



Planning and Zoning Board

Case Information

GENERAL PLAN CASE #: GPMInor14-011
ZONING CASE#: Z14-036 PLN2013-00186
LOCATION/ADDRESS: 10160 East Brown Road.
GENERAL VICINITY: Located east of Crismon Road on the north side of Brown Road
GENERAL PLAN REQUEST: Minor General Plan Amendment to adjust the boundaries of the existing Mesa 2025 General Plan Land Use Designation from Low Density Residential 0-1 (LDR 0-1) to Low Density Residential 1-2 (LDR 1-2). 20± acres.
ZONING REQUEST: Rezone from RS-35 to RS-15 PAD and Preliminary Plat approval for a 37-lot subdivision.
PURPOSE: This request will establish zoning for the future development of a single-residence subdivision
COUNCIL DISTRICT: District 5
OWNER: M. Laurin Hendrix
APPLICANT: Lindsay Schube, Esq., Withey Morris PLC
STAFF PLANNER: Lesley Davis

SITE DATA

PARCEL NUMBER(S): 220-05-003E
PARCEL SIZE: 20± gross acres
EXISTING ZONING: RS-35
GEN. PLAN DESIGNATION: Low Density Residential 0-1 (LDR0-1 du/ac)
CURRENT LAND USE: Undeveloped

SITE CONTEXT

NORTH: Zoned in Maricopa County - Single-residence – zoned R1-35
EAST: Zoned in Maricopa County - Single-residence – zoned R1-35
SOUTH: (Across Brown Rd.) Zoned in Maricopa County - Single-residence – zoned RU-43
WEST: Zoned in Maricopa County - Single-residence – zoned R1-35

STAFF RECOMMENDATION:

GENERAL PLAN AMENDMENT: Adoption
ZONING CASE: Approval with Conditions

P&Z BOARD RECOMMENDATION:

GENERAL PLAN AMENDMENT: ☒ Adoption of Resolution. ☐ Denial
ZONING CASE: ☒ Approval with conditions. ☐ Denial

PROP 207 WAIVER: ☒ Signed. ☐ Not Signed

GENERAL PLAN HISTORY

Mesa 1988 General Plan: Low Density Residential 0-1
Mesa 1996 General Plan: Low Density Residential 0-1
Mesa 2025 General Plan: Low Density Residential 0-1

GENERAL PLAN PROJECT DESCRIPTION

This proposal includes a Minor General Plan amendment to change the existing land use designation for 20± acres at 10160 East Brown Road, located east of Crismon Road on the north side of Brown Road. The existing General Plan land use designation for the site is Low Density Residential 0-1 (LDR0-1 du/ac). The applicant is requesting an amendment to Low Density Residential 1-2 DU/acre (LDR 1-2) to accommodate the future development of single-residences at a density of 1.8 du/acre. The property is also located within the Desert Uplands.

PROJECT DESCRIPTION/ ZONING REQUEST

The request also includes a rezoning from RS-35 to RS-15 PAD with an associated Preliminary Plat request indicating a density of 1.8 DU/acre.

The PAD overlay is requested so that the applicant may reduce the minimum lot size from 15,000 square-feet to **14,500** square-feet as well as modify the rear yard setbacks. The associated Preliminary Plat provides additional detailing regarding the public street section, typical lot plan, and more specific dimensional data regarding the subdivision layout.

RESIDENTIAL SUBDIVISION DESIGN:

	Min. Lot Size Min. Dimensions	Min. Front Setback	Min. Side Setbacks	Min. Rear Setback	Max. Coverage
Proposed RS-15 PAD Standards (Deviations in BOLD)	14,500 SF minimum <u>110' width</u> <u>135' depth</u>	22' home/ guest house/ casita 30' garages and carports	7' min either side / 20' min aggregate of two sides	20'	40%
RS-15 Standards	15,000 SF minimum 110' width 120' depth	22' – enclosed livable areas, porches 30' garages and carports	7' min either side / 20' min aggregate of two sides	30'	40%

SUBDIVISION DETAILS:

Street System	Fences/Walls	Open Space	Other
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- Public streets	-6' solid decorative CMU perimeter wall with decorative wall along 101 st Place and on the interior of the subdivision for more visible walls.	Tracts A & B are 1.87 acres (11%) and is a passive amenity area. Entry feature includes a decorative entry monument that is intended to define the entrance, but blend with the natural desert vegetation.	-HOA -CC&Rs
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PLANNED AREA DEVELOPMENT (PAD)

Applications for a PAD overlay may specify the project is proposed for conceptual and/or specific approval. For this request, the applicant is requesting specific approval of a 37-lot subdivision on 20± acres. The PAD overlay is requested to allow deviations to required minimum lot size, setbacks and elimination of the required landscape tract outside of the wall along 101st place at the west side of the subdivision.

The purpose of the PAD is to allow more creativity in subdivision design and/or to preserve a natural feature such as a wash or hillside. In return for allowing deviations to the standard code requirements there needs to be some added features that provide for a unique use of the land and/or a higher quality development. In this case there is no natural feature being preserved so the request is based on providing a more creative subdivision design that will better meet the intent of the Desert Uplands than a standard subdivision. The applicant is proposing that the smaller lot sizes and reduced setbacks are offset by the natural open space area, decorative walls and an entry feature. As proposed, staff is not convinced that the proposed wall, entry feature and passive open space area justify the PAD request.

SCHOOLS

The subject site is in the attendance boundary of Zaharis Elementary School, Smith Junior High School, and Skyline High School. The Mesa Public School District has indicated that each school has the capacity to accommodate the generated students from this development.

NEIGHBORHOOD PARTICIPATION

The applicant has completed a Citizen Participation Plan, which included mailing written notifications to property owners within 1000-feet of the subject property and registered neighborhoods within 1-mile of the property. The applicant held a neighborhood meeting on April 30, 2014 and had five residents attend the meeting. General concerns raised were about engineering issues such as drainage and finished floor elevations.

At the writing of this staff report, staff had not been contacted by any citizens or neighbors with concerns regarding the proposed development.

GENERAL PLAN

The purpose of the Land Use Element of the Mesa 2025 General Plan is to guide future growth and development in the City. The basic vision of the Mesa 2025 General Plan is “to provide for a prosperous and economically balanced community, to address the need for future housing and employment opportunities, and to support Mesa as a sustainable community in the 21st century.”

Within the General Plan there are several goals, objectives and policies established to provide this basic vision. The goals and related objectives and policies applicable to this request are as follows:

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 the General Plan.

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 sustainable urban development patterns.

Policy LU-1.2b Update the planning-related ordinances and programs to implement the General Plan and to encourage creative and innovative design in constructing subdivisions that promote both sustainability and a sense of community.

Goal H-2: Promote the preservation and development of high-quality, balanced and diverse housing options for persons of all income levels throughout the City of Mesa.

Objective H-2.1: Encourage the creation of residential developments which provide housing opportunities for individuals and families of all socioeconomic levels

Goal H-3: Encourage the development of an appropriate mix of residential land uses throughout the City. Protect and preserve existing, stable neighborhoods and new residential developments from incompatible adjacent land uses.

Objective H-3.1: Preserve and protect the City's neighborhoods by minimizing internal and external impacts that may detract from a neighborhood's ability to offer a safe and aesthetically pleasing environment.

Policy H-3.1a: Ensure that residential areas are adequately buffered from incompatible uses through the use of zoning and development regulations.

Policy H3.1c: Encourage infill development based on compatibility with existing neighborhoods.

Objective H-3.2: Encourage the development of neighborhoods that provide safe vehicular and non-vehicular access and mobility, as well as convenient access to community facilities and neighborhood services.

Policy H-3.2b: Ensure that residential development is located where adequate infrastructure currently exists or is planned to be available in the near future.

Policy H-3.2c: Preserve significant cultural, historical or natural features and provide enhanced open space areas in residential development or redevelopment projects.

Policy H-3.2d: Provide opportunities to ensure that residential neighborhoods may be served by and are in close proximity to services and facilities.

Goal EPC-1: Promote a high level of environmental quality with a safe, healthy, and enjoyable environment for Mesa residents.

Objective EPC-1.2: Integrate air quality planning with the land use and transportation planning process.

Policy EPC-1.2f: Promote land use patterns that decrease automobile travel between home and the workplace.

Existing General Plan Designation:

Low Density Residential 0-1 du/ac:

Identifies locations where large-lot, single family detached residential is desirable. The target density for these areas is 0.6 du/ac. Appropriate locations offer local road vehicular access, connections to potable water and sanitary sewer, and proximity to public safety services. When the amenity is located on land that would otherwise be suitable for housing, the dwelling units may be transferred elsewhere within the parcel as long as the overall density for the parcel is not exceeded. Portions of a parcel, which are not “buildable” (i.e. located within a floodway), or located on excessive slopes above 15% or power line easement) are not eligible for transfer of dwelling units to another part of the parcel or development. The use of building envelopes is required for the residential development of the Desert Uplands areas of Mesa. Non-residential uses, including golf courses and resorts, may be allowed where deemed appropriate by the City.

Proposed General Plan Designation:

Low Density Residential 1-2 du/ac:

Identifies locations where large-lot single family detached residential with sufficient open space is desirable. The target density for these areas is 1.2 du/ac. Appropriate locations offer local road vehicular access, connections to potable water and sanitary sewer, and proximity to public safety services. The use of building envelopes is encouraged for the residential development of the Desert Uplands areas of Mesa. Low Density Residential 1-2 designated areas can also serve as a transitional buffer between Low Density Residential 0-1 and Medium Density Residential 2-4 areas. Portions of a parcel that are not “buildable” (i.e. located within a floodplain or located on excessive slopes - above 15% or power line easement) are not eligible for transfer of dwelling units to another part of the parcel or development. Other uses permitted in this category may include Office and limited Neighborhood Commercial (not to include automobile-oriented or drive-through services) of less than five acres in size, where deemed appropriate by the City.

STAFF ANALYSIS – GENERAL PLAN AMENDMENT

The applicant is proposing to change the General Plan land use designation from Low Density Residential 0-1 du/ac to Low Density Residential 1-2 du/ac to allow the future development of a 37 lot single-residence subdivision. Staff has some concerns with the proposed density for this development based on the size of the homes within the county that exist around the property. The large-lot (acre plus) single-residential development surrounds the subject property on all sides. The applicant has tried to mitigate the appearance of the increase in density by providing a natural undisturbed open space tract along Brown Road. The target target density for the LDR1-2 land use group is 1.2 du/ac. The proposed density is within the density range, but

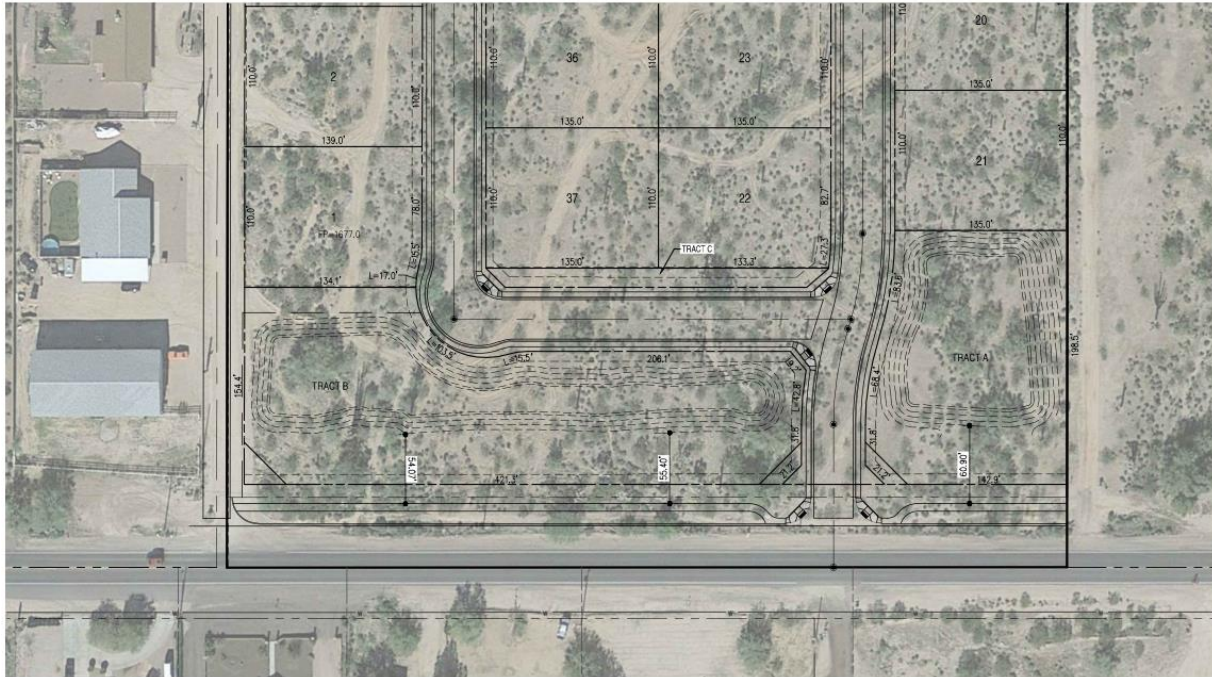
exceeds the target at 1.8 du/ac. The applicant has indicated that there is a need to extend sanitary sewer in this area and that it will be a benefit the City of Mesa. They have also indicated that due to the expense involved with installation of sanitary sewer, the increased number of lots is a necessity to help offset that cost.

STAFF ANALYSIS – REZONING

The rezoning request is accompanied by a Preliminary Plat request which details aspects of the subdivision such as access, lot sizes and layout, street circulation, open space, drainage, and wall plan.

The proposed development is located within the Desert Uplands, which encourages developments in a natural or re-vegetated desert surrounding. This goal is achieved through either having large lots that maintain at least 40% of the lot in the natural desert condition, or through smaller cluster lots that maintain a significant area of the property in its natural state. This typically leads to the design solution of smaller lots that allow large open surrounding areas that maintain natural characteristics on the property, such as existing vegetation or washes.

If the property were developed as an RS-35 subdivision, they would be required to retain building envelopes with undisturbed area on each lot. This tract would likely develop with 20 lots and the total amount of on-lot undisturbed desert would be between six and seven acres. In this case, the developer has proposed lots that are less than 15,000 square-feet with a standard street and lot layout, and a passive open space area along Brown Road to provide a more natural and undisturbed buffer from the arterial street. This open space area provides 1.7 acres (11%) of open space on a 20 acre parcel. Of this area, approximately one acre will be revegetated and utilized as retention for the subdivision, and the remainder (approximately 50 to 54 feet of the frontage immediately adjacent to Brown Road) that will be left undisturbed. Staff generally prefers the location of open space to be centralized within the development, however leaving the large swath of undisturbed desert along Brown Road would create less of an impact on the visibility of this neighborhood and make it seem more as though the site has remained less disturbed.



Staff has expressed concern with the standard layout of the subdivision, the low amount of undisturbed desert, and lack of upgrades that justify the PAD subdivision. Section 11-22-1 of the Zoning Ordinance describes the purpose of the PAD as follows:

11-22-1: Purpose

The purpose of the Planned Area Development Overlay (PAD) District is to allow for innovative design and flexibility in projects of sufficient size that are planned for development as a cohesive unit. This overlay district may also be used to organize a development in phases by using conceptual development plans and deferring specific site plan approval to a future date. The intent of this district is to provide for creative, high-quality development incorporating:

- A. *Well designed and integrated open space and/or recreational facilities held in common ownership and of a scale that is proportionate to the use;*
- B. *Options for the design and use of private or public streets;*
- C. *Preservation of significant aspects of the natural character of the land;*
- D. *Building design, site design, and amenities that create a unique and more sustainable alternative to conventional development;*
- E. *Sustainable property owners' associations;*
- F. *Maintenance of property held in common ownership through the use of recorded covenants, conditions, and restrictions; and*
- G. *Single or multiple land use activities organized in a comprehensive manner, and designed to work together in common and in a synergistic manner to the benefit of both the project and the neighboring area.*

The applicant's project narrative identifies compliance with most of these elements, however staff does not find that the applicant has gone far enough to provide the level of compliance that was

intended with these requirements or that is commensurate with previously approved PAD's within Mesa. The applicant has provided some preservation of the natural character of the land, with the open space at the south end of the subdivision, however that open space area is primarily functional, to provide necessary retention for the subdivision with the exception of the undisturbed area left along Brown Road.

Staff had suggested to the applicant that one possibility to help justify the PAD request could be that they provide some design guidelines for the subdivision that could identify enhanced building design standards that are over and above the typical standards established in the zoning ordinance for residential product. The applicant has stated in their narrative that they would provide design guidelines in the future since they do not yet have a builder identified for this subdivision. The Zoning Ordinance establishes minimum standards for product design, but additional standards should be included to raise the quality of the proposed development, which would help to justify the PAD request.

Some of the items that staff would like to see addressed in a set of proposed Design Guidelines would primarily focus on the residential product, but should include other upgraded standards, including, but not limited to the items listed below:

- Perimeter walls are designed and constructed with surfaces that blend into the natural setting by means such as texturing, earth tone coloring, or use of native stone veneer.
- Design retention areas and drainage swales to blend into the natural desert environment and incorporate man-made drainage features, such as headwalls with native stone veneer or color and surface treatments that blend in with the surrounding and utilize alternative design for metal elements, such as rails and grates that match the design theme for the project with finishes to match the natural environment.
- Entry monumentation should be integrated with the overall design theme and utilize colors that complement the desert tones of the project and be scaled to minimally disturb the natural open space at the entrance to the subdivision.
- Architecture is compatible with the natural desert environment
- Design, style and detailing themes are continued from the primary building elevations to the secondary building elevations.
- Entry doors should be located prominently. Porches are standard and low wall courtyards are encouraged.
- Active living areas and porches should project forward of the garage.
- Materials and finishes should be appropriate for the unique climate and blend harmoniously into the environment.
- Color selections should be derived from materials naturally occurring in the desert with a maximum reflectivity index of 50.
- Provide 2" x 6" construction for elevations visible to the street to provide additional depth for windows.
- Each home should be designed to create a visually interesting composition of varying building form, volume, massing heights and roof styles.
- Non-stucco materials should wrap the side of the house and terminate at an inside corner or rear yard wall.
- Design of the homes should take care in providing visual relief to the location and prominence of the garage.

- Use enhanced quality garage doors with the garage doors recessed 12" from the adjacent face of the building.
- Driveway clustering, staggering driveway orientations, and where possible, offer salvaged plant materials from this site for the lots within the development.

CONCLUSION:

The starting place for reviewing developments in this area is to develop with large lots that contain significant area of undisturbed desert. Justification needs to be provided as to why this standard should be modified. There is a public interest in extending sanitary sewer in to this area and doing so may require more (smaller) lots in order to cover the cost of the sewer extension. Even with the increased number of lots, there is still a requirement to maintain the desert character. The applicant is requesting to modify the current requirements that would allow up to 20 RS-35 lots with about six to seven total acres of undisturbed desert, to allow 37 lots, most less than 15,000 square feet and less than an acre of undisturbed desert.

The purpose of the PAD is to allow more creativity in subdivision design. In return for allowing deviations to the standard code requirements there needs to be some added features that provide for a unique use of the land and/or a higher quality development. In this case, the smaller lot sizes and reduced setbacks are proposed to be offset by the natural open space area/retention area (1.7 acres/11%), decorative walls and an entry feature, which are all elements typically provided with a conventional subdivision.

The applicant has agreed to conditions of approval that would require them to provide native plants with a desert palette in all front yards with the use of salvage material from this property wherever possible. They have also agreed to the condition below regarding the requirement for Design Guidelines, that are to be approved by the Planning Director, that will increase the quality of the project and further justify the PAD overlay.

Therefore, staff recommends approval of GPMinor14-011 and Z14-036, with the following:

CONDITIONS OF APPROVAL:

1. Compliance with the basic development as described in the project narrative, Preliminary Plat, and landscape plans provided.
2. Full compliance with all City development codes and regulations.
3. 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.
4. All offsite street improvements and street frontage landscaping to be installed in the first phase of construction unless otherwise approved by the City of Mesa.
5. Compliance with all requirements of the Subdivision Technical Review Committee.
6. Compliance with the Desert Uplands Development Standards as identified in section 9-6-5 of the City Code.
7. **Review and approval by the Planning Director establishing Design Guidelines for the Hendrix Point subdivision prior to approval of the residential product and prior to Subdivision Technical Review. Details to include design standards such as those identified in the staff report (Z14-036).**

8. Compliance with the Residential Development Guidelines as well as the Building Form Standards established in the Zoning Ordinance.
9. **All housing product will be reviewed under a separate Administrative Design Review application and approval process. Applicant will revise and resubmit the narrative, specifically amending the minimum net lot size listed on the Development Standards Table (page 9) from 13,500 sq-feet to 14,500 sq-feet.**
10. **All front yard landscaping shall be designed and planted using the Desert Upland Plant List for Native Plants as provided for in the subdivision regulations. In addition, developer and/or homeowner will use salvage plant material from site to the greatest extent possible.**