# MEMORANDUM

DATE: September 20, 2019
For October 7, 2019 Hearing

TO: John Iurino
Zoning Examiner

FROM: Scott Clark, Director
Planning & Development Services

SUBJECT: REZONING
PLANNING & DEVELOPMENT SERVICES REPORT
C9-19-12 Atterbury Trails Planned Community Development (PCD)
SR, RX-1, MH-1 and I-2 to Planned Community Development (PCD) Zone (Ward 4)

**Issue** – This is a request by Keri Silvyn, of Lazarus, Silvyn & Bangs, P.C., on behalf of the property owners, Arizona State Land Trust, managed by the Arizona State Lands Department (ASLD), to rezone approximately 2,590 acres from SR, RX-1, MH-1 and I-2 to PCD zoning. The rezoning site is located between the Harrison Road alignment and Houghton Road, extending from Irvington Road, south to Valencia Road; and east of Houghton Road, north of Valencia Road and south of Valencia Road, to approximately Esmond Station Road (see Case Location Map). The PCD document proposes a master-planned community with a wide range of activities, mix of land uses, housing types, and price ranges, with a systematic and financially responsible provision of services and facilities through the phased, integrated and timely construction of infrastructure.

**Planning & Development Services Recommendation** – The Planning & Development Services Department recommends approval of PCD zoning, subject to the attached Atterbury Trails Planned Community Development document.

**Background Information**

Existing Land Use: Fantasy Island Trails Park (non-permitted by ASLD) and vacant land

Zoning Descriptions:

Existing Zoning:
Suburban Ranch Zone (SR): SR provides for very low-density, large-lot single-family residential development and suburban ranch uses. Uses that would adversely affect open space, agricultural, or natural characteristics of this zone are not permitted.

Residence Zone (RX-1): RX-1 provides for suburban, low density, single family residential development, agriculture and other compatibles.

Mobile Home Zone (MH-1): MH-1 provides for low to medium density, residential development primarily in mobile home buildings on individual lots and within mobile home parks. Civic, educational, recreational, religious uses, and select other uses, such as day care and urban agriculture, are also permitted that provide reasonable compatibility with adjoining residential uses.

Heavy Industrial Zone (I-2): 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.

Proposed Zoning:
Planned Community Development Zone (PCD): The PCD Zone accommodates large-scaled, unified planned developments that conform to the best practices, policies and programs within the City's General Plan, applicable specific plans, and other sustainability and conservation programs; Provides an alternative zoning district and development process to accommodate large master-planned developments that allow development flexibility not otherwise attainable under conventional zoning districts and allow for adjustments to changing community and market conditions; Provides a framework to promote sustainable land use patterns and mobility options while being responsive and sensitive to the natural features and topography of the desert environment; Provides within such developments a variety of housing, including affordable housing, and combination of land uses with sound site planning principles and development techniques; and, Promotes the timely planning, funding and development of public facilities designed to serve the projected population.

Surrounding Zones and Land Uses:
North: Zoned PAD 12 Civano, PAD 30 Saguaro Trails, MH-1, R-1 and SR; Residential, School, Fantasy Island Trails Park, Retail, Industrial and Undeveloped Land
South: Zoned C-1, C-2, I-2, O-3, R-2 and RX-1; Undeveloped Land, Retail, Residential and Public Schools
East: Zoned Pad 12 (Civano), PAD 30 (Saguaro Trails, C-2, I-2, MH-1, and SR; Undeveloped Land, Retail/Commercial, Residential and Public Schools
West: Zoned C-2, R-2, RX-1 and SR; Retail/Commercial, Residential, Undeveloped Land, Harrison Road Greenway, Public Schools and DM AFB

Previous Cases on the Property: none

Related Cases:

C9-05-02 Civano PAD: Created the planned, mixed-use Civano community

RZ18-002 Escalera PAD: Located at the southwest corner of Valencia and Houghton, this is also on State Trust Land, and is scheduled for public hearing on October 7, 2019. The PAD encompasses 345 acres of commercial, residential and planned open space, following the *Houghton Area Master Plan* (*HAMP*) land use designations.

**Applicant's Request** – "A Planned Community Development (PCD) … is requested for approximately 2,590 acres of land (the "Property") located on either side of Houghton Road at its intersection with Valencia Road in the City of Tucson ("City"). The ultimate design and land use patterns within the property will be coordinated so as to provide an appropriate level of compatibility to existing and future adjacent uses and development within the Houghton Corridor Area and along its Boundaries… The *HAMP* is the basis for the land use and zoning designations used in the creation of the PCD to ensure that new development within the Property integrates well with the City, adjacent land uses and surrounding neighborhoods."

**Planning Considerations** – Land use policy direction for this area is provided by the *Houghton Area Master Plan* (*HAMP*) and *Plan Tucson*. The rezoning site is located within the Houghton Corridor Area as identified on the Future Growth Scenario Map of *Plan Tucson*. Development in the Houghton Corridor Area is to be master planned with a cohesive system of mixed-use centers and neighborhoods, providing a variety of housing types and densities, a compact development pattern, a transportation and circulation system that offers alternatives for mobility, and a regional open space system. A phased approach to development and funding will provide for increased efficiency of infrastructure and services for residents.

The Houghton Road corridor is the Ward 4 Economic Investment Corridor. The land use and infrastructure planning, and the identification of infrastructure funding are significant components of the Investment Corridor program.

The Houghton Area Master Plan (*HAMP*) established the Desert Village Model of development for approximately 10,800 acres in southeast Tucson, including the Property. The Arizona State Land Trust is the largest land owner in the *HAMP*, and is the owner of the Property.

The *HAMP* policies support the following:
1. A variety of housing types and densities, which offer both affordability and livability;
2. A mix of uses within a compact development pattern, which integrates places for people to live, work, shop, and play within a cohesive system of Neighborhoods and Village and Town Centers;
3. A transportation and circulation system that offers residents alternatives for mobility, giving high priority to pedestrian, bicycle, and transit modes;
4. A regional open space system that preserves washes and environmentally sensitive areas as passive open space amenities, and offers active recreational opportunities such as trails and developed parks; and,
5. A long-term, phased approach to development, in order to provide for increased efficiency of infrastructure and services for residents.

The Arizona State Land Department (ASLD) was both a stakeholder and partner in this process that balances the fiduciary responsibilities of the ASLD (which is to realize the maximum return on the sale or lease of State Trust Land) with the long-range community values and fiscal responsibilities of the City.

The Atterbury Trails PCD document (PCD) incorporates these policies into its proposal. The Land Use Plan (Exhibit III.B after pg.42) substantially conforms to the land use pattern anticipated in the *HAMP*. The differences are a response to commercial development that has occurred since the *HAMP* adoption. The Town Center has been relocated from the east side of Houghton Road, north of Valencia Road to the northwest corner of Valencia and Houghton roads. The potential size of the Town Center has also been reduced. The size consideration is based upon the approval of two large commercial PADs on Houghton Road, the Northern Star PAD at Golf Links and Houghton Town Center 2 at Old Vail Road, which together, comprise nearly 128 acres of potential commercial development. Combine that with the proposed Village Center in the Escalera PAD (SWC Valencia and Houghton), the growth of smaller commercial developments along Houghton Road and in Rita Ranch, and the commercial acreage zoned and planned since the *HAMP* adoption is approximately 200 acres.

Relocating the Town Center opens the former Town Center site to potential mix residential densities across the area. The Poorman Road extension (more likely to the Melpomene extension than a southern run of Poorman Road) will provide access to the Village Center at Valencia Road.

The proposed Town Center location is an area with good vehicular access, however, more importantly, the proposed trail system provides for alternative means of transportation to access the Town Center from Development Areas 2-5 and 7, as well as the 320 acre Saguaro Trails PAD, which is surrounded by these Development Areas. Alternative modes of travel are a priority in the *HAMP*.

The PCD establishes five (5) land use categories and corresponding "zoning districts" to implement the Desert Village model: Town Center, Village Center, Village Periphery, Neighborhood and Open Space. Each zone combines uses from multiple Unified Development Code (UDC) zones to create broader, more flexible land use zones than exist in the UDC (See Exhibit III.A and pgs. 44-48 for zone descriptions).

**PCD Implementation** – Development of the PCD is expected to occur over 20 years, or so, and the implementation will take place at two levels. The first level is the "big picture", looking at the entire PCD area and beyond to fully understand the regional infrastructure impacts and needs generated by the PCD development.

Planning Studies – The PCD identifies potential extensions of existing water and sewer lines to serve the PCD area. It also identifies potential transportation improvements. However, additional studies are needed to determine regional infrastructure impacts and needs created by development within the PCD. Section IV.B PCD Implementation and Development Area

Implementation Plans, establishes the basis for an Intergovernmental Agreement (IGA), or other instrument, for the City of Tucson, Pima County and the ASLD to partner to conduct studies of overall sewer and water capacity, regional transportation connectivity and a basin/drainage/floodplain approach for the PCD, and to establish the shared financing options for the regional infrastructure. The "IGA" will also establish a time frame for completing the studies.

Development Area Implementation Plans (DAIP) – Per the provision in UDC 3.5.6.D, the PCD identifies 15 Development Areas (DA) as shown on the Land Use Plan. The DAs form the basis for the second planning level - "project-level planning", conducted as the PCD area develops. After an ASLD land sale, the first developer to acquire land within a DA will be required to prepare a Development Area Implementation Plan (DAIP). Section IV.D.1 establishes the DAIP elements: design guidelines and development standards; drainage and hydrology; water and sewer system; circulation; public facilities; cultural resources and archaeology; natural resources; master horizontal infrastructure plan; and infrastructure financing plan. The DAIP elements will comprise the plan for all of the developers within that DA. The DAIP master horizontal infrastructure plan will be predicated upon, and possibly refine, the information from the regional studies discussed above.

The land use proposal in the DAIP is in the Design Guidelines and Development Standards element. The element provides for refining the broader PCD zoning categories to best meet the specific DAIP goals. The DAIP also will establish minimum residential densities and alternative standards for lot sizes, building setbacks or build-to lines, housing orientation, diversity, and character and materials.

DAIP Approval Process – The DAIPs will be approved through the City Development Review Committee (CDRC) process, which requires review by 26 staff and agency reviewers. The review is an iterative review whereby a DAIP is submitted for separate review cycles until all reviewers sign off on the plan. The DAIP must be in compliance with *Plan Tucson*, the *HAMP* and the PCD document.

Flexibility Over Time – UDC 3.5.6.E provides for three types of amendments to the PCD or the DAIPs, Administrative (staff decision), Minor (Zoning Examiner decision) and Major (Mayor and Council decision). The amendments create the flexibility to adjust the plans over the long development horizon, to account for changing markets, community standards or best practices. Section IV.E of the PCD contains the standards for the three types of amendments. These are substantially the same as in the UDC, with some minor revisions, needed to manage the DAIP process.

Annual Report – The ASLD and the City will work together to administer the PCD, and the ASLD will submit an annual development progress report to PDSD. ASLD and PDSD will determine the contents of the Annual Report. Elements may include: a phasing and completion update report on horizontal infrastructure, public facilities, open space dedication, number of housing units and non-residential square footage, installation of trails, parks and any other

development activity requested by PDSD. The report shall be submitted by February 15 of each year.

Fantasy Island Trails Park – PCD identifies Fantasy Island Trails Park as DA1. DA1 is intended to protect that portion of the mountain bike trails system described in the Master Plan for Fantasy Island Trails Park that was approved by Mayor and Council on May 22, 2006. While Fantasy Island was included in the HAMP, and the master plan was adopted, its fate has been a question mark since 2006. The cooperation of the ASLD to designate the park for preservation creates a significant opportunity for the City of Tucson to secure the popular recreation asset. The terms and instrument of preservation will be finalized once the entitlements for the land are in place.

**Design Considerations**

Land Use Compatibility – PCD Section III.E.2 Transitions states "…[a]ppropriate density and intensities are to be provided on the periphery of the Property to buffer existing adjacent residential development. Where there is existing development adjacent to the Property, the zoning category chosen by the Developer should be complimentary to the existing zoning, lot sizes, density and depths of setbacks of the adjacent community and provide the transitional densities to any higher intensity zoning planned within the Property." The PCD identifies five (5) periphery transition areas.

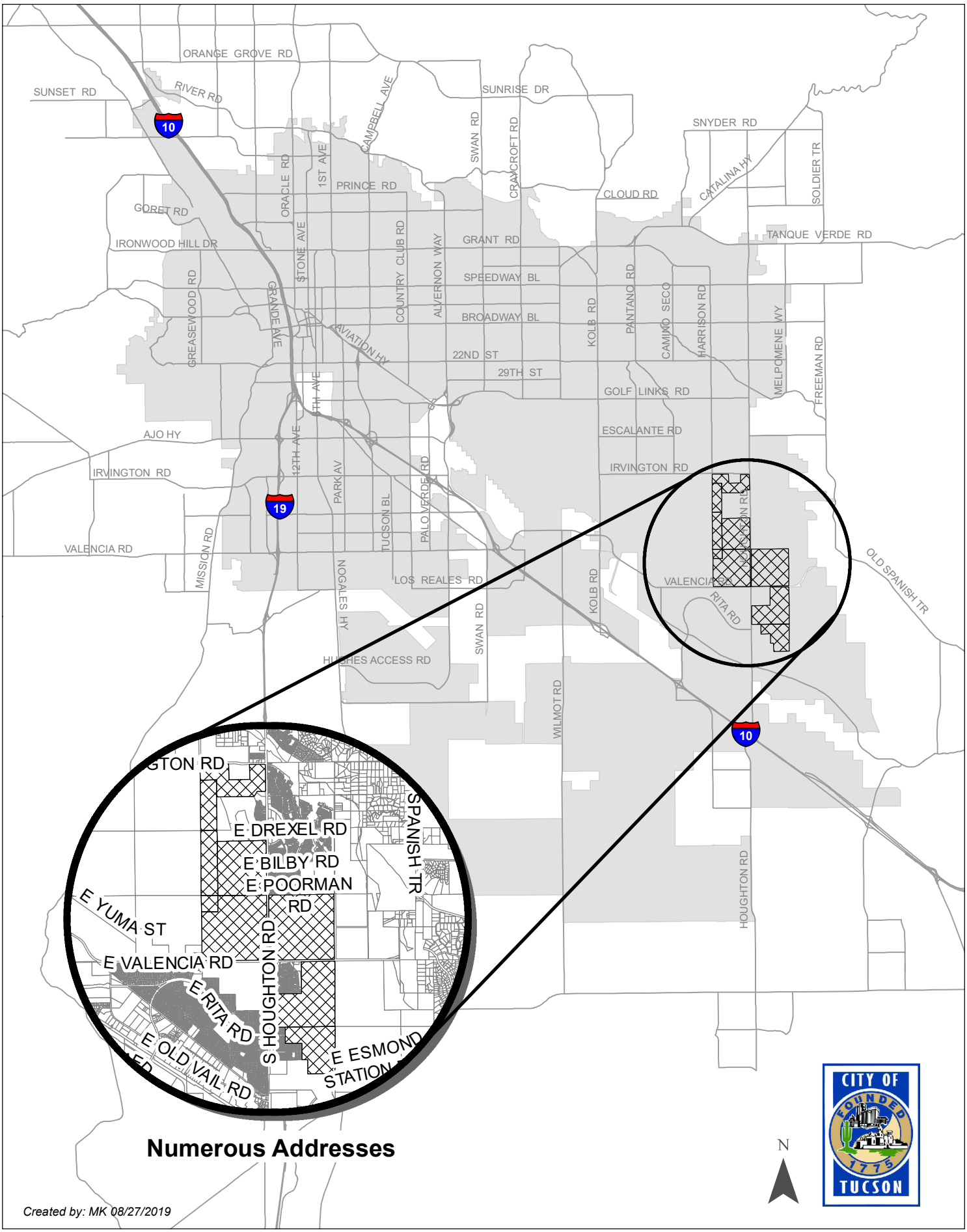
Drainage/Grading/Vegetation – An Environmental Resource Report (ERR) submitted with the PCD, identifies floodplains and protected riparian areas (PRA) within the Property. The basin/drainage/floodplain study, to be conducted as part of the "IGA" will compliment this information. As DAIPs are proposed, case-by-case determinations will be made regarding the need to refine this information at the DAIP level.

Road Improvements/Vehicular Access/Circulation – The PCD identifies road projects needed to serve the Property. The "IGA" regional transportation connectivity study will identify regional needs generated by the PCD development, for both roadways and transit. The regional study will also identify funding mechanisms for the transportation needs. Roadway planning and design will conform to the Mobility Master Plan and the Complete Streets Manual.

**Conclusion** – The Atterbury Trails PCD proposal is in substantial compliance with the *HAMP* and *Plan Tucson*. Through the Development Area Implementation Plan process, continued compliance with these plans is assured. Subject to compliance with the Atterbury Trails PCD document, approval of the requested PCD zoning is appropriate.

# C9-19-12 Atterbury Trails PCD - Valencia Road

Rezoning Request: From SR, RX-1, MH-1, and I-2 to PCD




**Numerous Addresses**

*Created by: MK 08/27/2019*

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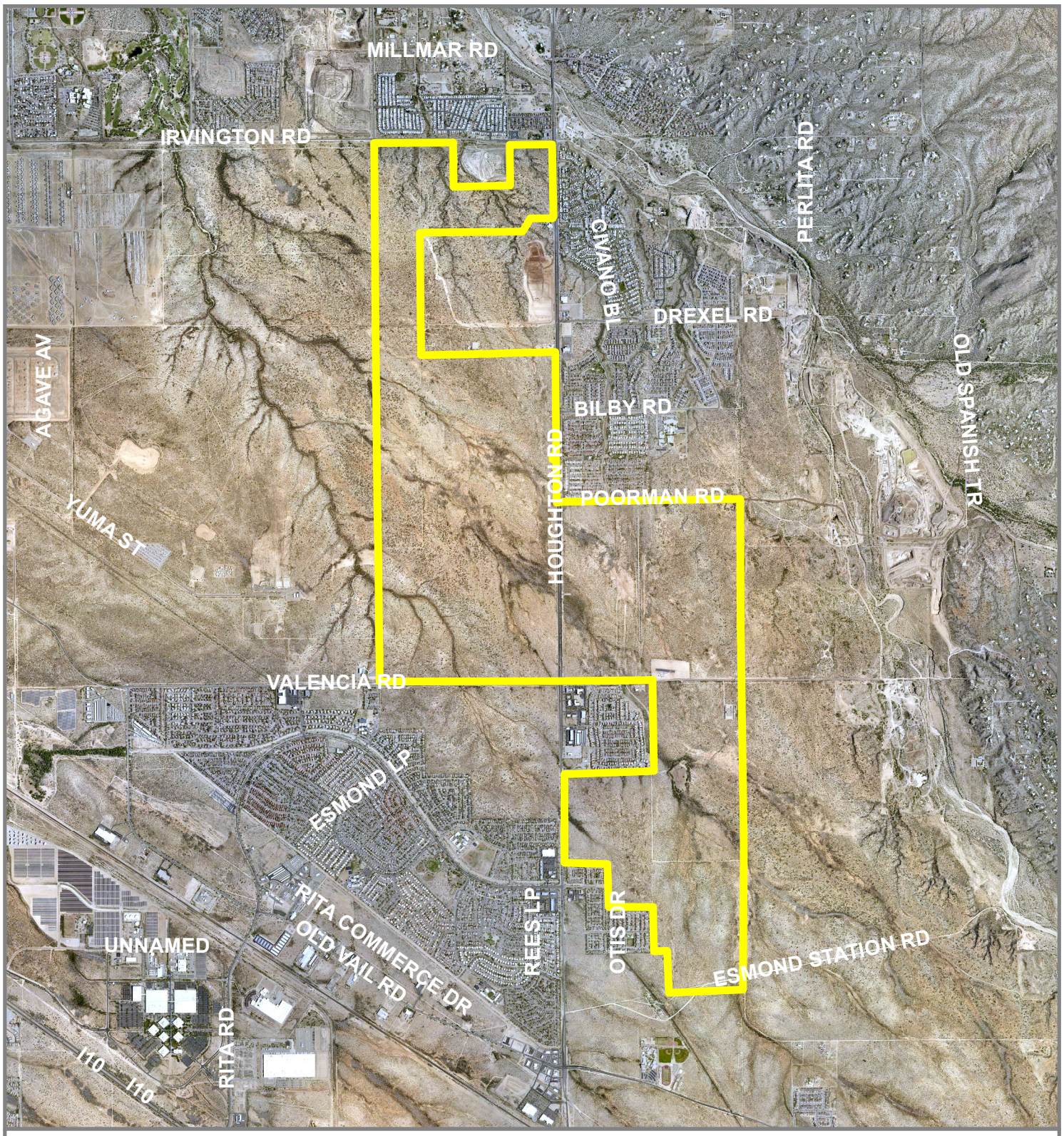


Area of Rezoning: SR, RX-1, MH-1, & I-2 to PCD

Address: Numerous parcels

Base Maps: Twp.15S Range 15E Sec. 2, 11, 13, 14, 24, & 25

Ward: 4

CITY OF TUCSON FOUNDED 1775

0 2,000 4,000 Feet

1 inch = 4,000 feet

N

*Created by: MK, 08/27/2019*

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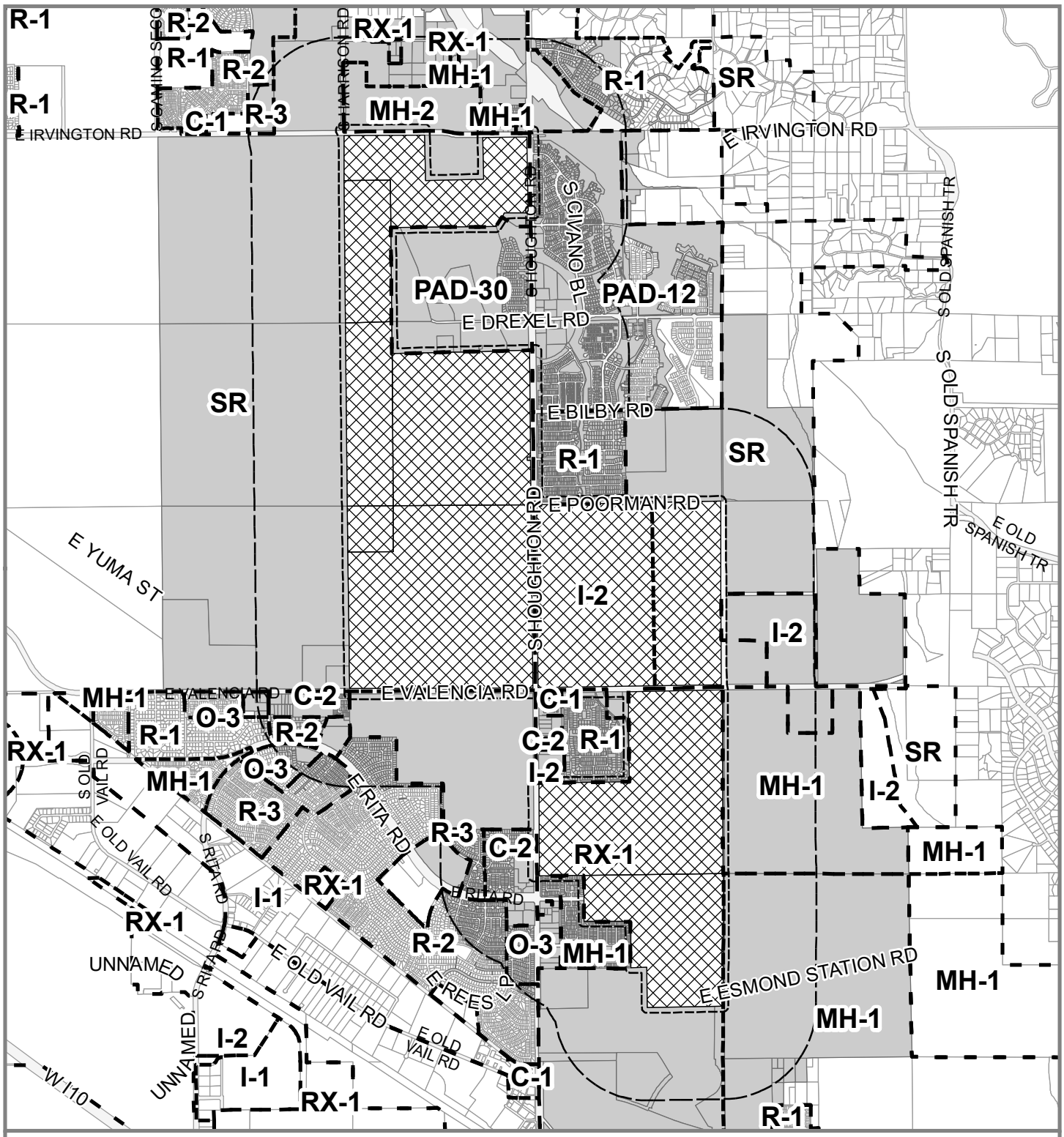


Area of Rezoning: SR, RX-1, MH-1, & I-2 to PCD

Protest Area (150 foot radius)

Notification Area (1/2 mile radius)

Zone Boundaries

Properties Notified

Address: Numerous parcels

Base Maps: Twp.15S Range 15E Sec. 2, 11, 13, 14, 24, & 25

Ward: 4

Feet

0 2,000 4,000

1 inch = 4,000 feet

N

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