



Planning and Zoning Board

Case Information

CASE NUMBER: ZON18-00286

LOCATION/ADDRESS: The area generally bounded by Warner Road alignment on the north, Ellsworth Road on the west, Ray Road on the south, and Eastmark Parkway on the east.

REQUEST: Requesting approval of a modification to Development Unit Plan 3/4 (DUP 3/4) by removing a portion (428± acres) and creating Development Unit Plan 3/4 North (DUP 3/4 N) for 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): Multiple Parcels

PARCEL SIZE: 620± 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)

May 21, 2014: Approval of the Development Unit Plan for Development Unit 3/4 (Z14-030)

May 21, 2014: Site Plan Approval for a University Campus (Z14-033).

August 27, 2018: Approval of a Major Amendment to the Eastmark Community Plan (ZON18-00121)

STAFF RECOMMENDATION: Approval with Conditions

PROJECT DESCRIPTION/REQUEST

This request is for the approval of a modification to Development Unit Plan 3/4 (DUP 3/4) by removing a portion (428± acres) and creating Development Unit Plan 3/4 North (DUP 3/4 N) for the Eastmark Community Plan. The Community Plan was adopted by the City Council on November 3, 2008. DUP 3/4 was approved by the Planning and Zoning Board in May of 2014 at that time the DUP included plans for a large university campus for a majority of DUP 3/4. Since the time of the approval of DUP 3/4 the expected development of the university campus is no longer occurring in the area.

The applicant is requesting to modify the exiting DUP 3/4 by requesting the approval of a new DUP 3/4 North for 428± of the original 620± acres of DUP 3/4. The portions of the existing DUP 3/4 that are not included in DUP 3/4 North have either already developed or currently have approved development plans under the existing DUP 3/4.

DUP 3/4 North generally consists of approximately 428± acres at the northeast corner of Ray Road and Ellsworth Road. This area of Eastmark is proposed for a mix of uses with residential being the dominant use and mixture of mid to high density residential with non-residential uses along the Ellsworth Road corridor.

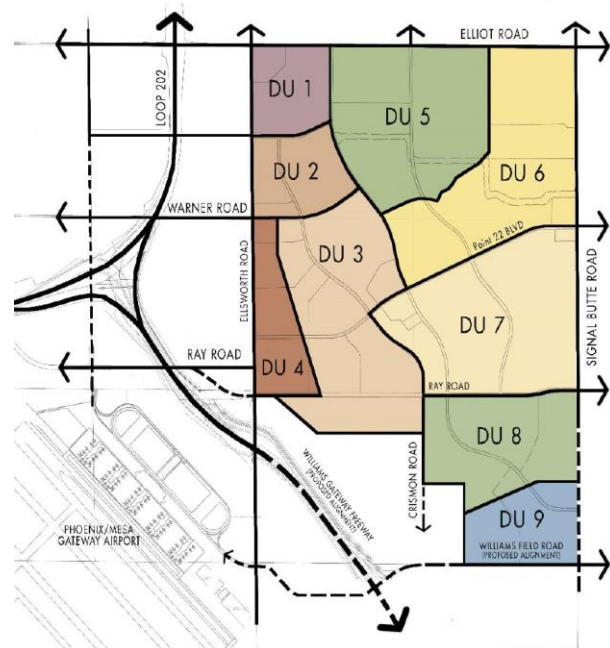
Eastmark Community Plan

The guiding vision statement of the Community Plan states: "Mesa Proving Grounds (Eastmark) will do its part to support the growth of the Phoenix-Mesa Gateway Airport and the area in becoming a center of regional importance through its provision of great neighborhoods, parks, schools, neighborhood and regional commercial offices, retail and employment. In partnership with the City, Mesa Proving Grounds (Eastmark) will be based on development practices that are financially sound, market sensitive, environmentally responsive and design oriented to create sustainable and adaptable master planned community."

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 a portion of DU 3 and all of DU 4.

Section 8 of the Community Plan describes the character of development within DU3 and DU4 as follows:



Development Unit 3:

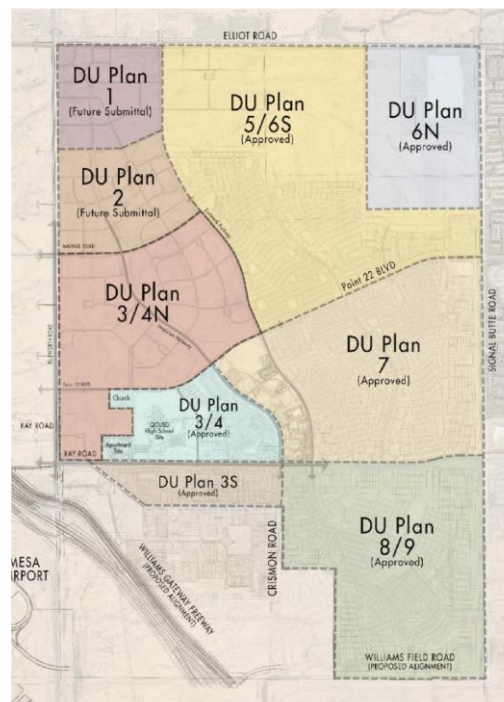
DU 3 is a collection of central neighborhoods straddling the Great Park. These neighborhoods form the core residential living environments in Mesa Proving Grounds. While these neighborhoods form the basis of the social fabric of the community and are intended to be designed as intimate neighborhoods (as planned in the DUP for DU 3 South), the proximity to the urban cores suggests that portions of DU3 may become extensions of urban areas. Buildings that start out as residences in close proximity to the cores will likely convert to professional offices, and the uses of DU4 are likely to flex into areas of DU3 especially along the Ray Road corridor or the uses within DU3 could flex into areas of DU4. Neighborhood parks and plazas will serve as defining elements and a connected grid of narrow neighborhood streets will slow traffic and create connected pedestrian routes but, the Great Park will dominate as the community gathering spot. The surrounding neighborhoods will likely become denser over time with tall buildings at the edges of the Great Park to take advantage of the distant mountain views that are opened up by the space of the park. As the park becomes more heavily used, small shops for equipment rentals, food and beverage, dance and yoga studios, and other uses taking advantage of the proximity of the park will add variety on the ground floor to the mix of uses. DU 3 may also include school uses.

Development Unit 4:

DU 4 is the second major activity area and is in close proximity to the Airport and the future terminal. DU 4 is also 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-residential with some multi-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-residential 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. This area could also house major employment uses including employment campuses, research and development laboratories, incubator businesses, high tech manufacturing and uses related to uses along Elliot Road or the Airport.

This DU allows significant amounts of non-residential development as well as mixed-use and residential opportunities. Height will not be as high as in DU 1 given FAA constraints, however, the area is intended to have a concentration of non-residential, multi-residential and single-residential uses. The specific land use mixture will be refined within the DUP for this area including identification of generalized character of areas within the



DU as well as identification of primary use intended for the area.

Development Unit 3/4 North

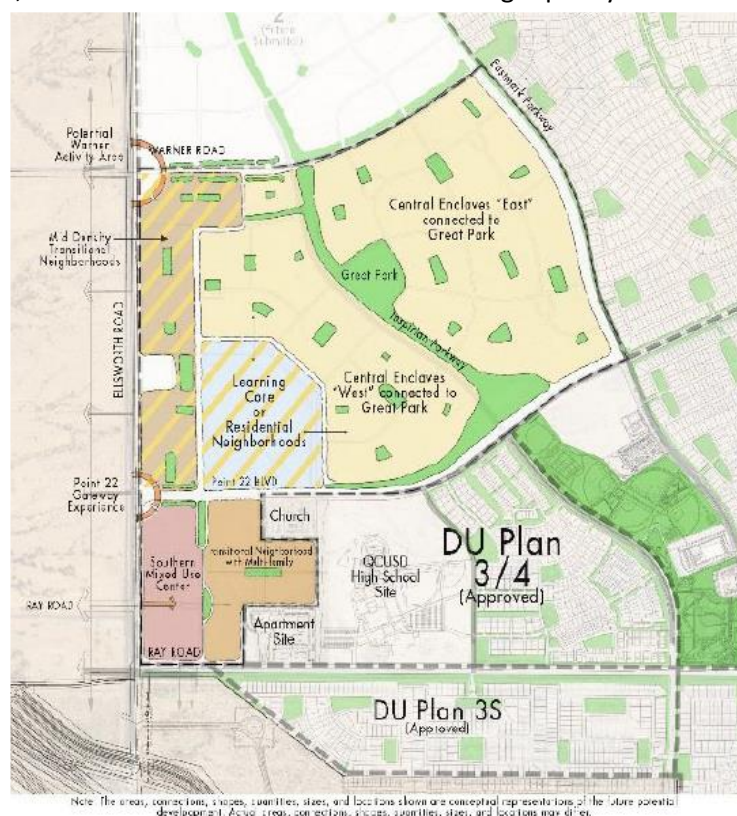
Section 5 of the Community Plan indicates the required items that need to be included within a Development Unit Plan. These items include a Land Use Plan, an Economic Development Statement, Design Guidelines, a Transportation Plan, a Drainage Plan, a Potable Water Plan, and a Waste Water Plan. The following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

DU 3/4 North will be developed as a combination of residential uses in a mixture of product sizes and types, civic and school uses, parks and open space, and commercial and/or employment uses generally at three key intersections along Ellsworth Road (Ray Road, Point Twenty-Two, and Warner Road). As Eastmark continues to grow and mature, the demand for residential located in high quality neighborhoods remains strong.

Development of DU 3/4 North will continue to provide great neighborhoods to meet the growing demand and will also provide commercial development opportunities along Ellsworth Road. Commercial use at Ray and Ellsworth will provide an opportunity for retail and mid-density residential to integrate into a mixed-use environment. Those parcels will have the flexibility to be developed for a number of uses including mid- to high-density residential if commercial uses do not materialize over time (within 7 years). DU 3/4 North is intended to provide ample residential supply to meet the demands created by significant employment uses being planned along Elliot Road.



There are 5 distinct development areas envisioned in DUP 3/4 North as illustrated in Exhibit 1.5. These are described in Section 1.3 as follows:

1. Southern Mixed -Use Center/Transitional Neighborhood with Multi-Residential

The area at the northeast corner of Ray and Ellsworth Road is intended to include non-residential and mixed uses with multi-residential providing a transition to the QCUSD High School. This area will likely include neighborhood serving commercial retail and service uses, restaurants, gas, grocery and other such uses intended to serve the immediate area anticipated to be on fifteen to twenty-five acres. Select service hotels or other regional serving uses may also locate in this area along with office uses. Detached single-residential is discouraged in this area.

2. Mid-Density Transitional Neighborhoods

Properties along Ellsworth Road in this area are intended to be sized to accommodate non-residential, mid-density residential and/or single-residential with appropriate transitions to non-residential uses. Mid-density residential includes attached and detached single-residential or multi-residential uses at six (6) dwelling units to the acre or greater with a subdivision. For mid-density areas, guest parking should be accessed directly from a street rather than from a service drive to the degree possible. Single-residential detached uses less than 6 dwelling units per acre are discouraged within the area located approximately 660 feet east of Ellsworth Road between Point Twenty-Two Boulevard and Warner Road.

3. Point Twenty-Two Blvd Gateway and Pedestrian Corridor

Point Twenty-Two Boulevard will be a gateway access way to the community and will be designed to have an identifying entry statement. Given its connection to Ellsworth Road, the opportunity exists to develop this area with commercial and office uses. The major pedestrian connection across DU3/4 North from east to west is along Point Twenty-Two Boulevard. Adjacent school uses, commercial, multi-residential and single-residential uses will connect to this major pedestrian and bicycle route to access the Eastmark Great Park on the east and the Ellsworth corridor on the west. This major connection is designed with multiple pedestrian routes (wide sidewalk, multi-use path, jogging trail) and bike lanes along the roadway. This will generally be a shaded tree-lined corridor to encourage walking and biking.

4. Learning Core

Development within DU 3/4 North may also include a potential Queen Creek Unified School District (QCUSD) campus for a Middle School. While schools can be located throughout the DU, the Learning Core is shown as a potential location for a Middle School. Development of the school is contingent on QCUSD confirming a need and funding for the school in the near future. The school is planned in a central location to residential neighborhoods, access to collector streets, and connection to the future QCUSD High School campus. The school campuses will be connected to sidewalks, path and trails, and have access to Great Park amenities. The school campuses are purposely located adjacent to each other to take advantage of shared use of sports fields and outdoor learning spaces. Should a Middle School be located in the Learning Core, then pedestrian connections between the two schools will be considered as well as other appropriate roadway considerations. In the event that

QCUSD does not build an additional school, the land will be developed into residential neighborhoods.

5. Central Enclave Residential Neighborhoods Connected to Eastmark Great Park

Straddled between the Eastmark Great Park, the residential neighborhoods of DU 3/4 North may include single-residential, medium-density single-residential, and/or multi-residential homes. These neighborhoods are located in the majority of the DU including Great Park neighborhoods located between Mixed Use Street and Eastmark Parkway.

When residential areas of DU 3/4 North are single-residential neighborhoods they will be formally organized around intimate neighborhood parks like the block pattern and character of the single-residential neighborhoods of DU7, DU 3 south and DU 5/6 south. Mid-density residential may also be located within the Central Enclave neighborhoods and be attached or detached and includes a variety of forms ranging from green courts, auto-courts, alley-loaded and duplexes. These neighborhoods will also be organized around intimate parks and/or the Eastmark Great Park. Narrow streets will also be provided in these neighborhoods with great connectivity with pedestrian paths that lead to the Eastmark Great Park and other gathering spots. These types of neighborhoods could be clustered or seamlessly planned into single-residential areas. When the residential areas of the DU are multi-residential neighborhoods they can take on a wide variety of forms from row homes and town homes to private enclaves of apartments, garden apartments or condominiums

Section 2 – Economic Development Statement

In keeping with the original vision for Eastmark, DUP 3/4 North is intended to provide housing opportunities for individuals who can live and work in the same area and support the planned and emerging employment uses in other portions of Eastmark. With the development of the uses along the Elliot Road Technology Corridor, Eastmark is beginning to see the evolution of this area as an employment area. Specifically, the focus of DU 3/4 North is to create a lifestyle that can attract and sustain the workforce necessary to support the employment businesses that will be coming to this area. The northeast corner of Ray and Ellsworth is planned for commercial and multi-residential uses. At this point, the mix of uses is unknown. Other commercial uses could also be located in this DUP along Ellsworth and Point Twenty-Two Boulevard and Ellsworth and Warner if demand dictates. Developing intimate neighborhoods that have at their core small neighborhood parks, including schools and places of worship to educate and inspire, and facilitating a social network by providing community activities and life will form a tight, resilient community fabric. This fabric is held together by great tree lined streets and other connecting links. This DU will provide a continuation of these central neighborhoods as well as other mid-density neighborhoods, all of which provide a complex fabric for Eastmark. It is this social living and constant opportunity for interaction that attracts the workers the region needs to compete in the global market.

Section 3 – DU Land Use Plan

The Land Use for DU 3/4 North includes several uses including single-residential, mid-density, and multi-residential, potential non-residential and mixed-use, schools and the Eastmark Great Park. This area is bounded by two major roadways including Ray Road and Ellsworth Road. The northeast corner of Ray Road and Ellsworth Road is planned for non-residential and mixed-use with multi-residential uses

providing a transition to the QCUUSD High School. The area within DU 3/ 4 North is also providing opportunity for additional non-residential activity to occur at the intersections of Ellsworth and Point Twenty-Two Boulevard and Warner Road and Ellsworth Road. The plan to allow for “blocks” to be developed as a future phase will allow for more time for non-residential use to develop. Should such non-residential uses not occur in these areas after a reasonable period (7 years), then the blocks have been sized to also accommodate residential development, either as multi-residential, mid-density or single-residential. Additionally, in the approximate center, a school site could also be developed as an alternative to a central neighborhood if the QCUUSD elects to purchase this site in the near future. Between these uses residential neighborhoods will continue to serve as central neighborhoods and will develop to include, but not limited to single-residential detached homes, multi-residential buildings, residential towers and neighborhood supporting forms such as churches and schools.

The land uses in DU 3/ 4 will typically be arranged on a modified grid, primarily radiating from Ellsworth and Ray Roads. This arrangement will provide efficient rectilinear blocks which will accommodate a wide variety of commercial or residential uses and will encourage these portions of the DU to transition to denser uses over time. The grid will likely morph as it approaches Inspirian Parkway to accommodate the general alignment of the Eastmark Great Park. While transitions over time in the eastern portion of the DU are likely to occur slowly, if at all, the smaller, more customized building forms of civic, social and residential land use types are better suited to accommodate this grid transition. These uses will also be more likely to take advantage of the distant mountain and proximate park views accommodated by the grid transition.

Section 4 – Transportation Plan

The transportation plan for DU 3/4 North focuses the circulation in the area toward the southwest corner of the community. In DU 3/4 North, all of the Arterial and District streets will be public roadways. The internal streets will provide access from the Arterial and District streets into the neighborhoods and uses of the DU. The internal streets will provide access to the parking lots, buildings, private driveways and truck loading areas. Any streets inside (behind) private gates will be private streets.

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 DUP 3/4 North are designed to integrate the Southern Mixed-Use Center and potential activity areas along Ellsworth and Warner Road and Ellsworth and Point Twenty-Two Boulevard, Mid-Density Transitional and Central Enclave Neighborhoods and the Eastmark Great Park with each other, as well as the adjacent existing and proposed neighborhoods and the southern portion of the Eastmark Great Park. This is essential to Eastmark’s community goal of “living well over time”. These DUDG’s will help to ensure a successful integration with existing and future surrounding uses.

Sections 6-9 Drainage, Potable Water, and Waste 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 Citizen Participation effort for the DUP for 3/4 North was conducted in conjunction with the submittal of the Major Amendment to the Community Plan ("CP Amendment"). Specifically, a neighborhood meeting that included a large notification area was conducted and also covered the information for the DUP for 3/4 North. As noted in the Citizen Participation Plan, the outreach effort included communications with identified parties in the area. The Contact List was created, which included property owners located 300 feet of the boundaries of the DUP for 3/4 (which encompasses the 620 acres). Additionally, notices for the neighborhood meeting were mailed to everyone within 500 feet of DU's 1, 2, 3 and 4 including all registered neighborhoods and homeowner associations within one-half (1 /2) mile of the boundary of DU's 1, 2, 3 and 4

A community meeting was held on May 2, 2018 at the Basis Charter School located at 5010 South Eastmark Parkway. The meeting was a presentation format with a detailed presentation given to allow for individual questions and comments. Representatives of Eastmark and their consultants were on-hand to provide information and answer questions. An overview of the requested application, the proposed project and timing was provided.

Approximately twenty-five (25) individuals attended the meeting. Additionally, eight (8) individuals signed a Petition of support for the request which is included in the Citizen Participation Report. Multiple questions were asked including when commercial would be developed in the area, specifics on types of uses and other such general questions. No objections or issues were raised, and residents were glad for the opportunity to hear information on the project.

Outside of this meeting, phone conversations with four (4) residents occurred to explain the request. No issues were expressed. People asked questions regarding the timing for commercial development and when residential development was to occur.

Additionally, separate meetings were held with several of the builders and /or land owners to explain the request. No issues were raised. The applicant did receive several support letters which are included in the Citizen Participation Report.

Comments primarily involved finding out more information on the specific proposal, where the changes were occurring on the Eastmark site and what the changes entailed. In response to the questions, additional information was provided to give the specific location of the area the amendments impact as well as an explanation on how the Community Plan works and the impact of the proposed changes. General questions were asked about activity at Eastmark including residential development updates and updates on commercial development. There was no negative feedback expressed about the proposed DUP and input was positive.

To date staff has not received any comments or concerns regarding this request.

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.

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

SUMMARY:

The applicant is seeking the approval of a DUP ¾ North for DU 4 and a portion of DU 3 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 Units 3 and 4 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 3/4 North 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.).
 - 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.