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Planning and Zoning Board

Case Information

CASE NUMBER: Z17-019 (PLN2015-00083)
LOCATION/ADDRESS: The 10000 to 10800 block of East Point Twenty-Two Boulevard (north side) and the 9600 to 10400 block of East Elliot Road (south side).
GENERAL VICINITY: Located between Point Twenty-Two Boulevard and Elliot Road and between the Eastmark Parkway alignment and Signal Butte Road.
REQUEST: This request will approve Development Unit Plan 5/6 within the Eastmark Community Plan.
COUNCIL DISTRICT: District 6
MASTER DEVELOPER: Jill Hegardt, DMB Mesa Proving Grounds, LLC
CONTACT: Jill Hegardt, DMB Mesa Proving Grounds, LLC
STAFF PLANNER: Tom Ellsworth

SITE DATA

PARCEL NUMBER(S): 304-31-001C, -001G, -002E, and 304-33-011V, -005Q, -005P, -005G
PARCEL SIZE: 738± acres
EXISTING ZONING: PCD
GENERAL PLAN DESIGNATION: Mixed Use Community

SITE CONTEXT

NORTH: Development Units 6 North and 5 East of Eastmark (undeveloped) – zoned PCD (across Elliot Rd) undeveloped – zoned AG and LI
EAST: (across Signal Butte Rd) Single-Residential Subdivision – zoned RS-7 PAD
SOUTH: Development Unit 7 of Eastmark– zoned PCD (Village LUG)
WEST: Development Units 1, 2 and 3/4 of Eastmark (undeveloped) – zoned PCD

HISTORY/RELATED CASES

September 22, 2008: Approval of a Major General Plan Amendment changing the land use designation to Mixed Use Community.
November 3, 2008: a) Annexed to City (Ord. #4891).
b) Establish City of Mesa Zoning R1-43 (Z08-55)
c) Rezone to PCD to establish the Mesa Proving Grounds Community Plan (Z08-56)
April 20, 2011: Approval of the Development Unit Plan for Development Unit 6 North
May 17, 2012: Approval of the Development Unit Plan for Development Unit 7.
June 20, 2012: a) Approval of the Great Park Phase 1 (Z12-25)
b) Approval of the Eastmark Community Center (Z12-26)
March 23, 2016: Approval of Development Unit Plan for Development Unit 6 South.

STAFF RECOMMENDATION: Approval with Conditions
PROP. 207 WAIVER: ☒ Signed. ☐ Not Signed

PROJECT DESCRIPTION/REQUEST

This request is for the approval of a Development Unit Plan (DUP) for Development Unit 5/6 South (DUP 5/6s) of the Eastmark Community Plan. The Community Plan was adopted by the City Council on November 3, 2008. DUP-5/6S is located between Point Twenty-Two Boulevard and Elliot Road and between the Eastmark Parkway alignment and Signal Butte Road. The DUP consists of approximately 738 acres.

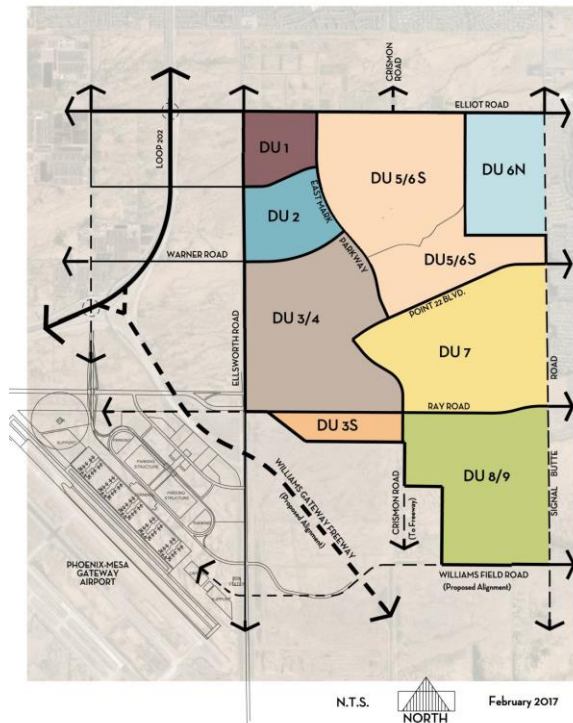
This DUP is being submitted for the remaining unplanned portions of Development Unit 6 (DU6) and the southern portions of Development Unit 5 (DU5). In order to understand transitions between adjacent areas and in order to reduce redundancy, the existing approved DU 5 North DUP (which consists of 365 acres) and the existing approved DU6 South DUP (which consists of 107 acres) will be incorporated into this new DUP. This new DUP will then be a combination of newly planned areas as well as areas already planned and will be referred to as DU 5 and 6 South (DU5/6s) and as such, this document will supersede the DUP for 5 North approved on August 17, 2016 and the DUP for DU6s approved on March 23, 2016 and amended on September 21, 2016

Eastmark Community Plan

The guiding vision statement of the Community Plan 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 21st Century Desert Urbanism."

Development Unit Plans

The approved Community Plan divides the Property into Development Units ("DU") and provides specific regulatory processes and standards which govern the development of the property in a manner consistent with Chapter 11 of the Zoning Ordinance. This DUP is for all of DU 5 including the previously approved DUP 5 North and the remainder of DU 6 including the previously approved DUP 6 South.



The purpose of the new combined DUP 5/6s to provide transitions between the envisioned character of DU5 and the remainder of DU6. Section 8 of the Community Plan describes the character of development within DU5 and DU6 as follows:

Development Unit 5:

The Employment Core, has been strategically located in this portion of the Property given the proximity to the Urban Core to the west of DU5 and given the proximity to neighborhoods potentially anticipated for the southern portions of DU6 and DU5. With the ability to take advantage of views to the Superstition Mountains, DU5 is intended to include residential uses - as well as employment uses which provide for an employment hub along the Elliot Road Corridor. This area is intended to have a more relaxed form with higher intensity uses that may or may not be set in landscaped areas. Uses may contain height but will be set gracefully in open areas. Additionally, employment uses may also take on a campus-like setting and be the home of employment generating office and industrial uses requiring large settings with access to infrastructure”

Development Unit 6:

DU 6 is characterized by its executive type and central neighborhoods and mixed use employment uses. This area is intended to relate to residential uses the southern portion of DU 5 and may include gated and non-gated, lower intensity uses as appropriately located. This area is anticipated to include housing opportunities for executives, which may include lower density residential as well as smaller upscale residential environments. Additional uses include mixed-use employment, commercial, office, and retail uses. Density and intensity of this DU provides a transition from existing residential neighborhoods to the east to the Urban Core to the west. To protect and facilitate the airport flight paths, the northeast corner of this DU will likely include a significant mix of multi-family, garden office, employment and/or commercial uses. This corner will generally be higher intensity development than the majority of the DU because of its proximity to Elliot and Signal Butte Roads.”

Development Unit 5/6 South

Section 5 of the Community Plan indicates the required items that need to be included within a Development Unit Plan. These items include the a Land Use Plan, an Economic Development Statement, Design Guidelines, a Transportation Plan, a Drainage Plan, a Potable Water Plan, a Non-potable Water Plan, and a Waste Water Plan. The following is a summary of each section of the Development Unit Plan:

Section 1 – Development Unit Plan Overall Vision

This section describes the overall vision of the Development Unit and how the vision is consistent with the overall vision of 21st Century Desert Urbanism, the overall strategy of the Community Plan, 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.

DUP 5/6s is proposed to be predominantly developed with six basic components: an employment corridor, residential neighborhoods, an activity core for non-residential development, a pedestrian corridor, and a proposed transition area on the north boundary between the residential area and the employment uses creating a synergy between the two types of uses. The DUP offers the following description of each of these areas:

Elliot Road Employment Corridor

It is anticipated that employment uses in the northern portion of DU5/6s will be set in a campus type setting and will contribute to the vision of Eastmark which is, in part, to provide jobs and to become a center of regional importance. Uses within this area are anticipated to be consistent with the vision of the City's Elliot Road Technology Corridor area as well as employment uses for the residents of Eastmark and the area in general. Employment uses in DU5/6s will provide a transition from existing and planned manufacturing uses in DU6n to other future uses in DU1.

Residential Neighborhoods

The residential neighborhoods of DU5/6s will be single family that are organized around intimate neighborhood parks or, alternatively along linear open space linkages. Some residential neighborhoods will imitate the block pattern and character of the single family neighborhoods of DU7. Neighborhoods with larger lots may be developed with neighborhood parks forming intimate parks or with alternative use of open space that traverses through the private neighborhood with homes either fronting or backing onto these park areas. These neighborhoods may be planned with lots backing onto open space giving a greater emphasis on backyard living. These neighborhoods may also be gated enclaves, though pedestrian access would still be provided to access community green spaces.

Signal Butte/Point Twenty-Two Activity Core

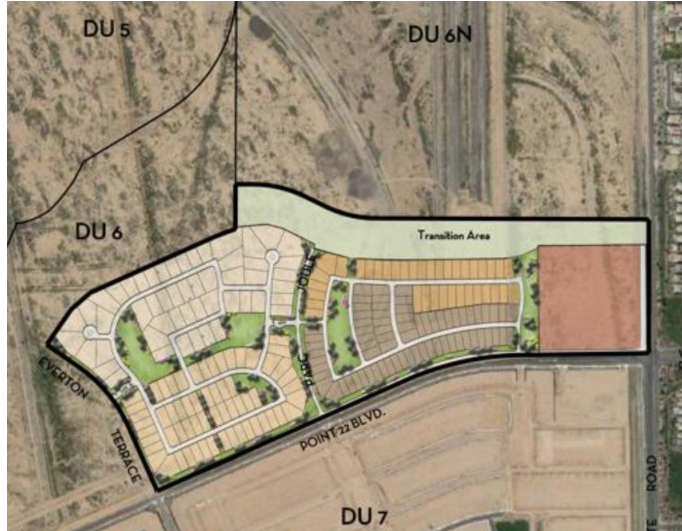
The northwest intersection of Signal Butte Road and Point Twenty-Two Boulevard is envisioned to be developed as a more intense property with potential uses to include neighborhood scale retail/convenience, grocery, restaurant, and / or office. This area will likely include development of small scale neighborhood commercial and will be planned in a manner that integrates with the neighborhood. Landscape interfaces, pedestrian connectivity and architectural design of commercial buildings will ensure a cohesive relationship between the uses. Buildings within this area will likely have simple massing and details with an emphasis on the pedestrian level experience.

Point Twenty-Two Boulevard Pedestrian Corridor

The Point Twenty-Two corridor is a major east-west connector within Eastmark. This roadway will connect uses throughout the community, and for DU5/6s, will connect potential commercial uses and church uses at Signal Butte and Point Twenty-Two through the community, to the Eastmark Great Park and ultimately to DU 3/4. This major connection is designed with multiple pedestrian routes (wide sidewalk, multi-use path, and jogging trail) and bike lanes along the roadway. This will generally be a shaded tree-lined corridor to encourage walking and biking.

DU6n / DU5/6s Transition Area

DU5/6s is immediately adjacent to DU6 North. While not proposed as part of DU5/6s, a future amendment to DU6n will address the interface between the uses in DU6n and DU5/6s. As far as the compatibility between employment and residential uses is concerned, a 400 foot buffer (property restriction) is already in place for the area immediately south of the Apple property. Additionally, zoning restrictions prohibiting single family detached residential within the area ½ mile south of Elliot Road also exists. This DUP identifies a 275' minimum transition area within the areas along the northern portion of DU5/6s and extending into a portion of DU6n that is intended to be held for future study to allow for consideration of how residential uses in DU5/6s will transition to potential employment uses in DU6n when the DU6n area is developed. Until the Development Unit Plan for DU6s is modified to include specific planning for this area, no residential use is to be planned for the transition area.



DU5 and DU6 Interface

The southern portion of DU 5 will contain residential uses that will be adjacent to employment uses in the northern portion of DU 5. In order to provide appropriate buffers between the two uses so that uses can co-exist, transitions between these uses will be closely considered as part of the subdivision and/or site planning process. Appropriate transition and buffering techniques include the use of open space, park areas, setbacks, berms, landscaping, road connections, walls, building placement and architecture. Additionally, the interface between the residential and employment uses will be carefully planned to protect the integrity of different uses, but also provide an amenity for the community as well.

These transition areas will be planned and developed to be well crafted open space extensions of the Eastmark Great Park and/or private open space areas. The intention is that these transition areas will provide important passive and active



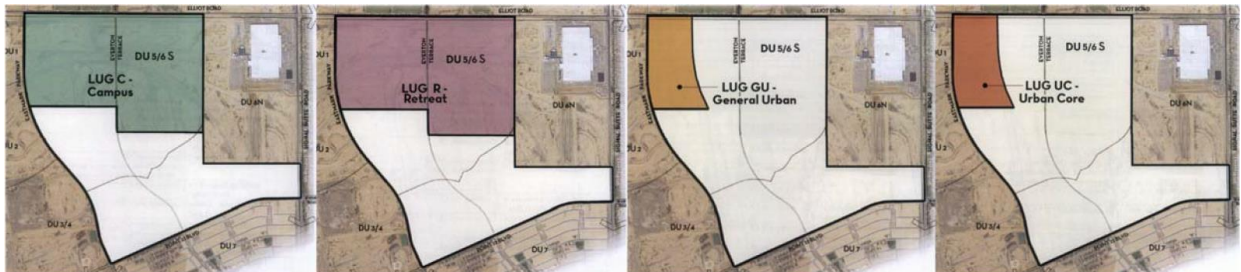
amenities for residents and also provide for east-west recreational connectivity through Eastmark as well as pathways that link and connect employment and residential areas. Detailed planning and development for these important transitional areas will occur as and when adjacent uses are known so as to maximize their use and potential.

Section 2 – Economic Development Statement

In keeping with the original vision for Eastmark to become a Center of Regional Importance, DU5/6s is intended to provide major employment, housing opportunities and neighborhood commercial for individuals who can live and work in the same area and support the planned employment uses in other portions of Eastmark. The focus of DU5/6s is to provide for additional areas for employment as well as residential neighborhoods all which combine to create a lifestyle that can attract and sustain the workforce necessary to support high-tech businesses.

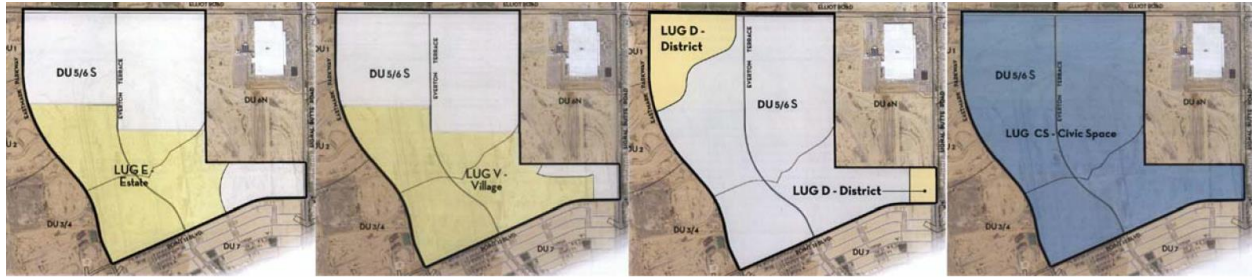
Section 3 – DU Land Use Plan

The Land Use Plan for DU5/6s includes a combination of employment, commercial and residential uses. Employment uses are anticipated within an area consisting of approximately 365 acres located at the southeast area of Elliot Road and Eastmark Parkway. This area is anticipated to be developed with large and medium size manufacturing, data centers, offices and/or other employment facilities. The uses may also include solar panel fields, retention basins, electrical substations, and parking fields surrounding generally large building masses with smaller out buildings and equipment in yards. The land use plan and building forms will be similar to the character described in the CP's LUG C - Regional Center /Campus.



Use adjacent to employment areas to the west (DU 1 & DU 2) and to the south will be planned to provide appropriate. In order to allow for transitions, LUG UC - Urban Core, LUG GU - General Urban and LUG D - District have been shown on the western portions of DU5/6s in order to provide for the ability to transition to DU 1 and DU 2.

Residential areas within DU5/6s are primarily dominated by central and enclave neighborhoods with non-residential use planned at Signal Butte Road and Point Twenty-Two Boulevard. The land use plan and building forms will be similar to the character described in the Community Plan's Estate Land Use Group (LUG), Village LUG, Civic LUG, Open Space LUG and District LUG. Additionally, a portion of DU5/6s that is adjacent to DU6n is shown as a temporary Transition Area that will be further planned when uses within the DU6n area are further articulated. At this time, LUGs are not designated for this area, rather further planning will occur when more information is known about the future uses to the north in DU6n.



This section also describes the proposed street types, defines the types and locations of the allowed Land Use Groups (LUG's), indicates the major roadways, and describes the general locations of community facilities. Section 3.2 designates the general locations where these LUG's will be allowed and establishes setback and building height requirements, as well as the character requirements of site circulation, landscaping, signage, and lighting.

Section 4 – Transportation Plan

In DU5/6s, the perimeter streets and most of the internal streets are proposed as public roadways although it is possible that some of the internal roads may be private. Within non-residential areas, the internal streets typically will provide access from Elliot Road and Eastmark Parkway into the DU. The internal streets will provide access to the parking lots, building, and truck staging and loading areas. The streets that are internal to the DU will generally be local neighborhood streets, and accessible to the public unless gated. The internal streets typically will have access from Point Twenty-Two Boulevard and Everton Terrace into the DU. Public roadways will have right-of-way/easement dedications provided per Section 10 of the CP. Additionally streets are designed to comply with City of Mesa Standards for solid waste collection vehicles or as allowed in the CP. Roadways are in compliance with the CP and have been designed to allow for access for fire apparatus.

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 Community Plan. The DUDG is consistent with and provides further detail to the Community Plan 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 DU5/6s are designed to integrate manufacturing/employment campus facilities with other adjacent employment uses, commercial or uses that may be developed in DU 1 or DU2, as well as potential residential further south in DU5/6s. The DUDGs for DU5/6s are also designed to integrate the uses and the residential neighborhoods with each other, with the greater Eastmark community and associated community elements, with the planned Signal Butte activity core, with the Eastmark Great Park and with the planned adjacent neighborhoods.

These DUDG's will help to ensure a successful integration with existing and future surrounding uses. Additionally, the inclusion of a transition area along the south portion of DU6n, between the planned residential use and the currently planned employment use within DU6n, will provide a vehicle to ensure that these two areas are appropriately and cohesively planned.

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 currently working 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 500 feet of Development Unit 5/6s, 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 DU5/6s of the Eastmark Community Plan. 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 Community Plan,
- 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 PC District shall only be approved if the application and supporting materials are consistent with the approved Community Plan, as well as any conditions or modifications of the Community Plan that were imposed by the City Council. DUPs shall be consistent with the approved Community Plan as follows:

1. The land use budget for a development unit shall remain identical to, or within the range established by the approved Community Plan budget for that development unit.
2. Development Unit Plans shall be consistent with any major or minor amendments of the Community Plan.
3. All other relevant policies and guidelines as outlined in the Community Plan 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 6 within the approved Community Plan. The proposed DUP is not proposing changes to any of the relevant policies or guidelines from the Community Plan.

CONCLUSIONS:

The proposed Development Unit Plan for Development Unit 5/6s is consistent with the approved Community Plan vision and regulations and will ensure a quality development that is compatible with the Gateway Airport, surrounding neighborhoods, and surrounding future development plans. 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:
 - a. The approved Eastmark Community Plan and the approved amendments to the Community Plan
 - b. All applicable City development codes and regulations (Engineering, Transportation, Solid Waste and Facilities, etc.) as approved by the City Engineer and Transportation Engineer.
 - c. All Community Plan Utility and Transportation Master Plans as approved by the City Engineer and Transportation Engineer.
 - d. All Development Unit Utility and Transportation Master Plans as approved by the City Engineer and Transportation Engineer.
3. Compliance with all requirements of the Development Services Division.

4. Correction by the Planning Director to grammatical, formatting, and other errors that do not affect or change the meaning of the substantive requirements or standards of the Development Unit Plan is authorized and directed with this approval.