



Planning and Zoning Board

Case Information

P&Z CASE NUMBER: **Z17-021** (PLN2017-00152)
LOCATION/ADDRESS: The 8500 to 8800 blocks of East Guadalupe Road (north side).
GENERAL VICINITY: Located on the north side of Guadalupe Road west of the 202 San Tan Freeway.
REQUEST: Rezone from LC-PAD to RS-6-PAD and Site Plan Review. Also, consider the Preliminary Plat for "Tavera"
PURPOSE: This request will allow for the development of a single-residential subdivision.
COUNCIL DISTRICT: District 6
OWNER(S): Santan ShopDevCo I, LLC; Guadalupe 202, LLC; BroDen Santan, LLC
APPLICANT: Brennan Ray, Burch & Cracchiolo, P.A.
STAFF PLANNER: Tom Ellsworth

SITE DATA

PARCEL NUMBERS: 304-03-009N, -009V, -009W and -009X
PARCEL SIZE: 19.69± acres
EXISTING ZONING: LC-PAD
GENERAL PLAN DESIGNATION: Neighborhood and Neighborhood Village
CURRENT LAND USE: Undeveloped
PROPOSED DENSITY: 5.57 DU/AC

SITE CONTEXT

NORTH: Single-residential subdivision – zoned RS-7-PAD
EAST: (across San Tan Freeway) Mobile home park – zoned RM-4
SOUTH: (across Guadalupe Rd) Single-residential subdivision – zoned RS-6-PAD
WEST: Single-residential subdivision – zoned RS-7-PAD

ZONING HISTORY

August 29, 1983: Annexed to City (Ord. #1731)
July 16, 1984: Rezoned from County Rural-43 to City AG, (Z84-095; Ord. #1855)
July 21, 1997: Rezoned R1-7-PAD (Conceptual C-2) (Z96-095; Ord. #3374)
April 20, 1998: Rezoned from R1-7-PAD to C-2-PAD and Site Plan Review for a retail center. (Z98-010; Ord. #3458)
January 8, 2007: Site Plan Modification for an office development. (Z07-009)

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

PROJECT DESCRIPTION/REQUEST

This request is to rezone and subdivide 19.69± acres from LC-PAD to RS-6-PAD, Site Plan Review, and a Preliminary Plat titled “Tavera”. The site is located east of Hawes Road on the north side of Guadalupe Road. The property is currently undeveloped.

The applicant proposes a 93-lot, single-residential, detached subdivision with an average lot size of 5,095sf. The proposed subdivision has a minimum lot dimension of 50-feet wide and 90-feet deep for a minimum lot size of 4,740sf.

The site is bisected by an existing neighborhood collector street, South Joslyn, that leads into the surrounding residential development. The applicant is proposing gated neighborhoods on both sides of Joslyn. The subdivision on the west side of Joslyn contains 14 lots and the east side contains 79 lots. The amenity for the subdivision is located adjacent to either side of Joslyn Road. The streets in this subdivision are planned as 32-foot wide, private streets with sidewalks placed on both sides of the street. This will only allow on-street guest parking on one side of the street. The applicant has shown designated parking spaces on the site plan. The other side of the streets will need to be designated for no parking as part of the fire lane and will need to be designated per the Fire Department’s standards. Each of the homes in this subdivision will have a two-car garage and an 18’ driveway.

Proposed Residential Development Guidelines

The applicant is in the process of developing elevations and floor plans for the subdivision. The product will be required to be reviewed and approved through the administrative review process. To ensure quality development for the homes within the subdivision, the applicant is proposing residential development guidelines as part of the narrative to be approved with this request. These design guidelines portray the quality, elements, colors, materials, and forms to be utilized in the review and approval of the product for the subdivision.

MODIFICATIONS

The applicant is proposing a PAD overlay to accommodate the private drive and to allow modifications to the RS-6 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.

Regulation	City of Mesa RS-6 Development Regulations	Tavera Proposed Development Regulations
Min. Lot Area (sq. ft.)	6,000	4,740
Min. Lot Width (ft.)	55	50
Min. Lot Depth (ft.)	90	95
Min. Lot Depth abutting Arterial Street (ft.)	100	95
Max. Density (du/net ac.)	7.26	5.57

Max. Height (ft.)	30	30
Min. Yards (ft.)		
Front (enclosed livable areas, porches, and porte cocheres)	10	10
Garages/Carports/Side Yards	20	20
Interior Side Min. either side	5	5
Interior Side Min. aggregate of 2 sides	15	10
Street Side	10	5
Rear	20	5
Rear Yard Abutting Arterial	30	5
Max. Building Coverage (%)	50	68

Staff is supportive of the proposed modifications proposed by the applicant. The proposed modifications to the required lot depths are being off-set by the proposed modifications to the widths of the lots. The applicant is proposing a reduction in the rear setback of the lots. The preliminary floor plans show that the rear yards will be between 6.5' for single story floor plans and up to 16.5' for two-story product. The applicant is also proposing a 10' wide landscape tract adjacent to the right of way that will increase the distance of the livable areas of the homes to the right of way to more closely match the standard rear setback to an arterial street. The overall density of the project of 5.57 du/acre is well within the 7.26 maximum density allowed by the zoning code for RS-6-PAD developments.

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. The applicant held neighborhood meetings on May 24 and May 31, 2017. The meetings were held at the Superstition Springs Golf Club located at 6542 East Baseline Road. In total 8 neighboring property owners attended the meetings. The applicant has reported the comments from the meetings included questions regarding one versus two-story heights, traffic concerns, and comments regarding the price of homes and construction time frames. There was a comment regarding the existing entry signage for Lesueur Estates located on Joslyn and Guadalupe and whether it would remain or be relocated. The applicant is currently working with the Lesueur Estates HOA to discuss options.

To date Staff has received two emails from neighbors with concerns. In one email the primary concern was with the 2-story homes, particularly in the area that abuts the homes on the south side of Nopal east of Joslyn. In the other email the primary concern was with the future of the sign for Lesueur Estates. That email suggested the new subdivision could take its entrances off of Guadalupe and leave Joslyn as the recognized entry to Lesueur Estates.

CONFORMANCE WITH THE MESA 2040 GENERAL PLAN

Summary: This site falls at a transition zone between two designations for the Mesa 2040 General Plan Character area. Those two designations are Neighborhood with the sub-type suburban and Neighborhood Village. The proposed development creates a neighborhood character that is consistent with the goals and objectives of the Plan. The Plan established the Neighborhood Village designation on the site based upon the existing LC zoning. The Plan anticipates that this site could either develop for commercial or residential uses. This creates three potential development options for the property. The first would be to develop the site with commercial/office uses. The second would be to provide a transition in residential housing types, by increasing the density of the housing as the homes transition to the arterial street. The third option is what the applicant is proposing, which is to extend the suburban neighborhood housing type to the corner and provide that transition and connection to the Neighborhood Village through a strengthened pedestrian and open space area at the corner of their development. The proposed development is consistent with the Mesa 2040 General 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 project is located where the Neighborhood Village character type transitions to the Neighborhood (sub-type Suburban) character type. In these locations it is expected that higher density residential uses transition the Village to areas with primarily single-residence development adjacent. The proposed development is an extension of the housing types that exist in the area and establishes a sense of place through their upgraded homes, landscaping, entry features and their enhanced pedestrian connections leading to the northwest and northeast.

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 a transition area between Neighborhood Village and Neighborhood with a sub-type of Suburban, which are defined as

follows:

Neighborhood Village

Focus: Neighborhood Village Centers are typically shopping areas that serve the population within less than a two-mile radius. In aggregate, these shopping areas are generally between 15 and 25 acres in size. These centers may also include a mix of uses including residential and office. Big box uses (single retail spaces in excess of 80,000 sq. ft.) are generally not part of a village center. The goal for these areas, over time, is to provide for the regular shopping and service needs of the nearby population while also becoming a center or focal point to the surrounding neighborhoods; to become a gathering place for local residents.

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 does expand the neighborhood character type by providing a safe and secure development. 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 RS-7 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 1990's and 2000's.

- **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 Guadalupe Road. This neighborhood is not able to directly connect with the subdivision to the north and west due to existing constraints of the built environment.

• **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 an upgraded residential housing product for smaller detached homes on small lots. They are proposing residential design standards that will require a variety of elevations and building materials to enhance the architectural character of the home 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.

Chapter 3 of The Plan also identifies 5 fundamentals to be considered to help move the City toward the goal of becoming a more complete, recognizable City. The five elements include:

1. High Quality Development
 - *The applicant is proposing an open space and amenity plan that is well designed and of a higher quality. The applicant is also proposing residential design guidelines that will require a high-quality design of the proposed product for the subdivision.*
2. Changing Demographics
 - *Although this property is in east Mesa, which is typically perceived as a newer area of town, the existing homes in the area were primarily built in the late 90's and early 2000's. There has not been much single-residence development proposed in this area recently. This project creates an opportunity for new people to move into the area and support the nearby commercial developments.*
3. Public Health
 - *Increased opportunities for walking: Making it possible to walk from home to a park, school, or shopping can improve health.*
4. Urban Design and Place-Making
 - *This is a very conventional suburban part of our city. This project does provide open space opportunities for the residents of the subdivision and connectivity through open access from adjacent developments to drive or walk through the neighborhood. The entry features and open space provide some unique identity to this development.*
5. Desert Environment
 - *The proposed landscape design is commensurate to the surrounding environment.*

STAFF ANALYSIS

SUMMARY:

This request is to rezone and subdivide a 19.69± acre parcel from LC-PAD to RS-6-PAD with a Site Plan

Review to facilitate the development of a 93-lot, single-residence gated subdivision with private streets. The request also includes the review and consideration of the Preliminary Plat for a subdivision titled "Tavera."

Rezone

The size, location, and limited access to the site has made commercial development on this site difficult for the past 20 years. Commercial developers have opted to develop on the arterial corners within a half mile to either side of the site. Further, the fact that the area south of the powerlines (1/2 mile south of this site) is designated for non-residential uses limits the rooftops in the area to provide customers for commercial development of this property. The General Plan designated this site as a transition area between the Neighborhood character of the surrounding neighborhood and the Neighborhood Village character type that has been anticipated for this location. Given the existing RS-7 zoning on surrounding property and the location of this property along an arterial street, staff can support rezoning to RS-6.

Site Plan/Preliminary Plat

The site plan is for a 93-lot, gated subdivision divided into two pieces, one east of Joslyn and the other on the west side. There is a 51,747 sq.ft. amenity area at the northeast corner of Joslyn and Guadalupe that contains a tot lot and Ramada. There is also an open space area at the northwest corner of Joslyn and Guadalupe (26, 389 sq.ft.), but it is outside the subdivision walls and does not contain any amenities.

The site plan has been reviewed for conformance with the requirements of the Section 11-69-5 of the Zoning Ordinance for site plan review. This plan addresses those requirements.

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.

The streets being proposed are private streets that are a couple of feet too narrow to allow parking on both sides. Through the Subdivision Technical Review Process a final determination will be made on how to designate which side does not allow parking. This is usually with some combination of signage and painting the curb. Because these are private streets the City does not enforce the no parking provisions except as a matter for the Fire Department or Solid Waste should they have difficulty providing service because cars are parking on the wrong side of the street.

Miscellaneous Items

There has been some concern expressed over the use of 2-story homes in this subdivision. The zoning ordinance allows structures up to 30' tall in single-residence zones. While the surrounding neighborhood is constructed primarily with single-story homes, 2-story homes are allowed and existing homes could be modified to become 2-story homes. The primary area of concern is with Lots 10 – 18 of the east subdivision. Their proposed product does include both one- and two-story homes.

Another concern has been with the existing sign for Lesueur Estates. These signs are currently located on both sides of Joslyn on the north side of Guadalupe. They are not in special tracts, but on the property that is now being proposed for development. It is staff's understanding that the Lesueur Estates HOA has been maintaining these signs. Staff encourages the two parties to work together to

solve this issue; it is not, however, a City issue.

CONCLUSIONS:

The proposed zoning is in conformance with the goals and policies of the Mesa 2040 General Plan for areas with a Neighborhood character type. The subdivision design meets the development standards for the RS-6 zoning district and is compatible with the surrounding neighborhoods. The proposed landscape and open space plan as well as the proposed residential design guidelines meet the purpose and review requirements for higher quality sustainable development required for PAD requests described in Chapter 22 of the zoning ordinance.

Staff recommends approval of Z17-021 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) except as may be modified below.
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. Owner granting an Avigation Easement and Release to the City, pertaining to the Phoenix-Mesa Gateway Airport, which will be prepared and recorded by the City (concurrently with the recordation of the final subdivision map, prior to the issuance of a building permit).
6. Written notice be provided to future residents, and acknowledgment received that the project is within three (3) miles of the Phoenix-Mesa Gateway Airport.
7. Noise attenuation measures are to be incorporated into the design and construction of the buildings to achieve a noise level reduction of 25 db.
8. **Building product is required to be reviewed and approved through the Administrative Review Process.**
9. **Update the Project Narrative to include building product to include a variety of building materials and finishes on the exterior of the homes (i.e., wood, stone, metal, etc.). Side and rear elevations must be enhanced with appropriate transitions of wainscoting, window detailing and enhanced covered patios as shown in the elevations submitted.**