



Planning and Zoning Board

Case Information

P&Z CASE NUMBER: Z16-056 (PLN2015-00450)
LOCATION/ADDRESS: 11500 block of East Warner Road (south side)
GENERAL VICINITY: Located at the southwest corner of Warner Road and Meridian Road.
REQUEST: Rezoning from LC to RSL-2.5 and Site Plan Review.
PURPOSE: Also consider the preliminary Plat for "Warner Enclave"
COUNCIL DISTRICT: The development of a single residence development
OWNER(S): District 6
APPLICANT: 56th MD Inc.
STAFF PLANNER: Jeff Giles, Clouse Engineering
Lesley Davis, Planner II

SITE DATA

PARCEL NUMBERS: 304-33-018R
PARCEL SIZE: 8± acres
EXISTING ZONING: LC
GENERAL PLAN DESIGNATION: Neighborhood – Suburban
CURRENT LAND USE: vacant land
PROPOSED DENSITY: 5.12 DU/AC

SITE CONTEXT

NORTH: (across Warner Rd) Existing single residence development – zoned RS-7
EAST: Vacant State land – Pinal County
SOUTH: Existing single residence development – zoned RS-6 PAD
WEST: Existing single residence development – zoned RS-6 PAD

ZONING HISTORY

January 18, 2001: Annexed to City (Ord. #3843)
June 21, 2001: Establish City of Mesa zoning – RS-43 (Z01-031, Ord. #3915)
June 4, 2007: Rezone from RS-43 to LC for the development of a two story indoor storage facility and neighborhood retail center (Z07-044, Ord. #4717)

STAFF RECOMMENDATION: Approval with Conditions
P&Z BOARD RECOMMENDATION: ☐ Approval with conditions ☐ Denial
PROP 207 WAIVER: ☐ Signed ☒ Not Signed

PROJECT DESCRIPTION/REQUEST

The applicant's request is to rezone and subdivide an 8± acre parcel from LC to RSL-2.5 with a Preliminary Plat titled "Warner Enclave". The site is located on the southwest corner of Warner and Meridian Roads.

The proposed subdivision consists of 41 lots that are a minimum of 42-feet wide and 90-feet deep. Open space has been provided at the entrances along Warner and Meridian as well as 2 open space areas within the subdivision. The open space along those arterials will provide a buffer to the homes that side onto those streets and also provides for an enhanced entry experience into the neighborhood. The additional open space areas are more centrally located and across the street from one another. The larger open space /retention area is located at the southwest corner of the project with the additional smaller open space area with a ramada, located on a primary corner within the neighborhood. The proposed street system is public and would allow for parking available on both sides of the street.

NEIGHBORHOOD PARTICIPATION

The applicant has completed a Citizen Participation Process which included a mailed letter to property owners within 1000-feet of the site, as well as HOAs and registered neighborhoods within a mile. The applicant held a meeting on January 17, 2017. Planning staff felt that meeting date was too close to the date of the public hearing to allow neighbors to react to the proposal and recommended a continuance to the February 15, 2017 hearing. Several neighbors came to the meeting to speak in opposition of the project. The Planning and Zoning Board continued the case to the February 15, 2017 hearing to allow the applicant to have an additional neighborhood meeting. That meeting was held on January 30, 2017. There were 18 people in attendance. The applicant provided a summary of the meeting that is included in the packet of materials that accompany this report. Staff has also included copies of correspondence received regarding the case.

CONFORMANCE WITH THE MESA 2040 GENERAL PLAN

Summary: The Mesa 2040 General Plan Character area designation for this site is Neighborhood with the sub-type suburban. This project provides a smaller, single-residence lot type adjacent to an RS-6 PAD neighborhood, at the far east edge of the city. The proposed development creates a neighborhood character that is consistent with the goals and objectives of the Plan.

The Mesa 2040 General Plan Character area designation is Neighborhoods with the sub-type suburban. The primary focus of the neighborhoods character type is to provide safe places for people to live where they can feel secure and enjoy their surrounding community.

Criteria for review of proposal: The following criteria (Ch. 15 of the General Plan) have been developed for use during the review process to determine whether the proposed development is achieving the vision and goals established in the General Plan and thus meeting the statute requirements.

1. Is the proposed development consistent with furthering the intent and direction contained in the General Plan?

The General Plan focuses on creating land development patterns that emphasize the character of place and focusing on those principles that build neighborhoods, stabilize the job base, and improve the sense of place.

The proposed development is establishing a sense of place through their intent to create a small

pocket subdivision adjacent to existing residential communities. The site was previously approved for a commercial development, which was not viable due to the location at the far east edge of the city where visibility of the commercial development would be limited. A residential small lot subdivision is more appropriate in this location.

2. Is the proposed development consistent with adopted sub-area or neighborhood plans?

Mesa has not established a neighborhood or sub-area plan for this area.

3. Is the proposed development consistent with the standards and guidelines established for the applicable character type(s)?

The Character Area map of the Mesa 2040 General Plan defines this location as Neighborhood with a sub-type of Suburban, which are defined as follows:

Character Area: Neighborhood

Focus: "The primary focus of the neighborhoods character type is to provide safe places for people to live where they can feel secure and enjoy their surrounding community. Neighborhoods can contain a wide range of housing options and often have associated nonresidential uses such as schools, parks, places of worship, and local serving businesses. The total area devoted to local serving businesses (commercial and office activities) in one location is generally less than 15 acres and these businesses would typically serve people within a mile radius of the area."

The proposed subdivision supports the General Plan policy with the above references to "a wide range of housing options", by providing a different housing type adjacent to conventional single residences.

Sub-type: Suburban

The suburban Sub-type is the predominant neighborhood pattern in Mesa. These neighborhoods are primarily single-residence in nature with most lots ranging in size from 6,000 sq. ft. to 18,000 sq. ft. As part of a total neighborhood area, this character type may also contain areas of duplexes and other multi-residence properties and commercial uses along arterial frontages and at major street intersections. Schools, parks, and religious institutions are frequently found in these neighborhoods. Streets are generally wide and contain sidewalks on both sides.

The proposed project provides a slightly smaller lot size than the residential to the west and south. The Suburban sub-type accommodates higher density projects and smaller lot subdivisions at appropriate locations. This type of a subdivision is a logical transition between densities within the development pattern and is appropriate adjacent to the RS-6 PAD neighborhood. The applicant has had identified a public street system, which will require sidewalks on both sides of the street.

4. Will the proposed development serve to strengthen the character of the area by:

• **Providing appropriate infill development;**

This is a parcel that has remained undeveloped. Although it is located at an arterial intersection, Meridian Road remains largely undeveloped on the east side and therefore not a highly traveled road. Lack of visibility for this parcel due to this location, makes it difficult to develop as a commercial site. A small-lot residential subdivision is more appropriate in this location.

• **Removing development that is deteriorated and/or does not contribute to the quality of the surrounding area;**

N/A

- **Adding to the mix of uses to further enhance the intended character of the area;**

The intent is to provide for new housing options in an established neighborhood.

- **Improving the streetscape and connectivity within the area;**

The proposal improves the streetscape along both Warner and Meridian Roads. Although this neighborhood is not able to directly connect with the subdivision west and south due to a lack of interest from the neighboring community, the applicant has proposed a public street subdivision that is not gated with parking available on both sides of their streets and view fencing between their open space area and the neighboring community.

- **Meeting or exceeding the development quality of the surrounding area;**

The existing neighborhood to the west and south is a traditional tract home neighborhood with a combination of single and two-story homes on public streets. The applicant is proposing an upgraded residential housing product for smaller detached homes on small lots featuring a variety of elevations and building materials to enhance the architectural character of the home to provide an enhanced streetscape and a home type that will be more sustainable long term. The quality of the proposed homes meets or exceeds that of the surrounding area and other recent RSL-2.5 projects.

5. Does the proposed development provide appropriate transitions between uses? In more urban areas these transitions should generally be accomplished by design elements that allow adjacent buildings to be close to one another. In more suburban locations these transitions should be addressed through separation of uses and/or screening;

A transition from a commercial zone, through a multi-residential zone into a single-residential zone is a common approach to land planning. The current proposal adds a smaller lot residential subdivision into an area with single residence homes. The plan proposes all two story homes adjacent to a conventional RS-6 subdivision with a mix of single and two-story homes. The applicant has provided lots that are deeper, which will reduce the impact of the new two-story homes. The applicant is also required, in the RSL-2.5 standards, to provide a minimum side setback that is equal to the minimum side setback in the adjacent single residence neighborhood on at least one side. This will affect 11 out of the proposed 41 lots within the Warner Enclave subdivision, which will be required to have a minimum of 5-feet on one side for each of those homes.

Chapter 3 of The Plan also identifies 5 fundamentals to be considered to help move the City toward the goal of becoming a more complete, recognizable City. The five elements include:

1. High Quality Development

- *As previously stated, the applicant is proposing elevations that include upgraded building materials for the 41 homes proposed. The quality level for the stucco and building materials that staff has been presented with thus far is higher than what has been submitted by other builders previously within our community.*

2. Changing Demographics

- *By providing more choices in the housing types on the market we can meet the needs of a wider demographic. This project provides a new housing type for the area, which creates an opportunity for new people to move into an area that may not want a larger lot to maintain.*

3. Public Health

- *Increased opportunities for walking: Making it possible to walk from home to a park, school, or shopping can improve health.*

4. Urban Design and Place-Making
 - *This area is a fairly traditional suburban part of our city. It is located at the east edge of the city, which is far from any Urban areas. They have created their own sense of place within their neighborhood, by exceeding the requirements for the amount of open space and providing amenities within those open space areas for the residents of their community.*
5. Desert Environment
 - *This plan proposes large front porches on the homes and patio covers, which provide shade and cover from the elements. Trees have also been provided.*

STAFF ANALYSIS

RESIDENTIAL SUBDIVISION DESIGN:

	Min. Lot Size Min. Dimensions	Min. Front Setback	Min. Side Setbacks	Min. Rear Setback	Rear Yard Patio setback
RSL-2.5 Standards	Min. 2,500 SF 35' x 85' (corner lot width 30')	12' - Building Wall 7' - Porch 20' - Garage	3' - Street Side – due to adjacent 10' tract 3' – Minimum 5' – Minimum for 1 side Lots 1-8 & 15-17)	15'	15'

Note: The applicant has exceeded the minimum lot size standards with lot sizes that average 3,000 SF.

SUBDIVISION DETAILS:

Street System	Fences/Walls	Open Space	Other
Public streets	6' CMU perimeter wall with enhanced walls along Warner and Meridian Road (elevations attached)	4 common open space areas providing - .67 acres 2 retention areas on either side of entrance 1 small open space with a ramada 1 larger open space/retention area located at the southwest corner of the subdivision Each lot is providing a minimum of 630 SF of private open space (code minimum is 400 SF)	-HOA -CC&Rs

RSL DESIGN ELEMENTS:

Per Table 11-5-4 of the Zoning Ordinance, there are five design elements which must be implemented in this subdivision to achieve the RSL-2.5 designation.

Streetscape Elements:

Parkland and Open Space: The minimum open space required for a 41-lot, RSL 2.5 subdivision is 16,400 square-feet. The common open space proposed in this subdivision is 29,000 square-feet that will be maintained by the Homeowner's Association. This exceeds the requirement by approximately 75-percent.

Paving Material: Decorative paving materials that will include either pavers, stamped, colored or textured concrete are provided at the entry to the development as well as within the development at the bend in the road as it leads to the cul-de-sac. The Homeowner's Association will be responsible for maintenance and repairs for any decorative pavement within the public right-of-way.

Site Design Elements:

Shared or Clustered Driveways: Driveways will be clustered so that there is at least 36 feet of uninterrupted curb between the clustered driveways.

Variable Front Yards: No more than 50 percent of homes will be set back the same distance from the front lot line, and at least 50 percent of the homes will be set back at least 2 feet farther than the minimum. This element may be accomplished by recording "build-to" lines on the final subdivision map.

Building Design Elements:

Entries and Porches: This requirement states that at least 50 percent of the homes include entries and covered porches extending along a minimum of 50 percent of the width of the home's front facade (excluding the width of garages) and be a minimum of 8-feet wide by 4-feet deep. The proposed homes comply.

Other RSL Standards:

Where a lot in the RSL District is adjacent to a lot in the RS District, the minimum interior side yard (for a single side) that is required on the RS-zoned lot shall also be provided on the lot in the RSL District. This is a requirement for lots 1-8 along the west property line and lots 15-17, along the south property line. These lots are 41' wide, which will accommodate the required increased setback on one side to 5-feet.

SUMMARY:

This request is to rezone and subdivide an 8± acre parcel from LC to RSL-2.5 to facilitate the development of a conventional 41-lot, single-residence, small-lot subdivision with public streets. The public street system will allow parking on both sides of the street. The request also includes the review and consideration of the Preliminary Plat for a subdivision titled "Warner Enclave".

The applicant has proposed a standard subdivision design with detached house plans and a density of 5.12 du/acre. The proposed lot sizes and setbacks fall within the Residential Small Lot (RSL) category in the Zoning Ordinance. The applicant has met the requirement for five required design elements established in the code for the RSL-2.5 category. They have not requested any deviations to the standards and therefore a PAD overlay is not necessary for this development.

The site plan indicates four common open space areas. Two are located at the entry points to enhance the arrival experience into the neighborhood and provide a buffer for homes that would side on an arterial street. The other two open space areas are more central and usable with a smaller area that houses a ramada across from a larger retention open space area. The applicant has provided view fencing adjacent to the largest open space area to provide better visibility into it.

Staff's only concern regarding this project relates to the proposed product. The applicant has indicated that their product will include real building materials and finishes on the exterior of the homes, which is an enhancement over what we have received from some other builders. Staff's concern relates to the width of the homes. The elevations and floor plans provided, do not comply with the Building Form Standards requirement for the garage not to exceed more than 50-percent of the width of the home. The applicant has indicated that it is their intent to revise the home plans and elevations to widen the livable area of the home to meet the minimum standard. The revised plans will require review by staff

and approval from the Planning Director through the Administrative Review process. **(See condition 5)**

All approved preliminary plats are subject to potential modification through the Subdivision Technical Review process to meet City codes and requirements, including but not limited to, all ADA requirements. Subdivision Technical Review sometimes results in changing lot sizes and configuration, and could result in a reduction of lots.

CONCLUSIONS:

The subdivision design generally exceeds the development standards for the RSL-2.5 zoning district. The request is compatible with the surrounding neighborhoods and introduces a new housing type for this area of Mesa. The applicant has also agreed to submit revised product for approval by the Planning Director, to comply with the Building Form Standards established within the Zoning Ordinance.

Staff recommends approval of Z16-056 subject to the following conditions:

CONDITIONS OF APPROVAL:

1. Compliance with the basic development as described in the project narrative and as shown on the site plan and preliminary plat submitted (without guarantee of lot yield, building count, lot coverage).
2. Compliance with all requirements of the Subdivision Technical Review Committee.
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. Compliance with all City of Mesa Code requirements and regulations.
5. **Prior to submission for building permit review, submit residential product for review and approval by the Planning Director to include:**
 - a. **Compliance with Building Form Standards established in Chapter 5 of the City of Mesa Zoning Ordinance;**
 - b. **Use of real building materials and finishes on the exterior of the homes (i.e., wood, stone, metal, etc.); and,**
 - c. **Side and rear elevations must be enhanced with appropriate transitions of wainscots, window detailing and enhanced covered patios as shown in the elevations submitted.**
6. Owner granting an Avigation Easement and Release to the City, pertaining to Phoenix-Mesa 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) as well as all required notifications and disclosures as specified in Section 11-19-5 of the Zoning Ordinance.
7. Noise attenuation measures be incorporated into the design and construction of the homes to achieve a noise level reduction of 25 db.