



## Planning and Zoning Board

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### *Case Information*

**CASE NUMBER:** **Z16-042** (PLN2016-00504)  
**LOCATION/ADDRESS:** The 9600 to 10400 blocks of East Elliot Road (south side)  
**GENERAL VICINITY:** Located on the south side of Elliot Road and east of Ellsworth Road  
**REQUEST:** Development Unit Plan Review  
**PURPOSE:** This request will establish a Development Unit Plan for Development Unit 5 North (DU5n) of the Eastmark (Mesa Proving Grounds) Community Plan  
**COUNCIL DISTRICT:** District 6  
**MASTER DEVELOPER:** DMB Mesa Proving Grounds, LLC  
**CONTACT:** Jill Hegardt, DMB Mesa Proving Grounds, LLC  
**STAFF PLANNER:** Kim Steadman

### **SITE DATA**

**PARCEL NUMBER:** Part of 304-33-005P  
**PARCEL SIZE:** 365± acres  
**EXISTING ZONING:** PC  
**GENERAL PLAN DESIGNATION:** Mixed Use Community

### **SITE CONTEXT**

**NORTH:** (Across Elliott Rd.) undeveloped & retention basins – zoned AG & LI  
**EAST:** Development Unit 6 North – zoned PC (Regional Center/Campus LUG)  
**SOUTH:** Development Unit 5 of Eastmark (undeveloped) – zoned PC  
**WEST:** Development Units 1 & 2 of Eastmark (undeveloped) – zoned PC

### **HISTORY/RELATED CASES**

**September 22, 2008:** Approval of a Major General Plan Amendment changing the land use designation to Mixed Use Community (GPMajor08-001)  
**November 3, 2008:** a) Annexed to City (Ord. #4891).  
b) Establish City of Mesa Zoning of R1-43 (Z08-055)  
c) Rezone to PC to establish the Mesa Proving Grounds Community Plan (Z08-056)  
**April 28, 2011:** a) Amending Exhibit 4.5 of the Community Plan for a budget transfer of non-residential gross floor area from DU 1 & DU 9 to DU 6 (Z11-010)  
b) Approval of Development Unit 6 North (Z11-011)  
c) Site Plan Approval for fabricating facility (Z11-012)  
**March 26, 2014:** Amending Community Plan to allow LUG-C, Campus in Development Unit 5 (Z14-014)  
**May 21, 2014:** Approval of Development Unit 5 East (Z14-015)  
**March 23, 2016:** Approval of Development Unit 6 South (Z16-014)

**STAFF RECOMMENDATION:** Approval with Conditions

**PROP. 207 WAIVER:** ☒ Signed. ☐ Not Signed

## PROJECT DESCRIPTION/REQUEST

The applicant requests approval of a Development Unit Plan (DUP) for Development Unit 5-North (DU5n) of the Eastmark Community Plan (CP). The CP was adopted by the City Council on November 3, 2008. DU5n is located on the south side of Elliott Rd. midway between Ellsworth Rd. and Signal Butte Rd., and consists of approximately 365 acres.

### Eastmark Community Plan

The guiding vision statement of the CP states: "Eastmark will serve as a catalyst for the Phoenix-Mesa Gateway Airport and the area in becoming a center of regional importance. This will be achieved through the integrated and holistic implementation of an urban desert lifestyle, which includes travel and transport, commerce, entertainment, education, recreation, culture and living well. In partnership with the City, Eastmark will be based on development practices that are financially sound, market sensitive, environmentally responsive and design oriented to create 21<sup>st</sup> Century Desert Urbanism."

The approved CP divides the community into Development Units (DUs) and provides specific regulatory processes and standards which govern the development of property in a manner consistent with Chapter 11 (the Planned Community District chapter) of the Mesa Zoning Ordinance. The current request is for the northern portion of DU5 which is located in the north-central section of the Eastmark community along the south side of Elliott Rd.

### Development Unit 5 North

Section 8 of the CP initially envisioned resort uses within DU5, transitioning to the active areas of the Urban Core, to the west. Since then, increasing interest in campus style employment uses along the Elliot Rd. corridor resulted in the creation of the 85 acre DU 5 East in 2014. At that time the focus of DU5 began shifting from "Resort Core" to "Employment Core" and the Land Use Group "Regional Center/Campus" was added to the mix of LUGs allowed in DU5. The current request furthers the establishment of employment uses by replacing DU5e with DU5n, a 365 acre DU that fills the Elliott Rd. frontage between DU1 on the west and DU6n on the east.

Exhibit 1.3 - Location of DU5 north ("DU5n")

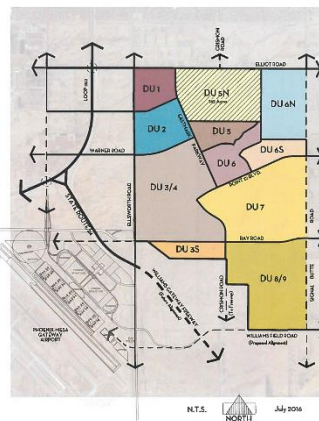
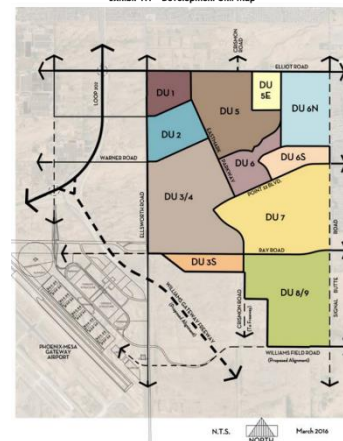


Exhibit 1.1 - Development Unit Map



Section 5 of the CP indicates the items that need to be included within a Development Unit Plan. These include a Land Use Plan, an Economic Development Statement, Design Guidelines, a Transportation Plan, a Drainage Plan, a Potable Water Plan, a Waste Water Plan and a Non-Potable Water Plan. The proposed DU Plan addresses all of these topics, under the following headings:

### Section 1 – DU 5 north Development Unit Plan

This section describes the overall vision of the Development Unit and how the vision is consistent with the vision of 21<sup>st</sup> Century Desert Urbanism, the strategy of the CP, and the planning principles of coordinated connections, the framework to evolve, and living well

over time. The section also includes compatibility statements for the airport and surrounding neighborhoods.

### 1.1 Site and Context

DU5 is in the northern portion of Eastmark, along Elliot Road. The land directly to the east, in DU6n, has been approved for LUG-C, Campus-style employment uses. Further to the east, is the 1.3 million square-foot Apple manufacturing facility. Directly across Elliott Rd. the City has established the Elliot Road Technology Corridor to facilitate entitlements for large employment uses in this area. Transitioning to the west the CP calls for urban Land Use Groups. To the south, the balance of DU5 is as yet unplanned “and is anticipated to have employment, resort hotel, entertainment and other such uses.”

### 1.2 DU Development Character

The DU Plan recognizes that while DU5 is designated as Resort Core/Employment Core it “is intended to be a transition area between employment uses within DU6 and the Urban Core area within DU1.” Staff finds it important to uphold the vision of the Urban Core developing on both sides of Eastmark Pkwy. (Per Exhibit 3.4 – Conceptual Development Plan)

The core uses of this DU “are intended to be set in landscaped areas with employment uses taking on a campus-like setting.” These uses may also “be the home of employment generating office and industrial uses requiring large settings with access to infrastructure.”

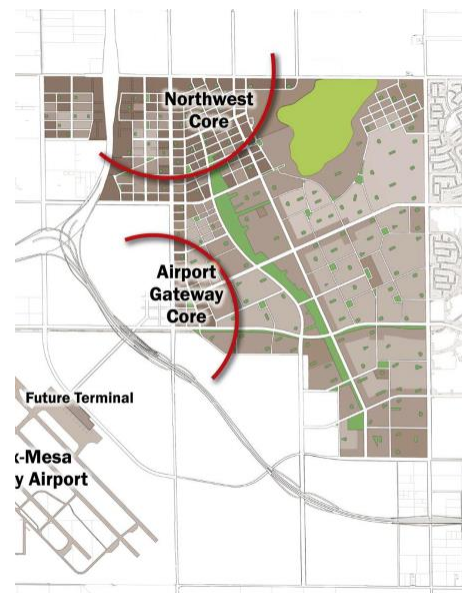
### 1.3 DU Vision

The DU Plan envisions primarily employment uses, in a campus setting. “Employment uses in DU5n will provide a transition from existing and planned manufacturing uses in DU6n to other uses planned for DU5 which may include resort hospitality, office and additional employment uses.”

### 1.4 Compatibility to the Overall Eastmark Vision

The DU Plan ties future development into the Eastmark Vision, as stated in the CP. The DU Plan discusses how, and to what extent DU5n development will address 21<sup>st</sup> Century Desert Urbanism, The Eastmark Strategy, Coordinated Connections, Framework to Evolve, Living Well Over Time, Eastmark Design Theme, Community Facilities, Airport Connections and Neighborhood Connections.

Development compatible with the airport is a founding principle of the Eastmark CP. Section 4.4A of the CP outlines Eastmark development standards to ensure compatibility with the airport. Figure 4.1 notes a 300-acre area in the northeast section of Eastmark reserved for “Golf or open space”. A footnote qualifies this requirement: “Any acres not used for golf or open space may be developed with uses consistent with the Mixed Use



Employment land use category of the Mesa 2025 General Plan.” The DU Plan states that DU5n development will comply with this definition.

The CP also restricts detached residential in the area within ½ mile south of Elliot Rd. The DU Plan restates this restriction. A CP-required greenspace 75’ wide and 600’ long, running along the south side of Elliot Rd. was to have been identified in the DU Plan. It is not, but the Plan states it will be addressed at site plan review. Staff supports this.

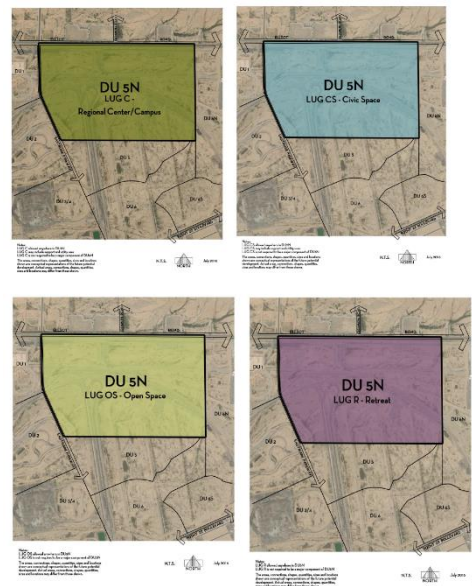
## **Section 2 – Economic Development Statement**

In keeping with the original vision for Eastmark to become a Center of Regional Importance, DU5n focuses on “Economic Importance”. The Plan proposes employment opportunities that “attract knowledge workers to the area.” This is identified as developing the economy by generating other support jobs in the area as well.

## **Section 3 – DU Land Use Plan**

The Land Use Budget in Ch. 4 of the CP identifies DU5 land uses in the following maximum percentages: Estate – 40%, Village – 40%, District – 40%, Regional Center/Campus – 80%, Resort – 100%, General Urban – 20%, Urban Core – 10%, Open Space – not a dominant presence, Civic Space – not a dominant presence.

The Land Use Plan for DU5n reduces the list of LUGs to: Regional Center, Resort, LUG-OS, and LUG-CS. Ch. 5 of the CP states: “The goal of the DU Land Use Plan is to identify the approximate locations of the allowed LUGs per the approved Budget with the final placement of the LUGs made during the Site Plan or subdivision plat process.” Rather than identifying approximate locations of LUGs, the DU Plan simply proposes each of these LUGs across the entire DU, with language that identifies LUG-C as the main use for the Development Unit with LUG-OS and LUG-CS as buffering elements around LUG-C.



## **Section 4 – Transportation Plan**

In addition to identifying Elliot Rd. as a six-lane perimeter arterial the DU Plan calls for 2 District Streets (2-way, 4-lane with raised median.) These are Eastmark Parkway on the west, and District Street on the east. The eastern street is identified in the text, but not on the plans. The text also states the eastern District Street will connect from Elliot Rd. to Point 22 Blvd. Crismon Rd. is also identified in the text as a District Street but is not indicated on the plans. The plan identifies driveway access points to the interior of the proposed development in DU5n, but states that these will likely be private access, not public roads.

## **Section 5 – Development Unit Design Guidelines (DUDG)**

The purpose of the DUDG is to expand on the general design guidelines proposed as part of the CP. The DUDG is consistent with and provides further detail to the CP design guidelines. The DUDG includes design themes, open space, pedestrian corridors, signage, streetscape

concepts, lighting, general architectural styles and character, along with other standards and concepts unique to the Development Unit, and ensure cohesive integrated high quality design.

The DUDGs for DU5n identify the intent to develop this area as one or two single users. It may also develop with multiple employment users or resort uses. This DU will not develop with residential uses. Transitions between uses will be identified at the site plan review stage, and may include use of “buffers and setbacks, landscaping, walls and fences, street placement, land planning and building orientation.”

### **Sections 6-9 Drainage, Potable Water, Waste Water, and Non-Potable Water Plans**

These sections of the DUP are related to the engineering of the site. The applicant is required to work on these requirements with the Engineering Division through the construction drainage reports and plans.

### **NEIGHBORHOOD PARTICIPATION**

The applicant has completed a Citizen Participation Plan in order to inform neighboring property owners of the project, solicit feedback, and address any comments or concerns that may arise. The Citizen Participation Plan included a contact list consisting of all registered neighborhoods within ½ mile, all property owners within 300 feet of Development Unit 5 North, the Gilbert and Queen Creek School Districts, Phoenix-Mesa Gateway Airport, and Boeing Corporation. Each person or entity on the contact list was sent a letter providing general information on the request with contact information and notice of the community meeting and Planning and Zoning Board Hearing date.

No comments or concerns regarding the proposed DUP have been made as a result of the communication efforts conducted specifically as a result of the Citizen Participation Plan. To date staff has not received any comments or concerns regarding this request.

### **CONFORMANCE WITH THE GENERAL PLAN**

This request is within an area designated as a Mixed-Use Community character type in the Mesa 2040 General Plan. The Mixed-Use Community designation identifies larger land areas where it is possible to develop a mixture of uses that will create a complete and identifiable community. Areas designated Mixed-Use Community are expected to develop with one or more village(s) and/or urban core(s) and contain an appropriate variety and mix of employment, industrial, office, retail, medical, educational, community service, tourism, entertainment, open space, recreational, and residential uses to provide a complete community atmosphere. As appropriate, uses should be integrated vertically and horizontally and provide for a variety of transportation options. The mixture of uses should create a synergy that provides for stability of the village(s) and/or urban core(s) and community and neighborhood uses defined within this designation. The uses available within this designation will be limited to prevent incompatible land uses with constraints such as close proximity to airports, aircraft operations, and freeways.

Strategies related to this land use category include:

- Encourage a broad ranges of uses;
- Provide nodes or cores as active public gathering spaces that create a sense of identity;
- Allow sufficient opportunity for flexibility in design while still meeting the overall goal;
- Provide protection against incompatible uses, for areas that might utilize this land use category but that may be within a sensitive area such as a flight path.

This request is in conformance with the Mesa 2040 General Plan.

## **STAFF ANALYSIS**

### **SUMMARY:**

The applicant is seeking the approval of a DUP for DU5n of the Eastmark CP. The DUP sets forth criteria and requirements to ensure that future development plans will:

- Facilitate development compatible with adjacent properties and surrounding neighborhoods,
- Facilitate the implementation of the CP,
- Facilitate appropriate transitions between differing developments, and
- Not overburden the transportation system, utility infrastructure or community facilities.

Section 11-11-5(E) of the City of Mesa Zoning ordinance provides evaluative criteria for the review of DUPs. Applications for DUPs within an adopted Planned Community Zoning District shall only be approved if the application and supporting materials are consistent with the approved CP, as well as any conditions or modifications of the CP that were imposed by the City Council. DUPs shall be consistent with the approved CP as follows:

1. The land use budget for a development unit shall remain identical to, or within the range established by the approved CP budget for that development unit.
2. Development Unit Plans shall be consistent with any major or minor amendments of the CP.
3. All other relevant policies and guidelines as outlined in the CP shall remain as adopted.

The proposed DUP complies with these criteria from the zoning ordinance. The land use budget within the DUP is consistent with the land use budget approved for Development Unit 5 within the approved CP. The proposed DUP is not proposing changes to any of the relevant policies or guidelines from the CP.

### **CONCERNS:**

#### Transition Area:

Since the original drafting of the CP for Eastmark, the overall thinking about Elliot Road has evolved into the current efforts to create a technology corridor to take advantage of the infrastructure available in this area. DMB is responding by using the flexibility of the Planned Community zoning designation and their adopted CP to assist in the creation of this important employment corridor.

Another key aspect of this employment corridor, and a centerpiece of the larger Eastmark CP, is the creation of an urban core development in Development Unit 1 at the southeast corner of Elliot and Ellsworth Roads. Chapter 8 of the CP includes a design theme for each of the DUs. The design theme for DUs 1 and 2 includes the statement that the "urban core area is anticipated to have a high concentration of commercial space and employment uses, primarily in the form of professional offices, main street retail, entertainment, mixed-uses, and dense residential. This area is anticipated to be an intense urban area with buildings close to the

street, inviting plazas and compact open space areas united with a compact street system that encourages pedestrian movement.”

Staff has a concern for how the transition will be handled along Eastmark Parkway from this urban area to the large industrial uses in DU5. The DUP for DU5n states the transition will be addressed within DU5n, but does not fully describe how this will be done. Staff believes the best way to provide for this transition will be to develop consistent with the conceptual plan shown above on page 3 with active uses along the east side of Eastmark Parkway. The land use budget allows for the use of the General Urban and Urban Core Land Use Groups, but the proposed DUP for DU5n does not include them as an option for use along the east side of Eastmark Parkway.

An alternative to providing an active use along the east side of Eastmark Parkway would be for a significant landscape buffer to be provided. This buffer should be at least 100 feet deep before any walls that would screen the employment buildings.

#### Streets and Driveways:

There is some confusion in the DUP about streets and driveways and how access will be provided around DU5n and into the DU. The DU Plan refers to Crismon Rd., but it is not identified on the plan within DU5n. The District street on the east side of the DU needs to be shown on the plans. The language in the DUP needs to clarify if the access points into the DU will be streets or driveways. Connections need to be added from the District street on the east into the DU.

The City of Mesa views the street network in the CP, with associated cross-sections and infrastructure, as the approved street network. Typically, revised master plans for streets and utilities are approved as part of the DUP review and approval. Because the actual development in this DU could vary from a few very large users occupying over 100 acres to relatively small users, the actual infrastructure needs are hard to determine at this time. As specific projects come forward within DU5n with additional details, the City will analyze the impacts to the CP infrastructure and any proposed changes at that time. Nothing in the approval of the DU5n Plan may be interpreted to imply approval of a new street network or modification of any of the approved infrastructure master plans. The City's Engineering and Transportation departments have particular interest in maintaining connections to Elliot Road at the "Spine East" and "Crismon Connector" locations, along with how proposed roadways in DU6 will connect to DU5.

#### **CONCLUSIONS:**

The proposed Development Unit Plan for DU5n is consistent with the approved CP vision and regulations and will ensure a quality development that is compatible with the Gateway Airport, surrounding neighborhoods, and surrounding future development plans. Staff has discussed the concerns listed above with the applicant. They are working on modifications to address these items. Staff recommends approval of the Development Unit Plan subject to the following conditions:

#### **CONDITIONS OF APPROVAL:**

1. Compliance with the basic development as described in the Development Unit Plan submitted.
2. Compliance with the approved Community Plan and the approved amendments to the Community Plan as well as all applicable City development codes and regulations (Engineering, Transportation, Solid Waste and Facilities, etc.).
3. Compliance with all Community Plan and Development Unit Plan Utility and Transportation Master Plans subject to the review and approval of the City Engineer and Transportation Engineer.
4. Revisions to the street network in the Transportation Master Plan, with associated cross-sections and infrastructure, require the review and approval of the Engineering and Transportation departments with site plan review.
5. Compliance with all requirements of the Development Services Department.
6. The Planning Director is authorized to make corrections of grammatical, formatting, and other errors that do not affect or change the meaning of the substantive requirements or standards of the Development Unit Plan.
7. Resubmittal of the Development Unit Plan with the following modifications prior to approval of the first site plan for DU5n:
  - a. Add the potential use of the Urban Core and/or General Urban Land Use Groups to the Land Use Plan and show the potential to use these LUGs along the west side of the DU.
  - b. If LUG C is used within 100 feet of the west boundary of DU5n, the site plan for this area shall either utilize the same standards for the Urban Core or General Urban LUG to create a development with a similar size, scale, articulation and permeability as planned for the character of the urban core envisioned for the west side of Eastmark Parkway, or have a landscape setback and planting along Eastmark Parkway to effectively screen the uses from view and provide a park-like appearance along this street.
  - c. Show the District street on the east side of DU5n and potential connections from this street into the DU.
  - d. Clarify language regarding streets and driveway access into the DU.
  - e. Clarify the language regarding Crismon Rd. within the DU.