



PLANNING DIVISION
STAFF REPORT

City Council Meeting

August 19, 2024

CASE No.: ZON24-00137	PROJECT NAME: Metso Expansion
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Owner’s Name:	Metso Minerals Industry Inc.
Applicant's Name:	Gammage & Burnham, PLC
Location of Request:	Within the 8200 block of East Pecos Road (south side). Located west of Hawes Road on the south side of Pecos Road.
Parcel No(s):	304-61-014B
Request:	Rezone from Light Industrial (LI) to LI with a Planned Area Development Overlay (LI-PAD) and Site Plan Modification to allow for expansion to an existing industrial development.
Existing Zoning District:	Light Industrial (LI)
Council District:	6
Site Size:	10± acres
Proposed Use(s):	Industrial
Existing Use(s):	Industrial
P&Z Hearing Date(s):	July 24, 2024 / 4:00 p.m.
Staff Planner:	Jennifer Merrill, Senior Planner
Staff Recommendation:	APPROVAL with Conditions
Planning and Zoning Board Recommendation:	APPROVAL with Conditions (7-0)
Proposition 207 Waiver signed:	Yes

HISTORY

On **December 18, 1989**, the City Council approved an annexation of 3,346.5± acres, including the project site, into the City of Mesa (Ord. No. 2473).

On **March 5, 1990**, the City Council approved municipal zoning for 3,331.2± acres of recently annexed land and assigned Agriculture (AG) zoning on the project site (Case No. Z90-007, Ord. No. 2496).

On **May 6, 2002**, the City Council voted to adopt an Area Plan, to ensure that future development would be complementary to Williams Gateway Airport (Case No. Z01-029, Resolution No. 7838).

On **March 20, 2006**, the City Council approved a request to rezone 288.2± acres, including the project site, from AG to Limited Industrial (M-1) [equivalent to LI] (Case No. Z06-016, Ord. No. 4530).

On **November 20, 2013**, the Planning Director approved a request for a Land Split creating the project site as Lot 1 (Case No. LS13-006).

On **December 4, 2013**, following a Design Review Board Work Session on November 6 and Meeting on December 4, the Planning Director approved a request for Design Review, including a height exception for a 54-foot-tall metal building, for a new 43,425 square-foot industrial facility (Case No. DR13-036).

On **December 11, 2013**, the Planning and Zoning Board approved a request for Site Plan Review to allow the development of a 10± acre industrial repair facility including a single-story office and warehouse with a 54-foot-tall machine shop for Metso Copperstate (Case No. Z13-059).

On **December 15, 2015**, the Planning Director approved an Administrative Design Review request to enclose the two open bays at the south end of the existing pre-engineered metal building, to protect the large trucks and equipment from sandstorms (Case No. PLN2015-00576).

On **June 5, 2017**, the City Council approved an Employment Opportunity (EO) zone for 1,030± acres including the project site to establish the Pecos Road Employment Opportunity Zone (Case No. Z17-013; Ord. No. 5386). The owner of the project site has not opted-in to the EO zone.

On **July 9, 2024** and **August 13, 2024**, the Design Review Board reviewed the Proposed Project. Staff will work with the applicant to address any comments and recommendations from the Design Review Board.

On **July 24, 2024**, the Planning and Zoning Board recommended approval with conditions of the Proposed Project to City Council (Case No. ZON24-00137).

PROJECT DESCRIPTION

Background:

The applicant is requesting a rezone of 10± acres from Light Industrial (LI) to Light Industrial with a Planned Area Development Overlay (LI-PAD) and approval of a Major Site Plan Modification to allow for a 27,654± square foot expansion (Proposed Project).

The project site is located south of Pecos Road and west of Hawes Road. It is currently developed with a 44,858 square foot service center consisting of a single-story masonry office building at the north end of the site facing Pecos Road and an attached single-story pre-engineered metal building located behind. The Proposed Project would extend the masonry building to the west to accommodate a new training center and extend the pre-engineered metal building to the west and south, to accommodate training and industrial uses.

The requested Planned Area Development (PAD) overlay would allow for modifications to development standards in the Light Industrial (LI) district, including a 54-foot building height and a parking reduction.

General Plan Character Area Designation and Goals:

The Mesa 2040 General Plan Character Area Type designation on the property is Employment with an Industrial Sub-type. Per Chapter 7 of the General Plan, the primary focus of the Employment District is to provide for a wide range of employment opportunities in high-quality settings. The Industrial Sub-type signifies location appropriate for manufacturing, warehousing, and other industrial operations.

The proposed expansion for continued industrial use and training complies with the goals of the Employment-Industrial Character Area.

The Proposed Project is also within the Mesa Gateway Strategic Development Plan and the Logistics and Commerce District. The intent for this area is to contain a number of separate businesses including heavy industrial, light industrial, business park, and commercial uses to provide high-quality employment environment that is compatible with increasing overflight activities with Phoenix-Mesa Gateway Airport. The Proposed Project is compatible with overflight activities, and its location near the Gateway Airport will be convenient for its training center visitors.

The Proposed Project complies with the goals of the Logistics and Commerce District within the Mesa Gateway Strategic Development Plan.

Zoning District Designations:

The project site is zoned Light Industrial (LI). Per Section 11-7-2 of the Mesa Zoning Ordinance (MZO), general manufacturing is permitted within the LI zoning district as long as all activities pertaining to the manufacturing or processing of the products are conducted entirely within an enclosed building and accessory outdoor storage is permitted only if confined to the rear one-half of the lot.

The Proposed Project includes indoor industrial space, and outdoor storage located in the rear half of the property.

Airfield Overlay – MZO Article 3 Section 11-19:

Per Section 11-19 of the MZO, the site is located within the City of Mesa Airfield (AF) Overlay District; specifically, within the Airport Overflight Area 3 (AOA 3) due to its proximity to the Phoenix-Mesa Gateway Airport.

Per Section 11-19-4(C) of the MZO, areas within the AOA 3 Overflight Area have no use limitations beyond those in the base district.

Surrounding Zoning Designations and Existing Use Activity:

Northwest (Across Pecos Road) EO Industrial	North (Across Pecos Road) LI Vacant	Northeast (Across Pecos Road) LI Vacant
West LI Industrial	Project Site LI Industrial	East LI Industrial
Southwest LI Industrial	South LI Vacant	Southeast LI Vacant

Compatibility with Surrounding Land Uses:

The project site is surrounded by vacant land and developing industrial projects. The surrounding area is zoned Light Industrial (LI) and Employment Opportunity (EO). The area is heavily influenced by the Phoenix-Mesa Gateway Airport to the north (e.g., noise, overflight patterns, compatibility of uses, etc.). The properties to the east, west and south are planned or approved to accommodate industrial projects of similar size and scale. Per the narrative, the Proposed Project has been, and will continue to be, compatible with the adjacent industrial developments and airport.

PAD Overlay Modification – MZO Article 3, Chapter 22:

The Proposed Project includes a Planned Area Development overlay (PAD) to allow for modifications to certain required development standards of the MZO on the property. Per Section 11-22 of the MZO, the purpose of the PAD overlay is to allow innovative design and flexibility that creates high-quality development for the site.

Table 1 below shows the MZO required standards and the applicant’s proposed PAD standards.

Table 1: Development Standards

Development Standards	MZO Required	PAD Proposed	Staff Recommendation
<u>Maximum Building Height</u> – <i>MZO Table 11-7-3</i>	40 feet	54 feet	As proposed

Development Standards	MZO Required	PAD Proposed	Staff Recommendation
<p><u>Wall Articulation</u> – MZO Section 11-7-3(B)(2)(a)(i)</p>	<p>Publicly visible facades (viewed from rights-of-way or private property), may not have blank, uninterrupted wall lengths exceeding 50 feet without including at least two (2) of the following: change in plane, change in texture or masonry pattern, windows, trellis with vines, or an equivalent element that subdivides the wall into human scale proportions.</p>	<p>Pre-engineered metal building additions may have blank, uninterrupted wall lengths exceeding 50 feet without including at least two (2) of the following: change in plane, change in texture or masonry pattern, windows, trellis with vines, or an equivalent element that subdivides the wall into human scale proportions.</p>	<p>As proposed</p>
<p><u>Roof Articulation</u> – MZO Section 11-7-3(B)(2)(c)(ii) and (iii)</p>	<p>Flat roofs or facades with a horizontal eave, fascia, or parapet, in excess of 100 feet in length, must provide vertical modulation. The minimum vertical modulation is two (2) feet or one-tenth (1/10) multiplied by the wall height, not to exceed one-third (1/3) of the height of the supporting wall. All parapets must have detailing such as cornices, moldings, trim, or variations in brick coursing.</p>	<p>For pre-engineered metal building additions, flat roofs or facades with a horizontal eave, fascia, or parapet, in excess of 100 feet in length, are not required to provide vertical modulation. Parapets of pre-engineered metal building additions are not required to have detailing such as cornices, moldings, trim, or variations in brick coursing.</p>	<p>As proposed</p>
<p><u>Materials and Colors</u> – MZO Section 11-7-3(B)(5)</p>	<p>No more than fifty percent (50%) of the total façade may be covered with one (1) single material.</p>	<p>No more than 96% of the exterior façade may be covered with one single material</p>	<p>As proposed</p>

Development Standards	MZO Required	PAD Proposed	Staff Recommendation
<u>Screening, Parking Areas – MZO Section 11-30-9(H)(6)</u> - Landscaped setback between the screen wall and the edge of the parking area	5 feet	2 feet	As proposed
<u>Screening, Trash and Refuse Collection Areas – MZO Section 11-30-12(A)(1)</u>	Solid waste and recycling-container enclosures are required for all industrial developments in which the aggregate gross floor area exceeds 10,000 square feet	Solid waste and recycling container(s) located within screened truck loading areas, trailer parking courts and/or behind screen walls do not require enclosures	As proposed
<u>Screening, Truck Docks, Loading and Service Areas – MZO Section 11-30-13(C)</u>	Docks, loading and service areas in any district except the GI and HI districts shall be screened from public view. Screening shall consist of a solid masonry wall at least 8 feet in height or opaque automated gates.	Docks, loading and service areas shall be screened from public view. Screening shall consist of a combination of solid masonry wall at least 6 feet in height, opaque automated gates, and landscaping.	As proposed
<u>Required Parking Spaces by Use – MZO Table 11-32-3.A</u> - Warehousing and Storage	1 space per 900 square feet	No parking required for outdoor storage	As proposed

Development Standards	MZO Required	PAD Proposed	Staff Recommendation
<p><u>Perimeter Landscaping, Number of Plants – MZO Table 11-33-3.A.4</u> -Arterial Streets</p> <p><i>MZO Section 11-33-3.B(2)(c)</i> -Non-Single Residence Uses Adjacent to Other Non-Single Residence uses or districts (east and west property lines north of the screen walls)</p>	<p>1 Tree and 6 Shrubs per 25 Linear Feet of Street Frontage</p> <p>A minimum of three (3) non-deciduous trees and 20 shrubs per 100 linear feet of adjacent property line shall be provided.</p>	<p>1 Tree and 6 Shrubs per 25 Linear Feet of Street Frontage, except no trees are required within ten feet of solar canopies</p> <p>A minimum of three (3) non-deciduous trees and 20 shrubs per 100 linear feet of adjacent property line shall be provided, except no trees are required within ten feet of solar canopies</p>	<p>As provided</p>
<p><u>Perimeter Landscaping, Required Landscape Yards – MZO Section 11-33-3(B)(2)(a)(ii)</u> -Non-Single Residence Uses Adjacent to Other Non-Single Residence uses or districts, Non-Group C-O-I Development</p>	<p>15-foot landscape yard except where a cross-access drive aisle occurs within the required landscape yard</p>	<p>Minimum 5-foot landscape yard except where a cross-access drive aisle occurs within the required landscape yard</p>	<p>As proposed</p>
<p><u>Interior Parking Lot Landscaping, Plant Materials – MZO Section 11-33-4(D)</u></p>	<p>One shade tree shall be provided for every 15-foot parking island. One shade tree shall be provided for every 8 parking spaces in divider medians.</p>	<p>No landscape island trees required adjacent to solar canopies</p>	<p>As proposed</p>

Development Standards	MZO Required	PAD Proposed	Staff Recommendation
<u>Foundation Base, Foundation Base along Exterior Walls with Public Entrance</u> – MZO Section 11-33-5(A)(1)	A 15-foot-wide foundation base shall be provided, measured from face of building to face of curb along the entire length of the exterior wall.	A minimum 9'-6" wide foundation base shall be provided, measured from face of building to face of curb along the entire length of the exterior wall.	As proposed
<u>Foundation Base, Foundation Base along Exterior Walls without a Public Entrance</u> – MZO Section 11-33-5(A)(2)(b)	A minimum 5-foot-wide foundation base shall be provided, measured from face of building to face of curb along the entire length of the exterior wall adjacent to drive aisles	Minimum 0-foot-wide foundation base shall be required south of the gates along exterior walls of the pre-engineered metal buildings	As proposed

Maximum Building Height:

Per Table 11-7-3 of the MZO, the maximum building height in the LI district is 40 feet.

The existing building was granted a building height exception through the Design Review Board in December of 2013 (Case No. DR13-036).

The applicant is requesting a maximum building height of 54 feet to match the existing building height for the expansion.

Massing and Scale, Wall Articulation:

Per MZO Section 11-7-3(B)(2)(a)(i), publicly visible facades (viewed from rights-of-way or private property), may not have blank, uninterrupted wall lengths exceeding 50 feet without including at least two (2) of the following: change in plane, change in texture or masonry pattern, windows, trellis with vines, or an equivalent element that subdivides the wall into human scale proportions.

The masonry portion of the office/training center addition meet these criteria; the pre-engineered metal building additions do not meet the criteria.

Massing and Scale, Roof Articulation:

Per MZO Section 11-7-3(B)(2)(c)(ii) and (iii), flat roofs or facades with a horizontal eave, fascia, or parapet, in excess of 100 feet in length, must provide vertical modulation. The minimum vertical modulation is two (2) feet or one-tenth (1/10) multiplied by the wall height, not to exceed one-third (1/3) of the height of the supporting wall. All parapets must have detailing such as cornices, moldings, trim, or variations in brick coursing.

The masonry portion of the office/training center addition meet the roof articulation criteria; the pre-engineered metal building additions will have a flat roof that matches the existing pre-engineered building.

Materials and Colors:

Per MZO Section 11-7-3(B)(5), no more than 50% of the total façade may be covered with one single material. The design focuses design features such as materiality, glazing, and articulation along Pecos Road where the building is most visible and to hide the pre-engineered portions of the building behind the office.

The masonry portion of the office/training center expansion area meet this criterion. The pre-engineered portions of the additions will match the existing pre-engineered buildings and be metal siding.

Screening, Parking Areas:

Per MZO Section 11-30-9(H)(6), the required landscaped setback between the required parking screen wall and the edge of the parking area is five feet.

The Proposed Project includes a request to reduce this to two feet, just along Pecos Road only to provide flexibility of design. It also allows for existing parking screen walls to remain in existing locations.

Screening, Trash and Refuse Collection Areas:

Per MZO Section 11-30-12(A)(1), solid waste and recycling-container enclosures are required for all industrial developments in which the aggregate gross floor area exceeds 10,000 square feet.

The solid waste and recycling containers will be located within the screened truck loading areas of the site and will be effectively screened by the existing six-foot-tall perimeter walls and opaque gates. If any solid waste and recycling containers are located in areas that are not behind screen walls, they will require enclosures.

Screening, Truck Docks, Loading and Service Areas:

Per MZO Section 11-30-13(C), docks, loading and service areas in any district except the GI and HI districts shall be screened from public view. Screening shall consist of a solid masonry wall at least eight feet in height or opaque automated gates.

The Proposed Project will include adequate screening of storage, loading, parking, and bay doors from Pecos Road. The proposed screening is visually appealing, but only six feet in height. The applicant is requesting to retain these six-foot-tall screen walls rather than replace them with eight-foot-tall walls and gates.

Required Parking Spaces by Use:

Per MZO Table 11-32-3(A), warehousing and storage uses require one parking space per 900 square feet. The main buildings will continue to be adequately parked.

The Proposed Project includes portable shade structures over portions of the outdoor storage area and is requesting that these structures not be parked per the ratios listed in the MZO.

Perimeter Landscaping, Number of Plants:

Per MZO Table 11-33-3.A.4, one tree and six shrubs are required per 25 linear feet of street frontage along arterial streets. The goals for the Proposed Project landscape include creating an attractive low water landscape design that presents the appearance of a lush and distinctive landscape palette while enhancing the arterial frontage and screening the interior truck/storage area as much as possible.

The applicant plans to install solar parking canopies throughout the parking areas, as many as possible and potentially all of the canopies shown on the site plan; however, trees can impact the solar canopies. The applicant is requesting that no trees be required within ten feet of the solar canopies, as measured from the solar canopy edges to the tree trunks. Perimeter landscape yards will contain required shrubs and trees will be located where not in conflict with solar canopies.

Interior Parking Lot Landscaping:

Per MZO Section 11-33-4(D), one shade tree shall be provided for every 15-foot parking island, and one shade tree shall be provided for every eight parking spaces in divider medians.

The Proposed Project requests elimination of required trees in the parking lot landscape islands and divider medians where within ten feet of the solar canopies, as measured from the solar canopy edges to the tree trunks.

Foundation Base, Foundation Base along Exterior Walls with Public Entrance:

Per MZO Section 11-33-5(A)(1), a 15-foot-wide foundation base shall be provided, measured from face of building to face of curb along the entire length of the exterior wall.

The foundation base along the front of the building includes the required entrance plaza but does not meet the minimum 15-foot width across the entire elevation. The minimum foundation base width is 9'-6".

Foundation Base, Foundation Base along Exterior Walls without a Public Entrance:

Per MZO Section 11-33-5(A)(2)(b), a minimum five-foot-wide foundation base shall be provided, measured from face of building to face of curb along the entire length of the exterior wall adjacent to drive aisles.

The Proposed Project requests elimination of the required five-foot-wide foundation base along exterior walls without public entrances when located behind the six-foot-high screen wall.

Justification for PAD requests:

The Proposed Project provides equivalent or superior standards through effective site planning, architectural design, landscaping and shade, sustainability and other design elements to create an attractive, functional development and mitigate any potential visual impacts. The new masonry training addition features street facing glazing and entries with prominent design features that match the existing building.

The landscape plantings are placed strategically to enable desired views and screen parking and other undesirable views.

A common amenity area is located near the main building entry and includes shade trees for employees and guests to gather in comfort.

The proposed solar parking canopy structures will incorporate solar panels on top of them to provide sustainable energy along with vehicular shade.

Site Plan and General Site Development Standards:

The existing facility includes a 28'-8" tall masonry and EIFS office building, and an attached 54-foot-tall pre-engineered metal building (PEMB) located behind the existing building. The office building design screens the taller mass of the PEMB. The Proposed Project includes expanding the masonry building west across the front of the site to create a training center, adding a 35'-4" tall PEMB behind the new masonry addition, and also adding 35'-4" tall and 54-foot-tall PEMB additions to the south end of the existing 54-foot-tall PEMB for use as storage and training areas.

The existing two rows of parking across the front of the site will remain, and additional parking will be provided along the sides of the development. Several parking solar canopies are proposed in the front and side parking areas to provide 60+ shaded parking spaces and solar energy collection. The two existing driveways and overall site circulation patterns will remain, including pedestrian paths.

The southern (rear) half of the site is proposed for outdoor storage, including portable unconditioned shade structures for protecting machinery and other materials from sun, wind, etc. Existing six-foot-high screen walls and gates are proposed to remain.

Neighborhood Participation Plan and Public Comments:

The applicant provided information about the proposed development with surrounding property owners within 1,000 feet of the project site and invited them to a virtual neighborhood meeting on the evening of Monday, June 3, 2024. There was one attendees of the virtual meeting; this attendee expressed support for the development.

As of the writing of this report, staff has not received any additional comments or concerns from surrounding property owners.

Staff Recommendation:

Staff find that the requested rezoning and Site Plan Modification complies with the Mesa 2040 General Plan, MZO Sections 11-69-5 for Site Plan Review, and 11-22 for a PAD. Staff recommends approval with the following **Conditions of Approval:**

1. Compliance with the final site plan submitted.
2. Compliance with all requirements of Design Review Case No. DRB24-00175.
3. Dedicate 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, or at the time of the City's request for dedication, whichever comes first.
4. Compliance with all City development codes and regulations, except the modification to the development standards as approved with this PAD overlay as shown in the following table:

Development Standards	Approved
<u>Maximum Building Height</u> – <i>MZO Table 11-7-3</i>	54 feet
<u>Wall Articulation</u> – <i>MZO Section 11-7-3(B)(2)(a)(i)</i>	Pre-engineered metal building additions may have blank, uninterrupted wall lengths exceeding 50 feet without including at least two (2) of the following: change in plane, change in texture or masonry pattern, windows, trellis with vines, or an equivalent element that subdivides the wall into human scale proportions.
<u>Roof Articulation</u> – <i>MZO Section 11-7-3(B)(2)(c)(ii) and (iii)</i>	For pre-engineered metal building additions, flat roofs or facades with a horizontal eave, fascia, or parapet, in excess of 100 feet in length, are not required to provide vertical modulation. Parapets of pre-engineered metal building additions are not required to have detailing such as cornices, moldings, trim, or variations in brick coursing.
<u>Materials and Colors</u> – <i>MZO Section 11-7-3(B)(5)</i>	No more than 96% of the exterior façade may be covered with one single material
<u>Screening, Parking Areas</u> – <i>MZO Section 11-30-9(H)(6)</i> - Landscaped setback between the screen wall and the edge of the parking area	2 feet

Development Standards	Approved
<u>Screening, Trash and Refuse Collection Areas</u> – MZO Section 11-30-12(A)(1)	<p>Solid waste and recycling container(s) located within screened truck loading areas, trailer parking courts and/or behind screen walls do not require enclosures</p>
<u>Screening, Truck Docks, Loading and Service Areas</u> – MZO Section 11-30-13(C)	<p>Docks, loading and service areas shall be screened from public view. Screening shall consist of a combination of solid masonry wall at least 6 feet in height, opaque automated gates, and landscaping.</p>
<u>Required Parking Spaces by Use</u> – MZO Table 11-32-3.A - Warehousing and Storage	<p>No parking required for outdoor storage</p>
<u>Perimeter Landscaping, Number of Plants</u> – MZO Table 11-33-3.A.4 - Arterial Streets MZO Section 11-33-3.B(2)(c) - Non-Single Residence Uses Adjacent to Other Non-Single Residence uses or districts (east and west property lines north of the screen walls)	<p>1 Tree and 6 Shrubs per 25 Linear Feet of Street Frontage, except no trees are required within ten feet of solar canopies</p> <p>A minimum of three (3) non-deciduous trees and 20 shrubs per 100 linear feet of adjacent property line shall be provided, except no trees are required within ten feet of solar canopies</p>
<u>Perimeter Landscaping, Required Landscape Yards</u> – MZO Section 11-33-3(B)(2)(a)(ii) - Non-Single Residence Uses Adjacent to Other Non-Single Residence uses or districts, Non-Group C-O-I Development	<p>Minimum 5-foot landscape yard except where a cross-access drive aisle occurs within the required landscape yard</p>
<u>Interior Parking Lot Landscaping, Plant Materials</u> – MZO Section 11-33-4(D)	<p>No landscape island trees required adjacent to solar canopies</p>

Development Standards	Approved
<u>Foundation Base, Foundation Base along Exterior Walls with Public Entrance –</u> <i>MZO Section 11-33-5(A)(1)</i>	<p style="text-align: center;">A minimum 9'-6" wide foundation base shall be provided, measured from face of building to face of curb along the entire length of the exterior wall.</p>
<u>Foundation Base, Foundation Base along Exterior Walls without a Public Entrance –</u> <i>MZO Section 11-33-5(A)(2)(b)</i>	<p style="text-align: center;">Minimum 0-foot-wide foundation base shall be required south of the gates along exterior walls of the pre-engineered metal buildings</p>

5. When conflicts occur between solar canopies and trees, the resolution shall be to relocate the tree(s) to a nearby location on the property when possible.

Exhibits:

- Exhibit 1 - Presentation
- Exhibit 2 - Ordinance
- Exhibit 3 - Ordinance Map
- Exhibit 4 - Vicinity Map
- Exhibit 5 - Site Plan
- Exhibit 6 – Planning and Zoning Board Minutes
- Exhibit 7 - Submittal Documents