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PLANNING DIVISION

STAFF REPORT

City Council Hearing — February 22, 2021

CASE No.: **ZON20-00491**	PROJECT NAME: **Cadence Community Plan Amendment**

Owner's Name:	PPGN-Williams, LLLP
Applicant's Name:	Susan Demmitt, Gammage and Burnham, PLC
Location of Request:	Within the 5200 to 5300 blocks of South Ellsworth Road (east side), the 5300 through 6200 blocks of the South Crismon Road alignment (east and west sides), the 9800 to 10000 blocks of the East Williams Field Road alignment (north and south sides) and the 10000 to 10200 blocks of East Williams Field Road (north side). Located on the north side of the future State Route 24 freeway alignment between Ellsworth Road to approximately one-quarter mile east of the Crismon Road alignment.
Parcel No(s):	Multiple Parcels
Requests:	Major Amendment to the Pacific Proving Grounds North Community Plan, also known as the Cadence Community Plan. This request is to modify sections of the approved Community Plan and Land Use Budget allocations for Development Unit 3 within the Plan.
Existing Zoning District:	Planned Community (PC)
Council District:	6
Site Size:	465± acres
Proposed Use(s):	Master Planned Community
Existing Use(s):	Master Planned Community
P&Z Hearing Date(s):	**January 27, 2021/ 4:00 p.m.**
Staff Planner:	Evan Balmer, Planner ll
Staff Recommendation:	Approval with Conditions
Planning and Zoning Board Recommendation: Approval with conditions	
Proposition 207 Waiver Signed: Yes	

HISTORY

On **September 10, 2012**, the City Council approved annexation of the 483± acre property into the City of Mesa with a comparable zoning of Light Industrial (LI). On the same date, the City Council also approved and rezoned the property from LI to a Planned Community (PC) District and established the Pacific Proving Grounds North Community Plan, which was subsequently named as the Cadence Community Plan (Case No. Z12-028, Ordinance No. 5115).

On **August 26, 2019**, the City Council approved a major amendment to the Cadence Community Plan. Specifically, the approval amended boundaries of the Planned Community District and also removed Development Unit 5 from the approved PCD (Case No. ZON19-00436, Ordinance No. 5522).

PROJECT DESCRIPTION

Background

The applicant is requesting to amend the Cadence Community Plan (CP) to allow modifications to the approved Land Use Budget for Development Unit 3 (DU3) within the Plan. Currently, DU3 is approved for the Community Commercial (CC) and Community Mixed Use (CMU) Land Use Groups (LUG) and does not allow residential uses. DU3 is 19.9± acres and located at the southwest corner of Williams Field Road and Crismon Road. From the submitted application, the applicant is requesting to modify the land use budget for DU3 to: 1) allow Community Multi-Residence (CMR) and Community Small Lot Residential (CRSL) Land Use Groups (LUG) in the DU, 2) reduce the minimum gross floor area for non-residential uses in the DU from 75,000 square feet to zero square feet, 3) increase the maximum number of residential units allowed in the DU from zero units to 350 units, and 4) increase the overall maximum number of dwellings within the Cadence PCD from 3,500 units to 3,850 units. According to the applicant, the request has been necessitated by the limitation of vehicular access to the site; as well as proximity of more viable commercial properties in the area which has further lessen the need to develop the site as a commercial use.

Per Section 11-11-8(D) of the Mesa Zoning Ordinance (MZO), a major amendment to the CP is required for any change to the land use budget for a particular development unit within an approved CP. Per Section 5.3 of the approved CP, the land use budget sets forth the minimum and maximum amount of residential dwelling units and non-residential square feet that may be developed within each Development Unit. The land use budget also establishes the allowable mix of Land Use Groups (LUGs) within each Development Unit.

In addition to the requested modifications to the CP, the applicant is also requesting minor clerical revisions to the CP, as approved by the Planning Director, specifically to remove references to Development Unit 5 (DU5), which was removed from the PCD in 2019. Overall, the proposed request conforms to the goals of the PCD.

General Plan Character Area Designation and Goals:

The General Plan character area designation on the property is Mixed Use Community. Per Chapter 7 of the General Plan, the primary focus of the Mixed Use Community character area is

for large land areas where it is possible to develop a mixture of uses that create a complete and identifiable community. Such mix of uses include employment, industrial, office, retail, medical, educational, community service, tourism, entertainment, open space, recreational, and residential uses to provide a complete community atmosphere.

Staff reviewed the request and determined it is consistent with the criteria for review of development outlined in Chapter 15 (pg. 15-1) of the Mesa 2040 General Plan. The subject request is consistent with the goals of the Mixed Use Community character area. The addition of the CMR and CRSL LUGs to DU3 will foster the development of mix housing types envisioned in the PCD and the Mixed Use Community character area designation. The diverse housing units will also supply housing and attract new residents to the area, thereby helping to support future commercial uses planned within the community.

Mesa Gateway Strategic Development Plan:

The property is also located within the Mixed Use Community District of the Gateway Strategic Development Plan. According to this plan, the focus of the Mixed Use Community District is to provide sustainability through the creation of a live/work/play community with a wide variety of land uses to include low to high density residential, commercial, employment, civic and recreational uses. The proposed request conforms to the goals of the Gateway Strategic Development Plan by providing higher density residential development to support the future commercial and office uses within the Community and creating a sense of place for people to live, work, and play.

Airport Compatibility:

The proposed development is located approximately 1.25 miles northeast of the Phoenix-Mesa Gateway Airport and within the Airport Overflight Area (AOA) 3. The development is not in the direct flight path of the airport runways; however, it is in close proximity and will likely experience noise from the airport. The Phoenix-Mesa Gateway Airport staff reviewed the subject request and did not express opposition to the proposed development of the site.

Zoning:

The subject property is zoned as a Planned Community District (PCD) with an approved Community Plan (CP). The proposed amendment to the CP is consistent with the purpose and intent of the PC district outlined in section 11-11-1 of the Mesa Zoning Ordinance (MZO). The amendment to the land use allocation within the DU to allow residential within the section of the CP will help to continue to encourage and promote innovative and sustainable residential development, as well as add to mixed land uses envisaged in the community.

Community Plan Amendment:

Currently, DU3 has been approved with no residential development allowed. As part of the approval of the CP, there are various land use groups and allocations consisting of the overall land use "budget' within the CP. One of the land use groups is called "Community Multi-Residence" (CMR) land use group. This CMR land use is primary for the development of multi residence. Another of the land use groups is "Community Small Lot Residential" (CRSL) and is primarily for small lot single residence development. The applicant is requesting to modify the land use budget for DU3 to include the CMR and CRSL land uses. Specifically, the applicant is

requesting to: 1) allow the Community Multi-Residence (CMR) and Community Small Lot Residential (CRSL) Land Use Groups (LUG) in DU3, 2) reduce the minimum gross floor area for non-residential uses from 75,000 square feet to zero square feet, 3) increase the maximum number of residential units allowed in DU3 from zero units to 350 units, and 4) increase the overall maximum number of dwellings within Cadence from 3,500 units to 3,850 units.

DU3, as currently approved, is designated as a commercial Development Unit. Per section 5.2(C) of the CP, DU3 was planned to provide long term opportunities for intense retail and employment uses that will benefit from access to and visibility from the future SR24 freeway. The full design of SR 24 had not been finalized during the approval of the CP. According to the applicant, the construction of SR 24, and other improvements outside the property, has limited the feasibility of the site for a commercial development, hence the request to allow residential uses on the property. For full description and summary of the site access limitation and market feasibility of developing the property for commercial uses (see Exhibits 3.2 and 3.3).

Site Access Limitations

Limitations of access to the site is the primary constraint identified by the applicant in the submittal documents. Exhibit 3.4 shows the various constraints that hinder access to the site. The future State Route 24 (SR24) extension is planned to have an off ramp at Williams Field Road. As part of this design, ADOT will control access to this portion of Williams Field Road for 800' along the northern frontage of DU3. Within this 800' portion of Williams Field Road, no private driveways will be allowed. In addition to the ADOT access restrictions, the Williams Field Road frontage will be further incumbered by the Maricopa County Flood Control regional drainage channel. This drainage channel is 100' wide and currently exists on the north side of Williams Field Road east of Crismon Road. Ultimately, this drainage channel will outfall into an ADOT drainage channel that will parallel the SR24 freeway. There are approved plans to construct an underground culvert diagonally through the intersection of Williams Field Road and Crismon Road and to route the drainage channel across the Williams Field Road frontage of DU3 to the ADOT drainage channel, which would further limit access to DU3 from Williams Field Road.

In addition to the constraints identified on Williams Field Road, the SR24 alignment will also impact the Crismon Road frontage of DU3. The ultimate configuration of Crismon Road will include an above grade crossing over SR24. To construct the above grade crossing, the grade of Crismon Road will be elevated along the DU frontage. It is anticipated that at the mid-point of the DU frontage along Crismon Road, the roadway will be elevated 8' above the grade of the adjacent DU3 property. The grade change along Crismon Road, in addition to the constraints along Williams Field Road, leave a limited amount of the northern portion of the DU3 Crismon Road frontage that could be utilized for a full access point into DU3.

Commercial Development Potential in the Area

An economic analysis, submitted by the applicant, of the area was conducted and identified the commercial and industrial properties within a three-mile trade area of the subject site. This analysis indicates that there are significant commercial opportunities in the area. One of these future commercial opportunities is Avalon Crossing DU1, which is located directly east of Cadence DU3 across Crismon Road. Avalon Crossing is a planned community with a range of land uses and is comprised of two Development Units. DU1 is located at the southeast corner of Williams Field

Road and Crismon Road, and per the Avalon Crossing Community Plan, will include a minimum of 100,000 square feet of commercial development. The commercial component of Avalon Crossing DU1 will provide commercial opportunities for residents in the immediate area as well as adjacent communities.

Additional minor modifications

In addition to the above modifications to the CP, the applicant is also making several clean up changes to the CP to remove references to Development Unit 5 (DU5), which was removed from Cadence in 2019 (see Exhibit 3.4).

Overall, the proposed amendments are consistent with the purpose and intent of the PC zoning district as well as the overall vision of the Cadence Community Plan. The proposed amendments will allow the development of a property that has several physical constraints to be developed with a more suitable use on it.

Surrounding Zoning Designations and Existing Use Activity:

Northwest PC (Cadence DU 2) (Across Williams Field Road) Undeveloped - residential	**North** PC (Cadence DU 2) (Across Williams Field Road) Undeveloped - residential	**Northeast** PC (Cadence DU 4) (Across Williams Field Road) Undeveloped - residential
West State Route 24	**Subject Property** PC (Cadence DU 3) Vacant	**East** PC (Avalon Crossing DU 1) (Across Crismon Road) Vacant
Southwest State Route 24	**South** State Route 24	**Southeast** PC (Avalon Crossing DU 1) (Across Crismon Road) Vacant

Compatibility with Surrounding Land Uses:

The properties adjacent to the north side of the subject site are within Development Units 2 and 4 of the Community Plan and primarily planned for residential land uses. The property to the east of the site is zoned PC (i.e Avalon Crossing Community Plan) and primarily planned for commercial development and uses. Further, the subject property is adjacent to the future State Route 24 to the south and west. Overall, the proposed amendment to the CP Land Use Budget to allow residential uses within the DU (i.e DU3) will not be out of character with the surrounding area or uses.

Neighborhood Participation Plan and Public Comments:

As part of the completed Citizen Participation Process, the applicant mailed notification letters to property owners within the Cadence community as well as residents within 750’ of the site. As of writing this report, the applicant has not received any comments or concerns from surrounding property owners. Staff will provide the Board with any new information during the scheduled Study Session on January 27, 2021.

Staff Recommendation: The subject request is consistent with the General Plan and Gateway Strategic Development Plan. The proposed amendments to the Cadence Community Plan meet the purpose and intent of a Planned Community District as specified in Section 11-11-1 of the Zoning Ordinance, as well as all required elements of a Community Plan outlined in Section 11-11-4 of the Mesa Zoning Ordinance; therefore, staff recommends approval with the following conditions:

Conditions of Approval:

1. Compliance with all conditions of approval from zoning case Z12-028 (Ordinance #5115), except comply with the revisions to the Community Plan in Exhibit 3.4.

Exhibits:

Exhibit 1- Vicinity Map
Exhibit 2- Staff Report
Exhibit 3- Application Information
- 3.1 Project Narrative
- 3.2 Employment Opportunity Map
- 3.3 Access Constraints
- 3.4 Revised Chapters of the Cadence Community Plan

Exhibit 4- Citizen Participation Plan
Exhibit 5- Citizen Participation Report