



MEMORANDUM

DATE: April 17, 2024
For May 2, 2024 Hearing

TO: John Iurino
Zoning Examiner

FROM: Kristina Swallow, Director
Planning & Development Services

SUBJECT: REZONING – PLANNING & DEVELOPMENT SERVICES REPORT
TP-ENT-0324-00007 HCD Village PAD, R-1 to PAD (Ward 4)

Issue – This is a request by The Planning Center, on behalf of the property owner, City of Tucson – Real Estate Division to rezone a 1.05-acre parcel from R-2 residential to Planned Area Development (PAD) zoning. The rezoning site is located at 250 W King Road, approximately 1,000 feet west of Stone Avenue. City of Tucson, Housing and Community Development proposes to develop this site as the Amphi Housing First Resource Center, a new emergency shelter and day-use service center using the “Village Housing Model.” The “Village Housing Model” is not specifically defined in the Unified Development Code (UDC). A PAD zone provides the flexibility needed to implement City of Tucson Housing and Community Development’s Housing First approach focused on providing shelters with essential support services in areas experiencing high unsheltered populations by prioritizing the use of underutilized or vacant city-owned facilities.

Planning & Development Services Recommendation – The Planning & Development Services Department recommends approval of the Amphi Housing First Resource Center PAD, as proposed in the attached PAD document.

Public Outreach – The applicant held two separate neighborhood meetings prior to their submittal. The first meeting was held on November 6, 2023, and the second meeting was held on January 31, 2024. Both meetings were held in person and noticed using mailing labels provided by PDS. Notices were sent to all property owners and property addresses within a quarter mile of the site, and to all neighborhood associations within one mile. HCD staff also canvassed door-to-door properties within 400 feet of the site to invite residents and leave door hangers/postcards with meeting information.

The November 6, 2023 meeting was held at Amphi Middle School in the school’s gym at 315 E Prince Road. Present were staff from the City Manager’s Office, Housing and Community Development, The Mayor’s Office, and Tucson Police Department. The consultant team from The

Planning Center also attended, as well as two members of the Ward 3 staff. Several neighbors were also present, with 45 people attending the meeting. City staff introduced the proposed project to those in attendance, and the Planning Center staff explained what a Planned Area Development entails. City staff gave a brief overview of the City of Tucson's Housing First Program. The meeting was then opened for discussion and questions.

The January 31, 2024 meeting was held at the Salvation Army gym at 218 East Prince Road. The city and consultant teams were again present. Several neighborhood and community members were also present. A total of 47 people attended the meeting. Housing and Community development reintroduced the project team. Planning Center staff walked through a presentation discussing the project boundary, existing zoning, the proposed rezoning request, the PAD, and the rezoning process. The meeting was then opened up for discussion and questions.

Meeting discussions focused on safety and crime, the current unsheltered population, property values, tiny homes, and general information on the Housing First Resource Center.

Background Information

PAD Document Review: The application for PAD rezoning was accepted on April 1, 2024 and placed in review with a due date of April 12, 2024. A distribution memo was sent to external review teams, and various staff departments were given an opportunity to review and leave comments.

Existing Land Use: Vacant fire station building.

Zoning Descriptions:

Residential Zone (R-2): This zone provides for medium density, single-family and multifamily, residential development, together with schools, parks, and other public services necessary for an urban residential environment. Select other uses, such as day care and urban agriculture, are permitted that provide reasonable compatibility with adjoining residential uses.

Planned Area Development (PAD): enables and encourages comprehensively planned development in accordance with adopted plans and policies. The PAD is a zoning classification which provides for the establishment of zoning districts with distinct standards. A PAD may have land use regulations different from the zoning regulations in the UDC, any other PAD District, or other zoning districts. When a provision in a PAD varies from the UDC, the provisions in the PAD shall govern.

Surrounding Zones and Land Uses:

The subject location is currently zoned R-2 and is surrounded by R-2 zoning in all directions.

West, North, and East: Single family residential.

South: King Road, a local street, single family residential and a church opposite.

Previous Cases on the Property: None.

Related Cases: None.

Applicant’s Request – “The HCD Villages PAD intends to allow an adaptive reuse of a disused City Fire Department building to create a Housing Resource Center, using a Village Housing model to create a mix of services and support, including congregate and non-congregate shelter for individuals experiencing homelessness or in danger of becoming homeless.

Planning Considerations – Land use policy direction for this area is provided by Plan Tucson (PT), and the *North Stone Neighborhood Plan* (NSNP).

Plan Tucson (PT) - The *Plan Tucson* Future Growth Scenario Map identifies the PAD location as within the Existing Neighborhoods Building Block where the goal is to maintain the character of these neighborhoods, while accommodating some new development and redevelopment and encouraging reinvestment and new services and amenities that combine further to neighborhood stability.

The proposal conforms to *Plan Tucson* housing goals and policies. The site location is within a neighborhood with an existing high population of homeless individuals, based on an evaluation of the social and special needs of the area, and proximity of goods, services, and transit. Adaptively reusing a city building helps ensure it’s maintained by retrofitting it for a new use. Re-using the fire station also preserves the distinctive physical character of the street and neighborhood.

North Stone Neighborhood Plan – The *North Stone Neighborhood Plan* was developed to mitigate potential negative impacts of new development on the existing residential uses of the North Stone neighborhood as it transitioned into a neighborhood with a greater variety of uses spurred by roadway improvements and new commercial development, largely the Tucson Mall.

The Amphi Housing First Resource Center PAD is aligned with *Neighborhood Plan* Landscaping Goals by planting drought-tolerant vegetation, utilizing a 20-foot landscape border facing King Road, and 10-foot landscape borders on the sides and back of the parcel. The landscape borders are also aligned with *Plan* residential policies, mitigating negative impacts of new development through setbacks and vegetation. Because this is an adaptive reuse, there are no impacts to mountain views. The proposal is aligned with *Plan* non-residential policy utilizing landscaping features such as trees in scale with the area with understory plants such as shrubs and ground cover where practical.

Housing Affordability Strategy for Tucson – The Amphi Housing First Resource Center PAD is aligned with HAST policy goals building capacity around affordable housing, facilitating housing in Areas of Opportunity, and updating zoning regulations to encourage affordable housing. It is a

direct effort to house Tucsonans most vulnerable to housing instability, and the PAD process expands outreach and education towards HAST efforts through the public engagement process.

Project Description – The PAD proposes a new use that is not clearly defined in the UDC, Village Housing District, as part of City of Tucson’s Housing First strategy addressing homelessness in Tucson. The PAD proposes re-using the existing 7,000 square-foot fire station to offer a mix of congregate shelter, non-congregate shelter, and support services. Additionally, the area behind the existing structure is designated as non-congregate shelter and support services land use.

A landscape buffer of 10 feet separates the uses from the back and rear property lines, and a 20-foot landscape border softens the appearance from the street and gives aesthetic consideration to the neighborhood. Additionally, the existing chain-link fence with opaque screen adjacent to surrounding single-story residential uses will be replaced by a minimum five-foot tall masonry wall with a wrought-iron cap or screening enclosing the site. This ensures the privacy of adjacent residential properties. New fencing and gates may also be installed along King Road to ensure privacy for homes across the street.

The former fire station is the only building on the site and will remain, reducing the project’s disruption to the surrounding neighborhood and mitigate the emissions cost of new construction. It is the tallest building on the site, and any new buildings on the site will allow a transition of building heights from the fire station to the surrounding neighborhood by using smaller structures behind it. The fire station building will improve the existing building with energy-efficient materials, fixtures, and appliances.

Microshelters, tiny homes, and other housing typologies anticipated to be developed within the Village Housing District typically have high energy efficiency due to their small footprint and compact nature of the collective development. Additionally, most participants of the Amphi Housing First Resource Center will not have personal vehicles, which reduces the need to provide a large parking area for the residents of the site and limits the addition of impervious surfaces and vehicle miles travelled.

There are medium and high-density projects south and west of the project site, along Oracle Road and Prince Road. The project site will generate a use more aligned with the use intensity of the nearer low-density residential because of the anticipated low number of trips generated, making it appropriately located near the edge of the neighborhood. There are less than ten staff members planned to be onsite at any given time, and those receiving services are highly unlikely to have cars. The Housing First Resource Center does not require any improvements to surrounding streets.

The 20-foot landscape border on the front of the site, and the 10-foot borders on the sides and rear will be planted with low-water and drought-tolerant plants from the Arizona Department of Water Resources approved plant list.

The facility will be staffed on a 24-hour basis, as the safety of the surrounding neighborhood, residents, and the Resource Center participants and staff are prioritized by the City of Tucson Housing and Community Development department. Additionally, security will be employed to

monitor the project site and surrounding neighborhood. Other measures may include security cameras and remote monitoring by Tucson Police Department. Dark-sky-compliant lighting for the non-congregate shelter area will limit dark spaces onsite that may conceal activity or figures.

New structures onsite will be screened from neighboring properties with the new perimeter wall. These new structures may be up to two stories in height. They will be hidden from view from the south by the existing fire station, and only the upper portions of the structures will be visible from immediately adjacent properties.

Access will come from the existing access point at the southeast corner of the property, which will remain at its current 60-foot width to allow flexibility in the use of the eastern truck bay on the existing building for Housing First Resource Center operations such as the provision of a mobile clinic. The existing curb cut for the western driveway may be removed during redevelopment of the site. Access within the Village Housing District will consist of parking areas and access lanes in accordance with applicable UDC standards. ADA-accessible pedestrian paths will be located throughout the Village Housing District.

New landscaping will be designed to create a visually attractive street frontage and provide shade to pedestrian facilities in the right-of-way. Landscaping in the side and rear buffer areas will be developed in compliance with applicable UDC landscape standards. In the event it is necessary to modify landscape borders to accommodate non-congregate shelters, the border widths, plant materials, and plan quantities may be amended administratively based on new information at the time of development. Five parking spaces will be provided onsite for employees and Resource Center volunteers. Landscaping will enhance the overall visual appearance of parking areas, and canopy trees will provide shade and mitigate the urban heat island effect.

The site is located within a critical basin, critical basin detention and first flush retention requirements will be triggered at time of development through a drainage report/hydrology analysis submitted to the city with other necessary documents and plans to obtain permits for proposed work.

PAD Rationale – The Amphi Housing First Resource Center PAD allows for development flexibility by crafting site-specific development standards otherwise not possible through conventional zoning. This flexible approach optimizes limited funding and resources to directly address homelessness through cost-effective and compatible design.

The PAD also provides an opportunity to define the Village Housing Model land use, housing typologies, support services, and other necessary components crucial to the function of Housing First initiatives and provides the ability to place the Village Housing Model use where it may be needed most.

The project site is identified by the Tucson and Pima County Housing Study's Neighborhood Vulnerability Index Map as one of the most vulnerable census tracts in the City of Tucson, which correlates with its high unsheltered population. In response to this vulnerability and the needs of the neighborhood, the Amphi Housing First Resource Center PAD will provide a range of benefits to the community.

Adaptively reusing and renovating the existing fire station building, drought resistant landscaping, and green stormwater installation through the site all contribute to climate resiliency.

The proposed PAD provides access to readily available resources for neighbors as well as unsheltered individuals in the neighborhood. By activating a vacant and dilapidated city-owned property, it establishes round-the-clock onsite presence, which helps to deter undesirable activities from continuing to occur on the property and surrounding neighborhood. A secure barrier around the property deters current challenges associated with trespassing. Repurposing an underutilized and vacant site intrinsically stabilizes the surrounding neighborhood and positively contributes to property values.

Finally, the Amphi Housing First Resource Center PAD is an opportunity to provide a solution to an ongoing neighborhood challenge in a manner responsive to the safety of the surrounding residents as well as those individuals participating in programs and services offered at the Center.

The PAD zone is appropriate for the subject parcel as it creates a land use capable of providing a range of housing and housing support services that would otherwise only be permitted as a single use on a site. By creating a centralized location with multiple service types and incorporating a congregate shelter housing model, it can respond to the basic shelter needs of the unhoused population. Safe and secure housing is a major contributor to homeless individuals transitioning out of homelessness to stable employment and housing; placing Microshelter homes where there is already a higher density of unsheltered people places safe housing and services right where they're needed the most. By pairing shelter with round-the-clock staffing and security, it also positively contributes to the physical safety of not only service recipients, but also to surrounding properties.

PAD Document Overview – The PAD document will use the established standards of the R-2 zone as the base zone, subject to the modified development regulations for the Amphi Housing First Resource Center PAD.

Permitted Uses

- Any permitted or special exception use listed in Table 4.8.4 of the UDC for the R-2 Zone is allowed within the Amphi Housing First Resource Center Pad unless modified herein.

Additional Permitted Uses

- Congregate Shelter as defined by Section I.A of the Amphi Housing First Resource Center PAD
- Non-Congregate Shelter (also referred to as microshelter, tiny homes, etc.) defined by Section I.A of the Amphi Housing First Resource Center PAD
- Support Services, as defined by Section I.A of the Amphi Housing First Resource Center PAD
- Wireless Communications

Prohibited Uses

- Cemetery

Additional Land Use Standards

1. Village Housing
 - a. No more than 120 beds shall be provided onsite.
 - b. No more than 35 non-congregate units shall be provided in the yard external to the fire station.
 - c. No more than 15 non-congregate units shall be provided internal to the fire station.
 - d. Safety protocols such as curfew, onsite security, 24-hour surveillance cameras, community rules, neighborhood monitoring, etc. shall be implemented. Such safety protocols shall be submitted prior to the issuance of the Certificate of Occupancy.
 - e. The facility shall be operated by the City of Tucson Housing and Community Development (HCD) Department or an affiliated partner.
 - f. HCD or the affiliated partner shall offer to meet with all neighbors within 400 feet and all neighborhood associations within one mile prior to submission of the development package to inform them of building plans, site programming and logistics, safety protocols, etc.

Development Standards

- Development standards for the Amphi Housing First Resource Center PAD shall use the basic parameters of the R-2 Zone with modifications per PAD Document Table IV.D: Development Standards.
- Where the Amphi Housing First Resource Center PAD falls silent on certain development parameters, the development standards prescribed by the UDC for the R-2 Zone prevail.

Additional Development Standards

1. Parking - Recognizing that the Amphi Housing First Resource Center is accessible by multiple modes of transportation and parking needs are only necessary for employees or support service providers, a minimum of five parking spaces shall be provided onsite. Additional parking, up to five parking spaces, may be accommodated on-street in the King Road right-of-way.
2. Loading - Parking and access lanes may serve as loading zones. Therefore, no loading zones are required to support the Amphi Housing First Resource Center.
3. Landscape and Screening Standards - The following landscape and screening standards shall apply to the Amphi Housing First Resource Center PAD.
 - A 20-foot (minimum) landscape border shall be provided adjacent to King Road in accordance with Section 7.6.4 of the UDC.)
 - 10-foot (minimum) landscape borders shall be provided adjacent to the northern and western property boundaries in accordance with Section 7.6.4 of the UDC.
 - Rainwater harvesting basins and green stormwater infrastructure shall be incorporated into the village housing design to the greatest extent practicable.
 - A 5-foot tall screen consisting of masonry and wrought iron, or similar material, shall be provided on the property line to contain the village housing.
4. Signage and Monumentation - Signage and monumentation within the PAD shall comply with the applicable City of Tucson Sign Code and sign regulations.

5. Solid Waste Standards - All required solid waste and recycled materials collection and storage shall be designed in accordance with the City of Tucson *Technical Standards Manual, Section 8: Solid Waste and Recycling Disposal, Collection, and Storage Standards* unless an agreement between the City of Tucson’s Environmental Services Department and the Housing and Community Development Department can be reached for alternative standards for the Amphi Housing First Resource Center.
6. Lighting Standards – All outdoor lighting shall comply with the City of Tucson Outdoor Lighting Code and shall be shielded and downward-directed.

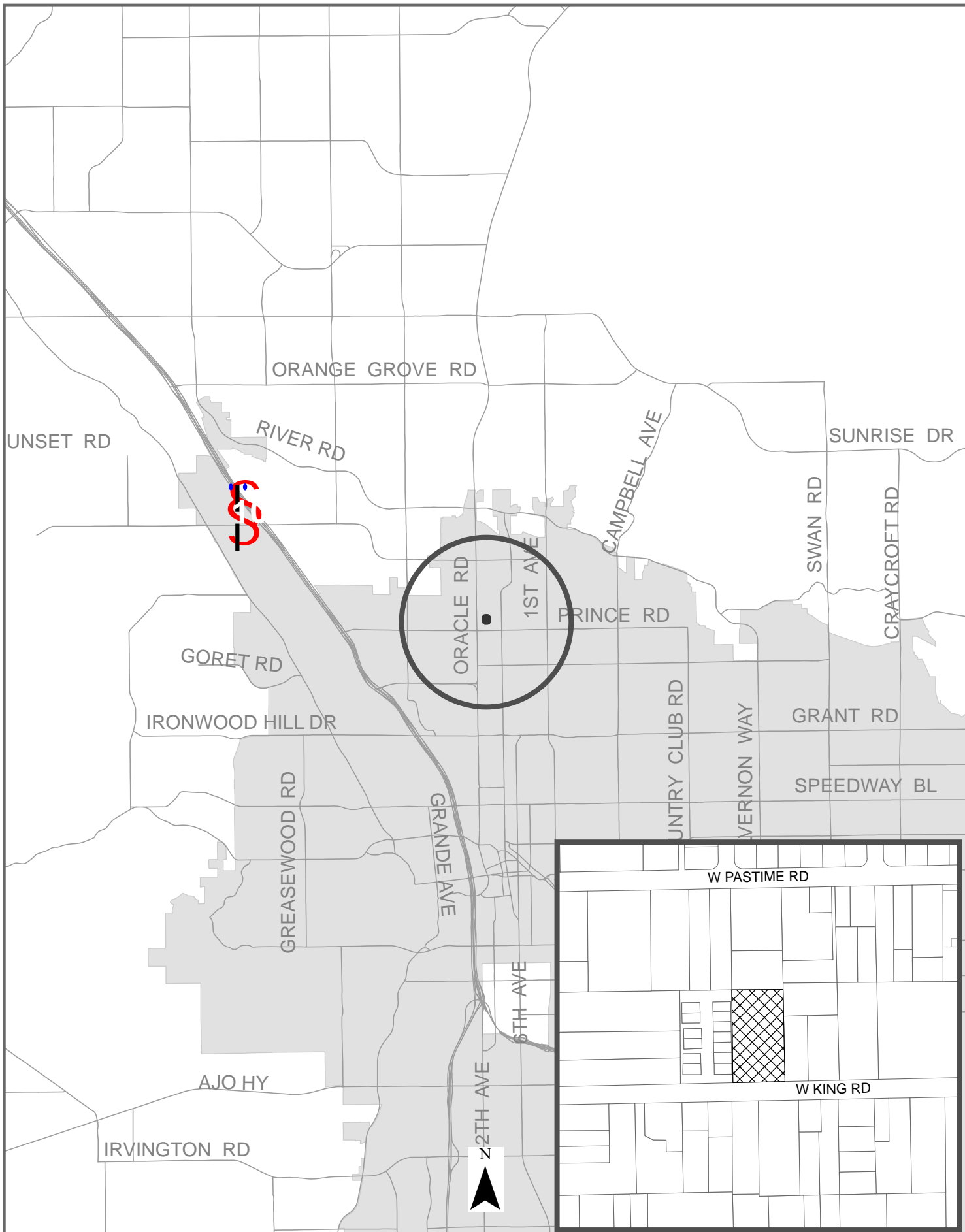
Interpretations and Amendments – The regulations and guidelines provided within this PAD supersede existing regulations within the City of Tucson Unified Development Code. If an issue arises regarding definitions, conditions, standards and/or situations not addressed in this PAD, those in the UDC or other City regulations shall prevail, as interpreted by the City of Tucson Zoning Administrator.

Amendments to this PAD may be necessary over time to respond to the changing market demands, or financial conditions, or to respond to the unanticipated needs of new users. Non-substantial changes to the PAD shall be approved pursuant to *UDC Section 3.5.5.I* and include the following:

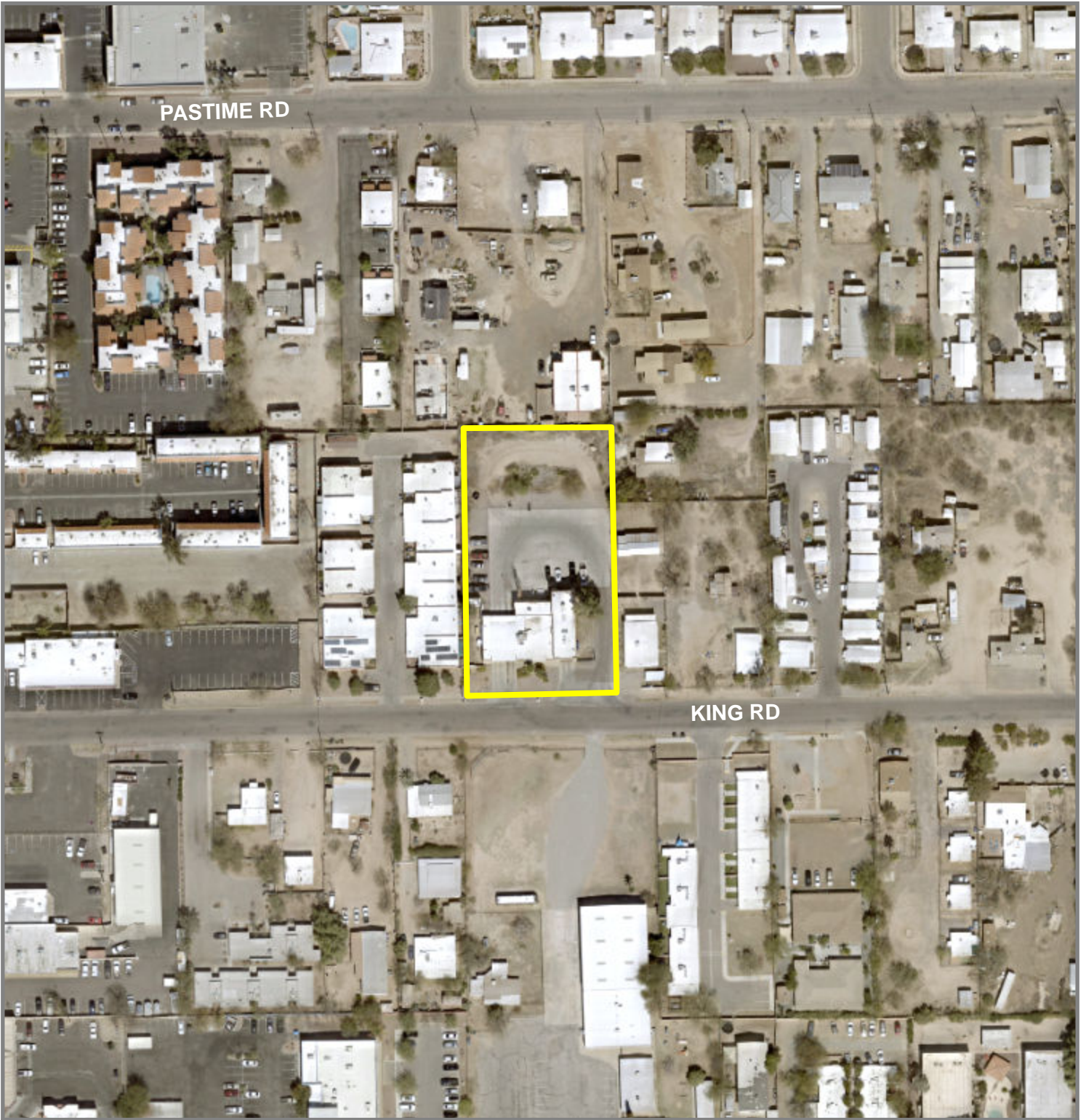
- a. Modifications to the permitted uses that do not change the overall intent of the PAD.
- b. Modifications to tax code parcel boundaries, including changes to interior boundaries, right-of-way acquisition, or combining parcels.
- c. Modifications to definitions, development standards and regulations based on new information, best practices and market trends for affordable housing/shelter uses.
- d. Any other items not expressly defined as substantial based on UDC Section 3.5.5.J.
- e. Modifications to code provisions, including but not limited to the UDC, Fire, and Building code, as long as safety is maintained and with approval from the Planning Director/Building Official. Substantial changes (as defined in UDC Section 3.5.5.J.2.c) are subject to the amendment application process outlined in UDC Section 3.5.5.J.2.

Conclusion – The Amphi Housing First Resource Center PAD request to rezone the site to a PAD is consistent with *Plan Tucson, Housing Affordability Strategy for Tucson (HAST)* and the *North Stone Neighborhood Plan*. A plan amendment is not required. Approval of the requested PAD zoning is appropriate. No other conditions are required.

TP-ENT-0324-00007 R-2 to PAD



TP-ENT-0324-00007 R-2 to PAD

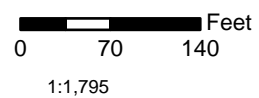


PASTIME RD

KING RD

 Area of Rezoning

Address: 250 W KING RD
Base Maps: Twp. 1303 Range 1302 Sec. 25
Ward(s): 3



TP-ENT-0324-00007 R-2 to PAD



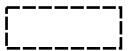
Area of Rezoning



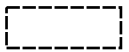
Zone Boundaries



Properties Notified



400' Notification Area



Protest Area (150 ft. Radius)

Address: 250 W KING RD
Base Maps: Twp. 1303 Range 1302 Sec. 25
Ward(s): 3

0 70 140 Feet

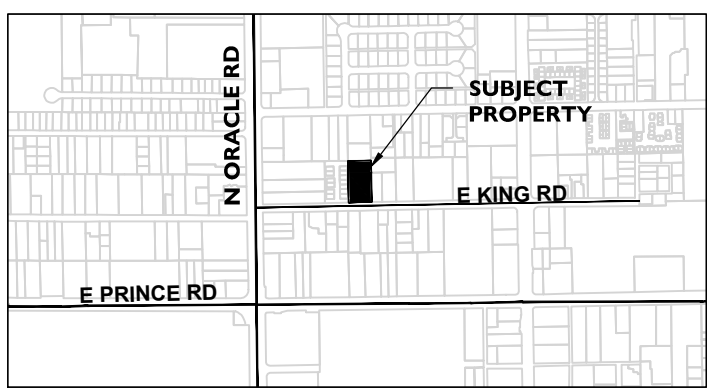
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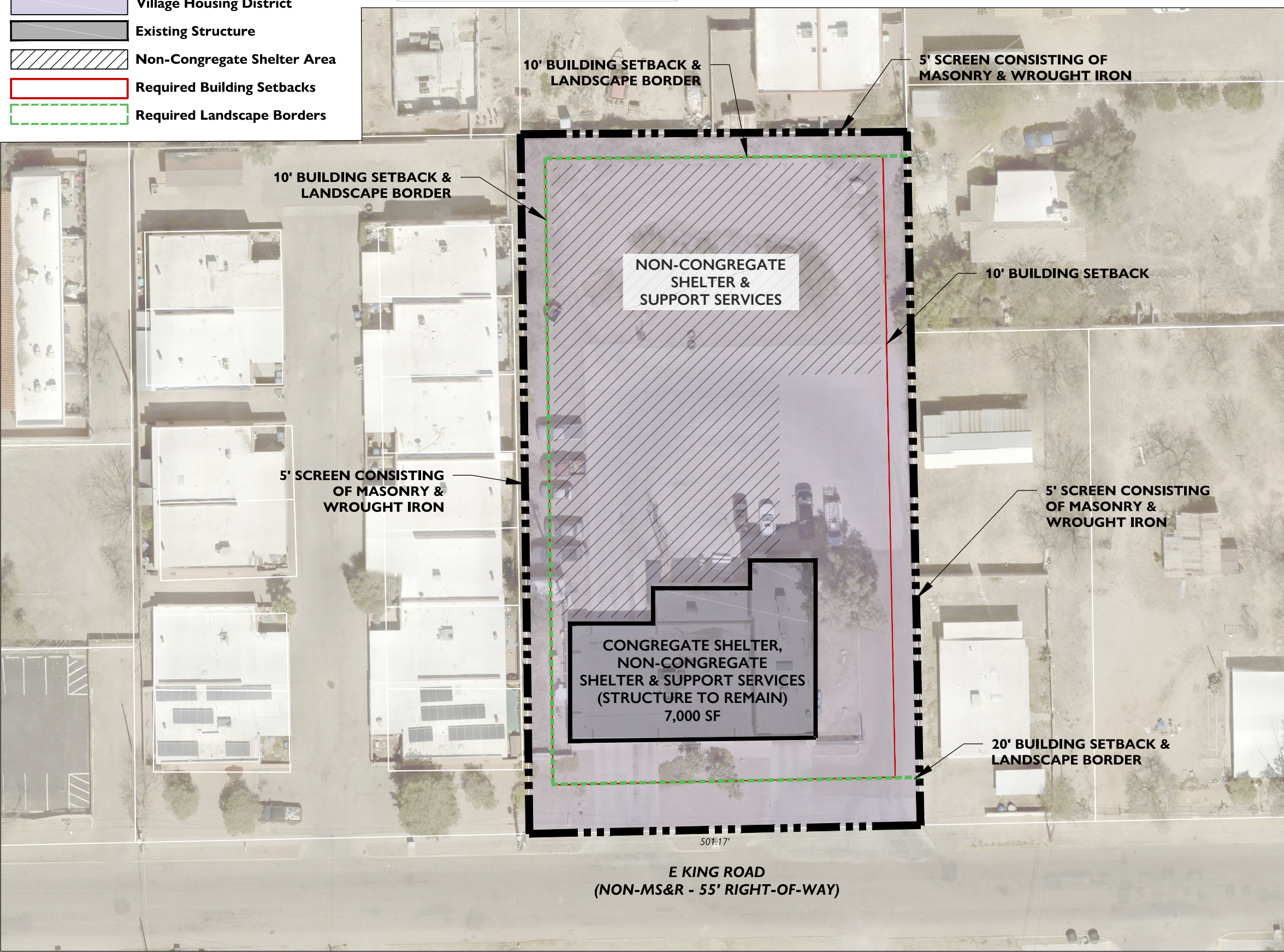
CONCEPTUAL LAND USE PLAN

LEGEND

- Property Boundary
- Village Housing District
- Existing Structure
- Non-Congregate Shelter Area
- Required Building Setbacks
- Required Landscape Borders



LOCATION MAP
 SCALE: 1" = 0.25 MILE



NOTES:

- Project Acreage: 1.05 Acres
- Parcels: 106-02-225A
- Address: 250 West King Road
- Jurisdiction: City of Tucson (Ward 2)
- Applicable Neighborhood Plan: North Stone
- Existing Zoning: R-2 (Medium-Density Residential)
- Existing Use: Former Fire Station #8 / Vacant

- Proposed Zoning: PAD (Planned Area Development)
- Proposed Use: Village Housing District

- Proposed Building Height (Max.): 30 feet

- Proposed Building Setbacks:
 - North: Residential Zone = 10 feet per PAD
 - South: Non-MS&R (Non-Residential Use) = 20 feet
 - East: Residential Zone = 10 feet per PAD
 - West: Residential Zone = 10 feet per PAD

- Proposed Landscape Borders:
 - North/West: Residential Zone = 10 feet
 - South: Non-MS&R = 20 feet
 - East: None

- Proposed Screening:
 - A 5-foot tall screen consisting of masonry and wrought iron, or similar material, shall be provided on the property line to contain the village housing district

- Required Parking Spaces: 5 Parking Spaces per PAD (to be determined at the time of development).

AMPHI HOUSING FIRST RESOURCE CENTER PAD

Approval – Protest Form



If you wish to submit a written protest or approval, this form is provided for your convenience. Print your comments below, sign your name, and mail to the City of Tucson Planning and Development Services Department, Entitlements Section, 201 N. Stone Avenue, P.O. Box 27210, Tucson, Arizona 85726-7210. The number of approvals and protests along with protest calculations will be reported at the Zoning Examiner's public hearing. This form is not the City of Tucson Public Hearing Notice.

Protests from 20% of the property owners within 150' of the whole perimeter of the property being rezoned, including BOTH 20% of the property by area and 20% of the number of lots with 150', require an affirmative vote of $\frac{3}{4}$ of the Mayor and Council (5 of 7 council members) to approve the Original City Zoning translation. Public rights-of-way and the area/lot of the proposed rezoning are included in the protest calculations. Calculations will be provided to the Mayor and Council.

Case: TP-ENT-0324-00007 HCD Village PAD – King Road, R-2 to PAD (Ward 3)

_____ APPROVE the proposed rezoning/special exception
 Property Owner(s) (PLEASE PRINT) PROTEST the proposed rezoning/special exception

Reason:

OWNER(S) SIGNATURES	PLEASE PRINT PROPERTY ADDRESS	PLEASE PRINT YOUR MAILING ADDRESS

Date _____

Place
Stamp
Here

City of Tucson
Planning and Development Services Department
Entitlements Section
201 N. Stone
P.O. Box 27210
Tucson, Arizona 85726-7210

TP-ENT-0324-00007 GS

Expose this flap - Affix stamp and return



City of Tucson
Planning and Development Services
Department - Entitlements Section
201 N. Stone Avenue
P.O. BOX 27210
Tucson, Arizona 85726-7210

TP-ENT-0324-00007 GS

IMPORTANT REZONING NOTICE ENCLOSED