



Planning and Zoning Board

Case Information

CASE NUMBER: Z14-021 (PLN2013-00133)
LOCATION/ADDRESS: The 8200 to 8600 blocks of East Baseline Road (north side).
GENERAL VICINITY: Located on the north side of Baseline Road and the east side of the Loop 202 San Tan Freeway
REQUEST: Rezone from LC PAD and RM-4 PAD to LC PAD, RSL-2.5 PAD and RM-4 PAD
PURPOSE: This request will allow the development of a mixed-use community
COUNCIL DISTRICT: District 6
OWNER: Jeff Schwartz, Baseline Mesa LLC
APPLICANT: Paul Gilbert, Beus Gilbert PLLC
STAFF PLANNER: Wahid Alam, AICP Planner II

SITE DATA

PARCEL NUMBER(S): 218-57-006K, 218-57-006L, 218-57-006M, 218-57-006Q and 218-57-006R
PARCEL SIZE: 52.4 ± acres
EXISTING ZONING: LC PAD and RM-4 PAD
GENERAL PLAN DESIGNATION: Neighborhood Commercial, Medium Density Residential 6-10 du/acre and High Density Residential 15+
CURRENT LAND USE: Vacant

SITE CONTEXT

NORTH: US 60 Freeways
EAST: Loop 202 San Tan Freeway
SOUTH: (across Baseline Road). Existing residential and office– zoned RS-6 and OC PAD
WEST: Existing single residences – zoned RS-7

STAFF RECOMMENDATION: Approval with Conditions

P&Z BOARD RECOMMENDATION: ☒ Approval with conditions. ☐ Denial

PROPOSITION 207 WAIVER SIGNED: ☒ Yes ☐ No

HISTORY/RELATED CASES

December 7, 1983: Annexed to City (Ord. #1752).
July 16, 1984: Establish City of Mesa AG zoning (Z84-94, Ord. #1854).
November 18, 1985: Established conceptual zoning on the site to allow the future consideration of a multi-zone land use development (Z85-126)

July 8, 2009: Rezone to C-2 and R-4 to establish Baseline Center DMP (Z08-047, Ord. #4941). Adopting an amendment to Mesa 2025 General Plan to change the MUR designation to HDR 15+ for 20± acres and NC for 34± acres (GPMinor13-09, Resolution # 9537). Also adopting the development agreement for the “Baseline Center” (Resolution # 9538)

GENERAL PLAN HISTORY

1982 General Plan:	Higher Density Residential
1988 General Plan:	Commerce Park
1996 General Plan:	Mixed Use
Mesa 2025 General Plan:	Mixed-Use Residential

SCHOOLS

The subject site is in the attendance boundary of Jefferson Elementary School, Fremont Junior High School, and Skyline High School.

PROJECT DESCRIPTION/ZONING REQUEST

The request includes a rezoning from Limited Commercial LC PAD and Residential Multiple Dwelling RM-4 PAD to Limited Commercial LC PAD, Residential Small Lot Single Dwelling RSL-2.5 PAD which would allow the property owner the future development of approximately 54 acres.

MODIFICATIONS/ Planned Area Development (PAD)

Applications for PAD Overlay may specify the project is proposed for conceptual or specific approval. Requests for Conceptual Plan approval permits submittals of generalized plans describing land uses and development themes, and ranges of density of development described as ratios of activity. Approved Conceptual Plans require review and approval of a Specific Plan through the public hearing process prior to development.

The applicant has requested a Planned Area Development (PAD) overlay using the conceptual plan option. In a PAD, variations from conventional development requirements may be authorized by the City Council when projects offer amenities, features or conditions that compensate for such variations. As the preceding table indicates majority of the requested standards meets RSL 2.5 zoning district, however certain specific setbacks for specific building type will require PAD for the modification.

The site plan for future development will need to meet all of the development standards for the RSL-2.5 zoning district, as indicated in the preceding table. The applicant is seeking a modification to the code as it relates to rear setbacks and front-building wall setbacks for all eight types, lot depth for three types (mews, courtyard and cluster).

Staff concern is for the rear setbacks proposed for 5 feet reduced from 15 feet per RSL 2.5 district for four out of eight types of product.

NEIGHBORHOOD PARTICIPATION

The applicant has provided a Citizen Participation Report that summarizes outreach efforts to

inform neighboring property owners of the project, solicit feedback, and address any comments or concerns that may arise. The applicant held first neighborhood meeting on April 13, 2013 at Sunland Village Community Center where 49 residents attended. On May 2, 2013 a second neighborhood meeting was held at Augusta Ranch Elementary School where residents attended. At the time of writing this staff report no inquiries were received regarding this rezoning case.

CONFORMANCE WITH THE GENERAL PLAN

This request is within an area designated as Medium Density Residential 6-10 (MDR 6-10 du/ac). The MDR 6-10 designation identifies where urban density detached or attached single family residential including townhouse and patio home developments is desirable. The target density for this area is 6.5 du/ac for detached products and 8.0 du/ac for attached products. Appropriate locations offer direct collector or arterial road access, connections to potable water and sanitary sewer, and proximity to public safety services. The provision of park and open space (15 percent of net area excluding street system) is encouraged to provide opportunities for recreation and non-vehicular pedestrian connections like pathways, trails, etc. The proposal is in conformance with the MDR 6-10 General Plan designation.

STAFF ANALYSIS

The subject site is located north of Baseline Road and west of the San Tan Freeway at SWC Superstition Freeway and Santan Freeway. The site is surrounded by existing single-residence subdivisions zoned RS-7 on the west and Baseline line on the south. The site can only be accessed from Baseline Road. The proposed development will be served by an extension of Hawes Road north of Baseline Road with additional access from Baseline Road serving the commercial and multiple-residences areas.

Because the applicant has chosen to use the conceptual PAD option, this rezoning application will not approve any specific site plan or product, only the conceptual site plan, project narrative, and design guidelines submitted to convey the general character and quality of future development. Specific site plans will be submitted in the future for review and approval prior to submission of specific development permits.

The conceptual site plan for the 54 acres is divided into three areas – commercial for 5.1 acres, multiple residence/apartment complexes for 15.8 acres and Small Lot Single Residence for 31.5 acres – consistent with the recently approved major general plan amendment.

The mixed use development concept will create a community of residential and commercial development with strong vehicular and pedestrian connection with open space distributed evenly. The predominant building types will be small-lot, single-residence detached homes. The applicant is requesting for Small Lot Single Residence RSL 2.5 PAD for the 31.5 acres. At this time no specific site plan has been submitted for review and approval. The current Zoning Ordinance created RSL district for the purpose: to provide areas for small-lot single dwelling development at densities of up to 17 units per net acre, subject to development standards to ensure land use compatibility. Designators (-4.5, -4.0, -3.0 and -2.5) are used to denote the minimum average lot size in thousands of square feet. Because the general plan designation is for a density up to 10 units per acre the property owner would need a general plan amendment to have development over 10 units per acre.

The project narrative and design guidelines submitted with this rezoning request identify eight types of small-lot single residence detached homes. They are called mews, court yard, cottage, cluster, 2-pack, 3-pack, zero/z lot and compact lot. With each development type the plans show typical lots and neighborhood development. The intent is that the future property

developer will be able to select any of the approved types for actual site planning of the property. Given the size of the single-residence area, staff believes we should see at least 3 of the development types be used in the ultimate development. Also, the details of the “cluster” product will need to be further evaluated and approved by Solid Waste, the Fire and Medical, Transportation, and Water Utility Departments prior to allowing its use within this development.

The RSL-2.5 zoning district has all the typical development standards for setbacks. The applicant has requested several deviations from these standards as outlined in the table below. Staff is supportive of all of the proposed lot dimensions and setbacks except for the reduction in the rear setback. While we could agree to the 10’ and 12’ setbacks proposed, we are concerned for 4’ rear setbacks for Cluster homes, and 5’ rear setbacks for 3-Packs. The illustrative site plan with Cluster Homes (Page 17 of Design Booklet Dated March 10, 2014) indicates an 8 foot wide (4’ rear setbacks), narrow outdoor area between the homes along the length of the lots. Whereas the 5’, 10’ & 12’ rear setbacks for 2-Pack, 3-Pack, Zero Lot and Compact Homes indicates interesting variations of the outdoor space between the homes as illustrative on pages 20, 23, 26 and 29. Staff’s expectation is that the future developers will take guidance from these illustrative site plans in creating the specific site plan for future development and provide variation in the setbacks. Some of the illustrations indicate the private yard created by an optional use easement. To meet the open space requirements for each lot staff believes these easements are going to be necessary. However, the design book can remain as written with the understanding the easements are optional only if the open space requirements can be met without them.

Standard	RSL 2.5	Mews	Court Yard	Cottage	Cluster	2-Pack	3-Pack	Zero/ Z lot	Compact
Lot Standards									
Min. Average	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500
Min. Individual	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Min. Width/interior	25’	25’	25’	25’	25’	25’	25’	25’	25’
Min. Width/corner	30’	30’	30’	30’	30’	30’	30’	30’	30’
Min. Depth	75’	60’	60’	75’	60’	75’	75’	75’	75’
Building Form & Location									
Maximum Height	30’	30’	30’	30’	30’	30’	30’	30’	30’
Maximum stories	2	2	2	2	2	2	2	2	2
Minimum Setbacks									
Front-Bld wall	12’	10’	10’	10’	10’	10’	10’	10’	10’
Front-Garage	20’	5’ or ≥18’	5’ or ≥18’	5’ or ≥18’	5’ or ≥18’	5’ or ≥18’	5’ or ≥18’	5’ or ≥18’	5’ or ≥18’
Front- Porch	7’	7’	7’	7’	7’	7’	7’	7’	7’
Interior Side/total	3’/8’	4’/8’	4’/8’	4’/8’	4’/8’	4’/8’	4’/8’	4’/8’	4’/8’
Rear	15’	5’	5’	5’	4’	5’,10’	5’, 12’	5’, 10’	10’

The illustrative site plan indicates both multiple family residences and commercial area along the east side of the primary driveway access to the community. Site Plan approval by public hearing process is required prior to future development. When the final site plans are submitted for this area a primary design objectives that must be met are to have:

- the commercial area contain an open design that functions as an extension of the open space along Hawes Road and allow easy access by residents of the single-residence area;
- connectivity directly between the multi-residential area and the commercial area so residents of the apartments can easily walk to the commercial area;
- a design in the multi-residential area that simulates urban blocks; and,

- multi-residence buildings lined along Hawes that engage this street and the central neighborhood open space.

The total land area north of Baseline bounded by the two freeways is almost 70 acres in size. This development covers the south and west 54 acres of this site. The remaining tract of ground is owned by another individual. This unique property ownership pattern was created as the result of a court action. That court action guarantees the placement and development of Hawes Road as shown on the illustrative site plan to provide access to all of the lots. Given the high density residential zoning of the property in the northeast corner, one point of access will not be sufficient from a fire/safety point of view. In order to provide the needed access to the northeast corner property, the site plan for the apartment complex in this case will be reviewed for provision of a second, emergency point of access. The overall development of this neighborhood would be further improved if there were at least three points of vehicular/pedestrian access connecting these properties rather than have the northeast corner property totally walled off from the rest of the neighborhood.

CONCLUSIONS:

This requested rezoning would allow the zoning framework needed for future development of this 54 ± acres PAD consistent with the approved general plan designations.

There are some benefits to having this property entitled in a two-step process. The property owner needs to have a certain level of entitlement in order to attract a future developer to the site. This would then allow the specific developer to provide their specific plan for development for review and approval. Staff finds the proposed land use and density acceptable for the property with the following conditions of approval.

CONDITIONS OF APPROVAL:

1. Compliance with the basic development as described in the project narrative and as shown on the site plan, landscape exhibits and preliminary plat submitted, (without guarantee of lot yield, building count, or lot coverage).
2. Site Plan Review through the public hearing process of future Specific Plans with the following minimum requirements:
 - a. The single-residence area will utilize at least 3 building types.
 - b. The cluster product will not be used until it has been fully reviewed and details agreed upon.
 - c. The commercial area shall utilize an open design that functions as an extension of the open space along Hawes Road and allow easy access by residents of the single-residence area.
 - d. Connectivity will be provided directly between the multi-residential area and the commercial area so residents of the apartments can easily walk to the commercial area.
 - e. The design of the multi-residential area will be laid out in a pattern that simulates urban blocks.
 - f. The multi-residence area will utilize buildings lined along Hawes that engage this street and the central neighborhood open space.
3. Yard requirements as contained in the Design Booklet shall be modified as follows:
 - a. Setbacks along private lanes and alleys may be 5 feet;
 - b. For the grouping of individual properties that create the Mews and Cluster Homes pods, the sum of the length of the walls within 10-feet of the side property line for the grouping of home pods (whether this be the side or rear of the individual lots) shall not exceed 55% of the total length of the property lines that aggregately

create that grouping (does not include the property line at the rear of the cluster opposite the private lane entry into the pod of homes). The remaining 45% may be setback as described in the PAD table;

- c. Driveways in front of garages must be 5 feet or less in length or 18 feet or longer in length, nothing in between.
4. Provide at least three vehicular and pedestrian connections between this site and the balance of the property located at the northeast portion.
5. Review and approval of a Preliminary Plat through the public hearing process.
6. Compliance with the Residential Development Guidelines as well as the building form standards established in the City of Mesa Zoning Ordinance.
7. View fences shall comply with the City of Mesa pool fence barrier regulations.
8. Full Compliance with all City development codes and regulations.
9. 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 of dedication whoever comes first.
10. All street improvements, street frontage landscaping, and perimeter theme walls to be installed with the first phase of development.
11. Compliance with all requirements of the Subdivision Technical Review Committee.
12. Compliance with all requirements of the current City of Mesa Engineering and Design Standards Manual.
13. Owner granting an Avigation Easement and Release to the City, pertaining to Phoenix-Mesa Gateway Airport.
14. Written notice be provided to future residents, and acknowledgment received that the project is within # miles of Phoenix-Mesa Gateway Airport.
15. Noise attenuation measures are incorporated into the design and construction of the homes to achieve a noise level reduction of 25 db.
16. The use and benefit easements shown as optional will be required if necessary to meet the private open space requirements of the Zoning Ordinance.
17. Maximum density allowed in the RSL2.5 PAD zoned area shall not exceed 10 du/acre.