



## Planning and Zoning Board

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### *Case Information*

**P&Z CASE NUMBER:** Z17-024 (PLN2017-00179)  
**LOCATION/ADDRESS:** The 2300 block of East University Drive (south side).  
**GENERAL VICINITY:** Located east of Gilbert Road on the south side of University Drive.  
**REQUEST:** Rezoning from RSL2.5-BIZ to RM-2-PAD; and Site Plan Review. Also consider the Preliminary Plat for "Mission Park II"  
**PURPOSE:** This request will allow for attached single residence subdivision.  
**COUNCIL DISTRICT:** District 2  
**OWNER(S):** Elaine Farms Partnership  
**APPLICANT:** Doug Sweeney, Brighton Companies, LLC  
**STAFF PLANNER:** Lesley Davis

### **SITE DATA**

**PARCEL NUMBERS:** 140-24-008L  
**PARCEL SIZE:** 2.4± acres  
**EXISTING ZONING:** RSL2.5-BIZ  
**GENERAL PLAN DESIGNATION:** Neighborhood – Suburban  
**CURRENT LAND USE:** Undeveloped  
**PROPOSED DENSITY:** 8.3 DU/AC

### **SITE CONTEXT**

**NORTH:** (across University Dr.) Existing multi-residence development – zoned RM-2  
**EAST:** Existing single-residence subdivision – zoned RS-6  
**SOUTH:** Existing townhome development – zoned RM-3 PAD  
**WEST:** Existing office building – zoned OC PAD and Existing townhome development – zoned RM-3 PAD

### **ZONING HISTORY**

**December 18, 1971:** Annexed to City (Ord. #742) and subsequently zoned RS-6.  
**June 20, 2016:** Rezone from RS-6 to RSL-2.5-PAD to allow for the development of a single residence development. (Z16-022)

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

### **PROJECT DESCRIPTION/REQUEST**

The applicant is requesting to rezone 2.45± acres from RSL2.5-BIZ to RM-2-PAD to allow the development of a 20-lot attached single-residential duplex subdivision. The request also includes the consideration of the preliminary plat for the "Mission Park II" subdivision. The subject site is located on the south side of the 2300 block of East University Drive, just east of Gilbert Road.

The proposed site plan shows a single point of vehicular access directly off of University Drive. The applicant is proposing a single street that terminates in a cul-de-sac with a centralized open space. The streets in the subdivision are planned as private streets with 24-foot widths. This street width will not allow on-street parking. Each home has a two car garage and most homes have a driveway depth that will accommodate parking for guests. The site plan also includes an additional 6 guest parking spaces adjacent to the central open space to accommodate lots where front setbacks have been reduced and driveway parking would not be an option for guests.

The site plan includes a common amenity within the centralized open space area. The open space area has been carefully designed to provide amenities for the residents, while at the same time not creating a financial burden on a small homeowner's association. The proposed amenities include a picnic table and BBQ for the common use of the residents.

The proposed homes will range from roughly 1,600 to over 2,000 square feet in size. The applicant is proposing two different floorplans with two different elevations for each plan, for a total of four elevation styles.

### **NEIGHBORHOOD PARTICIPATION**

The applicant has completed a Citizen Participation Process which included a mailed letter to property owners within 1,000-feet of the site, as well as HOAs and registered neighborhoods within a mile. All persons listed on the contact list were sent a letter describing the project, project schedule, site plan and invitation to a neighborhood meeting that was held at Field Elementary School, 2325 East Adobe Road on April 20, 2017 at 6:30 p.m. The applicant has submitted a detailed summary of the discussion from the neighborhood meeting. The summary can be found in the Citizen Participation Report included in the packet.

Staff has not received any comments or concerns from neighboring property owners concerning this request.

### **STAFF ANALYSIS**

#### **CONFORMANCE WITH THE MESA 2040 GENERAL PLAN**

*Summary: The Mesa 2040 General Plan Character area designation for this site is Neighborhood with the suburban sub-type. This project provides an attached single-residential duplex subdivision on a vacant piece of property along University Drive. The proposed development is consistent with the land use character and surrounding zoning district in the area. The proposed development creates a neighborhood character that is consistent with the goals and objectives of the Plan.*

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

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

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

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

*The development establishes a sense of place through the intent to create a small pocket subdivision adjacent to existing residential communities. It is also consistent with the residential densities in the area.*

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

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

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

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

**Character Area: Neighborhood**

*Focus: "The primary focus of the neighborhoods character type is to provide safe places for people to live where they can feel secure and enjoy their surrounding community.*

*Neighborhoods can contain a wide range of housing options and often have associated nonresidential uses such as schools, parks, places of worship, and local serving businesses. The total area devoted to local serving businesses (commercial and office activities) in one location is generally less than 15 acres and these businesses would typically serve people within a mile radius of the area."*

*The proposed subdivision supports the above references to "a wide range of housing options", by providing a different housing type adjacent to conventional single family neighborhoods in the area.*

**Sub-type: Suburban**

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

*The Suburban sub-type accommodates higher density projects and smaller lot subdivisions at appropriate locations. This type of a subdivision is consistent with the development pattern and is appropriate adjacent to the RS-6 and RM-2 and RM-3 subdivisions in the area.*

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

- Providing appropriate infill development;

*This proposal infills a property that has been leftover as a result of surrounding developments that were constructed in the 1970's and 80's. The proposed design and scale is appropriate for this location. The design is an appropriate transition between the detached single residence development to the east and the established development pattern along University Drive which includes higher density residential uses mixed with commercial and institutional land uses.*

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

*N/A*

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

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

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

*The proposal improves the streetscape along University Drive. Although this neighborhood is not able to directly connect with the adjacent subdivision due to existing constraints of the built environment, the applicant has proposed a subdivision street that is not gated with guest parking that exceeds the required minimum.*

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

*The existing neighborhoods in the area feature both larger and smaller lot neighborhoods with a variety of architectural styles and single-story homes on public and private streets. The applicant is proposing a residential housing product for smaller single-residential attached duplex homes on small lots. They are proposing a variety of elevations and building materials to enhance the architectural character of the homes to provide an enhanced streetscape and a home type that will be more sustainable long term. The quality of the proposed homes generally meets or exceeds that of the surrounding area.*

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

*The applicant has proposed a residential development that provides appropriate transitions to surrounding uses. The constraints of the site as an infill piece limit direct connectivity to the surrounding neighborhoods.*

#### **SUMMARY:**

This request is to rezone and subdivide a 2.45± acre parcel from RSL-2.5-BIZ to RM-2-PAD with a Site Plan Review to facilitate the development of a 20-lot, attached single-residence duplex subdivision. The request also includes the review and consideration of the Preliminary Plat for a subdivision titled "Mission Park II."

As a small infill piece of property this site utilizes a duplex style of development to develop an otherwise by-passed piece of property that has been vacant for decades. Most of the homes and multi-family projects developed in this area were developed in the early 1970's. The proposed subdivision design is fairly standard with a single cul-de-sac street and a centralized open space and attached single-residential duplex homes lining either side of the street. The applicant recently received approval of a subdivision titled "Mission Park", just to the west on the north side of University Drive, which the narrative describes as a 'sister' subdivision to Mission Park II (Z16-054). "Mission Park" was approved with the same product, but it was configured quite differently, with most of the homes facing onto the

central open space area.

**MODIFICATIONS:**

The applicant is proposing a PAD overlay to accommodate the private drive and to allow minor modifications to the RM-2 design standards. Chapter 22 of the zoning ordinance states that the purpose of the Planned Area Development Overlay (PAD) District is to allow for innovative design and flexibility in projects of sufficient size that are planned for development as a cohesive unit. The intent of this district is to provide for creative, high-quality development.

The following table shows the required development standards and the standards proposed by the applicant. Proposed modifications are indicated in bold.

Standard	RM-2 Required	Proposed
Min Lot Area per DU (sf)	2,904 sf	<b>2,609 sf</b>
Minimum Lot Width (ft)	36	<b>30</b>
Minimum Lot Width-Corner Lot	30	35
Minimum Lot Depth (ft)	94	<b>85</b>
Maximum Height (ft)	30	30
Maximum Number of Stories	2	2
Maximum Density (du/ac)	15	8.3
Interior Side (ft)	5	5
Street Side (ft)	10	10
Interior side attached (ft)	0	0
Front* (ft)	20	<b>5'-18'</b>
Rear*** (ft)	15	<b>12'</b>
Maximum Building Coverage	45%	45%
Min Useable Open Space (sf/unit)	200	360 sf Private 906 sf Common*

**Table Notes:**

\*There is 360 sf minimum private open space in each rear yard. There is an additional 18,121 sq ft of common open space which is 906 sq ft per unit

\*\*Front porch may encroach 1 foot into side yard setback.

\*\*\* Rear patio shall be allowed to encroach 8 feet into rear 15-foot setback.

The proposed development generally meets the PAD criteria from the zoning which is proportionate to the requested modifications to the RM-2 development standards from the Zoning Ordinance, but staff still has some concerns with the overall long term sustainability of the proposed neighborhood as a quality development with the proposed garage forward design.

In 2016 a similar layout was approved for a residential small-lot (RSL) subdivision with detached single residences (Z16-022). The previously approved project provided a detached, small-lot product with front porches and garages that stepped back behind the livable area consistent with the Building Form Standards established in the Zoning Ordinance, which creates a more attractive streetscape and encourages more interaction between neighbors in the front of their homes. This benefits the street scene as a person passes through the development as well as the sense of community and long term sustainability of the development. The RM-2 zoning standards do not require compliance with the Building Form Standards, which allows the applicant to propose the garage forward product that has the entry to the homes set back behind the depth of the garage.

Staff is reluctant to support a garage forward design without some additional enhancements to mitigate the impact of the garage forward homes. The enhancements would improve the elevations, driveway surfaces and walls within the development to increase the quality of the neighborhood without significantly impacting the future maintenance costs for homeowners or the Homeowner's Association.

Staff's recommended enhancements are discussed below in more detail, within the text of the minimum criteria established for a PAD, per section 11-22-1 of the Zoning Ordinance:

- A. Provide well designed and integrated open space and/or recreational facilities held in common ownership and of a scale that is proportionate to the use;

*The 2.20-acre site contains nearly a half-acre central open space (0.41 acres) that will provide a community amenity of a picnic table and BBQ. The picnic table is proposed to be shaded by trees. Staff would recommend that a small ramada or other type of shade canopy/structure, be included to provide permanent shade for the seating to make it a more appealing and successful amenity. There is limited yard space for most of these homes, so the open space area will be an appealing place for homeowners to congregate or have their children play. The desert climate we live in makes shade a necessity for a successful open space area. (See condition #5.)*

*The applicant is not in agreement with the need for a ramada or shade cover. They will be building this same product in a recently approved subdivision, across University (Z16-054), which did not have a ramada or shade canopy and they intend to have joint association. They have expressed that their position is that the two neighborhoods need to have identical amenities for HOA purposes and the cost for the ramada/shade structure is too high to add to both neighborhoods.*

- B. Provide options for the design and use of private or public streets;

*An infill project at this scale best utilizes the option of private streets. The use of private streets is further enhanced with the number of off-street parking stalls that are provided in the community. The applicant has provided parking at a ratio of 3.8 spaces per unit.*

- C. Provide preservation of significant aspects of the natural character of the land;

*This two-acre site is an infill parcel that does not have any substantive character to require preserving; the development however, is consistent with the surrounding type of development.*

- D. Provide building design, site design, and amenities that create a unique and more sustainable alternative to conventional development;

*The applicant has tried to mitigate the impact of the garage forward design by providing side entry garages on many of the lots with shared driveways and an increased width of the front porches for those lots. These changes improve the front elevations and the streetscape, but staff contends that the neighborhood would be further enhanced by including the following upgrades:*

- *An enhanced rear and side elevation on lots adjacent to or visible along University Drive or end units within the subdivision adjacent to open space. This would apply to the side and rear elevations for lots 1, 11, and 16 and the rear of lots 2 and 12. These enhancements should include additional or larger windows and/or other detailing such as shutters or gable detailing on second stories where applicable, as well as additional details on the side of the front entry garages for lots 1, 11, 10, 16 and 17. (See condition #8a.)*
- *The standard covered entry provided on the homes with front entry garages is about 4' wide. An option has been included in the elevations provided, for an enhanced front porch that is wider and wraps the corner of the front entry area. The wider porch is currently only indicated to be provided for lots 2, 3, 6, 7, 14 and 15, which is where the side entry garage is proposed. Staff recommends that this wider porch be provided on lots 10 and 17 as well, which are adjacent to open space and will be visible from those areas. (See condition #8b.)*
- *The applicant has requested a deviation as part of their PAD request to allow a 1-foot encroachment for the front entry into the 5-foot side setback, but the proposed product design does not take advantage of this encroachment. Staff recommends that the front entry design be revised to extend the additional 1-foot, which will provide a subtle improvement the design of the home. (See condition #8c.)*
- *The applicant has not extended the wainscot detailing on the side elevations, which is a requirement of the City of Mesa Residential Development Standards and would improve the side elevations of the garage as you approach the front door of the home. This is a minor detail, but would enhance the entry experience. (See condition #8d.)*
- *The porch column on the 'Spanish' elevations is narrower on the elevation that has the narrower front porch. The column is shown to be thicker for the elevations with the option for an expanded front porch wrapping the corner at the entry of the home. The column width should be revised to be consistent with the thicker width for all 'Spanish' elevations. (See condition #8e.)*
- *Staff recommends that the applicant replace the use of the Spanish Lace stucco in highly visible areas (fronts, entry walls, street side, adjacent to open space) and provide a smoother stucco surface such as sand finish. A smoother stucco treatment is also more consistent with recent product proposed and approved throughout Mesa and increases the appearance of quality for the homes within a*

*development. (See condition #8f.)*

- *Staff also recommends that the driveways for lots 2, 3, 6, 7, 14 and 15 be enhanced to provide colored concrete or other type of decorative surface to break up the expanse of the wider driveways with a surface change at the street and past the front edge of the garage as you approach the front door of the home to create the feeling of a courtyard vs having the driveway at the front door. (See condition #6.)*
- *The exterior wall along University Drive is a simple painted block wall with painted split face piers. This is a fairly short wall length, but some minor modification to the quality of the wall would enhance view from University Drive and the entrance into the neighborhood. Another option would be to provide a combination of a stucco wall with integral color trim and piers. Staff also recommends that walls be enhanced or painted when adjacent to open space within the development. (See condition #7.)*

- E. Provide a sustainable property owners' associations;

*Amenities and open space are provided to scale of the project. The proposed plan shows 20 attached single-residence duplex units that have the look and feel of single family detached residential lots, while at the same time reducing one side yard to allow a slightly increased density. This slight increase in density allows the site to absorb the off-site infrastructure costs while at the same time providing a sufficient number of lots to make the future HOA viable and sustainable. The residents will also be responsible for the long-term maintenance of the private drive, so the minimal number of amenities will help off-set the costs associated with that responsibility.*

- F. Provide maintenance of property held in common ownership through the use of recorded covenants, conditions, and restrictions;

*Mission Park II will have a Homeowner's Association (HOA). The community's open space and streets will be held in common ownership and have appropriate CC&Rs.*

- G. Provide single or multiple land use activities organized in a comprehensive manner, and designed to work together in common and in a synergistic manner to the benefit of both the project and the neighboring area.

*Twenty lots of attached single-residence duplex homes are consistent with the surrounding properties that have already developed. Directly to the east and west are office buildings (light commercial/non-residential uses), to the south are townhomes and north of University is also another development of townhomes.*

Staff appreciates that this property has been by-passed and left vacant in an area that is mostly developed and that there has not been new housing introduced in this area of Mesa for quite some time. The proposed community has been designed with enhanced architectural interest and diversity, which greatly exceeds the pattern of architectural design in the area from the 1970's and 80's, but staff believes that the enhancements suggested above will help the project maintain that level of quality to create a nice neighborhood that will maintain that feel of quality and a place people will still want to live



in 30 years or more.

**PRELIMINARY PLAT:**

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

**CONCLUSIONS:**

The proposed development is in conformance with the Mesa 2040 General Plan, and meets the development standards for the RM-2 zoning district with proposed modifications through the PAD overlay. The proposed development meets the required PAD criteria from the zoning ordinance proportionate to the requested modifications with the changes staff has proposed. The overall subdivision design is compatible with the surrounding neighborhoods.

Staff recommends approval of Z17-024 subject to the following conditions:

**CONDITIONS OF APPROVAL:**

1. Compliance with the basic development as described in the project narrative and as shown on the site plan and preliminary plat submitted (without guarantee of lot yield, building count, lot coverage).
2. Compliance with all requirements of the Subdivision Technical Review Committee.
3. Dedicate the right-of-way required under the Mesa City Code at the time of application for a building permit, at the time of recordation of the subdivision plat, or at the time of the City's request for dedication, whichever comes first.
4. Compliance with all City of Mesa Code requirements and regulations.
5. ***Add a shade canopy or structure in the open space area to provide permanent shade for the picnic table seating.***
6. ***Provide colored concrete or other type of decorative surface (minimum 2' wide) to break up the expanse of concrete area for driveways at the street and between the front edge of the garage and the entrance of the home on lots 2, 3, 6, 7, 14 and 15.***
7. ***Provide a revised design for the wall along University Drive that provides enhanced quality and incorporates the use of integral color block and provide an enhanced wall treatment on interior walls adjacent to open space areas.***
8. Prior to submission for building permit review, submit residential product for review and approval by the Planning Director to include:
  - a. ***Enhanced rear and side elevations for lots 1, and 11 and 16, enhanced rear elevations for lots 2 and 12. Enhancements are to include additional or larger windows and/or other detailing such as shutters and gable detailing where applicable on the second story, as well as additional details on the side of the front entry garages for lots 1, 10, 16 and 17.***
  - b. ***Provide the wider wrapped porch option on lots 2, 3, 6, 7, 10, 11, 14, 15 and 17.***
  - c. ***Increase the width of the front porch by one-foot for lots 1, 4, 5, 8-11, 12, 13, 16 and 18-20.***
  - d. ***Extend wainscot detailing across the side elevation to the next perpendicular wall or logical ending point such a door or window on the side elevations consistent with the requirements in the City of Mesa Residential Development Guidelines.***
  - e. ***Increase the size of the front porch columns on the 'Spanish' Elevations for the smaller front***

*porches, consistent with the size of column provided for the expanded front porch option.*

- f. Eliminate the use of Spanish Lace stucco in highly visible areas (fronts, entry walls, street side, adjacent to open space) and provide a smoother stucco surface, such as sand finish.*
- g. Building product must include a variety of building materials and finishes on the exterior of the homes (i.e., wood, stone, metal, etc.).*