



Planning and Zoning Board

Staff Report

CASE NUMBER: ZON18-00121
LOCATION/ADDRESS: The 3600 to 5200 blocks of South Ellsworth Road (east side), the 9200 to 10800 blocks of East Elliot Road (south side), and the 3600 to 6000 blocks of the South Signal Butte Road alignment (west side).
GENERAL VICINITY: Located south of Elliot Road between Ellsworth Road and Signal Butte Road.
REQUEST: Major Amendment to the Eastmark Community Plan.
PURPOSE: This request will make changes that impact Development Units ("DUs") 1, 2, 3, and 4 related to Land Use Groups, the Land Use Budget, refinements to the DU character descriptions, and corresponding modifications to various sections of the Community Plan including the removal of the requirement for a non-potable water master plan.
COUNCIL DISTRICT: District 6
OWNER: Jill Hegardt, DMB Mesa Proving Grounds, LLC
APPLICANT: Jill Hegardt, DMB Mesa Proving Grounds, LLC
STAFF PLANNER: Tom Ellsworth

SITE DATA

PARCEL NO.: 304-31-001C, -001G, -002E, and 304-33-011V, -005Q, -005P, -005G
PARCEL SIZE: 3200± acres
EXISTING ZONING: PCD
GENERAL PLAN CHARACTER: Mixed Use Community

SITE CONTEXT

NORTH: (across Elliot Rd) Multiple properties – zoned LC PAD, L-I PAD, and PEP PAD, and AG
EAST: (across Signal Butte Rd alignment) Single Residential – zoned RS-6 PAD and RS-7 PAD
SOUTH: Pacific Proving Grounds Community Plan – zoned PC
WEST: (across Ellsworth Rd) Phoenix-Mesa Gateway Airport and multiple undeveloped properties, – zoned LC, LI, and AG, also Maricopa County Rural 43;

STAFF RECOMMENDATION: Approval with Conditions

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

PROPOSITION 207 WAIVER SIGNED: ☒ Yes ☐ No

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)
- May 5, 2014:** Approval of a Major Amendment to the Community Plan to allow the Campus LUG in DU 5.
- May 21, 2014:** Approval of Development Unit Plan for Development Unit 3/4.
- March 23, 2016:** Approval of Development Unit Plan for Development Unit 6 South.
- May 17, 2017:** Approval of Development Unit Plan 5/6 South

PROJECT DESCRIPTION / REQUEST

This request is for a Major Amendment to the Eastmark Community Plan to make changes that impact Development Units (DUs) 1, 2, 3, and 4 that will directly affect approximately 800 acres of the 3200-acre community plan area. The specific requested changes include:

- 1) Modification to the Development Unit map to slightly shift the boundary between Development Units 1 and 2;
- 2) Modification to the allowable Land Use Groups (LUGs) within DUs 1, 2, 3, and 4 (Exhibit 4.5);
- 3) Modification of Land Use Budget (LUB) for DUs 1, 2, 3, and 4 (Exhibit 4.5);
- 4) Modification of Section 8.4 of the CP (Development Unit Character Themes) to refine the neighborhood character theme for DUs 1, 2, 3, and 4; and
- 5) Modification of various Sections in the CP to provide corresponding modifications or other minor changes.

These changes constitute a Major Amendment as defined by Section 4.2 of the CP. The Amendment will only impact DUs 1, 2, 4 and a portion of 3 as shown on *Figure B* and are the last areas in Eastmark to be planned and developed. The 2,400-acre area that is not the subject of this amendment has either been developed, subdivided or planned for development in accordance with an approved Development Unit Plan (DUP).

NEIGHBORHOOD PARTICIPATION:

The applicant has completed a Citizen Participation Process, which included a mailed letter to property owners within 700' of the boundaries of the proposed amendment area, as well as HOAs and registered neighborhoods within a mile. The applicant held a neighborhood meeting on May 2, 2018 at Eastmark Community Center, which is located within the Eastmark community. A summary of this meeting as well as a summary of any issues discussed will be provided in the Citizen Participation Report.

At the time that this report was written staff has not been contacted by any residents or property owners in the area. The applicant will be providing an updated Citizen Participation Report prior to the May 15 the P&Z Board Study Session.

STAFF ANALYSIS

MESA 2040 GENERAL PLAN:

Staff has reviewed the proposal and found that it is consistent with the criteria for review as outlined in Chapter 15 (pg. 15-1) of the Mesa 2040 General Plan and has determined that the proposed use is in 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 range 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.

Gateway Strategic Development Plan

The Eastmark Community Plan is located within the Mixed-Use Community District of the Gateway Strategic Development Plan. This district is envisioned to be the area that solidifies the goal to balance land uses and provide sustainability through the creation of a live/work/play community. It will contain the widest variety of land uses within the planning area, with ultimate development including low- to high-density residential, commercial, employment, civic, and recreational uses to provide a complete community experience. While the other districts allow for residential uses, this district will be the primary area for residential development. Providing for residential use is critical to attaining the balance that is sought within the Mesa Gateway area amidst the employment, education, commercial and industrial uses found primarily within the other districts. This district will also include walkable mixed-use "urban core" areas to provide focus and identity.

The proposed amendments to the Eastmark Community Plan continue to be in conformance with the goals and vision of the Gateway Strategic Development Plan.

ZONING:

This request is for a Major Amendment to the Eastmark Community Plan. The Eastmark Community Plan was approved by the City Council as part of zoning case Z08-56 on November 3, 2008. The community plan identifies the vision for the development of the Eastmark community and establishes development standards and permitting processes.

Background

The vision of the existing Eastmark Community plan revolves around the concept of “21st Century Desert Urbanism”. The community plan defines this as a highly synergetic community with a mixture of land uses and densities that creates a built environment that acts as a “catalyst” for change and growth in southeast Mesa. The existing vision indicates a land use mixture that grows in intensity and density from the southeast Development Units of connected neighborhoods with single-residential detached housing to the northeast Development Units that envision an urban core at Elliot and Ellsworth Roads. The original vision that formed the framework for the development of Eastmark anticipated plans for significant developments such as a major resort and a university campus to help form the core of the community.

Since the downturn in the economy in 2008 these highly anticipated plans did not come to fruition and the character of development within the Gateway Area evolved. A significant modification was the creation of the Elliot Road Technology Corridor along the northern boundary of the Eastmark Community. The Elliot Road Corridor incentivizes the development of employment, manufacturing, and business park uses in the area. The Eastmark Community Plan was amended in 2010 to modify the land use budget to allow for a major manufacturing facility to be located at Signal Butte and Elliot Roads.

Since that time other minor modifications to the Community Plan and approvals of Development Unit Plans have begun a transition in the overall vision of the community plan. This application for a major amendment to the community plan is needed to adjust the vision of the community plan to allow development of the remaining acreage within Eastmark to react to the changes in the character of the surrounding area from the time of the original approval of the Community Plan. The project narrative provides a detailed summary of the changes that have caused this shift in development of the area.

Requested Amendments

The proposed amendments will facilitate the review and approval of the remaining Development Units to form the appropriate transitions, buffers, and connections to the context of the surrounding community. The review below is a summary and analysis of the modifications within each Section of the Community Plan that are affected by the proposed amendment:

Section 2: Site Context

The proposed modifications in Section 2 are being proposed to reflect the changes in the context of the site that have occurred since the approval of the community plan 10 years ago. The applicant has added paragraphs that discusses the Mesa 2040 General Plan and the Elliot Road Technology Corridor, both of which were approved since the time the CP was first adopted.

Staff is supportive of the proposed modifications.

Section 3: Overall Vision

Modifications in Section 3 change the language of the Community Plan to adjust the overall vision. This section includes a discussion of the change in the character of the context of the area and how these changes have caused the need to modify the overall vision to justify the proposed changes to the proposed character and land uses within the remaining DUs to be developed.

Staff is supportive of the proposed modifications.

Section 4: Regulatory Framework

This section sets the regulatory framework for the community plan by defining the purpose and hierarchy of the planning documents within the Community Plan, Development Unit Plans, Site Plans and Subdivision Plats, and General Development Standards. It also defines the amendment process for the Community Plan as well as the required infrastructure master plans. This section also establishes the land use budget for the Development Units within the community plan.

The applicant is proposing minor modifications to the language of this section with little substantive change to the regulatory requirements within the Community Plan.

The applicant is proposing the removal of the requirement for the Master Non-Potable Water Master Plan. This is a house keeping item, this master plan is not required for the Eastmark Community and the City agrees with the removal of the language.

The most significant modification to this section is the proposed changes to the overall land use budget. The Land Use Budget sets forth the minimum and maximum amount of intensities and densities for the community by allocating the potential Land Use Group allocation for each Development Unit and sets minimum and maximum residential units and non-residential square footages for each Development. Changes to the land use budget reflect the proposed changes to the overall vision of the Community Plan and reflect the proposed changes to the character theme descriptions for each of the Development Units as defined in Section 8 of the Community Plan (see proposed modifications to Section 8).

Staff is supportive of the modifications to the Land Use Budget as shown in the table below.

The following exhibits shows the approved Land Use Budget and the proposed Land Use Budget.

Approved Land Use Budget:

LAND USE BUDGET															
DEVELOPMENT UNIT	DWELLING UNITS		G.F.A. OF NON-RESIDENTIAL		HOTEL ROOMS	APPROX ACRES	LAND USE GROUP (LUG) MAXIMUM PERCENT OF LAND AREA (14)								
	MINIMUM - MAXIMUM		MINIMUM - MAXIMUM				OS	CS	E	V	D	C	B	GU	UC
DU #1	200	2,000	4,375,000	7,000,000	6,000	130	(12)	(12)						50(12)	100
DU #2	390	2,800	50,000	5,500,000		190					60			100	100
DU #3	1,120	3,600	50,000	1,000,000		540				90	90	20		80	20
DU #4	200	1,350	2,250,000	6,500,000		160	(12)	(12)				50		50	100
DU #5	710	1,680	1,875,000	8,750,000		472			40 (12)	40 (12)	40(12)		100	20(12)	10
DU #6	890	3,310	0	6,500,000		528			70(12)	70(12)	70(12)	40	40	40(12)	
DU #7	1,270	4,060	0	375,000		590			20	100	100			20	
DU #8 (16)	890	2,810	0	350,000		360			100	100	100			50	
DU #9 (16)	430	1,250	0	500,000		200	(12)	(12)	50	100	100	70		70	70

Proposed Land Use Budget:

LAND USE BUDGET															
Develop ment Unit	Dwelling Units		G.F.A. of Non-Residential		Hotel Rooms	Approx. Acres	Land Use Group (LUG) Maximum Percent of Land Area (14)								
	Min.	Max.	Minimum	Maximum				OS	CS	E	V	D	C	R	GU
DU #1		2,000		7,000,000		130	(12)	(12)			100	100	100	100(13)	100
DU #2	0	2,800	935,000	5,500,000		176			75 (13)	100 (13)	100 (13)	100	100 (13)	50	35
DU #3	1,120	3,600	50,000	1,000,000		546			50	90	90	25		80	20
DU #4	200	1,350	0	6,500,000		160	(12)	(12)		90	90	70		75	100
DU #5	710	1,680	1,875,000	8,750,000		486			40 (13)	40(13)	40(13)	80	100	20(13)	10
DU #6	890	3,310	0	6,500,000		522			70(13)	70(13)	70(13)	40	40	40(13)	
DU #7	1,270	4,060	0	375,000		590			20	100	100			20	
DU #8	890	2,810	0	350,000		360			100	100	100			50	
DU #9	430	1,250	0	500,000		200	(12)	(12)	50	100	100	70		70	70
					6,000										

Section 5: Development Unit Plans

This section outlines the application and review requirements for the approval of Development Unit Plans and modifications to Development Unit Plans. The proposed modification to this section allows minor modifications to the boundaries of the development units along street alignments to shift if the alignment of the streets that set the boundary is modified as part of the development review process.

Staff is supportive of the proposed modifications.

Section 7: Land Use Groups

This section of the community plan defines each Land Use Group (LUG), defining the allowed land uses, General Development Standards, and general allocation of each LUG throughout the Community Plan.

The applicant is not proposing any changes to the LUG definitions or the general development standards for each LUG. Modifications to this section are primarily focused on the LUG allocation maps for each section. These maps reflect the proposed modification to the overall vision that the applicant is proposing for the community plan.

Section 8: Design Guidelines

The primary modifications to this section are to the Development Unit Character Themes. The themes for each of the DU's is generally described to provide direction for more specific design standards through the approval of specific Development Unit Plans. The applicant is only making changes to the design themes for DU's 1, 2, 3, and 4. Development Unit Plans are already approved for the other development units within Eastmark and are not being modified with this request.

The proposed modifications to this section reflect the overall vision change as described in the previous sections. These character designations in association with the land use budget in Section 4 will guide the review and approval of the Development Unit Plans for DU's 1, 2, 3, and 4. At the time of the review of the Development Unit Plans more specific Design Guidelines and Land Use allocations will be defined to ensure appropriate buffers, transitions, and connectivity are created in the context of the Community Plan.

DU 1 - Activity Area Core

The character theme for DU's 1 and 2 are currently designated as the Northwest Core. This theme described an Urban Core style of development that anticipated a high concentration of commercial and employment uses in an urban style setting. The applicant is requesting a change to the theme for DU1 to be described as an "Activity Area". This area is being envisioned to be a high intensity commercial and employment area, however the form could take on less of an urban form and could allow higher density multi-family development to create a mixed-use character. It is important to note that the applicant's proposed language for DU 1 states that "single family detached is not allowed."

DU 2 - Transition Neighborhoods

The character theme for DU 2 is being modified to describe the character as "Transition Neighborhoods". The applicant is envisioning that Development Unit 2 is located at the confluence of several areas including higher intensities in DU 1, employment and single family residential within areas in DU's 5 and 6 as well as commercial and residential development in DUs 3 and 4. The character of DU 2 could include a mix of all types of uses including commercial, employment and varying types of residential as they transition and merge together, though traditional single family and commercial (clustered along Ellsworth Road) will likely be the predominate use in this DU. Portions of the Eastmark Great Park may also traverse throughout this area.

DU 3 - Central Neighborhoods west of the Great Park

Modifications to DU 3-character theme are minimal. The applicant is requesting to remove the language pertaining to the Urban Cores which are being modified as part of this request.

DU 4 - Gateway Activity Area/West Neighborhoods

The applicant is requesting modifications to DU 4 to describe it as the secondary activity area instead of the secondary urban core. DU 4 is located adjacent to the central neighborhoods in DUs 3, 5 and 6 and 7, and will provide for extension of central and possibly enclave neighborhoods with the primary character of this area being single family with some multi-family residential. DU 4 will include portions of the Eastmark Great Park as well as the continuation of small neighborhood parks throughout the residential area. Other uses that could occur include school campuses. Additionally, commercial and multi-family will be located at the intersection of Ellsworth and Ray Road and could include additional commercial along Ellsworth Road, most likely clustered around a secondary street that intersects with Ellsworth Road. Commercial use could take the form of office or retail.

Staff Analysis

- 1) Modification to the Development Unit map to slightly shift the boundary between Development Units 1 and 2.

This request is to allow a minor shift in the boundary between DU 1 and DU 2 to adjust to the current configuration of the streets system as it has developed overtime with development. Staff is supportive of this requested modification.

- 2) Modification to the allowable Land Use Groups (LUGs) within DUs 1, 2, 3, and 4 (Exhibit 4.5).

The applicant is requesting the ability to allow the "Campus" LUG to be allowed in DU's 1 and 2. This LUG is being requested to be able to allow for the types of large scale employment uses that are being developed along the Elliot Road corridor. These DUs currently do not allow the Campus LUG and instead only allow for higher intensity, vertical employment uses. The addition of the Campus LUG will allow these areas to be considered for a broader range of potential employment uses as well as a broader range of more typical retail and commercial use.

Staff is supportive of the requested modification. The inclusion of this LUG will allow the ability to adjust the uses in DU 1 and 2 will create flexibility within the CP for this area to be develop with employment type land uses that are consistent with the Elliot Road Technology Corridor or to continue to develop with a higher intensity mixed use development currently envisioned. The specific LUG designations will be determined at the time the Development Unity Plan (DUP) is approved. The DUP will include not only the specific land use budget but specific design guidelines to ensure appropriate transitions and connectivity are provided.

- 3) Modification of Land Use Budget (LUB) DUs 1, 2, 3, and 4 (Exhibit 4.5).

Staff is generally supportive of the proposed modifications to the land use budget. Staff's only concern is with the amount of Village LUG that could be possible in DU 2. The applicant is proposing that a maximum of 70% of DU 2 could be designated with the Village LUG. The design character for DU2 is described as a "Transition Neighborhood" that will be able to create transitions and/or buffers to

higher intensity uses from DU 1 to the north, the employment use of DU5 to the east, and the neighborhood and activity areas of DU's 3 and 4 to the south.

Staff's concern is that the amount of Village LUG proposed could allow single-family residential to encroach too close to the higher intensity uses envisioned for of DU1 to the north and the Ellsworth Corridor to the west.

*Staff is recommending a condition of approval that language be added to Development Character Theme for DU 2 found in Section 8.4.B of the Community Plan stating that the Village LUG would be located primarily in the southern and eastern portions of DU 2 (**see condition #6**). The addition of this language will control the intensity of the detached single residential uses as they transition and connect to the north and the west.*

- 4) Modification of Section 8.4 of the CP (Development Unit Character Themes) to refine the neighborhood character theme for DUs 1, 2, 3, and 4.

Staff is supportive of the modifications to the Character Themes for DU's 1, 2, 3, and 4. The applicant has included language that restricts single-family detached development within DU-1 and has indicated appropriate locations for non-residential activity areas within DU's 3 and 4 along the Ellsworth Road Corridor. This is an important point to staff in that it will guide protection of the Ellsworth Road corridor from substantial encroachment of single-family residential development and will guide future Development Unit Plans to that end.

- 5) Modification of various Sections in the CP to provide corresponding modifications or other minor changes.

Staff is supportive of the modifications to the various affected sections of the Community Plan. These modifications are either of a house keeping nature or needed modifications to reflect the language of the proposed modifications to the overall vision of the Community Plan.

CONCLUSION:

The proposed project complies with the General Plan, the development standards of the Mesa Gateway Strategic Plan, and meets all review criteria for the review of an amendment to a PC District as found in the Chapter 11 of the Zoning Ordinance. Staff recommends approval with the following conditions:

CONDITIONS OF APPROVAL

1. Compliance with the basic development as described in the project narrative and the modified Community Plan dated July 10, 2018, except as modified below:
2. The Planning Director is authorized and directed to correct the Community Plan for grammatical, formatting, and other errors that do not affect or change the meaning of the CP's substantive requirements or standards.
3. Compliance with the Infrastructure Master Plans as approved by the City Engineer and City Traffic Engineer.

4. Any amendment to a site plan will be determined to be major when the aggregate of minor amendments to that site plan have exceeded the criteria for a major amendment.
5. The appeal of decisions made in the approval of, or amendment to, a Community Plan, Development Unit Plan, or a Site Plan will be per the requirements set forth in the City of Mesa Zoning Ordinance.
6. Add language to the Development Character Theme for DU 2, found in Section 8.4.B of the Community Plan, stating that the Village LUG would be located primarily in the southern and eastern portions of DU 2.