

# PLANNING DIVISION STAFF REPORT

# **City Council Meeting**

# November 6, 2023

Owner's Name:	Mesa BA Land LLC	
Applicant's Name:	Gammage & Burnham PLC	
Location of Request:	Within the 9200 to 9800 blocks of East Pecos Road (north side). Located north of Pecos Road and east of Ellsworth Road.	
Parcel No(s):	313-25-879	
Request:	Modification of an existing Planned Area Development overlay (PAD), Major Site Plan Modification, and amending conditions of approval for ZON22-00268. This request will allow for an industrial development.	
Existing Zoning District:	Light Industrial with a Planned Area Development Overlay (LI-PAD)	
Council District:	6	
Site Size:	88.3± acres	
Proposed Use(s):	Industrial	
Existing Use(s):	Vacant	
Hearing Date(s):	October 11, 2023 / 4:00 p.m.	
Staff Planner:	Josh Grandlienard, AICP Planner II	
Staff Recommendation:	APPROVAL with Conditions	
Planning and Zoning Board Recommendation: APPROVAL with Conditions (6-0)		
Proposition 207 Waiver Signed:		

#### **HISTORY**

On **August 22, 2022**, the City Council annexed 88.3± acres of land, the project site, into the City of Mesa and established Agricultural (AG) zoning on the property (Case No. ZON22-00268, Ordinance No. 5723).

On **August 22, 2022**, the City Council approved a rezoning on 88.3± acres, the project site, from Agricultural (AG) to Light Industrial with a Planned area Development (LI-PAD) and approved an

Initial Site Plan to allow for an industrial development (Case No. ZON22-00268, Ordinance No. 5723).

On **October 11, 2023**, the Planning and Zoning Board recommended approval of the Modification of the existing Planned Area Development overlay (PAD), Major Site Plan Modification, and amending conditions of approval for ZON22-00268 (Vote 6-0).

On **October 17, 2023**, the Design Review Board reviewed and provided comments on the building elevations and landscape design. Staff will work with the applicant to address the minor comments and recommendations from the Design Review Board.

#### **PROJECT DESCRIPTION**

#### **Background:**

The applicant is requesting to modify an existing Planned Area Development overlay (PAD) and a Major Site Plan Modification for approval of a new site plan on the project site.

The applicant is requesting to modify the existing PAD to change certain development standard deviations approved through Case No. ZON22-00268.

There is an approved site plan for the project site which allows for the development of two industrial buildings totaling 645,470 square feet. The applicant is requesting approval of a new site plan for the development of a 1,702,635 square foot industrial building with cross docks. Per Section 11-69-7(C) of the Mesa Zoning Ordinance (MZO), the changes are considered a Major Site Plan Modification and required to go through the public hearing review and approval process.

The existing zoning requires compliance with the originally approved site plan and the development standards approved with the PAD. Modification to conditions of approval number 3 and condition number 9 of Ordinance No. 5723 are required (Case No. ZON22-00268).

The Planned Area Development overlay (PAD), Major Site Plan Modification, and amending conditions of approval for ZON22-00268 make up the Proposed Project.

# **General Plan Character Area Designation and Goals:**

The Mesa 2040 General Plan Character Area designation on the property is Mixed Use Community. Per Chapter 7 of the General Plan, the Mixed Use Community character area is larger land areas where it is possible to develop a mixture of uses that will create a complete and identifiable community. Areas designated as Mixed Use Community are expected to develop with one or more villages and/or urban core(s) and contain a mix of employment, office, retail, medical, educational, community service, tourism, entertainment, open space, recreational, and residential uses to provide a complete community with a sense of place. As appropriate, uses should be integrated vertically and horizontally, and provide for a variety of transportation options.

The primary zoning district listed in the General Plan to accomplish this intent is the Planned Community District (PCD). However, per Section 11-11-2 of the MZO, the minimum required land area needed to qualify for a PCD is 160 contiguous acres.

Per Chapter 7 of the General Plan (pg. 7-7) City Council may approve minor deviations to the minimum required primary land use(s) or primary zoning district(s) or both and minor deviations to the maximum permitted secondary land uses or secondary zoning districts or both. City Council may approve land uses or zoning districts or both that are not listed (both primary and secondary). A deviation from the minimum use of the primary zoning district must clearly demonstrate the proposed development or rezoning will achieve the intended character of the area is a better option than the land use(s) or zoning districts listed for that character type.

On August 22, 2022, City Council determined that LI-PAD zoning was an appropriate zoning district for the project site and complies with the intent of the Mixed Use Community character area.

# **Gateway Strategic Development Plan:**

The subject property is also located within the Logistics and Commerce District of the Mesa Gateway Strategic Development Plan (GSDP). Per the GSDP, heavy industrial, light industrial, business park, and commercial uses will be predominant within this district. Desired uses include manufacturing facilities, large warehouses, distribution facilities, planned employment parks, and similar uses. This district should provide a high-quality employment environment that is compatible with increasing over-flight activities associated with Phoenix-Mesa Gateway Airport.

The Proposed Project meets the goals and intent of the Mesa Gateway Strategic Development Plan.

# **Zoning District Designations:**

The proposed project site is currently zoned LI-PAD. The intent of the Light Industrial zone is to provide areas for limited manufacturing and processing, wholesaling, research, warehousing, and distribution activities within an enclosed building.

The Proposed Project complies with the intent of the LI District.

There is an approved PAD for the project site. The applicant is requesting to modify the PAD in order to fit the needs of the proposed development project.

#### <u>Airfield Overlay – MZO Article 3 Section 11-19:</u>

Per Section 11-19 of the MZO, the Proposed Project is located within the City of Mesa Airfield (AF) Overlay District within the Airport Overflight Area One and Two (AOA 1 & 2). The location of the property within the AOA 1 & 2 is because of its proximity to the Phoenix-Mesa Gateway Airport. Per Section 11-7-2 of the MZO, industrial, manufacturing, and warehouse uses are allowed in the AOA 1 & 2.

**Surrounding Zoning Designations and Existing Use Activity:** 

Northwest	North	Northeast
LI	LI	LI
Legacy Sports Park	Legacy Sports Park	Legacy Sports Park
West	Project Site	East
RU-43/IND-2	LI-PAD	IND-2
Maricopa County	Vacant	Maricopa County
Vacant		Vacant
Southwest	South	Southeast
(Across E. Pecos Road)	(Across E. Pecos Road)	(Across E. Pecos Road)
LI	LI	LI
Vacant	Vacant	Vacant

# **Compatibility with Surrounding Land Uses:**

The proposed project site is currently vacant. To the north of the site is Bell Bank Park (formerly Legacy Sports Park). The property to the east is currently vacant and located within the jurisdiction of Maricopa County. Properties south of the project site across Pecos Road are vacant and zoned Light Industrial (LI). The property to the west is vacant and located within the jurisdiction of Maricopa County.

The Proposed Project is compatible with the surrounding area that is anticipated to develop with industrial uses.

# PAD Overlay Modification – MZO Article 3, Chapter 22:

The Proposed Project includes a request to modify the Planned Area Development overlay (PAD) approved in 2022 by Ordinance No. 5723.

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 shows the MZO required standards, the modified standards approved under the existing PAD, and the applicant's proposed PAD standards.

Table 1: Development Standards

Development		F '' . DAD	D 1242
Standards	MZO Required	Existing PAD	Proposed PAD
Required Parking			
Spaces by Use –			
MZO Table 11-32-			
3.A			
- General Offices	1 space per 375 square	1 space per 375	1 space per 400 square
	feet of gross floor area	square feet of gross	feet of gross office floor
		floor area	area
-Industrial	1 space per 600 square	1 space per 1,500	1 passenger vehicle
	feet of gross floor area	square feet of gross	space per 5,200 square
		floor area	feet of gross industrial
			floor area
			1 semi-truck parking
			space per 5,330 square
			feet of gross industrial
			floor area
Required Bicycle	At least 3 bicycle	At least 3 bicycle	At least 1 bicycle space
Parking – MZO	parking spaces or at	parking spaces or at	per 14 proposed on-site
Section 11-32-	least 1 bicycle space	least 1 bicycle space	passenger vehicle
8(A)(1)(a)	per 10 on-site vehicle	per 10 on-site vehicle	parking spaces is
	parking spaces actually	parking spaces	required. After the first
	provided, whichever is greater. After the first	actually provided, whichever is greater.	50 bicycle parking spaces are provided,
	50 bicycle parking	After the first 50	the required number of
	spaces are provided,	bicycle parking spaces	additional bicycle
	the required number of	are provided, the	parking spaces is 1
	additional bicycle	required number of	space per 20 vehicle
	parking spaces is 1	additional bicycle	parking spaces.
	space per 20 vehicle	parking spaces is 1	, <b>3</b> - p - s - s - s - s - s - s - s - s - s
	parking spaces.	space per 20 vehicle	
		parking spaces.	
Parking Lot	When using a screen	When using a screen	When using a screen
Screening -	wall there shall be a	wall there shall be a	wall there shall be a
MZO Section 11-30-	landscaped setback	landscaped setback of	landscaped setback of
9(H)(6)	of at least 5 feet	at least 15 feet	at least 3 feet between
	between the screen	between the screen	the screen wall and the
	wall and the parking	wall and the parking	parking area.
	area.	area.	

Development Standards	MZO Required	Existing PAD	Proposed PAD
Truck Docks, Loading and Service Areas – MZO Section 11-30- 13(B) -Location on Lot	In all districts except the GI, and HI districts, truck docks, loading areas and service areas must be located at the rear or side of buildings, rather than facing a street.	In all districts except the GI, and HI districts, truck docks, loading areas and service areas must be located at the rear or side of buildings, rather than facing a street.	Truck docks, loading, and service areas may be located along Pecos Road
Truck Docks, Loading and Service Areas – MZO Section 11-30- 13(C) -Screening	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 with a solid masonry wall at least 10 feet in height.	For Pecos Road only, Docks, loading and Service areas shall be screened with a combination of landscaping berming, a solid wall, and view fencing that is a minimum of 8 feet in height from the existing grade. The berms shall be between 0 and 3 feet in height, with a solid screen wall placed on top of the berm that is at least a minimum of 8 feet in height. The top of the solid screen wall may have a maximum height of 2'-4" of view fencing.  For all sides not adjacent to Pecos Road, Docks, Loading and Service areas shall be screened with view fencing that is a minimum of 8 feet in height from the existing grade.
Maximum Building Height – MZO Section 11-7-3	40 feet	60 feet	
1VIZO 3000011 11-7-3	40 1661	00 1661	No change proposed

Development		Evicting DAD	Dranged DAD
Standards	MZO Required	Existing PAD	Proposed PAD
Interior Parking Lot			
<u>Landscaping</u> –			
MZO Section 11-33-	The interior parking lot	The interior parking	
4(A)	landscaping standards	lot landscaping	
	of this section apply to	standards of this	
	all off-street parking	section apply to all	
	lots containing 10 or	off-street parking lots	
	more parking spaces.	containing 10 or more	
		parking spaces.	No change proposed
	They do not apply to		
	vehicle/equipment	They do not apply to	
	storage lots or vehicle	vehicle /equipment	
	and equipment sales	storage lots, vehicle	
	lots.	and equipment sales	
		lots, or truck/semi-	
		truck parking areas	
		within a storage or	
		docking area.	
Interior Parking Lot			
Landscaping –		-1 · · · · · · · · · · · · · · · · · · ·	
MZO Section 11-33-	The interior parking lot	The interior parking	
4(A)	landscaping standards	lot landscaping	
	of this section apply to	standards of this	
	all off-street parking	section apply to all	
	lots containing 10 or more parking spaces.	off-street parking lots containing 10 or more	No change proposed
	inore parking spaces.	parking spaces.	No change proposed
	They do not apply to	parking spaces.	
	vehicle/equipment	They do not apply to	
	storage lots or vehicle	vehicle /equipment	
	and equipment sales	storage lots or vehicle	
	lots.	and equipment sales	
		lots, or truck/semi-	
		truck parking area	
		within the storage or	
		docking areas.	

Development		5 '-1' DAD	D I DAD
Standards	MZO Required	Existing PAD	Proposed PAD
Foundation Base			
Along Exterior	Additional foundation	Additional foundation	
<u>Walls</u> –	base shall be provided	base shall be provided	
MZO Section 11-33-	at the entrance to	at the entrance to	
5(A)(1)(a)(i)	create an entry plaza	create an entry plaza	
	area. The plaza area	area. The plaza area	No change proposed
-Exterior walls with	shall have a minimum	may have a minimum	
public entrances for	width and depth of 20	depth of 12 feet, only	
buildings larger	feet, and a minimum	when necessary to	
than 10,000 square	area of 900 square	comply with the Mesa	
feet	feet.	Fire Code.	
Trash and Refuse			
Collection Areas -	Solid waste and	General Applicability	
MZO Section 11-30-	recycling container	Requirements.	
12	enclosures are	Solid waste and	
	required for new	recycling container	No change proposed
	dwelling groups	enclosures are not	
	consisting of 4 or more	required when the	
	dwelling units and for	solid waste container	
	all commercial or	or recycling container	
	industrial	is located within a	
	developments in which	truck/semi-truck	
	the aggregate gross	loading and trailer	
	floor area exceeds	parking court.	
	10,000 square		
	feet. Designs must		
	meet Mesa Standard		
	Details.		

# **Required Parking Ratio:**

Per the currently approved PAD, the applicant is required to provide one parking space per 375 square feet of gross floor area for office uses and one space per 1,500 square feet of gross floor area for industrial and warehouse uses.

According to the applicant, the anticipated users do not require the same number of required parking spaces. The applicant is requesting to reduce the parking requirement to one passenger vehicle parking space per 400 square feet of gross floor area for the office portions of the development and a ratio of one passenger vehicle parking space per 5,200 square feet of industrial warehousing use which would require a total of 420 passenger vehicle parking spaces required for this development. The applicant also proposes for semi-truck parking on site at a ratio of one semi-truck space per 5,330 square feet of gross floor area for the industrial warehousing portion of the building.

The requested parking reduction is intended to minimize unused parking spaces within the development. Based on the parking statement provided by the applicant, the first shift will be from 6 am to 3 pm and have 170 employees. The second shift will be from 4 pm to 1 am and have 40 employees. The parking statement also states that the anticipated number of visitors from 7 am to 6 pm would be 7-12 visitors.

The parking statement concluded that the trip generation created by the use will be less than the parking provided and that the 420 passenger vehicle parking spots provided would equate to approximately two parking spots per employee.

#### Required Bicycle Parking:

The applicant is required to provide at least one bicycle space per 10 proposed on-site vehicle parking spaces. After the first 50 bicycle parking spaces are provided, the required number of additional bicycle parking spaces is one space per 20 vehicle parking spaces per the approved PAD.

The applicant is seeking a reduction from the 42 bicycle parking spots required to a request of 30 bicycle parking spaces for a ratio of one bicycle space per 14 proposed on-site vehicle parking. The applicant proposes to provide bicycle racks onsite and bicycle storage within bike lockers inside the building.

#### Parking Lot Screening:

Currently the approved PAD requires that when using a screen wall there shall be a landscaped setback of at least 15 feet between the screen wall and the parking area. The applicant is proposing to modify this request to reduce the setback to three feet, which is only two feet less than what is typically required by Section 11-30-9(H)(6) of the MZO. This modification will allow for the screening loading area to be more functional for the proposed use.

Due to the increased landscape setback proposed on the site plan because of the existing drainage channel and general location of the truck loading area, the intent of the section is being met due to the proposed screen described in the section below.

#### Truck Docks, Loading and Service Areas:

The applicant is requesting a PAD modification to allow truck loading docks to be located parallel to Pecos Road because of the nature of the logistics use.

The approved PAD requires that docks, loading, and service areas along Pecos Road be screened with a solid masonry wall at least 10 feet in height. The applicant is proposing to modify this to allow for the docks, loading, and service areas along Pecos Road to be screened with a combination of a landscape berm, screen wall, and view fencing. The proposed berm will be between zero feet and three feet in height. The wall will be a minimum eight feet in height from existing grade. The proposed wall is proposed to be placed on the berm resulting in greater height. The wall will consist of five feet eight inches (5'8") of solid masonry and two feet four inches (2'4") of view fencing.

The applicant is also requesting a deviation to screening requirements to allow for the use of an eight-foot-tall view fence along the north, east, and west portions of the truck court, which based on the proposed landscape plan, will also be screened with 24-inch box trees and additional scrubs.

#### Justification:

The applicant's justification for the requested deviations are enhanced building elevations and landscaping along Pecos Road. There is an existing 62-foot-wide drainage channel along Pecos Road that conveys regional flows in the area. The channel is currently not landscaped and has minimal changes from the natural drainage patterns of the area.

The applicant proposes to install the required street trees and additional shrubs located on the south side of the channel as well as additional landscaping on the north side of the drainage channel, which includes the proposed landscape berm and screen wall. Because of the existing drainage channel, the landscape yard along Pecos will be 118-feet wide and be landscapes with more lush and mature landscaping. The applicant is also providing 16,000 square feet of amenity area to provide for a more pleasing employee break and gathering areas.

# **Site Plan and General Site Development Standards:**

The applicant is requesting approval of a new site plan for the project site which is considered a Major Site Plan Modification.

The Proposed Project is a 1,702,635 square foot industrial building consisting of 1,662,315 square feet of warehousing, 40,320 square feet of office. The proposed main office space will be located on the western side of the building with the satellite offices located in four specific locations on the exterior of the warehouse space. The warehousing portion is a cross-dock facility, meaning that both sides of the building can be accessed by semi-trucks.

Ingress and egress will be provided from two access drives onto Pecos Road and a truck only egress located on the northern portion of the site plan which leads out to Ellsworth Road. Passenger and truck traffic will enter/exit the site from the western most entrance onto Pecos Road. The eastern entrance along Pecos is limited to passenger car access only.

The proposed 320 required passenger vehicle parking spots for the office portion of the building is located on the western side of the building with proposed berming and landscaping to screen the parking from Ellsworth. There is a secondary parking lot located on the southeastern side of the site plan to provide for an additional 100 parking spaces for the industrial warehousing use. The site plan also includes 321 truck parking spaces located on the north and south side of the proposed structure, which is located fully within the proposed truck court.

The applicant is proposing to screen the southern truck dock and loading area adjacent to Pecos Road with a combination of a berm, landscaping, and an eight-foot solid masonry wall. As a part of the PAD modifications, the applicant is requesting to screen the northern truck dock and loading area adjacent to Bell Bank Park with landscaping and view fencing.

# **Neighborhood Participation Plan and Public Comments:**

The applicant completed a Citizen Participation Process which included mailing letters to property owners within 1,000 feet of the site as well as HOAs within ½ mile and registered neighborhoods within one mile of the site.

As of the date of this report, staff has not been contacted by any resident or property owner to express support or opposition to this request.

#### **Staff Recommendations:**

Staff finds the Proposed Project is consistent with the Mesa 2040 General Plan, the Gateway Strategic Development Plan, the review criteria for Site Plan Review outlined in Section 11-69-5 of the MZO and meets the review criteria for a Planned Area Development outlined in Section 11-22-3 of the MZO.

Staff recommends approval with the following **Conditions of Approval:** 

- 1. Compliance with final site plan submitted.
- 2. Compliance with landscape plan Submitted.
- 3. Dedicate the right-of-way and easements required under the Mesa City Code at the time of application for a building permit, or at the time of the City's request for dedication, whichever comes first.
- 4. Compliance with all requirements of Design Review Case No. DRB23-00550.
- 5. Compliance with all requirements of Chapter 19 of the Zoning Ordinance including:
  - a. Owner must execute the City's standard Avigation Easement and Release for Phoenix Mesa Gateway Airport prior to or concurrently with the recordation of the final subdivision map or the issuance of a building permit, whichever occurs first.
  - b. Due to the proximity to Phoenix Mesa Gateway Airport, any proposed permanent or temporary structure, as required by the FAA, is subject to an FAA filing for review in conformance with CFR Title 14 Part 77 (Form 7460) to determine any effect to navigable airspace and air navigation facilities. A completed form with a response by the FAA must accompany any building permit application for structure(s) on the property.
  - c. Prior to the issuance of any building permit, provide documentation by a registered professional engineer or registered professional architect demonstrating compliance with the noise level reductions required in Section 11-19-5 of the Mesa Zoning Ordinance.
  - d. Provide written notice to future property owners that the project is within 1/4 mile of Phoenix Mesa Gateway Airport
  - e. All final subdivision plats must include a disclosure notice in accordance with Section 11-19-5(C) of the Zoning Ordinance which states in part: "This property, due to its proximity to Phoenix Mesa Gateway Airport, will experience aircraft overflights, which are expected to generate noise levels that may be of concern to some individuals."

6. Compliance with all City development codes and regulations, except the modification to the development standards as approved with this PAD as shown in the following table:

Development Standards	Approved
Required Parking Spaces by Use –	
MZO Table 11-32-3.A	
- General Offices	1 space per 400 square feet of gross office floor area
-Industrial	1 passenger vehicle space per 5,200 square feet of gross industrial floor area
	1 semi-truck parking space per 5,330 square feet of gross industrial floor area
Required Bicycle Parking – MZO Section 11-32-8(A)(1)(a)	At least 1 bicycle space per 14 proposed on-site passenger vehicle parking spaces is required. After the first 50 bicycle parking spaces are provided, the required number of additional bicycle parking spaces is 1 space per 20 vehicle parking spaces.
Parking Lot Screening — MZO Section 11-30-9(H)(6)	When using a screen wall there shall be a landscaped setback of at least 3 feet between the screen wall and the parking area.
Truck Docks, Loading and Service Areas – MZO Section 11-30-13(B) -Location on Lot	Truck docks, loading, and service areas may be located along Pecos Road

Development Standards	Approved
Truck Docks, Loading and Service Areas –	For Pecos Road only, Docks, loading
MZO Section 11-30-13(C)	and Service areas shall be screened
-Screening	with a combination of landscaping
	berming, a solid wall, and view fencing
	that is a minimum of 8 feet in height
	from the existing grade. The berms
	shall be between 0 and 3 feet in
	height, with a solid screen wall placed
	on top of the berm that is at least a
	minimum of 8 feet in height. The top
	of the solid screen wall may have a
	maximum height of 2'-4" of view
	fencing.
	For all sides not adjacent to Pecos Road,
	Docks, Loading and Service areas shall
	be screened with view fencing that is a
	minimum of 8 feet in height from the
	existing grade.
<u>Maximum Building Height</u> –	
MZO Section 11-7-3	60 feet
Interior Parking Lot Landscaping –	
MZO Section 11-33-4(A)	The interior parking lot landscaping
	standards of this section apply to all
	off-street parking lots containing 10 or
	more parking spaces.
	They do not apply to vehicle
	/equipment storage lots, vehicle and
	equipment sales lots, or truck/semi-
	truck parking areas within a storage or
	docking area.
Foundation Base Along Exterior Walls –	
MZO Section 11-33-5(A)(1)(a)(i)	Additional foundation base shall be
-Exterior walls with public entrances for	provided at the entrance to create an
buildings larger than 10,000 square feet	entry plaza area. The plaza area may
	have a minimum depth of 12 feet, only
	when necessary to comply with the
	Mesa Fire Code.

Development Standards	Approved
<u>Trash and Refuse Collection Areas</u> –	
MZO Section 11-30-12	General Applicability Requirements.
	Solid waste and recycling container
	enclosures are not required when the
	solid waste container or recycling
	container is located within a
	truck/semi-truck loading and trailer
	parking court.

# **Exhibits:**

Exhibit 1 – Presentation

Exhibit 2 – Ordinance

Exhibit 3 – Ordinance Map

Exhibit 4 - Vicinity Map

Exhibit 5 – Site Plan

Exhibit 6 - P&Z Minutes

Exhibit 7 - Submittal Documents