



# MEMORANDUM

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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  
C9-19-13 Escalera Planned Area Development – Houghton and Valencia  
RX-1 to Planned Area Development (PAD) (Ward 4)

**Issue** – This is a request by The Planning Center, on behalf of the property owner, Arizona State Land Department, to rezone approximately 344.3 acres from RX-1 to PAD zoning. The rezoning site is located on the southwest corner of Valencia Road and Houghton Road (see Case Location Maps). The preliminary development plan proposes the development of medium to low density residential on the 197.6 acres to the west of the Atterbury Wash Tributary, and medium to high density residential/village center uses on the 125.8 acres east of the wash. The proposed project will include approximately 20.9 acres of open space and trails.

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

## **Background Information**

**PAD Document Review:** The PAD document went through an iterative review process with numerous City departments and outside agencies, with multiple drafts until there was consensus and approval that the final document was ready for the required neighborhood meeting and Zoning Examiner public hearing. The pre-PAD review involved considerations including adopted policy, existing capacities, traffic impacts and counts, water demand impact, sewer capacities, park facilities evaluated in relation to the proposed project.

**Existing Land Use:** Undeveloped Land

## **Zoning Descriptions:**

**Residential Zone (RX-1):** A low density residential zone that consists primarily of low density residential property, with recreational/tourist related enterprises permitted subject to lot size. Minimum lot size is 36,000 square feet.

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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 SR; Undeveloped Vacant Land

South: Zoned R-3, and C-2; Single-Family Residential and Shopping Center

East: Zoned C-1, I-2, and C-2; Commercial, Office, and Vacant Land

West: Zoned C-2, RX-1, R-3, and R-2; Mesquite Elementary School, Single-Family Residential

Previous Cases on the Property: none

Related Cases:

C9-16-09 Saguario Trails PAD – Houghton Road, SR to PAD On December 6, 2016, Mayor and Council adopted Ordinance No. 11417 establishing conditions of rezoning for the above referenced rezoning case. The ordinance became effective and the zoning changed to PAD on January 6, 2017. This was a rezoning request for 319 acres located on the west side of Houghton Road, approximately half a mile south of Irvington Road to allow a master planned residential and recreational community, approximately 173 acres with approximately 700 dwelling units; Fantasy Island Trails Park, approximately 106 acres, and the Southeast Houghton Area Recharge Project (SHARP), approximately 40 acres.

C9-19-01 Houghton Town Center 2 PAD, I-2 to PAD On May 7, 2019, the Mayor and Council voted to pass and adopt Ordinance 11647 establishing conditions of rezoning for the above referenced rezoning case. The rezoning site is located on the south side of Old Vail Road, 950 feet west of S. Houghton Road. 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.

**Applicant's Request** – “The proposed PAD envisions providing three land use categories: Medium Low Density Residential; Village Center and Open Space. All land use categories proposed in the PAD are in line with the Houghton Area Master Plan and are compatible with the surrounding area.”

**Planning Considerations** – Land use policy direction for this area is provided by Plan Tucson (PT) and the *Houghton Area Master Plan (HAMP)*. The proposed PAD is located in an area that is identified on the Future Growth Scenario Map as part of the Houghton Corridor Area. Plan Tucson policy states that Development in the Houghton Corridor Area is to be master planned

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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 will provide for increased efficiency of infrastructure and services for residents. The following guidelines listed in Plan Tucson are applicable to projects in the Houghton Corridor Area:

LT28.8.1 - Both the Southlands Area and the Houghton Corridor, as identified on the Future Growth Scenario Map are to be master planned for development. The Houghton Road Corridor is anticipated to develop before the Southlands Area due to the Houghton Road improvement project, the proximity of infrastructure along Houghton Road, and the master planning effort already completed for the area.

LT28.8.2 - In areas that are not currently developed, support master planned areas that reflect sensitivity to environmental resources and existing residential uses and that are phased or financed to meet infrastructure requirements.

- a. Have a minimum overall residential density that can sustain regular transit usage;
- b. Consist of a series of neighborhoods focused on a neighborhood center, integrated through open space and recreation areas and pedestrian, bike, transit, and the roadway system;
- c. Maximize connectivity of all transportation modes to enhance internal movement within and between individual neighborhoods within the master planning area, including appropriate connections to the regional circulation system;
- d. Provide neighborhoods with clearly defined edges and a center that provides a social focus for the residents, giving them an identity and a sense of place;
- e. Optimize the size of a neighborhood at a quarter mile from the center to the edge;
- f. Provide neighborhood entry roads that are designed and landscaped as entry statements, terminating at the neighborhood center or taking advantage of existing vistas;
- g. Base the neighborhood circulation system on a hierarchical network of streets, such as a spine road that provides primary access through the neighborhood, and secondary roads, decreasing in size/capacity, which provide multiple routes to diffuse traffic congestion and encourage pedestrian circulation; and
- h. Provide neighborhoods with a variety of housing types; and include in neighborhoods, a public space, such as a square or plaza/park area, and incorporate a transit stop as part of its design.

LT28.8.10 – Support an interconnected urban trail system throughout the city to meet the recreational needs of pedestrians, bicyclists, and equestrians.

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Houghton Area Master Plan (HAMP) - The *HAMP* provides guidance to developers for preparing master plans for Planned Communities, and a framework for review of these plans by the City. The *HAMP* supports development in the Plan area that adheres to the foundational values upon which the *HAMP* is structured. The *HAMP* has established the Desert Village model as the future land use pattern designated for the Plan area. The Desert Village model promotes land use patterns that include; mixed-use centers to provide goods and services in close proximity to residential areas; a variety of housing types and prices; mobility options to include walking, bicycling and riding transit; and sensitivity to natural features of the desert environment.

The *HAMP* establishes a framework for future development of Desert Village-styled planned communities in the Plan area. According to the *HAMP*, planned communities consist of a cluster of Villages with a sufficient population base to support community-scaled civic and commercial services. The proposed PAD represents a Village, consisting of a Village Center and a residential Neighborhood that features a variety of housing types and sizes, internal vehicle and pedestrian circulation, and open space. The *HAMP* states that housing within the Village Centers should consist primarily of high residential densities (apartments, lofts, with a minimum of 16 residential units per acre). Medium densities (apartments, townhomes, condominiums, patio homes, and residential care services, with a minimum of 8 residential units per acre) are appropriate around Village Centers. Housing within Neighborhoods will consist of a range of densities, and the minimum average density including the Neighborhood Center, should be 4 residential units per acre, according to the *HAMP*.

The Conceptual Land Use and Circulation Map in the *HAMP* indicates that Village Center uses are appropriate for areas of the project site that are east of the Atterbury Wash Tributary and the associated riparian area, and Neighborhood uses are appropriate for areas west of the wash. The location of Desert Village land uses in the conceptual development plan submitted by the applicant is generally consistent with the *HAMP*.

**PAD Document Overview** – The Escalera PAD is approximately a 344-acre property divided into three land use designations 1) Medium Low Density Residential (MLDR); 2) Village Center (VC); and 3) Open Space (OS). The Escalera PAD utilizes the basic parameters of the Unified Development Code for the R-2 and C-2 zones.

Medium Low Density Residential – This Planning Area is approximately 197.6 acres, generally bounded by Valencia Road to the north, the Atterbury Wash Tributary to the east, and single-family residences to the south and west. This Planning Area will provide low to medium density single-family residences with an overall density of four (4) residences per acre (minimum) as prescribed in the *Houghton Area Master Plan (HAMP)*. This Planning Area anticipates a net density range between 4 to 8 residences per acre, and allows for single-family attached, single-family detached, and multi-family units. The following land uses are prohibited in the MLDR area: adult rehabilitation, shelter care, cemetery, golf course, stand-alone wireless communication towers.

Village Center – This Planning Area is approximately is approximately 125.8 acres, generally bounded by Valencia Road to the north, Houghton Road to the east, and the Atterbury Wash Tributary to the west and south. The Planning Area features medium to high density residential

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units, including a range of 8-15 units per, with an overall minimum density of 8 units per acre. The intent of the Village Center is to provide a transition area from the more intensive commercial uses anticipated at the corner of Houghton Road and Valencia Road to less intensive medium and higher density residential uses just east of the Atterbury Trail Wash. The VC plans on approximately 25 acres of commercial uses, professional and medical offices, and other similar land uses that provide for daily service needs and commercial activity. The PAD document provides a provision that after a 10 year period from adoption of the PAD, should market conditions for commercial property prevent users from developing the VC area as intended, all other uses listed in the VC shall be allowed (see Part IV, B. Permitted Uses After 10 years, page 70). However, these land uses may only be allowed through a minor amendment process subject to documentation demonstrating that market conditions support the change (see Part V, C.2, Interpretations and Amendments, page 78). The following land uses are prohibited in the VC area: billboards, correctional uses, golf courses, restricted adult activities, salvaging and recycling, and swap meets and auctions.

Open Space – The OS Planning Area occupies approximately 20.9 acres located in the central portion of the project site, generally within the confines of the existing 100-year floodplain and riparian areas of the HAMP. The intent of this Planning Area is to provide a visual screen between the lower intensity residential uses proposed in the MLDR Planning Area from the more intensive commercial and residential uses in the VC Planning Area. Trails will be provided on both sides of the Atterbury Wash Tributary, providing circulation and access to the Houghton Greenway and Valencia Greenway. Trails consist of 12-foot multi-use path and 8-foot soft path.

Phasing –

- It is anticipated that the PAD will generally develop from west to east, commencing with the MLDR Planning Area.
- Construction of a Neighborhood Park, as required by the HAMP, shall commence in Phase 1 of the MLDR Planning Area, and upon the issuance of 70% of the allowable building permits, and shall be completed prior to the issuance on the 800<sup>th</sup> building permit of MLDR Phase 1.
- Construction of the Atterbury Wash Tributary trails will be dependent upon residential building permits, with issuance of the 800<sup>th</sup> residential building permit in the MLDR Planning Area construction of the trail section adjacent to the west bank of the Atterbury Wash Tributary will begin.
- Construction of the trail adjacent to the east bank of the Atterbury Wash Tributary will begin upon issuance of the 800<sup>th</sup> residential building permit in the VC Planning Area.
- Construction for each trail shall be completed before issuance of 950<sup>th</sup> residential building permit for each bank respectively.

Future Roadway Improvements –

- Actual access point locations and roadway alignments will be determined in the final platting and/or development package process in conjunction with City of Tucson Department of Transportation (TDOT).
- Roadway improvements shall be installed based on results of subsequent Traffic Impact Analysis submitted during development package and/or platting process.

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- If the land developed prior to completion of full improvements on Houghton Road and Valencia Road, the interim improvements should be built by the Developers.
- Impact fees will be required for Roadway projects along Valencia and Houghton Road
- Developer should work with TDOT to incorporate roadway access, and infrastructure into the capital improvement design of the new roadway along Houghton and Valencia Road.

Design –

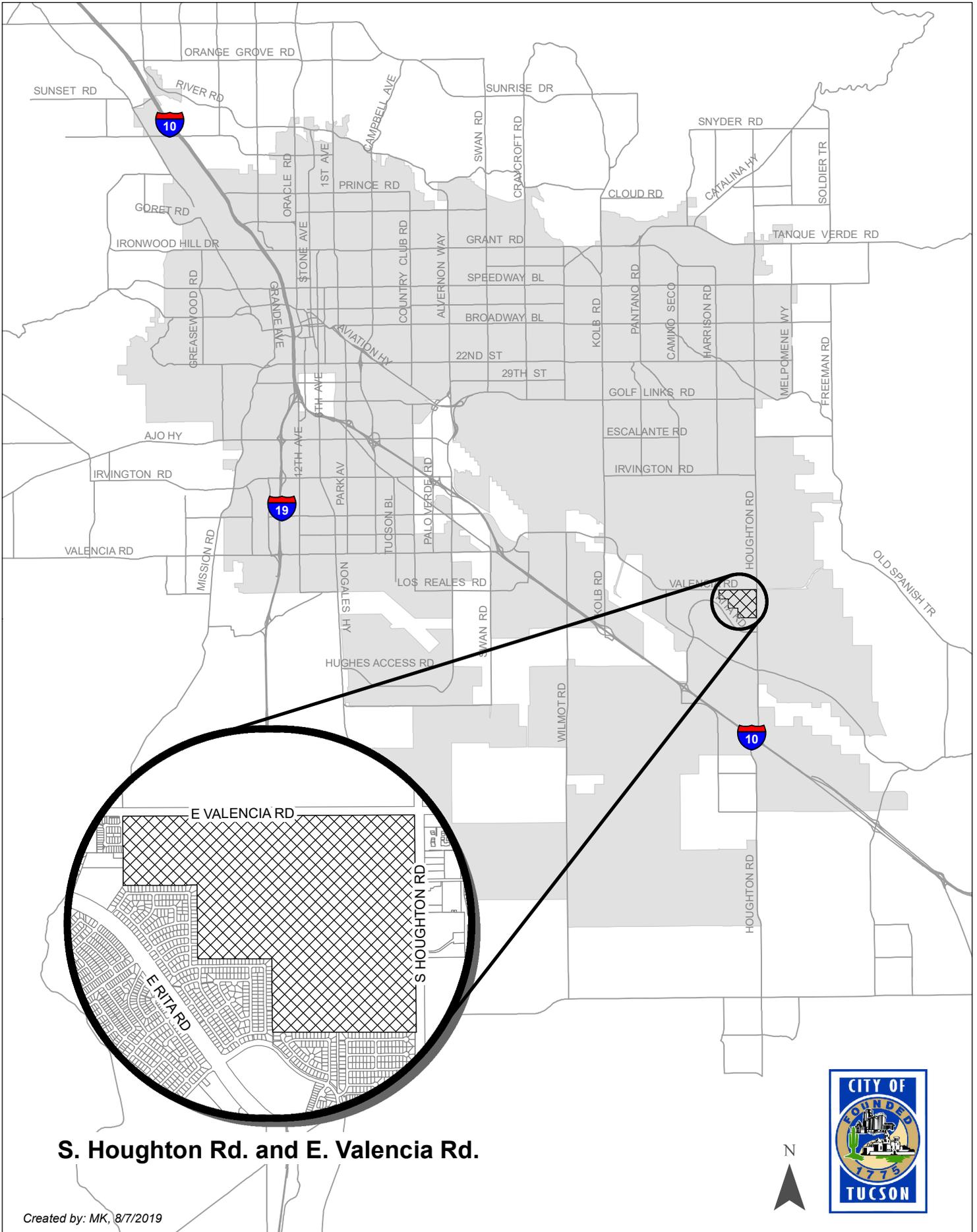
- Design Review Committee (DRC) shall consist of (1) member of development team; (1) representative Arizona State Land Department (ASLD); (1) member project consultant team; and (1) volunteer representative from surrounding neighborhood associations and/or homeowner association (may include but not limited to – Horton at Rita Ranch, Sunrise Meadows at Rita Ranch, Hacienda Del Oro, or surrounding Registered Neighborhood Associations (Rita Ranch)).
- DRC will review and approve all details of project design, with a copy of the self-certification letter provided to the City of Tucson at time of development package submittal.
- Prior to any development within the Escalera PAD, development and design standards will be submitted to the City of Tucson, Planning and Development Services Department as an extension of the PAD document
- Design standards to provide a common theme and will comply with the goals and policies of HAMP

Fee Requirements – Upon sale of the property by ASLD for private development, the fees that otherwise would be due at the time of rezoning submittal will be paid to the City of Tucson by the private purchaser (see Part V, D.1, page 78).

Conclusion – The request to rezone the site to a PAD is consistent with the *Houghton Area Plan* and *Plan Tucson*. A plan amendment is not required. No additional conditions are recommended for the Escalera PAD. Approval of the requested PAD zoning is appropriate.

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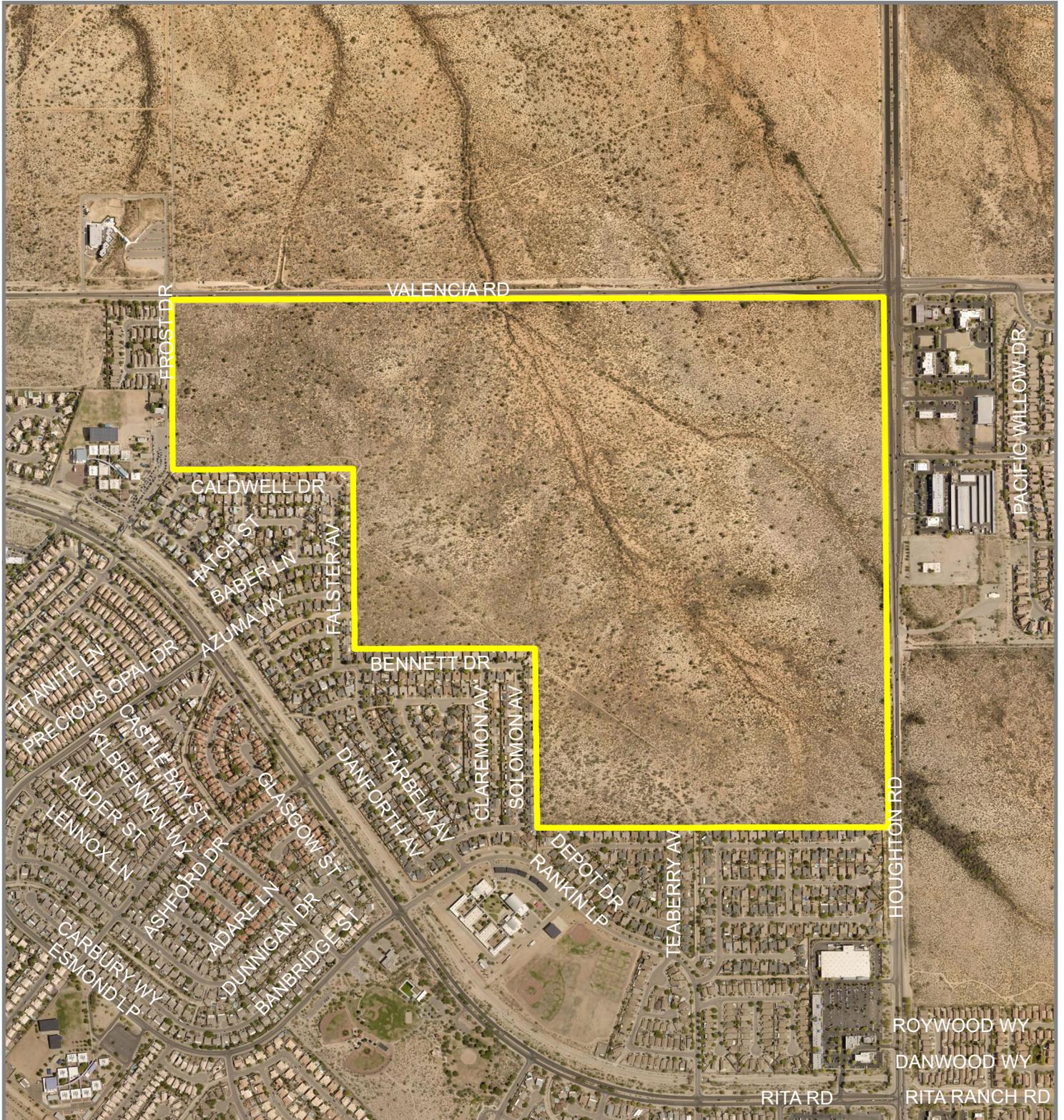
## Rezoning Request: From RX-1 to PAD



**S. Houghton Rd. and E. Valencia Rd.**

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## Rezoning Request: From RX-1 to PAD



 Area of Rezoning: RX-1 to PAD

Address: S. Houghton Rd. and E. Valencia Rd.  
Base Maps: Twp.15S Range 15E Sec.23  
Ward: 4



0 500 1,000 Feet  
1 inch = 1,000 feet



