



**PLANNING DIVISION  
STAFF REPORT**

**Planning and Zoning Board**

**October 11, 2023**

CASE No.: **ZON23-00548**

PROJECT NAME: **DSV**

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

**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).

## 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.

Currently 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 (Proposed Project).

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

Per Section 11-69-7(C) of the Mesa Zoning Ordinance (MZO), the Proposed Project is considered a Major Site Plan Modification and required to go through the public hearing review and approval process. In addition, the existing zoning requires compliance with the originally approved site plan and the development standards approved with the PAD. Therefore, modification to conditions of approval number 3 and condition number 9 of Ordinance No. 5723 are required (Case No. ZON22-00268).

### **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. Additionally, 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 was in compliance 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 development meets the goals and intent of the Mesa Gateway Strategic Development Plan.

**Zoning District Designations:**

The 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 warehouse facility complies with the intent of the LI District.

Currently 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.

**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 One and Two (AOA 1 & 2). The location of the property within the AOA 1 & 2 is due to 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:**

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

**Compatibility with Surrounding Land Uses:**

The subject 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 industrial development 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 below shows the MZO required standards, the modified standards approved under the existing PAD, and the applicant’s proposed PAD standards.

Table 1: Development Standards

<b>Development Standards</b>	<b>MZO Required</b>	<b>Existing PAD</b>	<b>Proposed PAD</b>
<u>Required Parking Spaces by Use – MZO Table 11-32-3.A</u> - General Offices  -Industrial	1 space per 375 square feet of gross floor area  1 space per 600 square feet of gross floor area	1 space per 375 square feet of gross floor area  1 space per 1,500 square feet of gross floor area	<b>1 space per 400 square feet of gross office floor area</b>  <b>1 passenger vehicle space per 5,200 square feet of gross industrial floor area</b>  <b>1 semi-truck parking space per 5,330 square feet of gross industrial floor area</b>
<u>Required Bicycle Parking – MZO Section 11-32-8(A)(1)(a)</u>	At least 3 bicycle parking spaces or at least 1 bicycle space per 10 on-site vehicle parking spaces actually provided, whichever is greater. After the first 50 bicycle parking spaces are provided, the required number of additional bicycle parking spaces is 1	At least 3 bicycle parking spaces or at least 1 bicycle space per 10 on-site vehicle parking spaces actually provided, whichever is greater. After the first 50 bicycle parking spaces are provided, the required number of additional bicycle parking spaces is 1	<b>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</b>

	space per 20 vehicle parking spaces.	space per 20 vehicle parking spaces.	space per 20 vehicle parking spaces.
<u>Parking Lot Screening</u> – <i>MZO Section 11-30-9(H)(6)</i>	When using a screen wall there shall be a landscaped setback of at least 5 feet between the screen wall and the parking area.	When using a screen wall there shall be a landscaped setback of at least 15 feet between the screen wall and the parking area.	<b>When using a screen wall there shall be a landscaped setback of at least 3 feet between the screen wall and the parking area.</b>
<u>Truck Docks, Loading and Service Areas</u> – <i>MZO Section 11-30-13(B)</i> -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.	<b>Truck docks, loading, and service areas may be located along Pecos Road</b>
<u>Truck Docks, Loading and Service Areas</u> – <i>MZO Section 11-30-13(C)</i> -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.	<b>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.</b>  <b>For all sides not adjacent to Pecos Road, Docks, Loading and Service areas</b>

			<b>shall be screened with view fencing that is a minimum of 8 feet in height from the existing grade.</b>
<u>Maximum Building Height</u> – <i>MZO Section 11-7-3</i>	40 feet	60 feet	<b>No change proposed</b>
<u>Interior Parking Lot Landscaping</u> – <i>MZO Section 11-33-4(A)</i>	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 or vehicle and equipment sales lots.	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.	<b>No change proposed</b>
<u>Interior Parking Lot Landscaping</u> – <i>MZO Section 11-33-4(A)</i>	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 or vehicle and equipment sales lots.	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 or vehicle and equipment sales lots, or truck/semi-truck parking area within the storage or docking areas.	<b>No change proposed</b>

<p><u>Foundation Base</u> <u>Along Exterior Walls –</u> <i>MZO Section 11-33-5(A)(1)(a)(i)</i></p> <p><i>-Exterior walls with public entrances for buildings larger than 10,000 square feet</i></p>	<p>Additional foundation base shall be provided at the entrance to create an entry plaza area. The plaza area shall have a minimum width and depth of 20 feet, and a minimum area of 900 square feet.</p>	<p>Additional foundation base shall be provided at the entrance to create an entry plaza area. The plaza area may have a minimum depth of 12 feet, only when necessary to comply with the Mesa Fire Code.</p>	<p><b>No change proposed</b></p>
<p><u>Trash and Refuse Collection Areas –</u> <i>MZO Section 11-30-12</i></p>	<p>Solid waste and recycling container enclosures are required for new dwelling groups consisting of 4 or more dwelling units and for all commercial or industrial developments in which the aggregate gross floor area exceeds 10,000 square feet. Designs must meet Mesa Standard Details.</p>	<p>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.</p>	<p><b>No change proposed</b></p>

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 degree of required parking spaces, therefore the applicant is requesting to further 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.

According to the applicant, the 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 occur from 6 am to 3 pm and have 170 employees. The second shift will occur 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:

Currently, 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 further 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 due to 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 due to the nature of the logistics use.

Currently 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. Overall, 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. Due to the existing drainage channel, the landscape yard along Pecos will be 118-feet wide and be landscaped 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.

**Design Review:**

The Design Review Board is scheduled to review the subject request on October 10, 2023. Staff will work with the applicant to address any comments and recommendations from the Design Review Board and will provide the Board with an update at the October 11th Study Session.

**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 will provide the Board with any new information during the scheduled Study Session on October 11, 2023.

**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:

<b>Development Standards</b>	<b>Approved</b>
<u>Required Parking Spaces by Use –</u> <i>MZO Table 11-32-3.A</i> - General Offices  -Industrial	1 space per 400 square feet of gross office floor area  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
<u>Required Bicycle Parking –</u> <i>MZO Section 11-32-8(A)(1)(a)</i>	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.
<u>Parking Lot Screening –</u> <i>MZO Section 11-30-9(H)(6)</i>	When using a screen wall there shall be a landscaped setback of at least 3 feet between the screen wall and the parking area.
<u>Truck Docks, Loading and Service Areas –</u> <i>MZO Section 11-30-13(B)</i> -Location on Lot	Truck docks, loading, and service areas may be located along Pecos Road
<u>Truck Docks, Loading and Service Areas –</u> <i>MZO Section 11-30-13(C)</i> -Screening	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.
<u>Maximum Building Height –</u> <i>MZO Section 11-7-3</i>	60 feet
<u>Interior Parking Lot Landscaping –</u> <i>MZO Section 11-33-4(A)</i>	<p>The interior parking lot landscaping standards of this section apply to all off-street parking lots containing 10 or more parking spaces.</p> <p>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.</p>
<u>Foundation Base Along Exterior Walls –</u> <i>MZO Section 11-33-5(A)(1)(a)(i)</i> <i>-Exterior walls with public entrances for buildings larger than 10,000 square feet</i>	<p>Additional foundation base shall be provided at the entrance to create an entry plaza area. The plaza area may have a minimum depth of 12 feet, only when necessary to comply with the Mesa Fire Code.</p>
<u>Trash and Refuse Collection Areas –</u> <i>MZO Section 11-30-12</i>	<p>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.</p>

**Exhibits:**

- Exhibit 1 – Staff Report
- Exhibit 2 – Vicinity Map
- Exhibit 3 – Project Narrative
- Exhibit 4 – Site Plan
- Exhibit 5 – Landscape Plan
- Exhibit 6 – Grading and Drainage Report
- Exhibit 7 – Elevations
- Exhibit 8 – Citizen Participation Plan
- Exhibit 9 – Citizen Participation Report
- Exhibit 10 – Parking Statement
- Exhibit 11 – Power Point Presentation