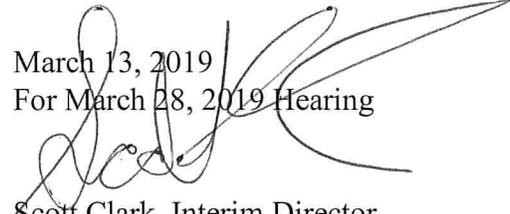




MEMORANDUM

DATE: March 13, 2019
For March 28, 2019 Hearing

TO: John Iurino
Zoning Examiner

FROM: 
Scott Clark, Interim Director
Planning & Development Services

SUBJECT: REZONING
PLANNING & DEVELOPMENT SERVICES REPORT
C9-19-01 Houghton Town Center 2 – Old Vail Road
I-2 to Planned Area Development (PAD) (Ward 4)

Issue – This is a request by Thomas Saylor-Brown, on behalf of the property owners, Houghton Commerce LLC, Houghton Developers LLC and Houghton Town Center HOA, to rezone approximately 68 acres from I-2 to PAD zoning. The rezoning site is located on the south side of Old Vail Road, 950 feet west of S. Houghton Road (see Case Location Maps). The preliminary development plan proposes the westward expansion of the existing Houghton Town Center commercial development and the private spine road that will connect the new development to the original development and Houghton and Old Vail Roads; as well as opportunities for office, commercial and retail and some industrial uses, with parking, landscaping and screening.

Planning & Development Services Recommendation – The Planning & Development Services Department recommends approval of PAD zoning, as proposed in the attached PAD proposal

Background Information

Existing Land Use: Undeveloped Land

Zoning Descriptions:

Heavy Industrial Zone (I-2): provides for industrial uses that are generally nuisances, making them incompatible with most other land use. These nuisances may be in the form of air pollutants; excessive noise, traffic, glare, or vibration; noxious odors; the use of hazardous materials; or unsightly appearance. Select other agriculture, civic, commercial, industrial, retail, storage, utility, and wholesaling uses may also be permitted.

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:

North: Zoned I-2 and C-1; Undeveloped commercial and industrial pads, and commercial uses

South: Zoned I-2 and RX-1; Undeveloped land, south of the railroad ROW

East: Zoned I-2 and C-1; Commercial and Retail (including large retail establishment)

West: Zoned I-2; Undeveloped Land

Note: The C-1 zoning documented above is original city zoning, established upon annexation into the City of Tucson.

Previous Cases on the Property: none

Related Cases:

C9-15-05 Brake Masters – Houghton Town Center, C-1 to I-2 This was a rezoning request for 0.4 acres located east of the subject rezoning in Houghton Town Center to allow the development of a Brake Masters Automotive Service and Repair use. On November 17, 2015, Mayor and Council adopted Ordinance No. 11321, and the ordinance was effectuated with the issuance of a building permit.

Applicant's Request – “The Houghton Town Center 2 PAD will provide a vibrant commercial development to serve the immediate neighborhood, visitors and the southeast Arizona region, and people driving along I-10. This PAD provides a conceptual Property plan that suggests development in two conceptual Development Areas. This PAD was developed in part based on known Property constraints.”

Planning Considerations – The overarching constraint on the subject site is its location within the Davis Monthan AFB Approach-Departure Corridor 3 (ADC 3) of the Airport Environs Overlay Zone (UDC 5.6.8.C). The ADC-3 establishes performance standards for development within the Corridor. For uses in the Industrial, Wholesaling and Storage land use groups, the maximum FAR is .40 of the project site area; and, for all other non-residential land use groups, the maximum FAR is .20 of the project site area. The minimum project site area is five acres, and the maximum permitted building height is 62 feet from design grade elevation or the height limit of underlying zone, whichever is more restrictive, which is 62 feet for this property, which is explicitly stated in the PAD. Meeting space and function areas where people gather, in excess of 5,000 SF are to be located underground. As proposed, the PAD conforms to these regulations. As the site is developed, a running tally of FARs will be maintained to ensure compliance.

The ADC-3 also prohibits the following uses: education use, elementary and secondary schools, day care; and, all types of residential uses. Medical service major and extended care services; hazardous material manufacturing, hazardous material storage, hazardous material wholesaling; and, landfills or facilities providing services that are critical for public health and

safety, such as fire protection, police communications, sewage and water treatment or storage are also prohibited. The PAD recognizes the ADC 3 and the list of prohibited uses. The PAD specifically excludes residential uses, educational use and day care, extended medical care services, and hazardous material manufacturing and wholesaling. Uses will be verified as the site develops and building permits, and Certificates of Occupancy, are requested.

The site is also within the Noise Control District A (NCD-A) 65-70 Ldn which for this site also prohibits residential, educational and day care uses, outdoor civic assembly and entertainment uses, and major medical and extended health care. The NCD-A also imposes additional performance standards on land uses. Places of public accommodation (includes retail) and administrative and professional offices are required to be sound-attenuated to reduce interior noise levels by 25 decibels, to 40-45 Ldn. The UDC defines the Ldn (Day-Night Average Sound Level) as a value expressed in decibels, representing the average noise level over a 24-hour period for an average day of the year. For Davis-Monthan Air Force Base, Ldn values are calculated based on the Department of Defense Noise Map model that averages noise over the total flying days of the year. The LDN for DM AFB could change as the mission changes.

Land use policy direction for this area is provided by the *Esmond Station Area Plan (ESAP)* and *Plan Tucson (PT)*. The rezoning site is located within a Business Center Building Block as identified on the Future Growth Scenario Map of *Plan Tucson*. Business centers are major commercial or employment districts that act as major drivers of Tucson's economy. These centers generally contain corporate or multiple-use office, industrial, or retail uses. Existing examples in Tucson include the University of Arizona Science and Technology Park, Tucson Mall, and the Tucson International Airport area.

PT Land Use, Transportation and Urban Design (LT) policies in LT28.4 for Business Center support development in or adjacent to existing regional and community-level activity centers that will: encourage infilling vacant or underutilized parcels adjacent to existing regional and community-level activity centers (LT28.4.1.d); support a mix of commercial, residential, office, governmental and other service activities at all major centers (LT28.4.4); support infill and redevelopment projects that reflect sensitivity to site and neighborhood conditions and adhere to relevant site and architectural design guidelines (LT28.4.7); and, protect established residential neighborhoods by supporting compatible development, which may include other residential, mixed-use infill and appropriate nonresidential uses (LT28.4.8).

PT envisions a broader mix of uses and integration of uses than is proposed in the PAD (LT28.4.4), due to the limitations imposed on the site by the ADC-3 and the NCD-A of the Airport Environs Overlay Zone. The proposal expands an existing commercial center, thus infilling an area that is limited by the overlay. Due to its proximity to, yet separation from, existing neighborhoods, supports and is compatible with those neighborhoods (LT28.4.8). The PAD includes development standards and design guidelines to ensure consistency across the site (LT28.4.7). The PAD is in substantial compliance with *Plan Tucson*, in the context of the Airport Environs Overlay Zone.

The commercial goal for the *ESAP* is to provide for the commercial needs for the area. Policies promote commercial development at appropriate locations and in appropriate amounts in the area, while ensuring development is compatible with surrounding uses. Implementation techniques are in place to ensure policy compliance. The subject property is currently zoned I-2, which allows for a wide variety of commercial and retail uses, as well as industrial uses. Houghton Town Center 1 is zoned I-2 and currently includes a large retail establishment, automotive repair and service, fast food and other commercial uses. Therefore, the implementation techniques for Policy 1 regarding commercial center locations are a moot point, because the existing zoning already allows many of those types of uses. The existing I-2 zoning was in existence when the ESAP was adopted, therefore, staff considers the PAD zoning to be in compliance with the policy.

Policy 2 implementation techniques (IT) are designed to ensure commercial development is compatible with surrounding uses. IT-A requires perimeter buffers between non-compatible existing developments. The PAD perimeter is surrounded by existing compatible commercial or retail uses (east), I-2 zoned land (west), I-1 zoned land (north of Old Vail Road) that is developing with commercial uses, and the Union Pacific RR right-of-way (ROW) on the south, which lies south of the 200 foot-wide riparian restoration area. This technique is met.

IT-B limits access to collector or arterials roads. Both Old Vail Road and Houghton Road are designated as arterial roadways on the Major Streets and Routes Plan map. The Old Vail Road ROW is 90 feet wide and the Houghton Road ROW is 200 feet in width, with a four-lane divided roadway. Both roadways are also designated bike routes. The IT requires a minimum site of 10 acres. The PAD site is 68 acres. IT-B requires all parking and circulation to be on-site and access points minimized to reduce turning movements on adjacent streets. The PAD proposes access to Houghton Road using the existing spine road through Houghton Town Center 1. Three (3) potential access points to Old Vail Road are shown along the 1,835 foot frontage on the preliminary development plan. The spacing of the access points meets the City's access management guidelines. Implementation technique B is met. The Pima Association of Governments - Transportation Planning Division (PAG-TPD) projects over 19,000 average daily trips for the center upon build out.

Design Considerations

Land Use Compatibility – As discussed above, the PAD area is bordered by similar commercial/retail uses, occurring the C-1, I-1 and I-2 zones. No residential zoning or development abuts the site.

The proposed PAD is based upon the O-3, C-1, C-2, C-3 and I-1 zones. All uses listed within those zones, permitted or special exception uses, are proposed as permitted uses in the PAD. Large Retail Establishments (LRE), big box stores, are proposed as permitted uses. The PAD would also permit food service with alcoholic beverage service as an accessory use, food service with a microbrewery as an accessory use, and travelers' accommodation with alcoholic beverage service as an accessory use. Drive-in theaters and outdoor recreational uses are also proposed. The NCD-A prohibits outdoor civic assembly and outdoor entertainment uses, and it is not clear

that that the PAD proposal conflicts with the NCD-A, therefore, any specific proposal for an outdoor use will be subject to a Zoning Administrator determination.

The PAD proposes two development areas, 1 and 2. Development area (DA) 1 encompasses approximately 24 acres in the eastern portion of the site, adjacent to Houghton Town Center 1 (HTC1). DA1 will be developed with a variety of pad sizes potentially including anchor retail uses that will help attract more customers into the Property. Primary access will be from Old Vail Road and the private east-west Roadway serving HTC1. Vehicular and pedestrian circulation routes will tie DA1 together with HTC1 on the east. On-site work to be completed with DA1 includes extension of the existing HTC1 Roadway and additional driveway access points onto Old Vail Road. The existing drainage way along the south of HTC will be extended through the entire Development Area along the south property line and north of the Union Pacific Railroad as previously approved by the City.

DA2 contains approximately 43 acres located west of DA1. This DA will be developed with similar uses as DA1 and the original HTC1, and may include industrial uses as well. This portion of the site will be tied to HTC1 and DA1 by way of vehicular and pedestrian circulation routes. The east-west private drive will be completed during development of this DA.

The PAD document proposes development standards for the site. Two key standards, maximum floor area ratio (FAR) for the site is 20%, and maximum building height is 62 feet from design grade, comply with the ADC-3 regulations. Vehicular parking is proposed at one parking space per 300 square feet of floor area, which is the UDC requirement for general retail uses. Dimensional standards are also proposed, with minor variations from UDC requirements.

PAD proposed design guidelines (DG) include, 10-foot wide street landscape borders along Old Vail Road, screening for storage, loading, solid waste/recycling areas, and roof or ground-mounted mechanical equipment. They also cover building form and colors. Materials used in the building and site features will be compatible with the desert environment, complement existing development in the area, and contain architectural details that provide interest and character to the development.

An architectural Review Committee (ARC) is to be established by the owner. The ARC will review and approve architectural design within the site for compliance with the development standards and any additional design criteria for the site.

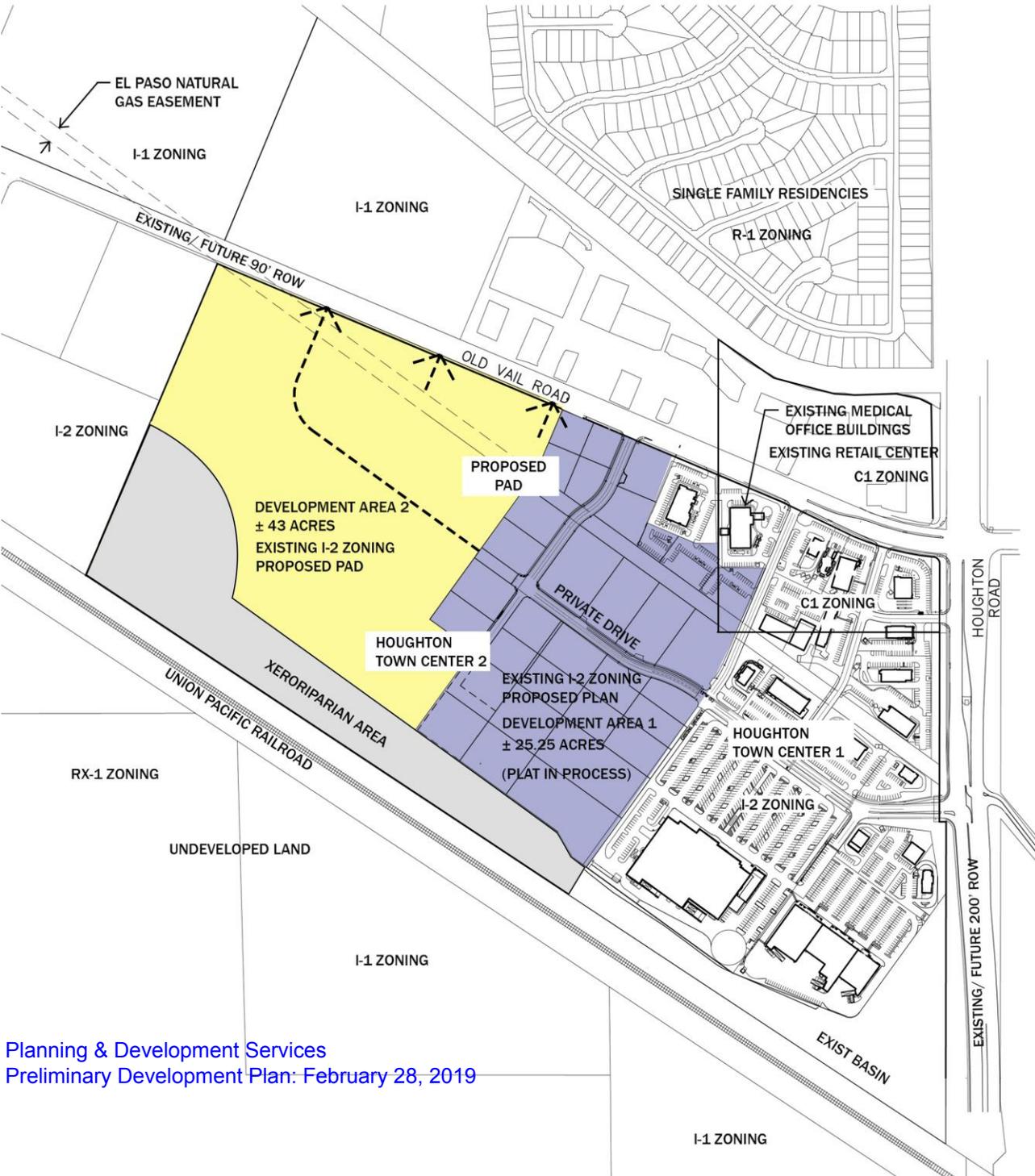
Drainage/Grading/Vegetation – The site is relatively flat with an average slope of approximately 1.6%. The site drains southwesterly and lies within a drainage basin defined as balanced. Therefore, 5-year threshold retention and storm water detention apply to this project. Runoff from the site disperses westerly on the surface and in a shallow drainage ditch. With the proposed development, the runoff will continue to drain westerly via a combination of surface flow, underground storm-drain systems, drainage channels and basins, and will leave the site through spillways.

Utilities onsite consists of a private sewer system, a Tucson Water public water system, Tucson Electric Power primary electric, Southwest Gas public gas mains, plus public cable and telephone systems. In addition, there are two existing 10” high pressure gas mains, El Paso Natural Gas, crossing the northern half of the site. An onsite private sewer system has been constructed, and will be extended in phases.

Road Improvements/Vehicular Access/Circulation – No public roadway improvements are required to serve the PAD. As stated above, primary access will be provided from Old Vail Road and the private east-west roadway serving HTC1. Vehicular and pedestrian circulation routes will tie DA1 together with HTC1 on the east. On-site work to be completed with DA1 includes extension of the existing HTC1 Roadway and additional driveway access points onto Old Vail Road.

Conclusion – The proposed PAD is in substantial conformance with the *Esmond Station Area Plan* and *Plan Tucson*. It also complies with the ADC-3 and NCD-A requirements of the Airport Overlay Zone. Approval of the requested PAD zoning is appropriate.

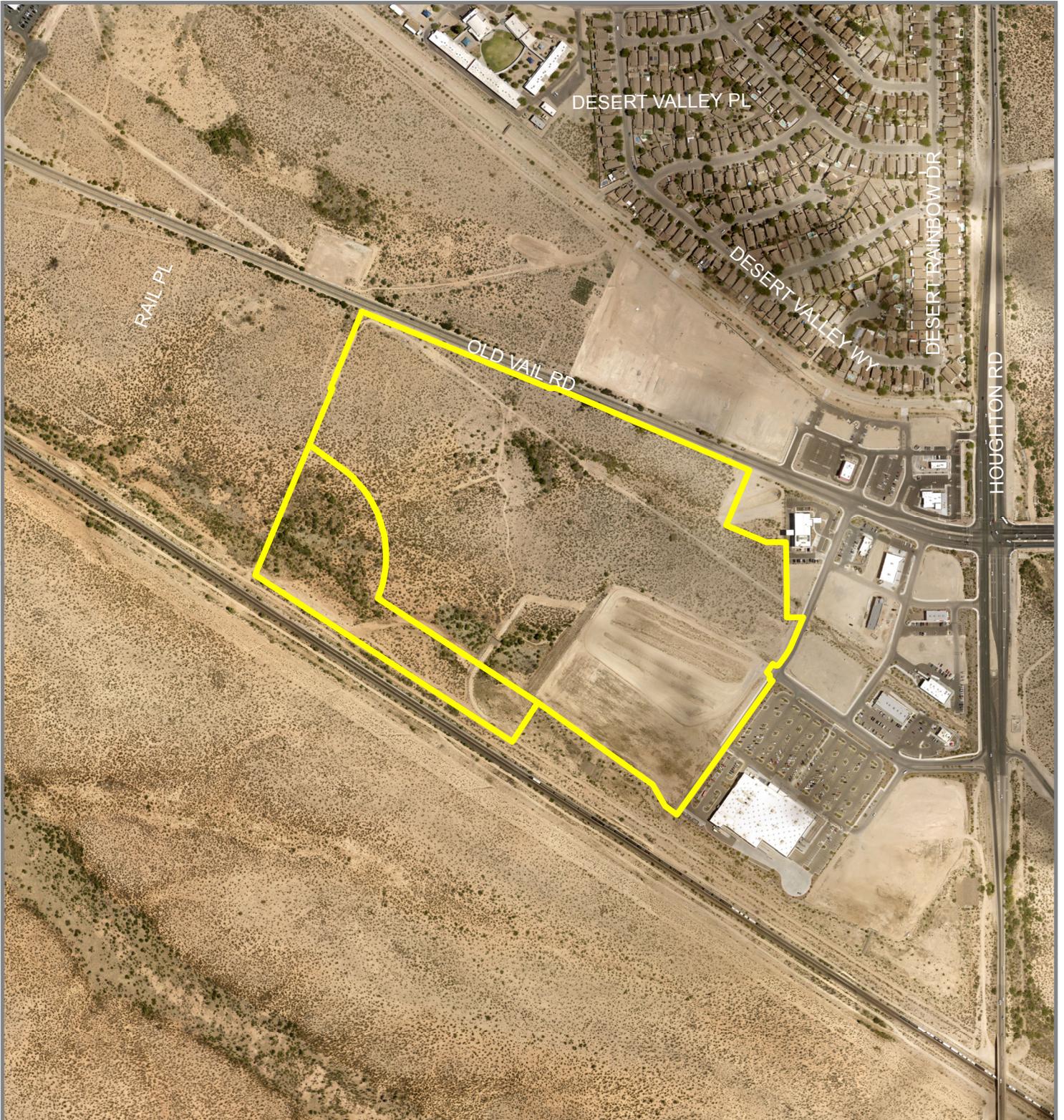
EXHIBIT : DEVELOPMENT AREA BOUNDARIES



Planning & Development Services
Preliminary Development Plan: February 28, 2019

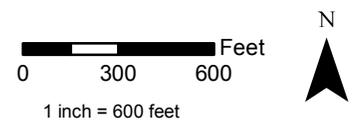


C9-19-01 Houghton Town Center 2 PAD
Rezoning Request: From I-2 to PAD



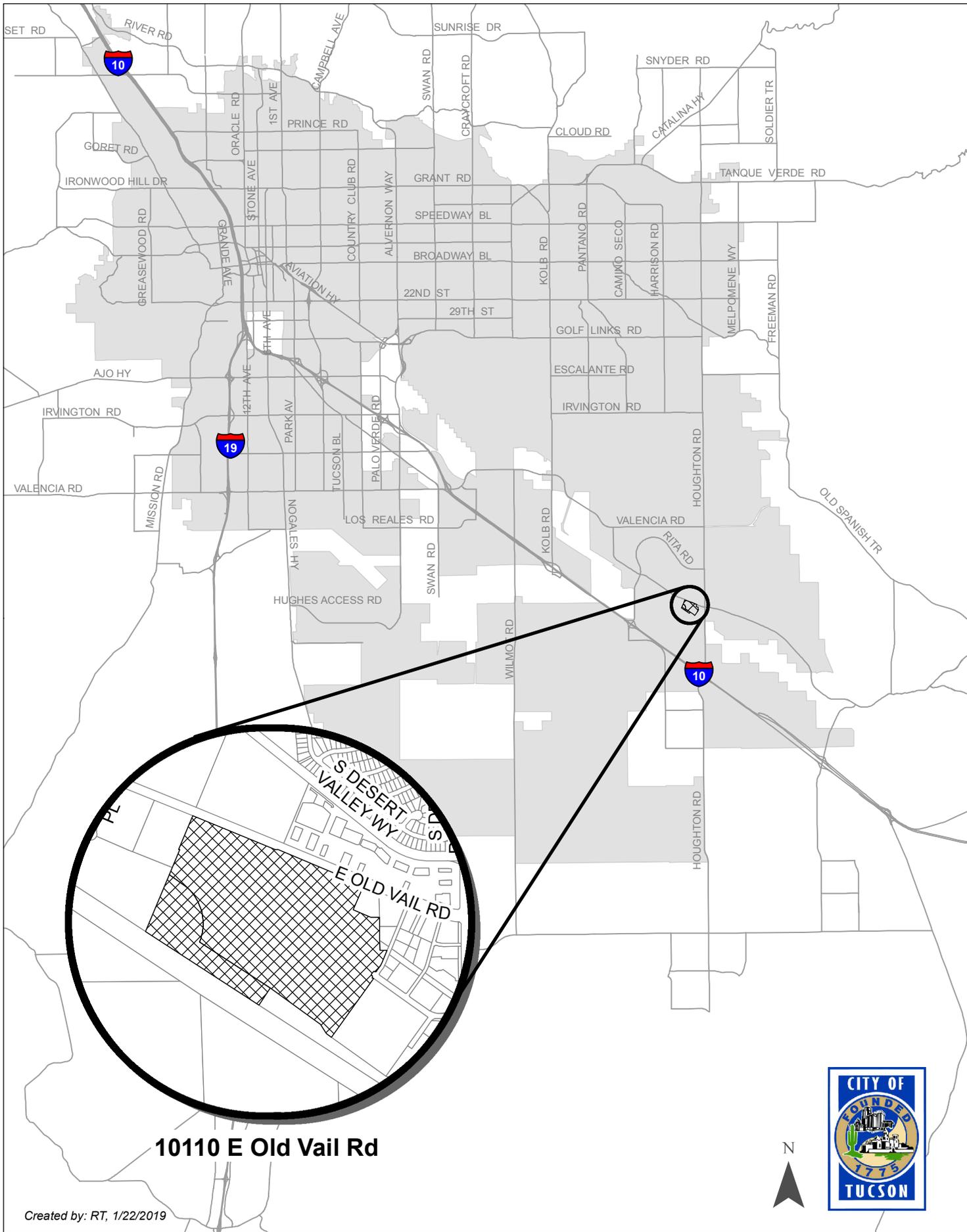
 Area of Rezoning: I-2 to PAD

Address: 10110 E Old Vail Rd
Base Maps: Twp.15S Range15E Sec. 35
Ward: 4



C9-19-01 Houghton Town Center 2 PAD

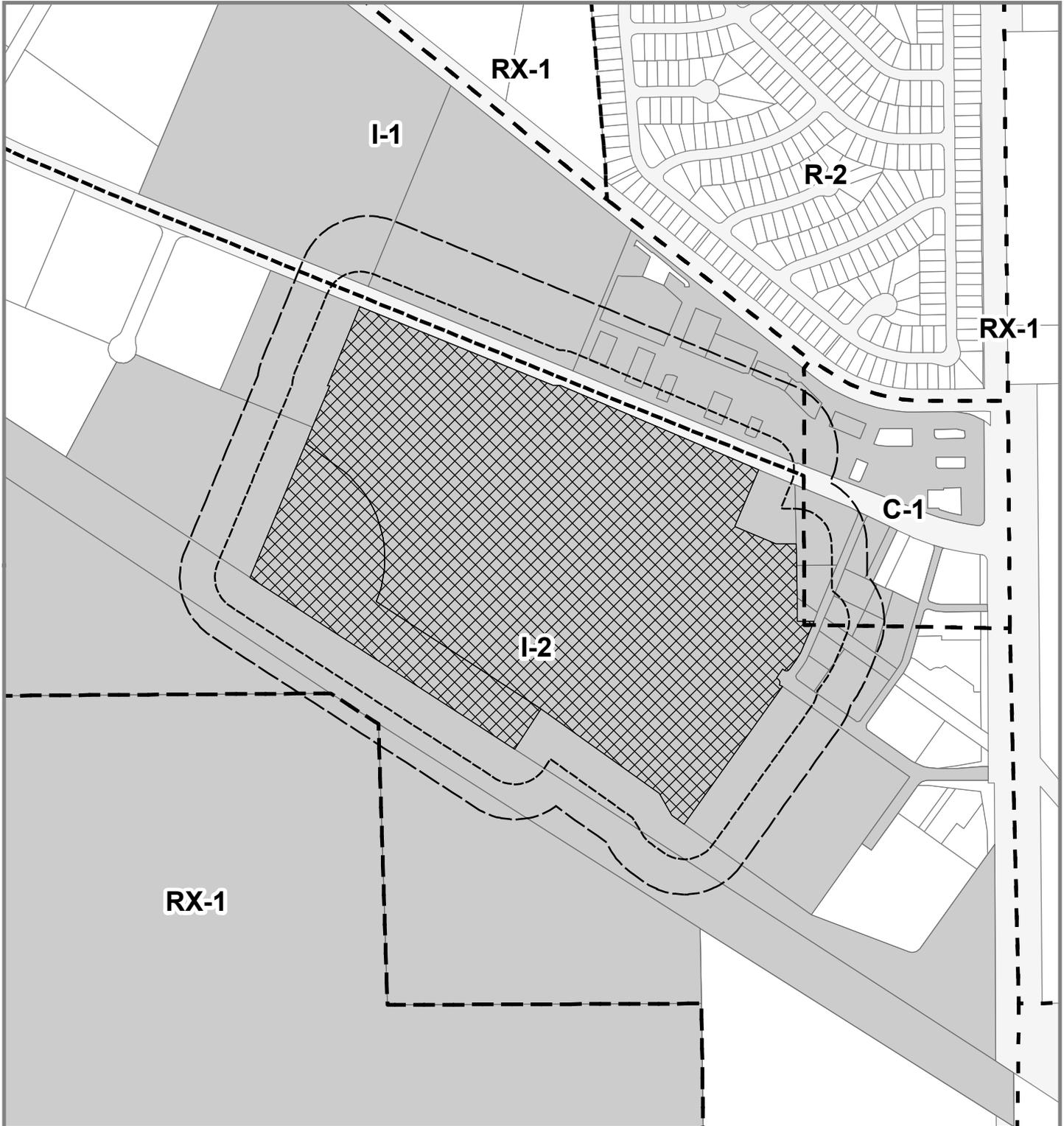
Rezoning Request: From I-2 to PAD

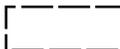


10110 E Old Vail Rd



C9-19-01 Houghton Town Center 2 PAD
Rezoning Request: From I-2 to PAD



-  Area of Rezoning: I-2 to PAD
-  Protest Area (150 ft. Radius)
-  Notification Area (300 ft. Radius)
-  Zone Boundaries
-  Properties Notified

Address: 10110 E Old Vail Rd
Base Maps: Twp.15S Range15E Sec. 35
Ward: 4

0 300 600 Feet

1 inch = 600 feet



Place
Stamp
Here

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

C9-19-01mww

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

C9-19-01
IMPORTANT LAND USE CHANGE NOTICE ENCLOSED