



CITY OF  
TUCSON  
ZONING  
EXAMINER'S  
OFFICE

# Preliminary Report

April 26, 2018

Jim Portner (on behalf of the owner, Shenkarow Realty Advisors, Inc.)  
Projects International, Inc.  
10836 E. Armada Lane  
Tucson, AZ 85749

**SUBJECT: C9-18-04 Speedway + Campbell Gateway PAD  
R-3 & C-1 to PAD (Ward 6)  
Public Hearing: April 19, 2018**

Dear Mr. Portner,

Pursuant to the City of Tucson Unified Development Code and the Zoning Examiner's Rules of Procedures (Resolution No. 9428), this letter constitutes written notification of the Zoning Examiner's summary of findings for the rezoning case **C9-18-04 – Speedway + Campbell Gateway PAD**. At the expiration of 14 days of the conclusion of the public hearing, the Zoning Examiner's Report (complete with background information, public hearing summary, findings of fact, conclusion, recommendation, and public hearing minutes) to the Mayor and Council shall be filed with the City Manager. A copy of that report will be available from either the Planning and Development Services Department (791-5550) or the City Clerk's office.

If you or any party believes that the Zoning Examiner's recommendation is based on errors of procedure or fact, a written request to the Zoning Examiner for review and reconsideration may be made within 14 days of the conclusion of the public hearing.

The public hearing held by the Zoning Examiner shall constitute the public hearing by the Mayor and Council. However, any person may request a new public hearing before the Mayor and Council. A request for a new public hearing must be filed in writing with the City Clerk within 14 days of the closing of the Zoning Examiner's public hearing.

## **SUMMARY OF FINDINGS**

### ***Applicant's Request***

This is a request by Jim Portner of Projects International, on behalf of the property owner, Shenkarow Realty Advisors, to rezone approximately 2.49 acres from R-3 & C-1 to Planned Area Development (PAD) zoning.

The rezoning site is located at the northwest corner of Campbell Avenue and Speedway Boulevard at the center of the University of Arizona main campus, Arizona Health Sciences Center and Banner University Medical Center Campus (See Case Location Map).

The Preliminary Development Plan (PDP) proposes a mixed-use activity center with retail, grocery, hospitality and/ or multi-family residential and professional or medical office for a total square footage ranging from 360,000 to 420,000.

The total number of units anticipated for either hospitality use or multi-family residential use is 92 hotel room and 28 higher end residential units.

The maximum building height is 250-feet (20 stories) with proposed step-back and height transitions along Speedway Boulevard of 154 feet (10 stories) and Campbell Avenue of 130 feet (10 stories).

### ***Project Site Characteristics***

The proposed site consists of two parcels totaling approximately 2.49 acres, located near the major intersection of Speedway Boulevard and Campbell Avenue. Both Speedway Boulevard and Campbell Avenue are identified as 6-lane arterials on the Major Streets & Routes Plan and constructed to its ultimate right-of-way. Campbell Avenue is identified as a Gateway Arterial. Helen Street, an east-west local public street providing the main access to the site. The Helen Warren Streetcar Station (1st streetcar stop) is located along Helen Street at the intersection of Helen Street and Warren Avenue. The rezoning site has approximately 295 feet of frontage on Speedway Boulevard and approximately 295 feet of frontage along Helen Street. A small parcel with an existing UA Board of Regents office borders the east boundary and Campbell Avenue. Other types of multimodal transportation options near to the site include Suntran Bus Service, CatTran Service Shuttle Service, existing bicycle routes and Tugo Bike Share (City of Tucson Bike Share Program).

## **Planned Area Development (PAD)**

### ***Definition***

Planned Area Development (PAD) – The purpose of the Planned Area Development (PAD) zone is to enable and encourage comprehensively planned development in accordance with adopted plans and polices.

The PAD document allows the flexibility to tailor land uses, development standards and design to a project's specific needs, allowing the project to fit with any site constraints, and be more compatible with existing neighborhoods.

The PAD is a zoning classification which provides for the establishment of zoning districts with distinct standards in order to provide regulatory clarity for future development.

A PAD may have land use regulations different from the zoning regulations in the UDC, any other PAD District, or other zoning districts.

***Description***

The PAD will use the OCR-2 zone designation for its base zone which provides for high-rise development that serves the community and region and is located in major activity centers. High-density residential and select other agriculture, civic, commercial, industrial, retail, storage, utility, and wholesaling uses may also be permitted provided design and development standards apply. A maximum building height in OCR-2 is 300 feet. A mixture of development types is encouraged, including office, commercial, and high-density residential uses.

The PAD makes the following modifications to the OCR-2 base zone and adheres to the University Area Plan (UAP), Section 3.G: Helen Warren Station:

- Building height restrictions of 250-foot with no more than 33% of the 20-story building envelope's ground area no more than 25% of the entire property's ground area (maximum building height along Speedway Boulevard is 154 feet (10 stories) and Campbell Avenue is 130 feet (10 stories)(UAP, Section 3.G Urban Design).
- Transportation considerations of the Project, including its traffic impacts upon the existing street system, associated/needed street improvements, and multi-modal/transit-oriented development provisions (UAP, Section 3.G: Transportation).
- Establishment of a Neighborhood Liaison Group (NLG) to include nine neighborhood associations surrounding the Project (UAP, Section 3.G: Coordination with Neighborhoods).
- Required special studies for surrounding viewsheds impacts and project visibility (UAP, Section 3.G: Coordination with Neighborhoods and Urban Design), including:
  - Provides for Architectural Standards and Design Guidelines.
  - Buildings will feature a double-layered facade, the outer element of which will be a face of terracotta, metal or composite resin shade lovers that will provide shadowing and stack ventilation cooling of the inner building face and minimize sun reflection onto off-site area and nearby neighborhoods.
  - No protruding balconies are permitted; only loggias and terraces integrated within the building volume are permitted.
  - The permitted loggias and terraces are allowed primarily on the north and south-facing elevations of the buildings, respectively. Such features are permitted on the east and west-facing elevations only in corner offices or residential/hospitality units.

- Building massing and placement is planned to provide visual variety and create a 7,500 square foot urban open spaces or plaza areas.
- The Speedway Boulevard and Helen Street Streetscapes will consist of design zones to encourage pedestrian activity, including (UAP, Section 3.G: Urban Design):
  - A 10-foot sidewalk and 10-foot landscape border.
  - A second story and upper building floors overhang the 10-foot streetscape border to provide shade and gathering areas.
  - The street level pedestrian interface will include seating elements along the perimeter building street frontages.
  - The ground-level outdoor spaces will be privately owned and maintained, but will still maintain open to public access.
- Direct linkages will be provided to the Helen-Warren Streetcar Station, Helen Street and Speedway Boulevard, Campbell Avenue sidewalk networks, bus transit stops, designated bicycle routes, pedestrian street crossing, Cat Tran Stops and the Tugo Bike Share Station (UAP, Section 3.G: Urban Design).
- PAD prohibits the following uses: group dwellings, commercial and personal storage, correctional facility, animal service, automotive service, major or minor, billboards, large bars, dance halls, large retail establishment, general manufacturing, hazardous material storage heavy equipment manufacturing, maintenance and environmental services, renewable energy generation and salvaging and recycling center.

This custom zoning has resulted in a mixed use development zone appropriate for an infill site that fronts the Speedway and Campbell intersection and compatible with the surrounding development of the UA Main Campus, the Arizona Health Sciences Center and is sensitive to nearest residential neighborhoods outlying from the immediate context of the site. The PAD document allows the applicant the flexibility to create project architectural and design guidelines to ensure a superior site design and architectural quality. The proposed project will include a common theme and design elements throughout the property that will unify streetscape design, signage, materials, colors and architectural styles and will be reviewed and approved by the architect of record. A letter signed and sealed by the project architect must be submitted certifying the plans are in general conformance with the PAD Architectural and Design Guidelines. Prior to architectural certification, the owner/development and their architect will meet with the NLG to present and discuss the final architectural design.

### ***Public Hearing***

At the April 19, 2018 public hearing, Planning and Development Services staff reported that there were twenty two (22) written approvals, one (1) approval letter from the American Institute of Architects (AIA), four (4) written protests and a petition submitted with two hundred and twenty three (223) signatures.

Keri Silvyn, the applicant's representative, gave an introduction and introduced the project team's members and outlined how her presentation would proceed.

She outlined the project's main reasons which support the location selected:

- The site is currently underutilized.
- Quoted the designer of the streetcar trolley stating that this site is the number 1 most underutilized site along the streetcar's route.
- This is a unique major intersection corner in Tucson which could be considered a 'gateway' location.
- This site is located at the east end of the streetcar trolley.
- There are currently 10 City of Tucson bus lines crossing this intersection.
- Federal Transit Authority (FTA) supports this location and has been working with the applicants.
- This is a prime location for a mixed-use development.

Richard Shenkarow, the owner of the property, talked about local history as a Tucson native and that he still lives in the immediate area of this project. He also discussed how this project is intended to be a "Special place in Tucson" which will hopefully become a major destination for everybody in Tucson and not just the surrounding neighbors, much like his other successful developments here in Tucson. He talked about how this new development will serve the neighbors and businesses in the area by providing much needed retail, office and market rate housing. He stated that group dwelling will be prohibited in the PAD and that he wants to provide up-scale housing opportunities for the doctors and staff who work for Banner/UMC Hospital as well as for people who work for the University of Arizona and in the downtown area. He too felt that this was a "gateway" location.

Keri Silvyn spoke again outlining the public participation process which this project had gone through leading up to this Zoning Examiner's hearing. She also discussed how the project team addressed the neighbor's concerns which were brought up during previous meetings.

She first outlined the 2013-2014 Plan Amendment process which she said is very similar to the City's rezoning process. The Plan Amendment process included:

- Many meetings (Refer *Public Participation & Comment* section of this report.)
- Define the project goals
- Provide a 'walk-to' destination
- Provide a grocery store
- Provide "High Architecture"
- Define the height limit envelope(s) for the building(s)
- Address neighborhood concerns
  - Helicopter path and sound study
  - Show view sheds within the area
  - Provide a building shadow and reflectivity study
  - Establish a neighborhood liaison group (NLG)
- Work with the University of Arizona to establish a sub-area plan specifically for this development which also provides for future growth.

Matt Luck, one of the project's design Architects, spoke about the project's goals and specific design elements of the proposed building.

- Discussed how most projects in Tucson are designed around private cars vs this project which is designed around the multimodal characteristics of this site.
- The project must be sustainable, both on a site and building level.
- This will be a diverse project allowing for a mixed-use design.
- This will be major destination for all of Tucson's residents and particularly convenient for the immediate area's residents, Banner/UMC employees and the University of Arizona's employees, teachers and students.
- They will be providing significant outdoor spaces for the public to enjoy as well as providing similar types of outdoor spaces on the 2<sup>nd</sup> level for the building's occupants and tenants to enjoy.
- They want to provide a welcoming and sheltered "front porch" type environment along all of the project's street frontages (including around the garage portion of the building) which provides for retail uses, restaurants and other public gathering type areas which invite the public to enjoy the building.
- The building will have office uses in the lower building sections which face the two major arterial streets on the south and east sides of the project. The lower building section along Speedway Boulevard will be six (6) stories and the lower office building section along Campbell Avenue will be six (6) stories and the garage portion of the building facing Campbell Avenue will be five (5) stories.
- He explained the building's exterior 2<sup>nd</sup> layer which will consist of a 'louver type design' of varying patterns in order to break up the building's mass as well as integrating passive solar design concepts for ventilation, heating and cooling (shading). He also pointed out that these louvers will be provided around the garage structure in order to help shield headlights from the adjacent neighborhood.
- In order to minimize the height of the garage portion of the building, he pointed out the garage will go down 2 stories below grade.
- There will be a unifying screen and shade arcade structure which will be constructed along the south and east sides of the building.
- The building will be designed to provide several entrances along its perimeter to promote a welcoming and inviting way to bring people into the building's core and public spaces.
- He discussed the importance of providing lower building heights with wall openings and reliefs along the street perimeters in order to provide a sense of scale, shade, balconies, design interest and to avoid constructing an imposing 'wall' along the streets.
- He said that this project sets a precedent for local design as well as providing inspiration for future projects.
- The exterior façade will have mixed materials and be a high performance component of the building.

- The overall design of the central tower responds to our climate by providing less surface areas on the east and west façade face. (Rectangular floor plan).
- He again discussed the double skin exterior wall design benefits which provide screening from the sun as well as acting as a heat chimney.
- He outlined the building's energy conservation and sustainability design elements
  - Green roofs
  - Solar
  - Geo-thermal

Jim Portner, the project applicant, then spoke on behalf of the owner. He pointed out that the proposed 20-story tower is necessary to insure the success of this project. He told us that the revenue generated by the tower's floor area will help support and pay for all of the building's public amenities and spaces such as plazas and patios in the building's ground floor core area, along the street perimeters and on the 2<sup>nd</sup> floor level to benefit the office tenants and residents of the building.

Mr. Portner continued by telling us about the design studies which were agreed to and provided. These studies were all requested to be performed by the neighbors and neighborhood representatives during the Plan Amendment public review process.

- A view shed study was provided to show how much of the proposed project will be visible from various locations throughout the immediate areas around the project.
- A shade, shadow and reflectivity study was provided in order to show the proposed building's impact on the surrounding areas. He also pointed out that these studies assumed the worst case scenarios relative to each study. (i.e., the reflectivity study assumed a flat reflective glass façade on all sides vs the proposed louver design which would greatly reduce any reflectivity of the building).
- A study was performed for Banner/UMC's helicopter flight paths and how the proposed project will impact the neighborhood acoustically.

He wrapped up his presentation by stating that the project will have no impact on the existing drainage in the area.

Vincent Catalano, the project's traffic consultant, spoke about the traffic analysis and discussed how this project will impact the area and what measures will be taken to offset such impacts.

He first discussed the overall existing site and existing transportation options which are available at the project location.

- This is a major transit hub currently
- Good location for future growth

- Good City bus access
- There are major bike routes nearby
- Existing bike share location
- Good pedestrian access
  - Existing under-pass at Warren
  - Cherry has a signal
  - All pedestrian street crossings are within two (2) blocks of the project

Mr. Catalano then talked about the traffic study and analysis. Some of the issues impacting the design study include:

- There are previous traffic counts from 2012 and 2015
- There is a large amount of drive-by traffic
- The anticipated growth of the University of Arizona and Banner/UMC
- The additional traffic demand created by this proposed project

He then discussed the parking and outlined the recommended street and intersection improvements for the area which are defined in the PAD document.

- Banner/UMC is currently improving access into and out of their facilities along Campbell Avenue.
- Intersection improvements include:
  - Helen & Martin
  - Helen & Cherry
  - Speedway & Cherry
  - Speedway & Campbell

He finished his presentation by telling us that some of these street and intersection improvements would be paid for by impact fees collected from the project and that all final designs shall be based on future traffic studies when the project is submitted to the City and reviewing agencies during the design review process.

Keri Silvyn then wrapped up the applicant's presentation by talking about the public and staff review process which this project has undergone over the past several years. (Refer Public Participation & Comment section of this report) She also pointed out that the applicant had created a web site for public viewing which includes the entire PAD document.

She concluded by asking if I had any questions for anybody on the team.

I took this opportunity to ask the applicant a question regarding the building's proposed height, specifically the number of stories on the south and east sides of the building facing both Speedway Boulevard and Campbell Avenue.

The proposed building heights and number of stories are shown differently in the following documents:

1. The submitted renderings for the proposed building (which have been included in all of their presentations, documents and meetings) show the building having six (6) stories along both street perimeters at the intersection of Speedway and Campbell, stepping down to five (5) stories for the retail and garage on the northern end of the building facing Campbell Avenue and Helen Street. (This was supported by the testimony given by Matt Luck, the Architect who spoke earlier)
2. The PAD document calls out for a six (6) story building along Speedway Blvd (refer key note #8) and no story height is called out along Campbell Ave. (Refer pages 70 & 71 of the PAD document)
3. The PAD document refers to the *University Area Plan* (Exhibit No. 25, page 78) which shows these same building portions to have a maximum height of:
  - Twelve (12) stories along Speedway Blvd.
  - Ten (10) stories along Campbell Ave. which includes the northern retail and parking structure.

The applicant responded by explaining that they want to see the building constructed with the 20 story central tower with the six (6) story office sections shown at the intersection and then stepping the building down to five (5) stories for the northern retail and garage building facing Campbell and Helen as shown on the renderings and described by Matt Luck earlier.

The applicant then explained that they were concerned that the 20 story tower may not be allowed and that they may have to reduce the tower's height. If this happens, they will be forced to raise the perimeter sections of the building which face the streets in order to maintain the overall floor area needed to justify the project and meet the owner's needs. The applicant said that the 12 story and 10 story perimeter building heights shown in Exhibit No. 25 of the UAP allow for this much needed flexibility while providing the security needed to insure that this project can be realized.

In order to help schedule a break in the hearing, I wanted to know how many of the people attending the hearing were planning on presenting testimony. I also wanted to know how many people were in favor of this request vs how many were opposed to it. I was truly surprised, as was John Beall, by the number of people who were there wanting to speak in favor of this request. The vast majority of the crowd raised their hand when I asked how many people were going to speak in favor of this request.

Twenty five (25) people spoke in favor of this rezoning request. These included area residents, neighborhood group leaders, members of the American Institute of Architects (AIA), local Architects, a commercial lender, a member of the UAP's required Neighborhood Liaison Group (NLG) and a local developer who is also associated with a University of Arizona development group.

A summary of the overall support for this project includes:

- Reduces driving and encourages alternate methods of transportation.
- This is a state of the art building.
- The owner/developer is local and has a successful and proven history here in Tucson (i.e., Casas Adobes).
- This a perfect location for such a mixed-use project.
- This avoids sprawl and promotes urban in-fill.
- This is one of the primary reasons why the public streetcar was built in an effort to support residential users.
- This will serve as a new model for “urban living”.
- This is a sustainable project addressing both energy and community issues.
- People are afraid of this project simply because of its height and because it is a new concept. We should embrace change if it is a good change.
- Designed by a local, internationally recognized architectural firm.
- This project makes sense financially and the existing site is underdeveloped.
- This will provide much needed market rate housing and commercial/retail for the area, including all of the new work being done at Banner/UMC.
- This will benefit the neighbors by providing a much needed grocery store.
- This will help keep millennials here in Tucson while attracting millennials to the area.
- It is time to move forward as a community and city.
- Inspire other developers and serve as an example of what is possible here in Tucson. Avoid building another “typical Tucson stucco box”.
- Many thanked the applicant and the City for a great public review and participation process, including the previously approved area plan reviews.
- Many appreciated the web site which the applicant created for this project
- This replaces student housing.
- Many consider this building to be beautiful and a good example for others.
- This project will create, as well as support, jobs in the area.
- This project can be used as recruitment tool for the U of A and for Banner/UMC in order to attract new students, doctors and millennials.
- Many who live in the immediate area appreciate the pedestrian nature of the project and like that they will have a local “place” to go as well as shop and eat.
- Many appreciated how professional and helpful the project team was to work with through the public review processes.
- It was pointed out that Banner/UMC is spending approximately 2.5 billion dollars expanding their facility and asked why shouldn't we support it better?
- A PAD is intended to benefit the area and its neighbors. This project will do exactly that by providing much needed services, retail, restaurants, market rate high-end housing and public spaces to enjoy.
- This is a ‘gateway’ to the University of Arizona. Look at what is there now.

- While most people still appreciate the historic nature of Tucson, they also welcome good modern projects.
- There are no major grocery stores along the public streetcar route. This is needed by everybody in the area.
- While this project will increase traffic to and from the building by Tucson residents, it will reduce the amount local area residents may need to drive by providing a grocery store along with other needed uses.
- One person who spoke has served on many neighborhood boards and has been involved in nine (9) previous PAD rezoning cases. He said that this is the “gold standard” for all projects because of the project’s team and the City.
- One person who graduated from high school ten (10) years ago stated that only a 1/3 of his class is still in Tucson. Everybody else moved away feeling that Tucson was stuck in the past and that there was no future here. He felt that this project changes that and inspires hope to young people that Tucson is changing, evolving and moving forward.

We took a much needed break and then resumed by hearing from everybody who was opposed to this request.

A summary of the overall opposition for this project includes:

- Very poor neighborhood involvement and public review/input.
- Many spoke about how they don’t want to live downtown. This building feels like it should be located downtown.
- Most people feel that this will ruin the existing “feel” of the neighborhood.
- Many would support a building with a maximum height limit of eight (8) stories.
- A petition has been signed by over 223 residents at the time of the public meeting. (Please note that as of the date of this report, staff has received an updated petition with some additional signatures)
- Most people were only opposed to the overall height of the twenty (20) story tower. None of the people who spoke in opposition were opposed to the mixed-use (office, retail/commercial, restaurants and a grocery store) development on the lower floors nor were they opposed to market rate housing in the area.
- Progress and change is in the eye of the beholder.
- We are losing Tucson’s charm.
- This is similar to the very bad “Towers” project on Oracle Road.
- The public meetings hosted by the applicant were not courteous nor friendly, helpful and they were not responsive to the neighbor’s concerns.
- The photos shown in the view shed studies are panoramic type photos and do not accurately show the project. This one person felt that they were very misleading.
- Some felt that the project renderings and illustrations do not accurately show the project. One person, who said that he was an engineer, actually marked up a project illustration by showing a red outline of where he felt

the building's profile should be, which was significantly taller than the applicant's rendering.

- This project will have huge traffic impacts to an already bad situation. Traffic now is not served by either Speedway or Campbell and this will really add to the problem.
- Many felt that the UAP's required Neighborhood Liaison Group (NLG) was not effective and that the members were did not accurately reflect the neighborhood's concerns or desires.
- One person said that there was a petition that had been circulated which had been signed by over a thousand (1,000) people.
- Most people actually said that this is a very nice project and that it was a very pretty building. They just could not support a 20 story tower. They would support a shorter tower.
- Many did not feel that this is a 'gateway' location.
- Urban lifestyle living should be downtown, not on this site.
- The on-line poll results show that most people support a ten (10) story maximum building height.
- Why is the building a skinny rectangle? Why not make it a square, thus increasing the floor area and reducing the height?
- Some thought that this location would not support retail and commercial uses, including a grocery store. One person said that the grocery stores nearby were doing well. Many felt that there will be huge vacancies here.

After everybody spoke in opposition to this rezoning request, I asked the applicant if he or she would like to respond to any of the concerns which were brought up.

Keri Silyvn came up to the podium and said that she had been hearing these same complaints during the entire public process and that she felt that everybody who spoke in opposition and the entire project team would have to "agree to disagree".

I then thanked everybody for coming out and closed the public hearing.

### ***Existing Land Use***

Zoned C-1 and R-3; Palm Shadows Multi-Family Residential Apartments

### ***Surrounding Land Uses***

North: R-3 - Arizona Health Sciences Center (AHSC) & associated parking

South: C-1 - Food Service & General Merchandise Sales

East: C-1 - UA Board of Regents Office, Retail & Food Service

West: C-1 - UA Residence Hall, UA Offices, Food Service & Financial Service

### ***Project Site Characteristics***

The proposed site consists of two parcels totaling approximately 2.49 acres, located near the major intersection of Speedway Boulevard and Campbell Avenue.

Both Speedway Boulevard and Campbell Avenue are identified as 6-lane arterials on the Major Streets & Routes Plan and constructed to its ultimate right-of-way. Campbell Avenue is identified as a Gateway Arterial.

Helen Street, an east-west local public street providing the main access to the site. The Helen Warren Streetcar Station (1st streetcar stop) is located along Helen Street at the intersection of Helen Street and Warren Avenue.

The rezoning site has approximately 295 feet of frontage on Speedway Boulevard and approximately 295 feet of frontage along Helen Street.

A small parcel with an existing UA Board of Regents office borders the east boundary and Campbell Avenue.

Other types of multimodal transportation options near to the site include Suntran Bus Service, CatTran Service Shuttle Service, existing bicycle routes and Tugo Bike Share (City of Tucson Bike Share Program).

### ***Land Use - Plans***

The request to rezone the site to a PAD is consistent with the land use direction provided by both, *Plan Tucson and University Area Plan, Section 3.G*, which support infill and mixed use development.

### ***Plan Tucson***

The proposed rezoning site is identified in *Plan Tucson* Future Growth Scenario Map as 'Campus Area' which are properties that are within or in close proximity to established master planned educational, medical and/or business facilities. The site is located immediately adjacent to Campus Areas including the University of Arizona main campus to the south and east and the Arizona Health Sciences to the north. The types of projects are compatible with the proposed multi-use activity center. *Plan Tucson* supports infill and redevelopment project that reflect sensitivity to the site and neighborhood conditions and adhere to relevant site and architectural features. *Plan Tucson* also supports environmentally sensitive design that protects the integrity of existing neighborhoods, complements adjacent land uses and enhances the overall function and visual quality of the street, adjacent properties and the community.

### **University Area Plan (UAP)- Section 3.G. Helen-Warren Station Area (HWSA)**

Mayor and Council on October 21, 2014 approved and adopted Resolution No. 22310 adding a new section of the University Area Plan, Section 3.G, HWSA. The HWSA was established in recognition of the Helen-Warren streetcar station located on the south side of Helen Street, approximately one hundred feet (100') east of its intersection with Warren Avenue and approximately five hundred feet (500') west of Campbell Avenue.

The site is located within Subarea 1 of the UAP, Section 3.G. The Land Use Policies support commercial retail and services, restaurants, a grocery store, medical and professional offices, hospitality and residential condominiums or leased apartments. The proposed project meets the HWSA building height restriction of 20-story and 250' height. The project's ultimate building height of

250-feet is proposed to no more than 33% of the building envelope and no more than 25% of the entire property.

The proposed mixed use development is appropriate for a transit-oriented infill development in conformance with the adopted UAP, Section 3.G, while also incorporating context sensitive architectural design and massing that creates an integrated, urban environment with pedestrian oriented streetscape and community gathering spaces intended by the UAP, Section 3.G. See Section III.B: Area Plan Policy Compliance on pages 61-65 of the PAD Document.

#### *University of Arizona Comprehensive Campus Plan*

The UAP recognizes the importance of the University of Arizona Comprehensive Campus Plan (UACCP) and stresses the need to enhance coordination between its policies and those of the UAP in the best interests of the University of Arizona, the surrounding established neighborhoods, and the community at large. The applicant has met with UA representatives during plan amendment process of the University Area Plan which added the Section 3.G and as a result, a policy was added to require coordination with the UACCP throughout the rezoning and development plan process (see UAP HWSA Land Use Policy 2, Guidelines 1) and UACCP and the PAD owner/developer is committed to coordinating with their representatives as part of this PAD process and subsequent redevelopment of the Subject Property.

#### ***Land Use - Compatibility***

*Plan Tucson* and the *University Area Plan* support infill and redevelopment projects at the intersection of two major arterials, campus activity centers such as the University of Arizona and Banner Hospital, and along the modern street car line. The UAP Area Plan Amendment approved in October of 2014, created a new land use section, Section 3.G, specifically for this area, referred to as Helen Warren Station Area (HWSA). Section 3.G. provides a framework to allow for development of nearby properties in a way that is consistent with the opportunities which the streetcar station provides, as well as to promote other multi-modal transportation opportunities in conjunction with it. The HWSA even established a specific set of policies, heights, and guidelines under Subarea 1 to provide for a mixed-use transit-oriented development project consistent with the following:

- Land Use and Compatibility
- Urban Design,
- Transportation Vehicular Circulation & Access to Various Mode and
- Coordination with and Protection of Surrounding Neighborhoods

The PAD document is implementing the goals, policies and guidelines of *Plan Tucson* and UAP Section 3.G. The PAD allows the flexibility to tailor land uses, development standards and design to a project's needs, allowing the project to fit with any site constraints, and be more compatible with existing neighborhoods. The PAD is tailored as a transit-oriented mixed-use development and is consistent

with the type and scale of development occurring at the University of Arizona Main Campus, Arizona Health Sciences Center and Banner University Medical Center. The proposed project provides considerations for privacy to outlying neighborhoods by incorporating context sensitive design with building height transition, step-backs and, architectural features to minimize sun reflection to surrounding neighborhoods.

### **Design Considerations**

#### ***Project Description:***

This is a redevelopment proposal of a site consisting of the Palm Shadows Apartments (circa 1960) with (4) two-story apartment buildings and 152 existing units. The apartment structures are outdated by today's housing standards for architecture and amenities. Due to the site's location at the gateway of the University of Arizona (UA) and being in proximity to the Helen Streetcar stop and other multi-modal opportunities, the site is highly underutilized.

The proposed project is considered a transit oriented development as it is proposed for mixed-use development designed to take advantage of nearby transit and includes features that encourage walking, biking and transit ridership. This mixed-use activity center will offer retail, commercial, multi-family residential, hospitality and medical and professional office. The proposed land uses will support urban infill development, the nearby streetcar station at Helen and Warren as well as the nearby Arizona Health Sciences Center, Banner University Medical Center Campus and University area. The project provides a pedestrian interface at ground level and activates Helen Street with pedestrian activity.

The proposed buildings range in heights with proposed step-back and height transitions. The high rise element is limited to maximum 250-feet (20 stories) and will contain a mix of professional offices, together with residences and a potential hospitality component on its highest floors. The height transitions along Speedway Boulevard of 154 feet (10 stories) and Campbell Avenue of 130 feet (10 stories). The land uses along the base at street level are envisioned for restaurant, retail, grocery and other commercial uses. Professional and medical offices are envisioned for the floors above street level. All buildings will feature a double-layered facade, the outer element of which will be a face of terracotta, metal or composite resin shad lovers that will provide shadowing and stack ventilation cooling of the inner building face and minimize sun reflection onto off-site area and nearby neighborhoods.

Parking is proposed within a multi-story parking structure with up to four (4) levels of above street level and two (2) to four (4) levels of sub-surface parking. All above ground parking will be visually screened and blend in with the 4-sided architecture incorporating the same design aesthetic and building materials. A central outdoor plaza will be located at ground level interior with potential to accommodate special events, community and group gatherings, and weekend

farmer's markets. The plaza will be 7,500 square feet open to the sky with pedestrian access to the east. The street level pedestrian interface will include seating elements along the perimeter building street frontages.

### ***Drainage & Grading***

City of Tucson PDSO Pre-Submittal Review Comment: (Loren Makus)

“The site has been mostly impervious for many years. But, downstream of this site, there are areas of increased flooding. The engineering section requests the developer to propose enhanced retention and detention for the site, similar to the Banner Health PAD”.

Any drainage or grading issues and water harvesting will be identified and resolved with the submittal of the Development Package, prior to City approval and construction.

### ***Public Participation and Comment***

A neighborhood meeting was held on January 24, 2018 with 105 neighbors in attendance. The applicant presented project information and overview of the PAD document. The discussion included topics and issues, such as the conformance with the area plan policies approved during the plan amendment, including the building height, and the results of completing several studies showing the Project's potential impacts on the surrounding area. These studies included a transportation impact analysis, view shed and project visibility study, and post development acoustic study.

Other items addressed at the meeting include inclusion of community spaces, shaded plazas and pedestrian arcades to allow visitors to safely and comfortably gather and circulate through the Project; a mix of uses, including retail/grocery, office and residential/hospitality, that will provide amenities to the surrounding residential areas; use of double-skinned building façade, likely through terra cotta louvers, that will add architectural relief and work to cool the building in the hotter months; integrated design and functionality of the Project's parking structure; and sustainability features, to include rainwater harvesting, solar water heaters and panels, and building massing to shade public spaces.

Public Input & Neighborhood Outreach throughout the Plan Amendment and Rezoning process:

### **Plan Amendment**

- Initial small-group neighborhood leaders meeting 6/19/2013
- Small group working meeting with neighborhood association leaders 04/28/2014 to present the project and provide for Q&A
- Follow-up small group meeting with neighborhood association leaders 06/19/2014 to present/discuss project refinements
- Full-notice, formal neighborhood meeting 05/08/14
- Planning Commission Study Session

- Planning Commission Public Hearing
- Mayor and Council Public Hearing 10/21/2014

**UAP Changes based on Plan Amendment process, and public input:**

- Building height restrictions of 250-foot with no more than 33% of the 20-story building envelope's ground area and no more than 25% of the entire property's building envelope
- Formal establishment of a Neighborhood Liaison Group (NLG) based on the association leaders that were assembled during the Plan Amendment process
- Main private-vehicle access limited to Helen Street
- Specialized requirements for a series of special studies for identifying the impact for:
  - surrounding viewsheds impacts and project visibility
  - shade and shadow, privacy impacts
  - established flight paths of emergency helicopters servicing the Banner-University Medical Center trauma helipad, including an acoustic study of the impacts on nearby residential noise levels and whether reverberation can be expected from the proposed project's high-rise

**Rezoning**

- Prior to formal neighborhood meeting, went through pre-PAD review with City departments / outside agencies, multiple drafts and refinements to produce finished document for filing with rezoning application.
- Held two (2) NLG working meetings on 8/15/2017 and 11/13/2017 designed to present the PAD Document, results of special studies, and gather on-going NLG input.
- Made formal presentations in front of the Catalina Vista NA Board (8/25/17 & 11/27/17), Blenman-Elm NA Annual Meeting (11/9/17), and Sam Hughes NA Annual Meeting (1/16/18).
- Scheduled an additional joint meeting for all Catalina Vista and Blenman-Elm members, specifically to provide an open forum for discussion and Q&A on this project (12/11/17).
- Required full-notice neighborhood meeting on 01/24/2018 prior to PAD submittal.
- The project was designed based on the approved policies of the University Area Plan Amendment for Section 3.G: Helen Warren Station, Subarea 1. In addition, the following design features were put in place as a result of the specialized studies:
  - Buildings will feature a double-layered facade, the outer element of which will be a face of terracotta, metal or composite resin shade louvers that will provide shadowing and stack ventilation cooling of the inner building face and minimize sun reflection onto off-site area and nearby neighborhoods.
  - No protruding balconies are permitted; only loggias and terraces integrated within the building volume are permitted.
  - The permitted loggias and terraces are allowed primarily on the north and south-facing elevations of the buildings, respectively. Such features are

permitted on the east and west-facing elevations only in corner offices or residential/hospitality units.

***Road Improvements/Vehicular Access/Circulation/Alternate Modes***

A Comprehensive Traffic Analysis has been prepared for this PAD District as required by UAP HWSA (Section 3.G, Transportation Policy 2) and is included in Appendix D. This Traffic Analysis was based upon, and updates a prior traffic study prepared for the entire AHSC campus in December 2012. The present analysis considers the future PAD District development, the adjacent AHSC campus and Banner- University Medical Center redevelopment/expansion. In accordance UAP HWSA, Section 3.G Transportation Policy 1, principal vehicular access to and from the site is proposed via Helen Street; fire/emergency, disabled and grocery delivery access only is permitted to and from Speedway Boulevard. The recommendations for traffic improvements as a result of the Traffic analysis include, but not limited to:

- Expansion of the Helen Street access entry,
- Northbound dedicated left turn lane existing the PAD site, and
- All-way stop control at the entry/intersection with Helen Street.

The development will contribute its fair share cost of off-site transportation or traffic improvements necessary to serve the proposed development and address its impacts; the extent of the contribution shall be determined in conjunction with a TIA approved by the Department of Transportation (UAP Section 3.G:Transportation) Table 18 on page 123 of the PAD identifies a detailed inventory of the recommended improvements in the area and what improvements will be constructed by the project developer and improvement constructed by others.

An analysis of alternative transportations modes in the area indicated that this area experiences a much higher ratio of alternative transportation modes. The PAD district is located in both a pedestrian and transit oriented area. Access to the streetcar and Tugo bicycles (City of Tucson Bike Share Program) near the site will minimize the use of single-occupant vehicle trips. The study also recommends the PAD district provide pick-up/drop-off areas to encourage the use of ride-share programs as well. Pedestrian circulation and connectivity will be improved through and within the PAD District, Exhibit 28 in the PAD document outlines the proposed on-site pedestrian circulation.

**On-Site Parking:**

*University Area Plan* (UAP), Section 3.G Transportation indicates all parking shall be located on-site. Parking is proposed within a multi-story parking structure with approximately four (4) levels of above street level and two (2) to four (4) levels of sub-surface parking. The parking spaces provided are based on ULI's standards parking generation rates for transit oriented development with shared parking and multi-modal opportunities.

## CONCLUSION

The request to rezone the site to a PAD meets the purpose and intent of the PAD zone, and is consistent with the land use direction provided by both *Plan Tucson* and *University Area Plan*, including Section 3.G. Helen Warren Station Area.

Approval of the requested PAD zoning is appropriate. The PAD document serves as the rezoning conditions for the proposed project; however, based on the submitted documents and the testimony given during the public hearing, the following **Special Condition** is recommended for the Speedway + Campbell Gateway PAD:

The overall building height of the lower section of the building which face Speedway Boulevard and Campbell Avenue shall be limited to seven (7) stories and shall step down to six (6) stories for the retail and garage sections of the building on the northern end of the project which face Campbell Avenue and Helen Street.

## RECOMMENDATION

The Zoning Examiner recommends **approval** of this PAD rezoning.

Sincerely,



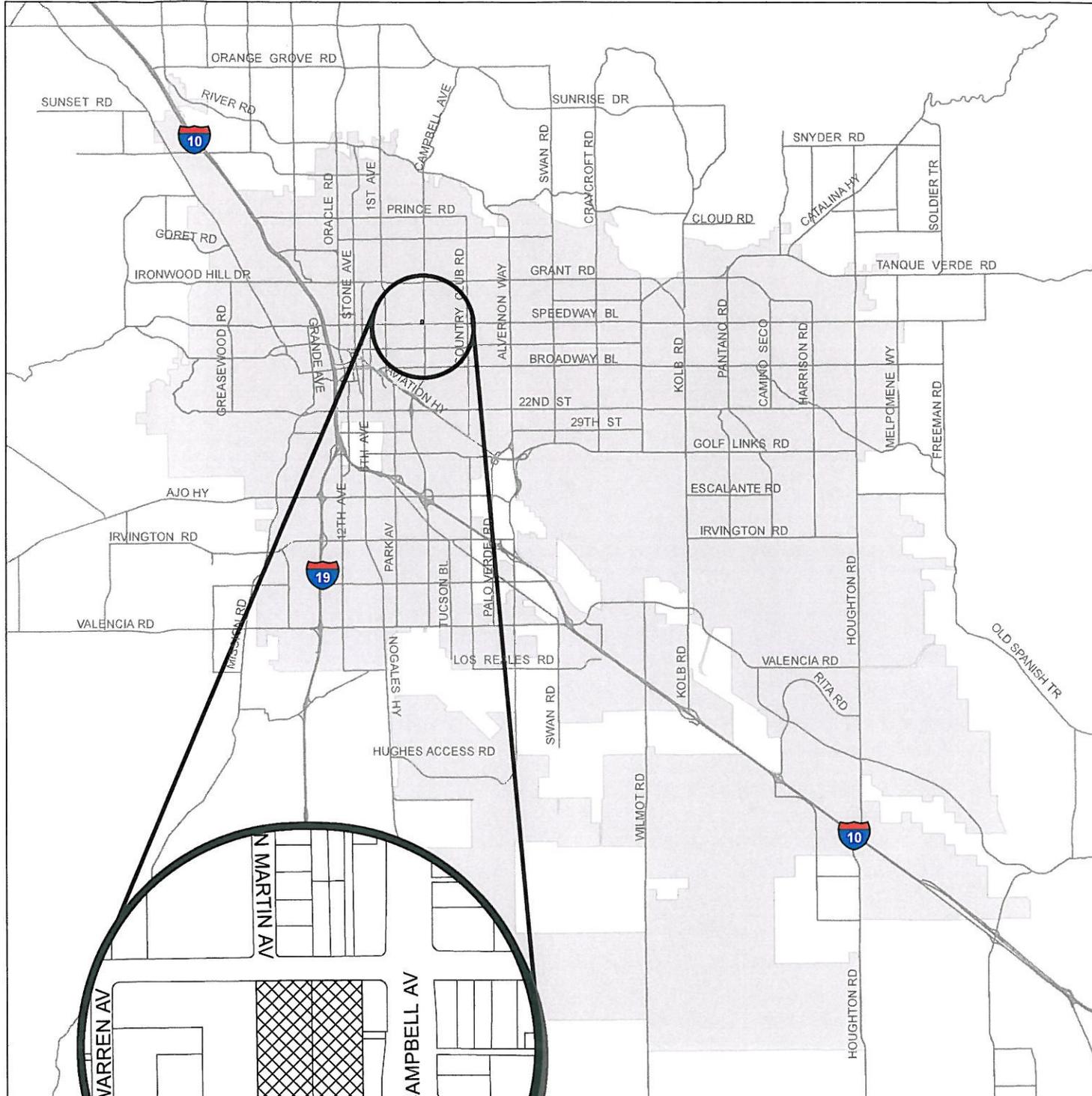
Steven C. Shell  
Zoning Examiner

## ATTACHMENTS:

Case Location Map  
Case Map

cc: City of Tucson Mayor and Council

# C9-18-04 - Speedway Campbell Gateway Rezoning Request: From C-1 and R-3 to PAD



**C9-18-04 - Speedway Campbell Gateway**  
Rezoning Request: From C-1 and R-3 to PAD



**C9-18-04 - Speedway Campbell Gateway**  
Rezoning Request: From C-1 and R-3 to PAD

