the public hearing process of future development plans.
4. Compliance with all requirements of the Design Review Board.
5. Compliance with all City development codes and regulations.
6. Dedicate the right-of-way 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.
7. Owner granting an Avigation Easement and Release to the City, pertaining to Williams Gateway Airport, which will be prepared and recorded by the City (concurrently with the recordation of the final subdivision map, prior to the issuance of a building permit).
8. Written notice be provided to future owners and residents, and acknowledgment received that the project is within one mile of Williams Gateway Airport.
9. Noise attenuation measures be incorporated into the design and construction of the apartments to achieve a noise level reduction of 25 db.
10. Future site plans shall include the Regional Public Trail System identified in the Mesa Gateway Strategic Development Plan within an alignment to be approved by the Transportation Division.
11. The first phase of development within any development area as identified in the project narrative (A, B, C, and D) will include a specific site plan for the entire development area.
12. The development of Hawes Road and access to Hawes Road and Ray Road will be determined with the specific transportation study currently being completed for the area.

Future site plans will be subject to this study as they are reviewed by the Transportation Division.

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