



# MEMORANDUM

DATE: October 18, 20174  
For November 16, 2017 Hearing

TO: Zoning Examiner

FROM: *Lynne Birkinbine for*  
Scott Clark  
Planning & Development Services  
Interim Director

SUBJECT: REZONING - PLANNING & DEVELOPMENT SERVICES REPORT  
C9-17-12 U-Haul – Broadway Boulevard, C-1 to C-2 (Ward 2)

**Issue** – This is a request by Billy Longenbaugh, MCP, of U-Haul Center of Southern Arizona, on behalf of AMERCO Real Estate Company, to rezone approximately 4.1 acres from C-1 to C-2 zoning. The rezoning site is part of a commercial center located at the southeast corner of Broadway Boulevard and Camino Seco (Case Location Map). The preliminary development plan (PDP) shows an indoor U-Haul personal storage and retail use within a 52,756 square foot building and an outdoor vehicle staging and rental area fronting Broadway Boulevard. Primary access is from Broadway Boulevard, an arterial street, with secondary access on Camino Seco, an arterial street and Cooper Street, a local street.

**Planning & Development Services Recommendation** – The Planning & Development Services Department recommends approval of C-2 zoning, subject to the attached preliminary conditions.

## **Background Information**

**Existing Land Use:** Vacant anchor building in shopping center

## **Surrounding Zones and Land Uses:**

North: Zoned C-1: Retail and Commercial

South: Zoned O-3, R-3 and R-1; High Density Residential and low density residential

East: Zoned C-1 and O-3; Retail, Commercial and High Density Residential

West: Zoned C-2: Retail and Commercial

**Previous Cases on the Property:** none

## **Related Cases:**

**C9-00-39 Mar & Rothschild & Young - Broadway, C-1 and C-2** This was a request to rezone 14.66 acres located approximately 600 feet north of Broadway Boulevard between the Pantano

Wash and Pantano Road, from SR and R-2 to C-1 and C-2 to allow the development of the site with a large retail establishment use (big box retail), including vehicle parking and loading zones. On January 14, 2002, Mayor and Council adopted Ordinance No. 9653 and on November 27, 2002, a subdivision plat was recorded, Sequence No. 20030070610, effectuating the C-1 and C-2 zoning.

C9-14-12 Surf Thru Car Wash – Pantano Road, C-1 to C-2 This was a request to rezone approximately 0.72 acres to develop a vacant site with an automated self-service car wash facility, includes main building and vacuum station canopies with a combined under roof area of 11,750 square feet. On March 17, 2015, Mayor and Council voted to adopt direct Ordinance No. 11249. Building permit issued June 18, 2015, effectuating the C-1 to C-2 zoning.

C9-82-69 Country Escrow Services - Broadway Boulevard This was a request to rezone approximately 0.72 acres from C-1 to C-2 zoning. This rezoning site is located on the north side of Broadway Boulevard approximately 500 feet east of the intersection of Broadway Boulevard and Sarnoff Drive. The Preliminary development plan shows a personal self-storage facility with approximately 719 storage units and one security guard residential unit. On May 9, 1983, Mayor and Council adopted Ordinance No. 5884. On November 22, 1983, permit number PA-5158 was issued, effectuating the C-2 zoning.

**Applicant's Request** – The applicant's request is C-2 zoning to allow a U-Haul indoor climate control self-storage facility and outdoor display of rental equipment and vehicles, improvements include; repurposing of an existing anchor store building with 33 feet in height and 52,756 square feet of floor area; realignment of on-site pedestrian and traffic circulation and PAAL location, loading zones, and landscape modifications. The rezoning site will have primary direct access onto Broadway Boulevard. The entire shopping center has four integrated access points onto Broadway Boulevard and four integrated access points onto Camino Seco with a minor access point onto Cooper Street, a local street located south and adjacent to the shopping center.

**Planning Considerations** – Land use policy direction is provided by the *Pantano East Area Plan (PEAP)* and *Plan Tucson*. Policies in the *Plans* promote development that complements adjacent land uses, and enhances the overall function and visual quality of the street, adjacent properties, and the community. The *Pantano East Area Plan*, commercial policy direction in Policy 1.B.iii states; “Rezoning to commercial uses should be based on ...*the proposed use is integrated with other adjacent commercial uses.*”

*Plan Tucson* identified the rezoning site as part of a “neighborhood center,” which is one of twelve grouped building blocks on the Future Growth Scenario Map of *Plan Tucson*. Neighborhood Centers are characterized in *Plan Tucson* as a mix of small businesses surrounded by housing and accessed internally and from nearby neighborhoods by pedestrian and bike friendly streets and by transit. The goal is to maintain the character and privacy of the neighborhoods while accommodating some new development and encouraging reinvestment, services, and amenities that contribute to further neighborhood stability. Urban heat island

effects should be mitigated by expanding and maintaining a healthy drought-tolerant low-water use landscape design.

The *Pantano East Area Plan* overall goal is to establish guidelines for new or redevelopment, while protecting existing land uses. *PEAP* Commercial Policy 1.B.iii.iv provides commercial support at arterial intersection and integration with adjacent commercial uses and less intense land uses in the area to be adequately buffered.

The rezoning site was previously a grocery store and is part of a larger development including a drug store, fast food restaurants, and other commercial uses. Uses adjacent to the site include financial institutions to the north and west zoned C-1 and C-2 respectively and other commercial/retail uses to the north, south, east and west. Vehicular access to the rezoning site is proposed from both Camino Seco and Broadway Boulevard identified as arterial roadways with future rights-of-way of 150 and 120 feet respectively on the *Major Streets and Routes Plan* map. To the south and southeast is mix of single family and multi-family developments. The nearest single-family single story development is approximately 80 feet from the rezoning site. The nearest multi-family development is approximately 50 feet south, across Cooper Street. The Pima Association of Governments - Transportation Planning Division (PAG-TPD) estimates that the proposed development will generate 132 vehicle trips per day. Field inspection by staff indicates there are currently no billboards on the rezoning site.

### **Design Considerations**

**Land Use Compatibility** – This site is currently zoned C-1 commercial and developed with commercial uses. The applicant is requesting a C-2 commercial zone in order to repurpose an existing commercial site that includes a single story, 52, 756 square foot building, with a height of approximately 33 feet. Site was previously a grocery store (anchor building) located within a shopping center. The applicant proposes to redevelop the rezoning site as a U-Haul indoor self-storage facility and include outdoor display of equipment and vehicles for rental purposes.

The preliminary development plan submitted with the rezoning application proposes an on-site modified vehicular circulation system to accommodate a new loading area for the indoor self-storage and restriping parking spaces and moving landscape islands for a new outdoor display area for equipment and rental vehicles. The new loading area is shown upfront adjacent to the existing building for direct access into the new indoor self-storage facility. Modifications include a realignment of some existing parking area access lanes (PAAL), or the vehicle access lanes. The current PAAL located adjacent to the front building entrance will be bumped out (west), into the existing parking area, which will in turn require relocating some existing parking spaces and landscape islands. Secondly, the proposed outdoor equipment and vehicle display area (shunting area) to be centrally located within the rezoning site parking lot, will modify the existing parking layout and include removal and/or relocation of landscaped islands. The shunting area will provide angled, longer than standard parking stalls to accommodate rental vehicles and trailers.

The applicant stated the outdoor shunting area will not be enclosed by any type of fencing or screening and the rezoning site parking area will continue to function as open vehicle parking and PAAL use area and will continue to be integrated with the overall shopping center parking area. To minimize negative impacts to the overall shopping center the rezoning parking areas will remain as an integrated part of the overall shopping center parking lot area. Exterior changes to the rezoning parking area will be minimized and not include holding or storage area(s) for such uses as but not limited to Portable on Demand Storage (PODS) units, outdoor open work area for hitch or electrical system installations, or shade structures constructed to perform maintenance, repairs, or washing of equipment and vehicles. Such secondary uses are not compatible with the character and function of the overall shopping center shared parking system. Per the DCR, such type of in-house maintenance and services will be conducted off-site. The applicant also proposes to mitigate any negative impacts created during the maneuvering of rental vehicles and equipment entering and leaving the rezoning site, as it relates to adjoining commercial businesses and area residents by directing on-site traffic onto Broadway Boulevard and reduce impacts to Camino Seco.

A Sun Tran bus stop is located on Broadway Boulevard, at the southeast corner of Broadway Boulevard and Camino Seco. The PDP is not clear on a pedestrian system from the bus stop and sidewalk along Broadway Boulevard to the indoor self-storage facility. If the rezoning is successful, then at the time of development package review, development standards will be required on-site pedestrian path(s) from the street sidewalk system that connect to the rezoning site building.

Design Compatibility - The design compatibility report indicates the applicant proposes to incorporate minimal changes to the exterior architectural characteristics of the building to preserve the character of the shopping center and states it is compatible with the adjoining uses. Demonstration of the integrated design theme with the adjacent shopping center should include color theme and signage that reflects a theme of that of the adjacent shopping center.

The applicant indicates that all new landscaping and screening will be designed and integrated with the existing landscaping and screening of the Safeway shopping center. Due to the site's location, at the intersection of two arterial streets, the landscaping and the signage should be designed so that the future mature landscape canopies do not interfere with signage. Water-harvesting techniques should be integrated with the landscaping plan to the fullest extent practicable. All walls should be painted or constructed of graffiti-resistant material. Dumpsters should be designed, located and incorporated into the existing shopping center development, and should be screened from public rights-of-way.

As presented in the PDP, to minimize potential noise impacts to residential developments located south and southeast of the rezoning site, all indoor self-storage units shall be accessed only from the north building façade of the self-storage facility.

Landscaping, Screening, Urban Heat Island – Potential noise generated by on-site equipment and other outdoor activities may impact adjoining commercial land uses and the adjacent residential neighborhood to the south and southeast. Mitigation of impacts to area commercial

land uses should consider landscape borders adjacent to Broadway Boulevard and also new landscape islands or landscape buffers within the rezoning parking area to help screen the centralized shunting area. In response, the PDP shows new landscape border along Broadway Boulevard and near the shunting area, which will meet current landscape standards. As shown on the PDP the new interior landscape islands and along Broadway Boulevard will help minimize the visual and noise impacts from the shunting area activity on surrounding land uses located along the Broadway Boulevard commercial corridor.

In reference to the adjoining residential neighborhood located to the south and southeast, staff is recommending the existing rear (south) parking area currently enclosed by a wall of varying heights be built up to a minimum of six (6) feet across the full length of the existing wall to minimize noise and light impacts on the adjacent residents. In addition the same south perimeter of the rezoning site landscape improvements have through the years been reduced or eliminated in this area. If the rezoning is successful, these landscape buffers and screens will be reinstalled, as requirements of the redevelopment of the rezoning site. All new or reconstructed walls should be painted or constructed of graffiti-resistant material. Dumpsters should be designed, located and incorporated into the existing shopping center development, and should be screened from public rights-of-way and located a minimum of fifty feet from residential zoned or developed land.

**Conclusion** – The rezoning request is in general compliance with the policies in the *Pantano East Area Plan*, and *Plan Tucson*. The site fronts Broadway Boulevard and located within a commercial shopping center with multiple commercial land uses and abuts low-density and high-density residential development to the south and southeast of the rezoning site. Approval of the requested C-2 zoning is appropriate, subject to compliance with the attached preliminary conditions.

PROCEDURAL

1. All conditions of rezoning apply only to rezoning site. A development package in substantial compliance with the preliminary development plan dated September 11, 2017, and required reports, is to be submitted and approved in accordance with the *Administrative Manual*, Section 2-06.
2. The property owner shall execute a waiver of potential claims under A.R.S. Sec. 12-1134 for this zoning amendment as permitted by A.R.S. Sec. 12-1134 (I) in the form approved by the City Attorney and titled "Agreement to Waive Any Claims Against the City for Zoning Amendment". The fully executed Waiver must be received by the Planning & Development Services Department before the item is scheduled for Mayor and Council action.
3. Historic or prehistoric features or artifacts discovered during future ground disturbing activities should be reported to the City of Tucson Historic Preservation Officer. Pursuant to A.R.S. 41-865 the discovery of human remains and associated objects found on private lands in Arizona must be reported to the Director of Arizona State Museum.
4. Any relocation, modification, etc., of existing utilities and/or public improvements necessitated by the proposed development shall be at no expense to the public.
5. Five years are allowed from the date of initial authorization to implement and effectuate all Code requirements and conditions of rezoning.

LAND USE COMPATIBILITY

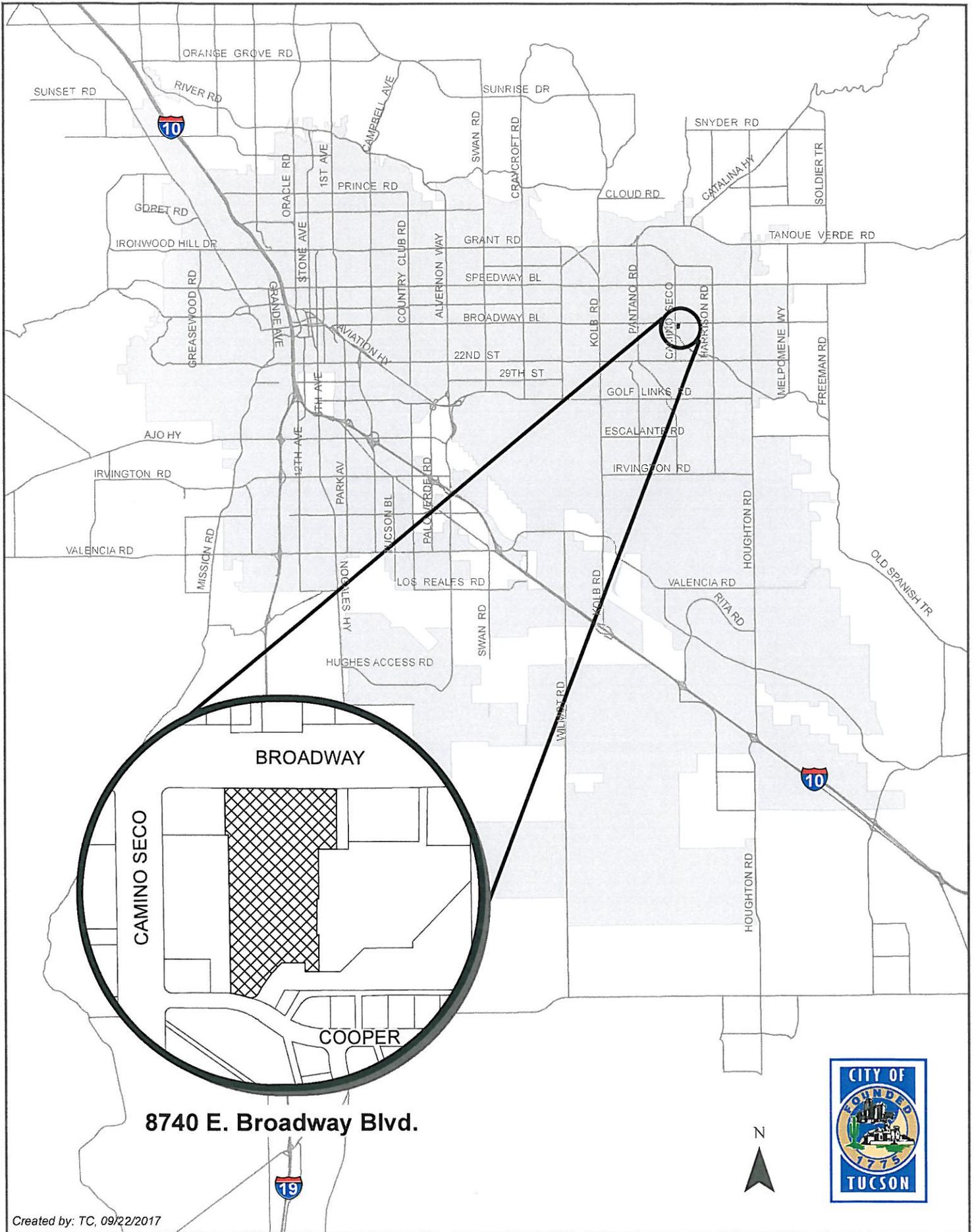
6. Office hours of operation including vehicle and equipment pick-up or drop-off are between 7:00 AM and 10:00 PM.
7. No maintenance, repairs, and cleaning of rental equipment and vehicles shall be conducted on-site.
8. All indoor self-storage facility units shall be accessed from the north façade of existing building.
9. No outdoor use of self-storage containers, such as but not limited to; PODS, are permitted on-site.
10. Any portion of the existing masonry block wall located near the south perimeter of the rezoning site with less than six (6) feet in height shall be raised to a height of no less than six feet.
11. Six (6) inch wide masonry block or greater shall be used for perimeter walls.

12. All new screen walls visible from a public right-of-way and/or adjacent to existing residential development, are to be graffiti-resistant and incorporate one (1) or more visually appealing design treatments, such as the use of two (2) or more decorative materials like stucco, tile, stone, rustic metal, or brick; a visually interesting design on the wall surface; varied wall alignments, (jog, curve, notch, setback, etc.); and/or trees and shrubs in voids created by the wall variations.
13. Graffiti shall be removed within seventy-two (72) hours of discovery.
14. Dumpsters, loading zones, and any other outdoor activities shall be located a minimum of 50 feet from residentially zoned or developed property.
15. Because the over-all shopping center has shared access and integrated parking, it will need to be maintained as shown on preliminary development package dated September 11, 2017. At the time of development package submittal for the rezoning site, required calculations shall encompass the entire shopping center overall site, whether existing or proposed, this includes but is not limited to vehicle and bicycle parking, loading space requirements etc.

DRAINAGE/GRADING/VEGETATION

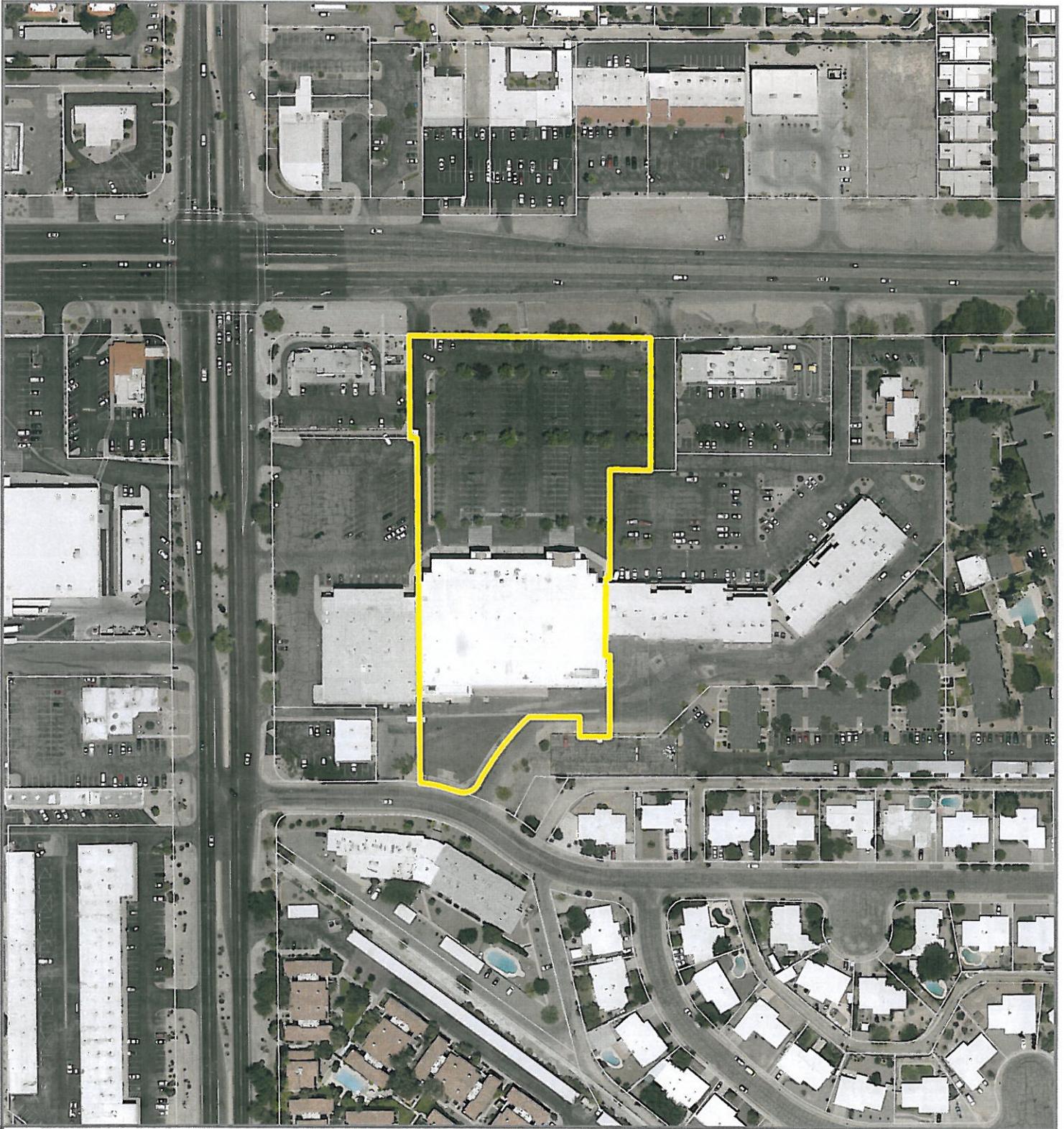
16. The site is required to retain the total 5-year storm runoff from redevelopment areas in water harvesting areas. Redevelopment areas are areas where the grades have changed, structures have been demolished or rebuilt and curb or other hardscape surfacing has been removed, relocated or replaced.
17. The redevelopment areas of the site are required to drain towards depressed water harvesting basins.

# C9-17-12: U-Haul - Broadway Blvd.



**8740 E. Broadway Blvd.**

**C9-17-12 U-Haul - Broadway Blvd.  
Rezoning Request: C-1 to C-2**

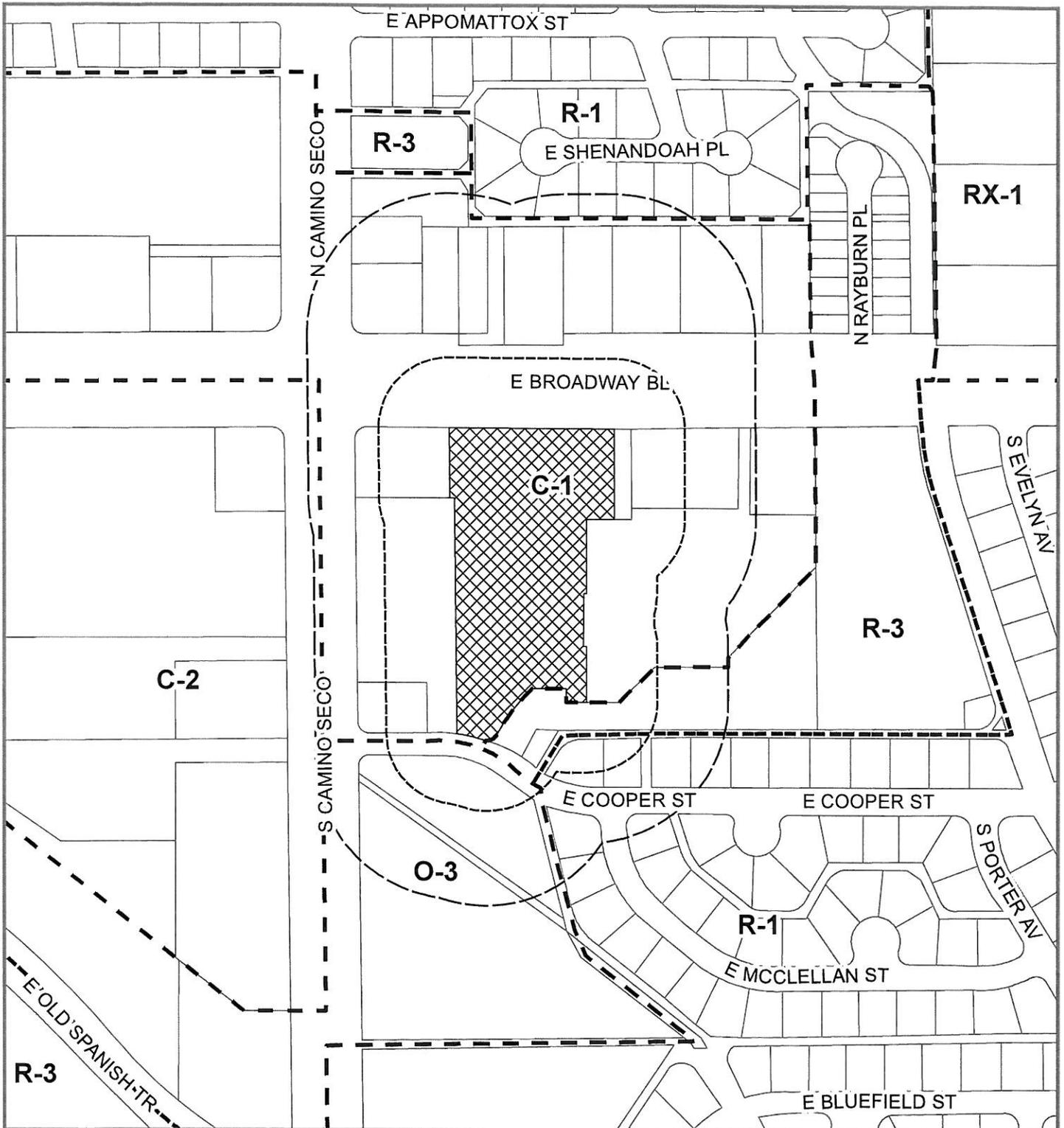


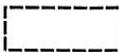
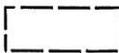
 Area of Rezoning Request: C-1 to C-2

Address: 8740 E. Broadway Blvd.  
Base Maps: Twp.14S Range15E Sec. 15  
Ward: 2

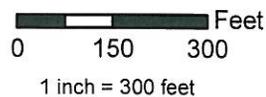


# C9-17-12 U-Haul - Broadway Blvd.



-  Area of Rezoning Request: C-1 to C-2
-  Protest Area (150-foot Radius)
-  Notification Area (300-foot Radius)
-  Zone Boundaries

Address: 8740 E. Broadway Blvd.  
 Base Maps: Twp.14S Range15E Sec. 15  
 Ward: 2



**PUBLIC FACILITIES AND SERVICES REPORT FOR November 16, 2017**  
(as of October 18, 2017)

**C9-17-12 U-Haul – Broadway Boulevard, C-1 to C-2 Zone**

**CITY AGENCIES**

**Planning & Development Services – Zoning Review:** See attached comments dated 10/10/2017  
**Planning & Development Services – Community Planning:** See attached comments dated 10/04/2017  
**Planning & Development Services – Engineering:** See attached comments dated 10/11/2017  
**Transportation – Transit:** See attached comments dated 9/28/2017  
**Transportation – Landscape Section:** See attached comments dated 10/05/2017  
**Tucson Water – New Development Section:** See attached comments dated 10/06/2017  
**Tucson, Real Estate Program:** See attached comments dated 10/04/2017  
**Tucson Parks and Recreation:** See attached comments dated 10/11/2017

**No Objections Noted**

**Planning & Development Services – Landscape Section:**  
**Transportation – Engineering Review:**  
**Transportation – Regional Traffic Engineering:**  
**Environmental Services:**  
**Tucson Fire Department**  
**Community Services – Historic Preservation Officer**  
**Tucson Police Department**  
**Planning and Development Services – Signs Section**

**NON-CITY AGENCIES**

**Tucson Electric Power Company:** See attached comments dated 09/27/2017  
**PAG-TPD:** See attached comments dated 10/09/2017  
**Arizona Department of Transportation:** See attached comments dated 10/10/2017  
**Pima County Development Services, Addressing Section:** See attached comments dated 10/03/2017  
**Pima County Wastewater:** See attached comments dated 10/10/2017

**No Objections Noted**

**Pima County Development Services, Planning Division:**  
**Tucson Unified School District**  
**Pima County Transportation and Flood Control**  
**Pima County Parks and Recreation**  
**Davis-Monthan Air Force Base**

Additional information about this project, including the staff report to the Zoning Examiner and the Preliminary Development Plan, will be posted on the web by 5:00 PM, November 1, 2017 at <http://www.tucsonaz.gov/PRO/pro/devactionsrch.jsp>



### Approval – Protest Form

If you wish to submit a written protest or approval, this form is provided for your convenience. Please print your comments below, sign your name, and mail to the Rezoning Section of the Planning and Development Services Department at the address on the reverse side (you will need to attach postage). The number of approvals and protests along with protest calculations will be reported at the Zoning Examiner’s public hearing.

**Approvals and protests must have an owner’s signature to be recorded.**

If there are 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’, then an affirmative vote of ¾ of the Mayor and Council (5 of 7 council members) will be required to approve the rezoning ordinance or Mayor and Council Special Exception. Public rights-of-way and the area/lot of the proposed rezoning are included in the protest calculations

**Case: C9-17-12 U-Haul – Broadway Boulevard, C-1 to C-2  
Ward 2**

\_\_\_\_\_  
I/We the undersigned property owners, wish to  APPROVE the proposed rezoning.  
 PROTEST the proposed rezoning.

**Reason:**

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PLEASE PRINT YOUR NAME	PLEASE PRINT MAILING ADDRESS	PLEASE PRINT LEGAL PROPERTY DESCRIPTION		
		Subdivision	Block	Lot

Owner’s Signature: \_\_\_\_\_ Date \_\_\_\_\_

Place  
Stamp  
Here

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

msp  
C9-17-12

Expose this flap - Affix stamp and return

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

msp  
C9-17-12  
**IMPORTANT REZONING NOTICE ENCLOSED**

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