



Planning and Zoning Report

Date	August 26, 2026	
Case No.	ZON25-00891	
Project Name	Legacy Park	
Request	Rezone 196.3± acres from Light Industrial (LI) to Planned Community (PC) District to allow for the development of a mixed-use planned community.	
Project Location	Located at the northeast corner of South Ellsworth Road and East Williams Field Road	
Parcel No(s)	313-25-953 304-35-004E 313-25-859U 313-25-869W	
Project Area	196.3± acres (Site)	
Council District	District 6	
Existing Zoning	Located in Maricopa County - Light Industrial (IND-2); upon annexation will be Light Industrial (LI)	
Proposed Zoning	Planned Community (PC) District	
General Plan Designation	Regional Center with an Evolve Growth Strategy	
Applicant	Susan Demmitt/Dennis Newcombe, Gammage & Burnham	
Owner	Pacific Proving LLC	
Staff Planner	Nana Appiah, Development Services Director Mary Kopiaske-Brown, Planning Director Mallory Ress, Senior Planner	

Recommendation

Staff finds that the Proposed Project is consistent with the Mesa 2050 General Plan, the purposes and intents of the Planned Community (PC) District from Mesa Zoning Ordinance (MZO) Section 11-11-1, the land use and development regulations for the PC District from MZO Section 11-11-2, the evaluation criteria from MZO Section 11-11-3 for a PC District, and the proposed Community Plan meets the requirements of MZO Section 11-11-4.

Staff recommends approval with conditions.

Project Overview

Request:

The applicant is requesting approval of a rezoning for 196.3± acres from Light Industrial (LI) to Planned Community (PC) District to allow for the development of a mixed-used planned community (Proposed Project) and approval of the associated Community Plan (Plan).

Concurrent Applications:

Annexation: A City Council hearing is scheduled for September 14, 2026, to review the request for annexation of the 196.3± acre project site (ANX25-00893). Upon annexation into the City, the project site would be zoned Light Industrial (LI).

Plats:

Preliminary Plat: The applicant will submit a preliminary plat for the proposed project site.

Site Context

General Plan:

- The Placetype for the subject site is Regional Center; the Growth Strategy for the subject site is Evolve.
- Planned Community (PC) District is a listed Zoning District under the Mesa 2050 General Plan for the Regional Center Placetype.
- Principal Land Uses in the Regional Center Placetype include Retail, Personal Services, Eating and Drinking Establishments, Entertainment and Recreation, Convenience Services, and Business Office. Supporting Land Uses include Public/Semi-Public, Multi-Family Residential, Medical Facilities, and Light Industrial.
- The Proposed Project provides for an initial phase of mixed-use development that will create a core of uses such as Commercial Entertainment, Retail Sales, Restaurants, Multi-Family Residential, and Parks and Recreation Facilities. Additional permitted uses include Hotels, Business and Professional Offices, Medical and Dental Offices, Personal Services, Research and Development, and other uses consistent with the General Plan.

- The Proposed Project is consistent with the Regional Center Placetype and furthers the implementation of, and is not contrary to, the Vision, Guiding Principles, Strategies, and applicable elements of the Mesa 2050 General Plan.
- Supporting General Plan Strategies:
 - LU1. Promote a balance of land uses to enhance the quality of life for current and future generations.
 - LU2. Create opportunities for placemaking in neighborhoods that reinforce their unique character and sense of place.
 - LU4. Create design and development standards that improve the City's visual quality, urban form, and function to enhance the quality of life for current and future generations.
 - LU5. Encourage the development of vibrant activity centers in downtown and throughout the City.
 - H1. Create more opportunities for housing options.
 - H3. Create more opportunities for high-end and executive housing to meet the needs of Mesa's expanding economy.
 - PO1. Provide a diverse range of neighborhoods, community, and regional parks within one-half mile of all residential areas.

Sub-Area Plan:

- The project site is located in the Mesa Gateway Strategic Development Sub-Area within the Airport/Campus district.
- The Airport/Campus district is envisioned as a mixed-use district with high-intensity and pedestrian-oriented development comprised of employment uses and uses that support the needs of travelers and visitors to the surrounding community. High density residential uses may also be integrated. This area is the hub of visitor activity and creates the first and last impression visitors have of the community requiring the area to provide a very high-quality image.
- The Proposed Project is planned as a high-quality, high-intensity, mixed-use destination that will integrate office, residential uses, hospitality, including a resort-level hotel, and retail, all within a pedestrian-oriented environment.
- The Proposed Project is consistent with the Airport/Campus district and furthers the implementation of, and is not contrary to, the vision and goals of the Mesa Gateway Strategic Development Plan.

Zoning:

- The project site is the subject of a concurrent annexation request, which if approved, will provide the equivalent zoning district Light Industrial (LI).

- The applicant is requesting to rezone the site to Planned Community (PC) District. The rezoning request will adopt a Community Plan (Plan) which establishes the permitted and conditional uses, development standards, and certain project specific administrative processes for the subject site.

Surrounding Zoning & Use Activity:

The proposed mixed-use planned community is compatible with surrounding land uses, which include the Mesa Gateway Airport, Single-Family Residential, Commercial Recreation, and other commercial uses.

Northwest (Across Ellsworth Rd. and State Route 24) AG Vacant	North (Across State Route 24) PC Commercial Development	Northeast (Across State Route 24) PC Single-Family Residential
West (Across Ellsworth Rd.) LI-PAD-CUP Mesa Gateway Airport	Project Site LI Vacant	East (Across State Route 24) PC Single-Family Residential
Southwest (Across Ellsworth Rd. and Gateway Blvd.) LI-PAD Mesa Gateway Airport	South (Across Williams Field Rd.) LI Commercial Recreation	Southeast (Across Williams Field Rd.) LI Vacant (future commercial development)

Project/Request Details

Planned Community (PC) District Designation:

The applicant is requesting to rezone the property (concurrent with an annexation request) from LI to PC for a mixed-use planned community development. Per MZO Section 11-11-1, the purpose of the PC District is to accommodate large-scale, unified and comprehensively planned developments through flexible standards that support innovative, high-quality residential and non-residential uses consistent with the Mesa General Plan.

The Proposed Project achieves the purpose and intent of MZO Section 11-11-1, by including regulations related to shade, mitigating urban heat, innovative building and landscape design, public amenities, and site-specific features.

The Proposed Project will result in a cohesive mixed-use center with housing, employment, services, parks, open space and recreational uses accessible by walking, bicycling, and other transportation modes.

Summary of the PC District

The PC District is governed by the adopted Community Plan. The Community Plan is summarized by chapter below.

Chapter 1 – Introduction

Legacy Park is envisioned as a mixed-use destination that brings together residential, office, retail, dining, hospitality, open space, and civic gathering uses within a coordinated development framework and requirements of master technical reports. The 196.3± acre project site is located at Ellsworth Road, Williams Field Road and SR-24 (Site). Design Principles for the Proposed Project include Design Principle 1 – Mixed-Use Community; Design Principle 2 – Walkable and Connected Community; and Design Principle 3 – Flexibility.

Chapter 2 – The Legacy Park Plan

To provide for flexibility and mixed-use outcomes, the Site will only have one Development Unit. The Plan simultaneously acts as the Community Plan and the Development Unit Plan – both are required for the PC District. There is one Land Use Group (Mixed-Use) that seeks to: create a dynamic, pedestrian oriented development; encourage flexible design that responds to market demands; and promote walkable design throughout the site.

Chapter 3 – Permitted Uses and Land Use Budget

Permitted uses include a broad range of residential, commercial, office, hospitality, civic, education and employment uses. An overall land use budget sets a maximum of 2,400 dwellings and 6.7 million square feet of non-residential floor area for the Proposed Project. Additionally, along SR-24, a Residential Limitation Area is established that caps residential uses at 40% of net developable land.

The Proposed Project includes market-responsive phasing with flexible sequencing that maintains consistency with the overall vision and planning parameters.

Chapter 4 – Development and Design Standards for Specific Uses

The Plan establishes Development Standard for uses that are not defined or specifically regulated by the MZO. One such use that is not identified in the MZO is Signature Commercial, which is anticipated to be a key component of the Proposed Project. Signature Commercial applies to developments on sites of 12 acres or more with any individual user exceeding 80,000 square feet. Signature Commercial will be required to provide a continuous, accessible pedestrian network with a minimum width of five feet, to connect buildings, parking, open spaces, and amenities.

The pedestrian network must incorporate parking-lot pedestrian routes and a minimum of three pedestrian amenities (enhanced paving, shade, lighting, seating, public art, landscaping, or wayfinding). Shading is required for a minimum of 50% of on-site walkways using trees or shade structures. Enhanced arrival or monument features are required as is a unified architectural theme throughout buildings, landscaping, signage, lighting, pad developments, and site circulation.

The Plan also establishes Development Standard for uses where the proposed standards differ from those established in the MZO. These include standards for Home Occupations, Live-Work Units, Outdoor Eating Areas, Temporary Uses, etc.

Chapter 5 – Key Site Design Elements

The Boulevard

“The Boulevard” is a mixed-used pedestrian-oriented area that includes a main corridor and lateral extensions that extend pedestrian connections through the use of paseos, plazas, and open space connections.

The Boulevard will consist of a minimum six-foot-wide clear pedestrian path and an adjacent pedestrian amenity zone. Amenities may include outdoor seating, public art, small gathering spaces, decorative paving, retail display zones, wayfinding elements, and other similar amenities.

Architectural Standards:

The Plan provides specific architectural standards for The Boulevard that are intended to provide consistency between multiple property owners and future development to maintain its overall vision. Buildings are required to be located close to designated pedestrian areas, with at least 50% of ground floor facades abutting the frontage. Ground floor facades must incorporate variations in wall planes every 40 linear feet and a minimum of three distinct exterior materials or glazing to provide visual interest. Building design is also intended to contribute to pedestrian shade through such as awnings and recessed openings, as well as shade provided from the placement of buildings themselves.

Pedestrian Area Landscape Standards:

A tree canopy is proposed along The Boulevard to provide additional shade, and hardscape materials may be designed to reduce heat gain. Landscape areas may be located adjacent to roadways, within plazas, adjacent to building frontages, or within other pedestrian oriented areas to support shade, pedestrian comfort and streetscape character.

Pedestrian and Architectural Lighting Standards:

Pedestrian-scale lighting must be provided along sidewalks, storefronts, plazas, paseos, and other The Boulevard pedestrian areas. Development must use a minimum of two types of lighting such as street, pedestrian-scale, building-mounted, accent, landscape, or architectural lighting that illuminates entrances, storefronts, dining areas, intersections, and gathering spaces.

Lighting design should be coordinated across adjoining properties to create a consistent streetscape.

Signage Standards:

Signage on The Boulevard storefronts may use varied sign types, colors, materials, typography, illumination, and mounting methods to create distinct tenant identities, provided each sign complements its building and is pedestrian-scaled. Signs must preserve clear and accessible pedestrian routes, required access, and sight visibility; illuminated signs must minimize glare and impacts on nearby residences.

Public art, murals, and specialty graphics may also be incorporated, subject to the applicable signage requirements.

The Park

Amenities:

The initial phase of the development includes a 20+ acre park (The Park) that is the central organizing, recreational, and visual element of the Plan. The Park will include a minimum eight-foot-wide primary pedestrian route that will connect major Park access points, gathering areas, and adjacent pedestrian connections. It includes a minimum of four shaded seating nodes with distinct amenities such as play areas, sports facilities, gardens, plazas, public art, trails, shade structures, or gathering spaces.

Planting and Landscape Standards:

The Park will feature a coordinated landscape design that supports pedestrian routes, gathering and seating areas, open-space features, shade, screening, event programming, open views, and long-term maintenance. Plantings may be clustered and may include trees, understory vegetation, turf or flexible lawns, raised planters, seat walls, container plantings, gardens, accent plantings, and landscaping associated with water features or overlooks. No fixed shrub-to-tree ratio applies, but landscaping must be coordinated with lighting, structures, utilities, access, and visibility without obstructing pedestrian or emergency routes.

Lighting Standards:

Lighting will support pedestrian safety, visibility, wayfinding, and evening use of the Park with pedestrian-oriented lighting along the primary route and illumination at access points, gathering areas, shade structures, and other activity areas to create an attractive and safe atmosphere.

Lighting types include bollards, pedestrian-scale poles, integrated downlighting, accent or public-art lighting, linear lighting, landscape lighting, or structure-mounted fixtures. Seating areas will be illuminated, and lighting coordinated with the Park design to minimize glare and light trespass.

Resort Area

The Resort Area is envisioned as a distinctive, guest-oriented destination that integrates hospitality, dining, events, recreation, and outdoor amenities within a coordinated, climate-responsive setting. The Resort Area is intended to create a welcoming arrival experience, encourage connections between indoor and outdoor spaces, and complement The Park and surrounding development.

Site Design Standards:

The Resort Area will include a welcoming, memorable guest arrival experience through a clearly defined arrival sequence connecting internal streets, parking areas, pedestrian routes, building entrances, and service areas. Primary arrival areas will serve as focal points that reinforce the Resort Area's identity and connect buildings with outdoor amenity and gathering spaces. Each primary arrival area will include a minimum of two unique features, such as a porte cochere, shade element, decorative paving, seating, landscaping, lighting, signage, public art, water feature, or outdoor gathering area, while maintaining safe pedestrian and accessible circulation.

Buildings may be up to 94 feet in height, subject to airport height restrictions. Minimum setbacks are 10 feet, with at least 10 feet of separation from resort and other commercial buildings and 20 feet from residential buildings. A minimum of five percent of the net resort development site must be provided as common open space.

Architecture Standards:

The Resort Area architecture creates a durable, guest-oriented, and climate-responsive character that allows for flexibility in style, branding, and building form. Primary frontages will include a minimum of two unique architectural features, and primary entrances require a minimum of two enhanced entry features. Buildings will incorporate shade, durable materials, indoor-outdoor connections, and solar-responsive treatments. Amenity structures, freestanding pads, and restaurants may have distinct designs but must remain coordinated with the overall resort through compatible materials, colors, forms, landscaping, lighting, and pedestrian connections.

Chapter 6 – Site Development and Design Standards

General Site Development and Design Standards provided in Chapter 6 apply to all development within the Site, unless a more specific standard is stated in Chapter 5, or Chapters 7 through 10.

Development Standards

Building Height:

The Plan establishes three Height Zones allowing for a maximum building height of 150 feet (Height Zone 1), 94 feet (Height Zone 2), 86 feet (Height Zone 3). Height Zone 1 runs from the northwest corner of the Site to southeast corner of the Site along the SR-24 boundary. Height Zone 2 is central to the site. Height Zone 3 meets Height Zone 1 and runs north to south along the Site boundary with Ellsworth Road then turns east along the Site boundary with Williams Field Road and meets Height Zone 1 at the east side of the Site. Maximum heights are further organized by the following land uses and maximum heights: Multi-Family, 86 feet; Vertical Mixed-use, 90 feet; Commercial, 150 feet; Office, 150 feet. Building height will be reviewed at the time of Development Plan review and is subject to airport height limitations.

Parking:

The initial phase of development includes a parking structure to support the proposed uses. On-street parking is also planned for a portion of The Boulevard. The Park will also provide a minimum of 30 parking spaces. Further, Plan Section 6.G *General Parking Development and Design Standards* provides the required parking spaces by use, which are calculated on the gross floor area for a specific use. The Plan provides for flexibility in achieving parking requirements by allowing for the approval of a District Parking plan, Shared Parking plan, or parking reduction where the applicant demonstrates that adequate parking will be available to serve the proposed development.

Multi-family developments are required to provide a minimum of one covered parking space per unit, which may include carports or garages.

Bicycle and micromobility parking will generally be located adjacent to parking structures, civic spaces, trailheads, parks, open space areas, and other activity centers.

Design Standards

Architectural Standards:

Primary building entrances shall include a minimum of two design features such as canopy, recessed entry, change in building massing and landscape improvements like planters or seat walls. For buildings three stories or more, the primary building entrance shall include a minimum of one multi-story or vertical design feature that emphasizes the entrance beyond the ground floor.

A minimum of 20% ground-floor transparency is required for non-residential, multi-family and mixed-use buildings at primary building elevations that face a public or private street, primary pedestrian route, plaza, or common open space intended for public, customer or resident use.

High-quality primary exterior materials are required such as fiber cement siding, stone, architectural metal, glazing and storefront systems, tile and brick. Color palettes shall reflect desert tones, natural materials, and regional architectural influences. Four-sided architecture is also required.

Landscaping Standards:

The Plan provides a suggested plant palette with tree species including The Plan provides a suggested plan palette with tree species, for a diversity of landscaping options., among others.

An average 12-foot-wide foundation base is required at building facades with a public entrance, and a minimum five-foot-wide foundation base is required along walls without a public entrance. Enhanced planting areas will be incorporated near building entrances, gathering areas, and pedestrian spaces to create visual interest and reinforce entry features.

The Plan provides planting requirements for arterial, collector, and local roads with one tree and six shrubs per 25 linear feet of street frontage for arterial and collector roads, and one tree and four shrubs per 25 linear feet of street frontage for local roads (public or private).

Pedestrian Circulation:

The Plan establishes a coordinated system of paths, trails, paseos, and pedestrian connections. Within the internal core of the Site, the circulation network is designed primarily to support pedestrian movement between buildings, The Boulevard and lateral extensions, The Park, and other activity areas.

The plan focuses on pedestrian comfort and open space quality requiring a minimum of 50% of paths, including sidewalks and detached pedestrian paths located within or adjacent to roadway corridors, which shall be shaded by tree canopy, shade structures, projecting canopies, covered walkways, building orientation, or similar techniques.

An eight-foot-wide multi-use trail will be constructed along SR-24, which will connect to a six-foot-wide detached sidewalk along Ellsworth and Williams Field roads.

To enhance connectivity, safety, and convenience between the Site and destinations south of Williams Field Road, a grade-separated pedestrian crossing is planned as part of the long-term development of the Site.

Lighting:

Lighting throughout the Site shall function as a coordinated system composed of multiple later to support safety, visibility, pedestrian comfort and placemaking. Lighting shall incorporate a variety of fixture types and lighting techniques appropriate to the architectural style, intensity, and character of each development. Lighting elements may include pedestrian-scaled fixtures, decorative street lighting, accent lighting, building mounted lighting or integrated landscape lighting. Lighting shall be designed and shielded to minimize glare, light trespass, and light pollution.

Screening:

Screening shall be designed as an integrated component of the Site and building design that organizes view, defines site edges, and supports transitions between differing land uses and development intensities. The Plan provides screening requirements for truck docks, loading, and services areas, trash and refuse collection areas, surface parking areas, parking structures, outdoor storage, and mechanical equipment.

Requirements for screening where mixed-use or non-residential development is located adjacent to single-family residential development is provided to ensure that site design incorporates thoughtful transition strategies that respond to differences in scale, intensity, and activity.

Chapters 7-10 - Design Standards and Guidelines (Multi-Family, Vertical Mixed-Use, Commercial, Office)

The standards in these chapters establish location specific development and design standards, which supplement the applicable standards in Chapter 6. Standards not addressed in these chapters remain subject to the otherwise applicable standards in the Plan.

Multi-Family***Development Standards:***

Multi-family developments require a minimum one-acre lot size. The maximum allowed height is 86 feet, subject to airport height limits. Each dwelling unit is required to have one covered parking space.

Design Standards:

Building form shall be organized around pedestrian-oriented elements such as porches, balconies or courtyards and building orientation shall reinforce a compact, walkable neighborhood pattern.

Architectural Standards:

Garage doors are required to be integrated into the overall architecture of the building and shall not be the dominant feature of a primary building elevation. To achieve this a minimum of two design features such as recessed garage doors, architectural projections or recesses around the doors, canopies or trellises, or individual garage doors are required. Repetitive garage-dominant streetscapes along the public realm are prohibited.

Buildings with ground-floor entry adjacent to public streets, private streets, common open space, or pedestrian paths shall incorporate a minimum of one design feature that engages with these areas such as a front porch, covered patio, entry courtyard or individual garden entry.

Open Space Standards:

A minimum of five percent of the net development area is required to be provided as common open space. The common open space shall be directly accessible from residential building, connected to internal pedestrian circulation network, integrated with the broader system of paths and trails and shall include a minimum of three amenities such as community clubhouse, dog park, community garden, bicycle repair station, or play structures.

Private open space is required for a minimum of 75% of dwelling units with each private open space area required to be a minimum of 45 square feet. The private open space requirement may also be satisfied through enhanced common open space such as pool amenity area, rooftop decks, or other designated common open space areas that provide an equivalent or greater level of resident amenity and functionality.

Vertical Mixed-Use

Development Standards:

The minimum lot area for Vertical Mixed-Use is established through the building area, parking requirements and setback requirements with a minimum required lot width of 50 feet and a maximum building height of 90 feet, subject to airport height limits. There is no minimum required mix of uses within individual buildings or developments.

Design Standards:

Buildings shall be oriented toward public streets, private streets, parks, or other publicly accessible open spaces when such features are adjacent to the development. Ground floor frontages adjacent to the public realm are required to create an active and engaging relationship with the adjacent publicly accessible open spaces by providing a minimum of one design feature such as outdoor seating areas, entry courtyards, public art or landscape features.

Architectural Standards:

Buildings are required to incorporate a minimum of three exterior materials such as brick, architectural steel, fiber cement siding or stone. Additionally, primary building elevations are required to incorporate a minimum of three architectural features such as recessed or projecting wall planes, balconies or terraces, architectural lighting, public art integrated into the building architecture, and shade panels or similar architectural sunshades.

Where a building has two or more principal uses, transitions between building uses shall be integrated into the overall architecture by incorporating a minimum of two features such as changes in building material, architectural banding, changes in wall plane, or changes in window rhythm or glazing pattern.

Buildings are required to incorporate climate responsive design using features such as roof overhangs, recessed windows or building entries, architectural sunshades, fins or shade panels, or balconies or terraces that provide building or pedestrian shading.

Open Space Standards:

A minimum of five percent of the net development is required as common open space, and a minimum of 75% of the total dwelling units provided shall have a minimum of 45 square feet of private open space. Common open space shall be based on the mix of use types provided in the building and shall incorporate a minimum of four amenities such as outdoor work lounge, rooftop pool, water feature, seating node, or electric bicycle charging station. Private open space requirements may be satisfied with shared residential open space, so long as the shared space provides an equivalent or greater level of resident amenity and functionality.

Landscaping Standards:

Flexibility in landscaping requirements is permitted for vertical mixed-use developments allowing for plant materials to be clustered or grouped to accommodate areas such as easements, utilities, outdoor dining, or public art, provided that the required quantity of plant material is redistributed elsewhere throughout the development.

Commercial

Development standards

The minimum lot area for Commercial uses is established through the building area, parking requirements and setbacks with a maximum building height of 150 feet, subject to airport height limits. Front, side (internal and street), and rear setbacks are required to be a minimum of 10 feet. The required building separation is 10 feet to another commercial building and 20 feet to a residential building.

Design Standards

Freestanding pad developments, if incorporated into the commercial development, shall be integrated into the overall site design through coordinated building placement, parking layout, pedestrian circulation, landscape improvements, lighting, screening, and building architecture. Internal vehicle and pedestrian connections shall be provided between freestanding pad developments and surrounding commercial development, where practical.

Architectural Standards:

Primary building entrances shall incorporate a minimum of three features such as recessed or projecting wall planes, canopies or roof projections, architectural lighting, decorative screens or similar architectural sunshades. Primary building elevations shall incorporate a minimum of one of the following massing elements a minimum of every 80 feet: Horizontal or vertical building projection or recess; change in building height or parapet height; exterior material change; change in roof form; or architectural frame or projecting element. Primary building elevations shall also provide a minimum of three exterior materials such as tile or similar accent materials, stone, pre-cast concrete, architectural steel, fiber cement siding or glazing and storefront systems.

Buildings are required to incorporate climate responsive design features that respond to solar exposure and support occupant and pedestrian comfort. A minimum of one of the following shall be incorporated at the south and/or west elevations: roof overhangs; canopies or awnings; trellises or shade structures; recessed windows or recessed building entries; or architectural sunshades, fins or decorative screens.

Landscaping Standards:

Flexibility in landscaping requirements is permitted for Commercial developments allowing for plant materials to be clustered or grouped to accommodate areas such as easements, utilities, outdoor dining, or public art, provided that the required quantity of plant material is redistributed elsewhere throughout the development.

Open Space Standards:

A minimum of five percent of the net site area is required to be common open space that must be located to support employees and customers and be integrated into building entrances, primary pedestrian routes or outdoor activity areas. Pedestrian walkways that connect multiple building shall incorporate landscape improvements, shade, seating, lighting, decorative paving, or similar pedestrian-oriented site improvements. A minimum of three amenities shall be provided within the required common open space area(s) such as outdoor seating, public art, water feature, or pollinator garden.

Lighting Standards:

Pedestrian oriented lighting is required for primary pedestrian routes, building entrances, outdoor dining areas, outdoor seating areas, plazas, common open space and other publicly accessible outdoor spaces. Lighting serving loading areas, service areas, trash enclosures, and other operational functions shall be designed to support safety while minimizing glare and visual impact to adjacent publicly accessible open spaces.

Office

Development Standards

The minimum lot area for Office uses is established through the building area, parking requirements and setbacks with a maximum building height of 150 feet, subject to airport height limits. Front and rear setbacks are permitted at zero feet and internal side or street side setbacks are required to be a minimum of 10 feet.

Design Standards

Architectural Standards:

Primary building elevations shall incorporate a minimum of three architectural features such as recessed or emphasized building entry, canopy or arcade, change in exterior material or texture, or integrated public art. Building entrances may incorporate entry plaza, outdoor work lounge, employee gathering areas, landscape planters or seat wall. Additionally, office buildings shall be designed to support connections between interior workspaces and outdoor employee amenities, where provided. For example, where a building directly abuts an outdoor work lounge or courtyard, the adjacent building frontage shall incorporate a minimum of one feature such as windows oriented toward the outdoor area, operable folding or sliding doors open to the outdoor area, or architectural frame or portal.

Primary building elevations shall incorporate a minimum of one of the following massing elements a minimum of every 80 feet: Horizontal or vertical building projection or recess; change in building height or parapet height; exterior material change; change in roof form; or architectural frame or

projecting element. Primary building elevations shall also provide a minimum of three exterior materials and glass may be counted as one exterior material.

Buildings are required to incorporate climate responsive design features that respond to solar exposure and support employee and pedestrian comfort. A minimum of two of the following shall be incorporated at the south and/or west elevations: roof overhangs; canopies or awnings; trellises or shade structures; recessed windows or recessed building entries; or architectural sunshades, fins or decorative screens.

Landscaping Standards:

Flexibility in landscaping requirements is permitted for Office developments allowing for plant materials to be clustered or grouped to accommodate areas such as easements, utilities, outdoor dining, or public art, provided that the required quantity of plant material is redistributed elsewhere throughout the development. Pedestrian paths, primary building entrances, outdoor employee gathering areas, etc., shall incorporate shade using any of the following: shade trees, pergolas, trellises, building overhangs and similar shade elements.

Open Space Standards:

Common open space shall be designed to support employee wellness, collaboration, outdoor work, informal gathering, passive recreation, and campus identity. A minimum of four different amenities shall be provided such as outdoor fitness area, walking loop, pollinator garden, shade tree grove or electric bicycle charging station.

Lighting Standards:

Lighting shall be designed to reinforce campus character within the Office area to support employee safety, pedestrian circulation, wayfinding, and building identity. Pedestrian-oriented lighting is required along areas such as primary pedestrian pathways, primary building entrances, outdoor employee gathering areas, and other pedestrian or employee oriented outdoor spaces.

Screening Standards:

Screening shall be integrated into the overall architecture of the site and reinforce campus identity. Service areas, loading areas, trash and recycling enclosure and similar operational elements shall be designed to minimize visibility from public and private streets, primary building elevations, pedestrian pathways and other publicly accessible or employee-oriented outdoor spaces.

Chapter 11 – Signage Development and Design Standards

Signage standards for permanent attached and detached signage, and temporary signs, are provided in the Plan to ensure safety, readability, and aesthetic quality within the Site. A two-tier approach to permitting signage allows signs which meet permitted values listed in the Plan to proceed directly to permitting, while signage that is above the permitted value and below the maximum value requires administrative review and approval through a Sign Plan. Sign Plans shall provide a high-quality design and must respond to a minimum of one of the following: Unique physical conditions; Distinguishing characteristics or land use, architectural style, or other similar; or Special design features that complement the building or development.

Electronic Message Centers may only be approved under a Sign Plan. Modifications to Sign Plans require an accompanying letter of approval from the Master Developer.

There are two existing I billboards on the Site that are governed, and treated as legal nonconforming by the Development Agreement. Other billboards in the vicinity remain under Maricopa County's jurisdiction.

Chapter 12 – Administration and Process Framework

Chapter 12 establishes the Community Plan as Legacy Park's primary zoning regulations. Where permitted by law, the Plan governs over conflicting Mesa Zoning Ordinance provisions; matters not addressed remain subject to the Zoning Ordinance.

All development requires administrative Development Plan approval, which includes design review. Applications must first be reviewed by the Master Developer for consistency with the Land Use Budget and Plan, while the City retains final approval authority.

Alternative Compliance may be approved when strict compliance is impractical or an alternative provides equivalent or superior results. This process supports flexibility and predictability while preserving departmental review, appeal rights, and referral to the Planning and Zoning Board for unresolved policy matters.

Minor changes consistent with the Plan may be approved administratively. Major changes involving land use, density, intensity, acreage, or applicable amendment thresholds require City Council approval.

Chapter 13 – Airport Overflight Processes

Chapter 13 addresses Legacy Park's proximity to Mesa Gateway Airport by requiring airport-influence and noise disclosures for residential buyers and tenants, acknowledgment by purchasers, notice provisions in the CC&Rs, and a site-wide aviation easement benefiting the City and airport.

All vertical structures must comply with FAA Part 77 and applicable FAA and Mesa Gateway Airport review. Proposed heights may exceed mapped airport limits only when determined acceptable through the required review and clearance process.

Development within Airport Overflight Areas must also comply with applicable MZO requirements for airport overflight, aviation easements, disclosures, airspace, and noise attenuation.

Chapter 14 – Surrounding Community Facilities Assessment

Legacy Park is located within the Queen Creek Unified School District service area. The Master Developer will coordinate with the District as development proceeds.

The Plan also focuses on an interconnected recreation and open-space framework that includes The Park, multiple plazas, a 100-foot-wide SRP open-space buffer along SR-24, and a multi-use trail. This will enhance connectivity within the site and to surrounding destinations, including the nearby Arizona Athletic Grounds.

Fire and emergency response services will be provided by City of Mesa fire stations serving the area. The need for additional facilities or service enhancements will be evaluated as development progresses. Police services will be evaluated in coordination with the City as individual developments are proposed.

At maximum buildout, Legacy Park is expected to generate additional demand for schools, fire and emergency medical services, police services, libraries, parks, and related community facilities. As development advances, an evaluation of facility capacity, access, funding, and timing will be conducted to ensure necessary services and improvements are coordinated with the pace and location of development.

Chapter 15 – Infrastructure Element – Master Plans

Chapter 15 establishes an interconnected network of public streets and private drives designed primarily for 25-mph travel. The Plan proposes four primary access points along Ellsworth Road and four primary access points along Williams Field Road, including The Boulevard, supported by collector streets, internal private drives, and two roundabouts.

The Boulevard serves as the primary internal corridor, with a flexible alignment and traffic-calming features such as decorative paving and enhanced pedestrian crossings. Its construction, the SR-24 buffer, and the Williams Field Road crossing will be coordinated as development progresses.

Stormwater will be managed in various ways, including dry wells, and utilities may be located within internal rights-of-way. The chapter also allows specified engineering deviations related to roadway geometry, visibility, curbs, driveways, and sewer slopes, subject to City review and approval.

As part of the Community Plan, the following Technical Studies have been completed and are incorporated into the Community Plan, but are included as separate documents:

- Master Concept Sewer Report
- Master Concept Water Report
- Master Concept Drainage Report
- Draft Traffic Impact Study

Chapter 16 – Definitions

Chapter 16 establishes project-specific definitions for housing types, open space, parking, signs, paseos, primary building elevations, and other terms used throughout the Plan. Terms not defined follow the Mesa Zoning Ordinance.

These definitions ensure clear, consistent, and predictable administration of the adopted zoning standards.

Evaluation Criteria

Evaluation Criteria Per MZO Section 11-11-3

1. **Conform to applicable policies, land use map designations, and land use definitions of the Mesa General Plan;**

The Proposed Project meets the applicable policies, land use map designations and land use definitions of the Mesa General Plan by providing permitted principal land uses such as Retail, Entertainment and Recreation, Eating and Drinking Establishments, Business Offices and supporting land uses such as Public/Semi-Public, Multi-Family Residential, and Medical Facilities, all in conformation with the Regional Center Placetype of the Mesa General Plan.

2. **Conform to the purposes and intents of the PC District as listed in Section 11-11-1;**

As described in the analysis provided above, the Plan meets the purposes and intents of the PC District by providing a core-mixed use initial phase of development that is centered around The Boulevard and The Park. This area provides extensive public amenities, open space, shade, and creative building and landscape design, creating a mixed-use center with housing, employment opportunities, services, parks, open space and recreational uses accessible primarily by walking. Pedestrian connectivity, is provided throughout the site on the many paths and trails, including the eight-foot-wide multi-use trail along SR-24 and detached sidewalks. With posted speed limits of 25 mph throughout the Site, bicyclists and e-bikes riders can safely utilize all provides streets. Additionally, building design emphasizes climate-responsive design by providing features such as recessed entries, canopies or awnings, trees at primary building entrances, architectural sunshades, and similar design features, which all mitigate urban heat.

3. **Provide the following when the PC District is located on a site designated as a Mixed Residential, Urban Residential, Neighborhood Center, Urban Center, Or Regional Center Placetype on the Mesa General Plan Placetype map:**

- a. **A mix of land uses in a wide variety of building forms which creates a complete community environment; and**
- b. **An appropriate mix of non-residential uses, including commercial, employment (such as office and industrial), and public/semi-public, in addition to multiple forms of residential uses; and**
- c. **One or more areas designated as villages or urban cores that will serve and complement surrounding residential development.**

The Plan provides a mix of land uses in a wide variety of building forms. These uses include but are not limited to hospitality uses, vertical mixed use, offices, restaurants, commercial uses, and residential uses. Residential uses, while primarily proposed for multi-family use may also include single family residential uses as part of the proposed resort area. The core-mixed use initial phase of development is centered around The Boulevard and The Park and provides public amenities and open space creating a mixed-use center with

housing, employment opportunities, services, parks, open space and recreational uses all supporting surrounding residential development.

4. **Provide a combination of land uses that are arranged and designed in such a manner as to be well integrated with other land uses, the immediate surrounding area, the planned thoroughfare system, and other public facilities such as water and sewer systems, parks, schools, transit routes and utilities.**

The Proposed Project provides a combination of land uses that are arranged and designed to be integrated with other land uses and the immediate surrounding area. The project proposes a pedestrian crossing at The Boulevard that will connect across Williams Field Road to the future and existing commercial uses south of Williams Field. The initial phase of development will include all planned roadways and utilities required to connect to future uses on Site.

5. **Include adequate provisions and sites for schools, playgrounds, parks, trails, and other recreational facilities that are adequate to serve the anticipated population and interconnected with other public open spaces and recreational resources within the city.**

The Site falls within the Queen Creek School District. The master developer will coordinate with the school district as the development moves forward. The Park, which will be developed with the core initial phase of the Proposed Project is intended to serve the future residents of the Site and the existing community. It will provide open space, trails, and play areas.

6. **Adequately, reasonably, and conveniently integrate into existing and planned streets, transit systems, public services, utilities, and public facilities and will not result in a reduction in service levels to adjacent properties.**

The City of Mesa Transportation Department, Water Resources Department, Engineering Department and Development Services Department have reviewed the Community Plan. Currently, the Traffic Impact Study is in draft form. A final Traffic Impact Study will only be approved by the City Engineer and City Traffic Engineer and incorporated into the Plan following: review and approval of the Traffic Impact Study by ADOT; any required alterations or modifications made; and with specific installation timelines for certain improvements. The Departments have otherwise found that the Proposed Project adequately, reasonably and conveniently integrates into existing and planned streets, transit systems, public services, utilities and public facilities and will not result in a reduction in service levels to adjacent properties.

7. **Promote development that is appropriate to and well-integrated with its environmental setting, including existing vegetation, soils, geology, topography, and drainage patterns.**

The City of Mesa Development Services Department has reviewed the Proposed Project and determined that the development is appropriate to and well-integrated with the existing environmental setting, including existing vegetation, soils, geology, topography, and drainage patterns.

8. **Preserve, where possible, any significant historical, cultural, and archaeological features of the site.**

Per Chapter 1 of the Plan, the master developer will ensure compliance with MZO Sections 11-11-4 and 11-11-3(C) and all applicable federal and state statutes governing cultural resources and any applicable conditions of approval. The Master Developer will also consult with the City Archaeologist, the State Historic Preservation Office, Tribal Historic Preservation Offices, and other qualified professionals.

9. **Provide superior design and environmental sustainability in comparison with development reviewed under other base zoning district regulations.**

The Proposed Project provides superior design pursuant to MZO Section 11-31-32 by providing cohesive, high-quality and context-sensitive architecture, landscaping and signage; requiring architectural design and other standards that are above what is required in the MZO; encouraging climate-responsive building design; and provides safe, comfortable public spaces with integrated open space and pedestrian amenities.

10. **Provide a level of detail that adequately describes the relative quality and design themes of the built environment of the project, both at completion and during the phased implementation of the Community Plan.**

The Plan provides architectural standards, landscape standards, open space standards, pedestrian circulation standards, lighting standards, sign standards and parking standards which apply to all development within the entire Proposed Project.

11. **Be compatible with, and not detrimental to, adjacent properties or the surrounding neighborhood(s).**

The Proposed Project is compatible with, and not detrimental to, adjacent properties or the surrounding neighborhood. The Site is bound on all sides by public right-of-way, including SR-24, and Ellsworth and Williams Field roads. A pedestrian connection will be provided at Williams Field to connect with the existing and future commercial retail, restaurant and recreation uses to the south of the Site. The Proposed Project provides much needed commercial services, such as entertainment, restaurants and retail along with office, hospitality and residential uses. These additional services will support the immediate vicinity, including the Mesa Gateway Airport.

Impact Analyses

School Impact:

The Queen Creek Unified School District (District) was notified of the Proposed Project and determined that the District currently has capacity to serve future residents of the development with three elementary schools and one comprehensive 7-12 secondary campus.

Citizen Participation:

The applicant conducted a Citizen Participation process, notifying surrounding property owners, HOAs, and registered neighbors.

Neighborhood Meeting:

A neighborhood meeting was held on August 12, 2026, with four attendees. Attendees were in support of the Proposed Project and no concerns were raised.

Required Notification:

- Property owners within 1,000 feet, HOAs within ½ mile, and registered neighborhoods within one mile of the subject site were notified of the public hearing.
- Staff has not received any public input on the Proposed Project.

Conditions of Approval

Staff recommends **approval** of the rezoning request and the Community Plan, subject to the following conditions:

1. Compliance with the Community Plan and any future amendments thereto, including to the:
 - a. Master Concept Sewer Report;
 - b. Master Concept Drainage Report;
 - c. Master Concept Water Report; and
 - d. Final Traffic Impact Study.
2. Compliance with all City development codes and regulations except as identified within the Community Plan.
3. Dedication of the right-of-way and easements required under the Mesa City Code at the time of application for a building permit, at the time of recordation of the subdivision plat, and at the time of the City's request for dedication.
4. All off-site improvements and street frontage landscaping shall be installed in the first phase of construction.
5. Traffic Impact Study
 - a. The Traffic Impact Study submitted with the PC District rezoning case is in draft form only.
 - b. Prior to the issuance of any permit, obtain approval of the final Traffic Impact Study.
 - i. As an exception to this requirement, after conferring with the Building Official, Planning Director, City Engineer, and City Traffic Engineer, the Development Services Department Director may authorize certain work to proceed at the applicant's sole risk before such approval if the Director determines that the final Traffic Impact Study is unlikely to differ materially

from the current draft in a manner that would require the work to be modified, relocated, or reperformed.

- ii. If the applicant proceeds with work at its sole risk and the final Traffic Impact Study requires revisions to previously approved documents or the modification, relocation, or reperformance of work that does not comply with the final Traffic Impact Study, the applicant shall complete such revisions or work at its sole cost and expense. The applicant shall also be responsible for any associated resubmittals, reviews, and fees.
 - c. Following adoption of the Plan, a final Traffic Impact Study will be reviewed and approved by, and at the sole discretion of, the City Engineer and City Traffic Engineer, except as noted in subsection (d) below. To be approved, the Final Traffic Impact Study must:
 - i. Be reviewed and approved by the Arizona Department of Transportation ("ADOT").
 - ii. Comply with Section 204.4.21 of the City of Mesa Engineering & Design Standards. The background traffic condition shall be the condition existing on the date the Community Plan is approved. For each roadway having a background traffic condition of Level of Service ("LOS") D or greater, the traffic analysis shall identify the on-site and off-site traffic and roadway improvements necessary to maintain LOS D or better. For each roadway having a background traffic condition of LOS E or LOS F, the traffic analysis shall identify the improvements necessary to bring the roadway back to the average delay of the background traffic condition.
 - iii. Include a Crismon Road access to serve Arizona Athletic Grounds and the project known as "Gateway Crossing."
 - iv. Include a traffic signal at Intersection #16 .
 - v. Include ADOT approved mitigation measure at the intersection of Ellsworth Road and State Route 24 ("SR-24"), Williams Field Road and SR-24, or both.
 - d. If a final Traffic Impact Study requires any amendment to the Community Plan or modifications any City standards, including those approved in the Community Plan, such amendments and modifications are not subject to this administrative approval, and instead will be governed by the applicable amendment or modification process set forth in the Community Plan or MZO.
6. A traffic signal at Intersection #18, if any, shall only be installed upon written notification from the City that the signal has met traffic warrants.
7. The traffic signal at Intersection #16 shall be installed with the first phase of development. If a traffic signal already exists at the intersection, the existing signal shall be modified as part of the first phase to accommodate the completed intersection configuration resulting from the development.

8. The traffic signal at Intersection #10 shall be installed with the first phase of development.
9. Install any mitigation required by ADOT at the intersection of Ellsworth Road and SR-24, Williams Field Road and SR2-4, or both.
10. No certificate of occupancy shall be issued for the Proposed Project until and unless all required on-site and off-site traffic mitigation measures have been installed.
11. Execution and compliance with all requirements of Development Agreement DA26-02402, including the Legacy Project Maintenance Agreement, and any future amendments thereto.

Exhibits

Exhibit 1 – Vicinity Map

Exhibit 2 – Conformance Narrative

Exhibit 3 – Community Plan

Exhibit 4 – Citizen Participation Plan

Exhibit 5 – Citizen Participation Report

Exhibit 6 – Master Concept Sewer Report

Exhibit 7 – Master Concept Water Report

Exhibit 8 – Master Concept Drainage Report

Exhibit 9 – Draft Traffic Impact Study

Exhibit 10 – Power Point Presentation