



PLANNING DIVISION
STAFF REPORT

City Council Hearing

January 10, 2022

CASE No.: ZON21-00746	PROJECT NAME: Power & Elliot Industrial Park
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Owner's Name:	Garvin Holdings, LLC
Applicant's Name:	Adam Baugh, Withey Morris, PLC
Location of Request:	Within the 6800 to 7100 blocks of East Elliot Road (north side). Located east of Power Road on the north side of Elliot Road.
Parcel No(s):	304-05-017J
Request:	Rezone from Single Residence 43 (RS-43) to Light Industrial with a Planned Area Development overlay (LI-PAD) and Site Plan Review.
Existing Zoning District:	Single Residence 43 (RS-43)
Council District:	6
Site Size:	26.3± acres
Proposed Use(s):	Industrial
Existing Use(s):	Vacant
P&Z Hearing Date(s):	November 17, 2021 / 4:00 p.m.
Staff Planner:	Cassidy Welch, Senior Planner
Staff Recommendation:	APPROVAL with Conditions
Planning and Zoning Board Recommendation:	APPROVAL with Conditions (Vote: 6-0)
Proposition 207 Waiver Signed:	Yes

HISTORY

On **March 25, 1994**, the City Council annexed 106± acres of land that included the subject 26± acre site into the City of Mesa (Case No. A93-005; Ordinance No. 2873).

On **April 18, 1994**, the City Council approved a rezoning of the subject site from Maricopa County Rural 43 to City of Mesa comparable zoning of Single Residence 43 (RS-43) (Case No. Z94-020; Ordinance No. 2895).

PROJECT DESCRIPTION

Background:

The subject site is currently vacant and located east of Power Road on the north side of Elliot Road. The applicant is requesting to rezone the property from Single Residence 43 (RS-43) to Light Industrial with a Planned Area Development Overlay (LI-PAD) to allow development of 4 industrial buildings on the property. The requested PAD overlay is to allow modifications to increase the maximum allowed building height, reduce landscape setbacks, as well as reduce the required vehicular parking ratio for the proposed industrial development.

Per Section 11-22 of the Mesa Zoning Ordinance (MZO), the purpose of a PAD overlay is to permit flexibility in the application of zoning standards and requirements where a proposed development can demonstrate that it provides equivalent or superior standards in a creative way to meet the intent of the City's Zoning Ordinance and General Plan. The proposed site plan meets the criteria for review of a PAD and site plan outlined in the MZO. From the submitted site plan, the proposed industrial development will include superior and high-quality design standards such as defined pedestrian pathways that connects all buildings on the property to each other. The site plan also shows the pathways will be connected to the adjacent canal to the east of the property, as well as connected to employee amenity areas on the property.

General Plan Character Area Designation and Goals:

The Mesa 2040 General Plan character area designation on the property is Mixed Use Activity District/Employment. Per Chapter 7 of the General Plan, Mixed Use Activity Districts are large-scale community and regional activity areas that usually have a significant commercial component including shopping centers, power centers, or lifestyle centers that are designed and developed to attract customers from a large radius. Per the General Plan, Employment character areas typically have minimal connection to the surrounding area and are used for employment-type uses such as manufacturing facilities, warehousing, and business parks.

The majority of the area surrounding the property has been developing over the years to be more consistent with the Employment character area designation. Per Chapter 7 of the General Plan, the primary goal of the Employment character area is to provide for a wide range of employment opportunities in high quality settings. The subject request to allow an industrial development on the property and provide employment opportunities to residents in the City conforms to the goals of the Employment character area.

Gateway Strategic Development Plan:

The site is also located within the Inner Loop District of the Mesa Gateway Strategic Development Plan area. Per the Strategic Plan, developments within the Inner Loop District should provide a high quality, mixed use environment that is compatible with increasing over-flight activities associated with Phoenix-Mesa Gateway Airport operations. Any development proposed in this area should demonstrate that it will not impede future growth and development of the airport.

As a recommendation of the Mesa Gateway Strategic Development Plan, the City of Mesa conducted a specific land use study in 2018 (i.e. the 2018 Inner Loop Land Use Study) for the Inner Loop Area of the Plan. The intent of the study was to ensure appropriate allocation of land uses and distribution that aligns with the goals of the Mesa Gateway Strategic Development Plan. The study designated the subject site area as Mixed Use Activity District, Community Scale. This designation was established to be consistent with the goals of the Employment/Mixed Use Activity District character area envisioned in the General Plan. The proposed development meets the intent of the Inner Loop Land Use Study and the Mixed Use Activity District designation, as the proposed development will provide opportunities for industrial uses to support the goal of the district to provide high quality opportunities for commercial activities.

Staff reviewed the request and determined it is consistent with the development review criteria outlined in Chapter 15 (pg. 15-1) of the Mesa 2040 General Plan. The proposed warehousing and industrial uses are consistent with the goals of the Employment character area designation and the Inner Loop District of the Mesa Gateway Strategic Development Plan.

Zoning District Designations:

The subject site is currently zoned Single Residence 43 (RS-43). The applicant is requesting to rezone the property to Light Industrial with a Planned Area Development overlay (LI-PAD). Per Section 11-7-1 of the MZO, the goals of the LI district is to provide areas for limited manufacturing and processing, wholesaling, research, warehousing and distribution activities that take place within enclosed buildings. Per Section 11-7-2 of the MZO, the proposed development of the property for industrial uses is permitted in the LI zoning district.

Airfield Overlay – MZO Article 3, Section 11-19:

Per Section 11-19 of the MZO, the property is located within the City of Mesa Airfield (AF) Overlay District, specifically within the Airport Overflight Area Three (AOA 3). The location of the property within the AOA 3 is due to its proximity to the Phoenix-Mesa Gateway Airport. Per Section 11-7-2 of the MZO, the AOA 3 allows industrial-type uses. The Phoenix-Mesa Gateway Airport staff reviewed the subject request and did not express opposition to the proposed rezoning.

Planned Area Development (PAD) Overlay District – MZO Article 3, Chapter 22:

The subject request includes a PAD overlay to allow modifications to certain required development standards of the MZO. Per Section 11-22 of the MZO, the purpose of the overlay is to allow for innovative design and flexibility that creates high-quality development for the site.

Table 1 below shows the MZO required standards, the applicant's proposed PAD standards, and staff recommendations:

Table 1

MZO Development Standards	Required	Proposed	Staff Recommendation
Maximum Building Height – <i>MZO Section 11-7-3</i>	40 feet	42 feet	As proposed
Required Parking – <i>MZO Section 11-32-3</i> - <i>Group Industrial Shell Buildings (no specified use)</i>	75% at 1 space per 500 square feet plus 25% at 1 space per 375 square feet	75% at 1 space per 975 square feet plus 25% at 1 space per 375 square feet	As proposed
Required Landscape Yards – <i>MZO Section 11-33-3(B)(2)</i> - <i>Non-Single Residence Adjacent to Non-Single Residence</i>	15 feet (west & east side of the subject site)	10 feet (west & east side of the subject site)	As proposed

As shown on the table above, the applicant is requesting the following modifications from the required LI zoning district development standards on the property as outlined in Sections 11-7-3, 11-32-3 and 11-33-3 of the MZO.

Maximum Building Height:

Per Section 11-7-3 of the MZO, the allowed maximum building height in the LI zoning district is 40 feet. The applicant is requesting a maximum building height of 42 feet for development on the property. According to the applicant, the requested increase in height is needed to accommodate the various types of operations planned on the property.

Required Parking Ratio:

Per Section 11-32-3 of the MZO, group industrial buildings with no specified uses or users shall be parked at a ratio of 75% at 1 space per 500 square feet and 25% at 1 space per 375 square feet. The applicant is requesting the development to be parked at a ratio of 75% at 1 space per 975 square feet and 25% at 1 space per 375 square feet. Per the applicant, the proposed parking ratio is consistent with similar industrial developments in the surrounding area.

Required Landscape Yards:

Per Section 11-33-3 of the MZO, the required perimeter landscape yards for non-single residence uses adjacent to other non-single-residence uses or zoning is 15 feet. The applicant is requesting a reduction of the perimeter landscape from 15 feet to 10 feet along the western and eastern site boundaries. According to the applicant, the requested reduction to the perimeter landscape yard is to allow for appropriate circulation of trucks along the perimeter of the site and increased open space in the center of the site, adjacent to the buildings.

Site Plan and General Site Development Standards:

The proposed site plan shows development of four industrial buildings on the subject site. From the site plan, there will be two vehicular access drives from Elliot Road onto the property. The site plan also shows the proposed buildings will range in size from approximately 86,987 square feet to 144,797 square feet. Each building will include truck docks and loading areas at the rear of the building. The truck docks and loading areas are shown to be in the internal areas of the site and less visible from public view. Also, all the proposed truck docks and loading areas within the development will be screened from public view by an 8-foot opaque screen wall.

The proposed development is adjacent to the Roosevelt Water Conservation District Canal. Specifically, the eastern section of the property abuts the canal. The submitted site plan shows connecting pedestrian pathways on the property to each building, as well as to the adjacent canal, and also to Elliot Road on the west of the property. The design of the pedestrian walkways conforms to the requirements outlined in Sections 11-7-3(B)(1)(d) and 11-30-8 of the MZO. Specifically, these sections of the MZO requires pedestrian connection to employee and visitor amenities, to all buildings on the site and to public sidewalks. Overall, the proposed site plan conforms to the review criteria for Site Plan Review outlined in Section 11-69-5 of the MZO.

Design Review:

The Design Review Board reviewed the subject request on October 12, 2021 and had minor comments regarding materials and articulation. Staff will be working with the applicant to address the comments and recommendations of the Design Review Board.

Surrounding Zoning Designations and Existing Use Activity:

Northwest LI-PAD Vacant	North LI-PAD Self-Storage	Northeast (Across RWCD Canal) EO Vacant
West LC Vacant	Subject Property RS-43 Vacant	East (Across RWCD Canal) EO Vacant
Southwest (Across Elliot Road) LC-BIZ-PAD Vacant	South (Across Elliot Road) LC-PAD RWCD Facility	Southeast (Across Elliot Road & RWCD Canal) County RU-43 Agricultural

Compatibility with Surrounding Land Uses:

The subject site is currently vacant. The area to the north of the subject site is currently zoned Light Industrial (LI). A section of the property to the north is currently developed as self-storage with the other half currently vacant. The subject site is also adjacent to the Roosevelt Water Conservation District Canal to the east. There is a large property to the east, across the canal that is currently zoned as Employment Opportunity Zone (EO) and planned to be developed as

a large industrial complex. The subject request for an industrial development on the property will not be out of character with the surrounding area.

Neighborhood Participation Plan and Public Comments:

The applicant has completed a Citizen Participation Process, which included mailing letters to property owners within 1,000 feet of the site, as well as registered neighborhoods and HOAs within one mile of the site. As of writing this report, staff has not received any comments from surrounding property owners. The applicant will be providing an updated Citizen Participation Report to staff prior to the November 17, 2021 Study Session. Staff will provide the Board with any new information during the scheduled Study Session.

Staff Recommendation:

The subject request is consistent with the General Plan, the Gateway Strategic Development Plan, and the purpose for a Planned Area Development overlay outlined in Section 11-22-1 of the MZO. Additionally, the request meets the review criteria for Site Plan Review outlined in Section 11-69-5 of the MZO. Therefore, staff recommends approval of the request with the following conditions:

Conditions of Approval:

1. Compliance with the final site plan submitted.
2. Compliance with all requirements of Design Review.
3. All off-site improvements and street frontage landscaping to be installed with the first phase of construction.
4. 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.
5. Compliance with all requirements of Chapter 19 of the Zoning Ordinance including:
 - a. Owner shall execute and record the City's standard Avigation Easement and Release for Phoenix-Mesa Gateway Airport prior to the issuance of a building permit.
 - 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 an effect to navigable airspace and air navigation shall be provided prior to building permit issuance.
 - c. Provide written notice to future property owners that the project is within 2 miles of Phoenix-Mesa Gateway Airport.
6. Compliance with all City development codes and regulations, except the modifications to the development standards as approved with this PAD and shown in the following table:

MZO Development Standards	PAD Approved
Maximum Building Height – <i>MZO Section 11-7-3</i>	42 feet
Required Parking – <i>MZO Section 11-32-3</i>	75% at 1 space per 975 square feet plus

- <i>Group Industrial Shell Buildings (no specified use)</i>	25% at 1 space per 375 square feet
Required Landscape Yards – <i>MZO Section 11-33-3(B)(2)</i> - <i>Non-Single Residence Adjacent to Non-Single Residence</i>	10 feet (west & east side of the subject site)

Exhibits:

Exhibit 1-Staff Report

Exhibit 2-Vicinity Map

Exhibit 3-Application Information

3.1 Project Narrative

3.2 Site Plan/Preliminary Plat

3.3 Landscape Plan

3.4 Elevations

Exhibit 4-Citizen Participation Report

Exhibit 5-Avigation Easement