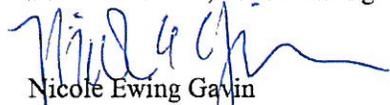




MEMORANDUM

DATE: November 15, 2016
For December 1, 2016 Hearing

TO: Jim Mazzocco
Zoning Examiner

FROM: 
Nicole Ewing Gavin
Planning & Development Services
Director

SUBJECT: REZONING: PLANNING & DEVELOPMENT SERVICES REPORT
C9-16-13 Trinity Presbyterian Church PAD (H) – University Boulevard and 4th Avenue
C-3 to R-3 to PAD (H) zone (Ward 6)

Issue – This is a request by Randi Dorman, R + R Develop, on behalf of the property owner, Trinity Presbyterian Church, to rezone approximately 2.79 acres from C-3 and R-3 to Planned Area Development (Historic), PAD (H), zoning. The rezoning site is located at the southeast corner of University Boulevard and 4th Avenue within the West University National Register Historic District and the West University Historic Preservation Zone (see Case Location Map). The modern streetcar route runs along both University Boulevard and 4th Avenue with a stop located just to the east of the site along University Boulevard, and another stop just to the south along 4th Avenue. The proposed project is an adaptive re-use of the Trinity site with refurbishing of the Church façade, the preliminary development plan proposes a mix of land uses, commercial/retail, office, residential, with two new buildings, Building 1 - four stories/61,847 SF and Building 2 - three stories/20,924 SF, integrated with the existing historic Trinity Presbyterian Church complex.

Planning & Development Services Recommendation – The Planning & Development Services Department recommends approval of Planned Area Development (Historic), PAD (H), zoning, subject to the attached Trinity Presbyterian Church PAD (H) document, and subject to approval by Mayor and Council of C9-16-12 West University HPZ Boundary Amendment – University Blvd and 4th Ave.

Background Information

This is a companion case to C9-16-12 West University HPZ Boundary Amendment which proposes to remove the Trinity property from the West University HPZ, from HC-3/HR-3 to C-3/R-3, and then replace it with a rezoning to PAD (H) zone.

The Historic Preservation Zone Overlay (HPZ) requires that building heights for new construction shall be no higher than the tallest Contributing Property located within its development zone and shall generally conform to the typical height within the development zone which in this case is the original Trinity Church sanctuary height of 36-feet. However the applicant's project proposes building heights between 48- 50 feet. The height of the existing onsite structures top out at 61.6 feet for the church bell tower and 51.6 feet for the Donald Hitch Memorial structure. The Historic Preservation Zone (HPZ) does not allow for height variances. The only option available to the applicant in order to build to 48-50 feet is to amend the West University HPZ boundary, removing the Trinity site from the HPZ, and then rezoning the property to PAD (H).

It should be noted that per review by the State Historic Preservation Office that the 1924 Spanish Colonial building is listed as a contributor to the National Register West University Historic District.

None of the modern additions of 1937, 1948, 1955, and 1959 are within the period of significance; and do not contribute to the characteristic features that qualify the church for listing as a contributing property. The applicant proposes to re-locate an onsite historic duplex to an off-site West University location, with the historic duplex being relocated in a way that maintains its contributing status as part of the historic district.

PAD Document Review: The PAD document went through an iterative review process with approximately 26 City departments and outside agencies, including a representative reviewer from the West University Historic Advisory Board, 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, or planned improvements, with specific information such as but not limited to design criteria, traffic impacts and counts, water demand impact, sewer capacities, evaluated in relation to the proposed project.

Existing Land Use: Religious/Church complex that includes sanctuary, offices, meeting hall, surface parking lots, and two historic residences.

Zoning Descriptions:

Existing

Commercial Zone (C-3) – This zone provides for mid-rise development of general commercial uses that serve the community and region, located downtown or in other major activity center areas. Residential and select other agriculture, civic, recreational, and utility uses may also be permitted that provide reasonable compatibility with adjoining residential uses.

Residence Zone (R-3) – This zone provides for high density, residential development and compatible uses. Civic, educational, recreation, religious uses, and select other uses, such as day care and urban agriculture, are also permitted that provide reasonable compatibility with adjoining residential uses.

Proposed

Planned Area Development (Historic), PAD (H) – The purpose of the Planned Area Development (PAD) zone is to enable and encourage comprehensively planned development in accordance with adopted plans and policies. The PAD (H) is a zoning classification which provides for the establishment of zoning districts with distinct standards, and specifically includes historic preservation zone designation, policies and standards.

Surrounding Zones and Land Uses:

North: Zoned HC-3 and HR-3; Commercial and Residential
South: Zoned HC-3 and HR-2: Commercial and Residential
East: Zoned HR-3, HC-1, and HR-2: Commercial and Residential
West: Zoned HC-3, HR-3, HO-3, and HR-2; Commercial, Office, and Residential

Previous Cases on the Property:

C9-83-49 West University Historic District, R-1, R-2, R-3, R-4, R-5, B-1, B-2A and B-2H to HR-1, HR-2, HR-3, HR-4, HR-5, HB-1, HB-2A, and HB-2H This was a rezoning request for historic designation for an area generally bounded by Speedway Boulevard, Park Avenue, 7th Street, and Stone Avenue, and

encompassing a major portion of the West University Neighborhood (West University Historic District). On January 3, 1984, Mayor and Council adopted Ordinance 5920 to amend zoning district boundaries in an area generally bounded by Speedway Boulevard, Park Avenue, 7th Street and Stone Avenue to apply Historic District regulations in such area, and the ordinance became effective immediately upon its passage and adoption.

C9-16-12 West University HPZ Boundary Amendment – University Boulevard and 4th Avenue, HC-3 and HR-3 to C-3 and R-3 This is a current request to remove the Trinity Church properties from the West University Historic Preservation Zone (HPZ) and rezone the parcels from HC-3 and HR-3 to C-3 and R-3 zoning. The applicant is proposing a mixed use project that is an adaptive re-use of the Trinity site in which the project proposes building heights between 48- 50 feet in order to reduce the overall massing footprint through a building height that is under the height of the existing onsite structures which top out at 61.6 feet for the church bell tower and 51.6 feet for the Donald Hitch Memorial structure. The Historic Preservation Zone (HPZ) requires that building heights for new construction shall be no higher than the tallest Contributing Property located within its development zone and shall generally conform to the typical height within the development zone which in this case is the original Trinity Church sanctuary height of 36-feet. The HPZ does not allow for height variances. The only option available to the applicant in order to build to 48-50 feet is to amend the West University HPZ boundary, removing the Trinity site from the HPZ, and then rezoning the property to PAD (H).

Related Cases:

C9-11-04 Casa de los Ninos PAD – 4th Avenue, NR-1 to PAD Zone This was a rezoning request for approximately 3.45 acres bounded by 5th Avenue, Helen Street, 4th Avenue, and Speedway Boulevard to allow for the redevelopment of an established shelter care facility, comprised of existing shelter care residential uses, a small preschool, play areas, a courtyard, and associated parking. Supporting uses proposed for site included a 2-story, 21,000 square-foot office building, a 2,000 square-foot visitation house, a 1,500 square-foot pre-school, and a 1,150 square foot storage building. The Casa de los Ninos PAD is located within the Feldman's Neighborhood, a National Register Historic District, and the Feldman's Neighborhood Preservation Zone (NPZ). The PAD document included standards and regulations that respected the NPZ by complying with criteria contained within the Feldman's Neighborhood Design Manual. The PAD also included historic preservation policy direction for two structures identified as contributing properties to the Feldman's National Register Historic District. On July 6, 2011, the Mayor and Council adopted Ordinance 10906, and this rezoning was effectuated on August 6, 2011.

C9-11-03 Broadway Village PAD – Broadway Boulevard, R-1, O-3, C-1 to PAD Zone This was a rezoning request for approximately 3.7 acres from C-1, O-3, and R-1 to PAD for the preservation of existing historic structures, allow for a variety of commercial uses, including retail and restaurant, and the construction of two new structures. On May 17, 2011, Mayor and Council adopted Ordinance 10894, and this rezoning was effectuated on June 17, 2011.

On July 2, 2015, a Minor Amendment to the Broadway Village PAD was approved by the Planning and Development Services Director to designate existing buildings (Joesler), Buildings B and C as City of Tucson Historic Landmarks within the Broadway Village PAD and as part of the City's Historic Landmark designation properties, with modifications to the Design Standards addressing Signs. The minor amendment also required that the UDC, Section 5.8, Historic Landmark be written into the PAD

document. The minor amendment also included that future buildings, Buildings D and E shall be removed from the Broadway Village PAD concept.

Applicant’s Request – The applicant is proposing an adaptive re-use of the Trinity site with the renovation of the church and a new mixed-use project that will include market rate housing, office, and retail uses in two new buildings. The church renovation will include removing the non-contributing mid-century canopy that obscures the historic façade of the original church building and renovating the 1924 west elevation back to its historic appearance. This renovation will also include a demolition of an onsite non-contributing structure (Arthur Brown Education Building and Canopy Extension, 1959), and re-location of a historic duplex to an off-site location within the West University, National Register Historic District and HPZ. The proposed mixed-use project includes a mix of land uses, commercial/retail, office, residential, with two new buildings, Building 1 - four stories/61,847 SF and Building 2 - three stories/20,924 SF, that will be designed to be compatible with the existing historic Trinity Presbyterian Church complex and surrounding neighborhood.

The applicant’s request requires a two step process that first requires the Trinity Church properties to be removed from the West University HPZ in order to allow for the height increase needed for the proposed buildings (See C9-16-12 West University HPZ Boundary Amendment). Then, the second step is the applicant’s request to rezone the parcels to a PAD (H) that will allow for historic preservation standards as outlined in the Unified Development Code, Section 5.8 to apply to the entire Trinity site. The PAD (H) document has been tailored to allow for the design flexibility required of the proposed project as well as affording the historic preservation standards required of its location within both a National Register Historic District, and a local Historic Preservation Zone.

Planning Considerations – Land use policy direction for this area is provided by *Plan Tucson, University Area Plan and West University Neighborhood Plan*.

Plan Tucson - The proposed rezoning site is identified in *Plan Tucson (PT)* as being within an “Existing Neighborhoods” category, which are primarily developed, and largely built-out residential neighborhoods and commercial districts in which minimal new development and redevelopment is expected in the next decade. The goal is to maintain the character of these neighborhoods, while accommodating some new development and redevelopment and encourage reinvestment and new services and amenities that contribute further to neighborhood stability. Plan Tucson supports historic preservation/adaptation, economic development, infill development, new housing options, and the modern street car. It encourages special zoning districts, such as Planned Area Developments (PAD) or overlay districts, as a way to promote the reuse of historic structures or sites, foster mixed-use activity nodes and pedestrian and multi-modal oriented development areas.

University Area Plan - The *University Area Plan (UAP)* promotes cooperation between neighborhoods, private developers, and the City of Tucson to ensure new development is sensitive to local neighborhood concerns and supportive of adopted city-wide policies. *UAP* supports the preservation and enhancement of the historic character of distinct historic districts using the City’s HPZ to protect local historic resources, supports pedestrian districts such as 4th Avenue, and recommends against granting of parking variances. High density development in R-3 site should be predominantly surrounded by medium/high density or nonresidential, i.e. R-2/R-3 and Commercial zoning; vehicular traffic provided to an arterial or collector; development of a well-defined pedestrian system linked to public sidewalk system, and encouraging alternate modes of transportation. *UAP* supports intensification of Fourth Avenue Shopping District. *UAP* supports consolidation of project sites for better integration of circulation and access while

reducing number of vehicular curb cuts along streets. Traffic should be directed away from interior of residential neighborhoods. New development should demonstrate sensitivity to surrounding uses and compatible in massing / scale of projects utilizing building materials, architectural style and ornamentation, setbacks, stepbacks, and variation in building height or mass to complement the scale and character of surrounding development and reduce the appearance of excessive height and bulk.

West University Neighborhood Plan - The *West University Neighborhood Plan (WUNP)* recognizes the potential for land use changes associated with the modern street car along with the *WUNP* goal to preserve the historic, residential character of the established neighborhoods west of Euclid Avenue. The Conceptual Land Use Map identifies the proposed site as “Maintain Existing Public and Semi-Public” and refers to Commercial and Office Development, Policy D for adaptive reuse policies. These policies allow for adaptive reuse if the existing principal structure on the parcel is retained; the existing principal structure, which contributes to the historic district, is maintained; proposed uses do not adversely impact surrounding land uses; adequate off street parking is provided to prevent spill-over into neighborhoods; and parking access and egress are designed to minimize non-residential traffic on residential streets. The *WUNP* policy direction does limit building heights west of Euclid to that allowed by zoning on August 1, 1988; and limits residential densities to no more than 40 units per acre. *WUNP* also encourages new residential developments to incorporate landscape areas as part of the overall development.

Planning Summary

Area and Neighborhood Plans provide guidance for proposed land use changes. Typically the way Plans are written some policies cannot be easily separated into distinct sections and will often overlap some categories. Therefore it is important to review the policies as a unified set of guidelines and recommendations. It should be noted that while the proposed building heights are greater than those allowed by the HPZ overlay requirements this project is proposed for removal from the HPZ boundary (C9-16-12), and any review of plan policy conformance should take this change into consideration. Also, the Trinity site at the time the West University NP was adopted in 1982 had zoning (B-2H) that allowed for residential heights of 250 feet and had anticipated more intense development be planned for this primary intersection within the neighborhood. (The C-3 zone allows a maximum height of 75-feet.) The West University HPZ was established in 1984.

The proposed project is an adaptive reuse of the Trinity properties as identified on the WUNP Land Use Map, as the Trinity Church is being preserved and renovated, with the project including the re-location of an onsite historic duplex to an off-site West University location. The proposed PAD (H) document is written in a manner that incorporates historic preservation regulations and standards as outlined in UDC, Section 5.8 and 5.9 with only those exceptions that facilitate the development of the project. The proposed rezoning meets *WUNP* policy direction for moderate density requirement of 15-40 units per acre, and it supports the modern streetcar given the presence of the Trinity project location immediately adjacent to the modern streetcar route. The proposed project’s building heights will be designed and constructed to harmonize with structures located onsite and within the immediate vicinity to preserve historic character and provide for future development. The Bell Tower (61’ .6”) and the Donald Hitch Memorial structure (51’ .6”) will both be taller than the proposed new buildings. The project’s design will result in a smaller footprint and reduced cubic volume, while providing for urban activation of street frontage along both University Boulevard and 4th Avenue with public open spaces onsite.

University Boulevard is identified as a collector road and 4th Avenue is identified as a local street on the City’s Major Streets and Routes Map. The Pima Association of Governments - Transportation Planning

Division (PAG-TPD) estimates that the proposed development will generate 12,231 vehicle trips per day. Field inspection by staff indicates there are currently no billboards on the rezoning site.

Planned Area Development Overview –

PAD Zoning Standards

The Trinity PAD (H) consists of a single zoning district based on a modified C-3 zone. The land uses listed are those permitted within the C-3 zone with the following exceptions: (Not Permitted) Restricted Adult Activities, Medical Marijuana Uses, Gun Shop, Pawn Shop, Liquor Store, Bar, Automotive Service and Repair, Check Cashing, Tattoo Parlor, Correctional Use facility (See Part III, B. Permitted and Excluded Uses, page 33). The PAD will require that Group Dwelling use and Structured Parking only be allowed as a Special Exception Land Use, permitted through the Unified Development Code, Mayor and Council Special Exception Procedure, Section 3.4.4. (See Part III, B.3.a and b, page 33). The PAD limits the maximum number of dwelling units to 111 (40 dwelling units/acre, with a maximum building height of 50 feet, thereby reducing the volume and massing from what original, existing zoning allowed for (See Part III.C.1., page 34). The PAD also allows for some height exceptions such as roof-top appurtenances of ten feet, if setback from face of building a minimum of twelve feet at street side or eight feet from interior (See Part III, C.1, page 34). The Trinity PAD does allow for a reduction in parking from UDC requirements given its proximity to the modern street car and as a mixed-use project having four separate uses: residential, office, retail, and religious. The PAD takes an approach to parking for these land uses that have overlapping of parking demand times depending on work week hours versus weekend, and daytime/work hours versus evening hours, with the PAD providing 160 off-street spaces and available 49-55 on-street parking spaces along the edges of the development (See Part III,C.2, page 35).

PAD Historic Preservation Standards

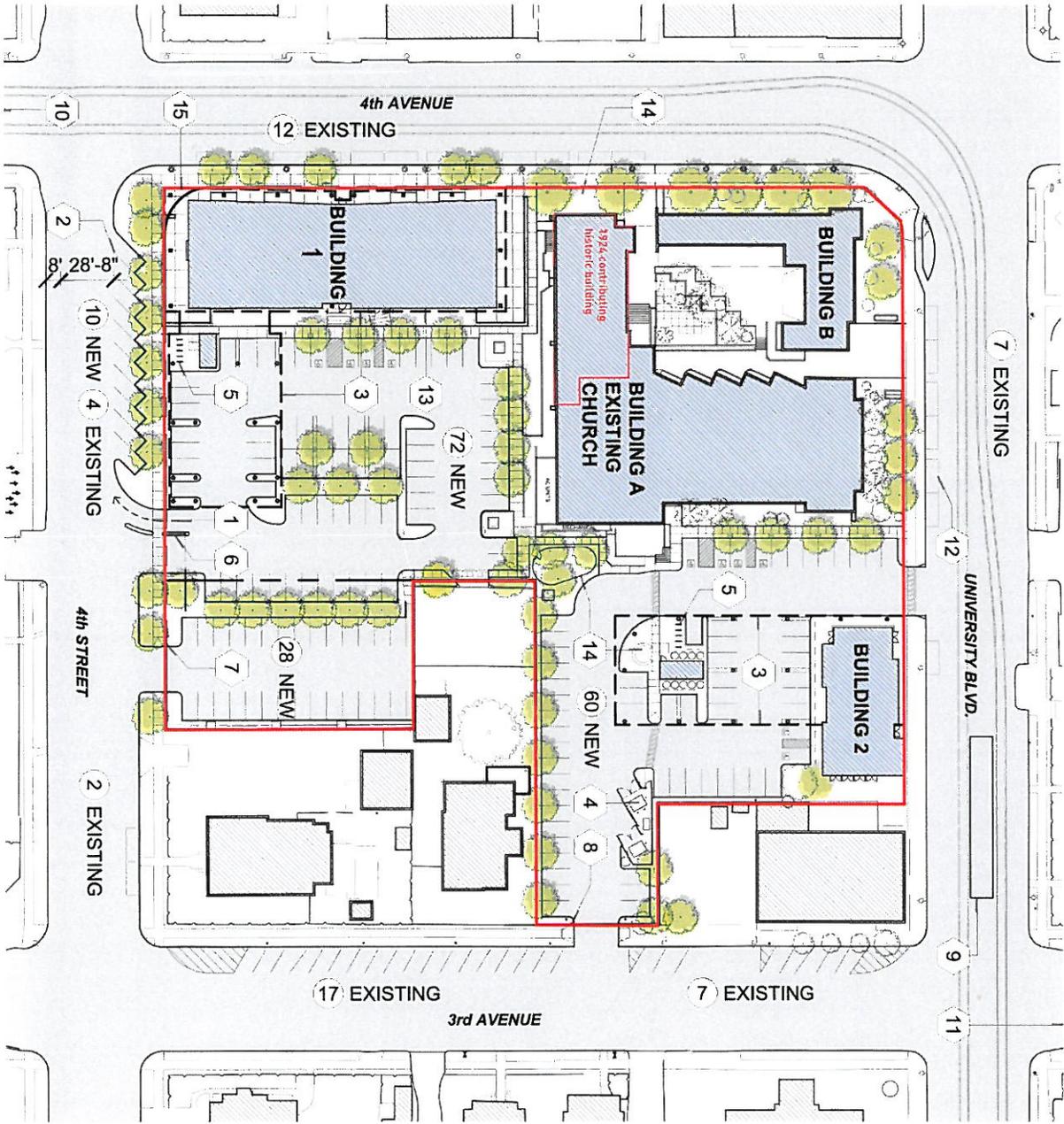
The PAD includes a Historic Preservation Zone Standards section based on the UDC, Section 5.8, Historic Preservation Zone, with only those modifications to allow for the proposed project (highlighted in red):

- Increased building height (Part III, I.2.B.3, page 45)
- Allow zero setback on 4th Street (Part III, I.2.C.3., page 45)
- Modify Surface Texture Standard to allow materials appropriate to the desert climate (Part III, I.2.F.3., page 46)
- Modify Details Standards to omit requirement for specific historic details for new construction Part III, I.2.I.3., page 47)
- Modify HPZ Sign Standard to allow larger signage (maximum area of sign is 20 square feet), matching the size allowed in the adjacent 4th Avenue Standards (Part III, I.2.M.3., page 48)

The PAD document will allow through a minor amendment process that any future Historic Landmark (HL) designation of the 1924 Church/Sanctuary structure is to be considered a non-substantial change to the PAD (H), and subject to the historic preservation standards as outlined in the PAD (H) document, subject to review and recommendation by the City of Tucson Historic Preservation Officer and the Tucson-Pima County Historical Commission, Plans Review Subcommittee to formally consider the nomination for eligibility.

Conclusion – The request to rezone the site to a PAD (H) zoning is consistent with *Plan Tucson, University Area Plan and West University Neighborhood Plan* which recognize this site as appropriate

for an adaptive reuse project of the Trinity Church site, with a mixed-use project consisting of residential, office and commercial/retail uses. A plan amendment is not required. No additional conditions are recommended for the Trinity Presbyterian Church PAD (H). Approval of the requested Trinity Presbyterian Church PAD (H) is appropriate only if C9-16-12 West University HPZ Boundary Amendment is approved by Mayor and Council.



- PARKING**
- 160 OFF-STREET PARKING SPOTS
 - 49 EXISTING + 6 NEW ON-STREET PARKING SPACES ADJACENT TO SITE / BLOCK (65 TOTAL)

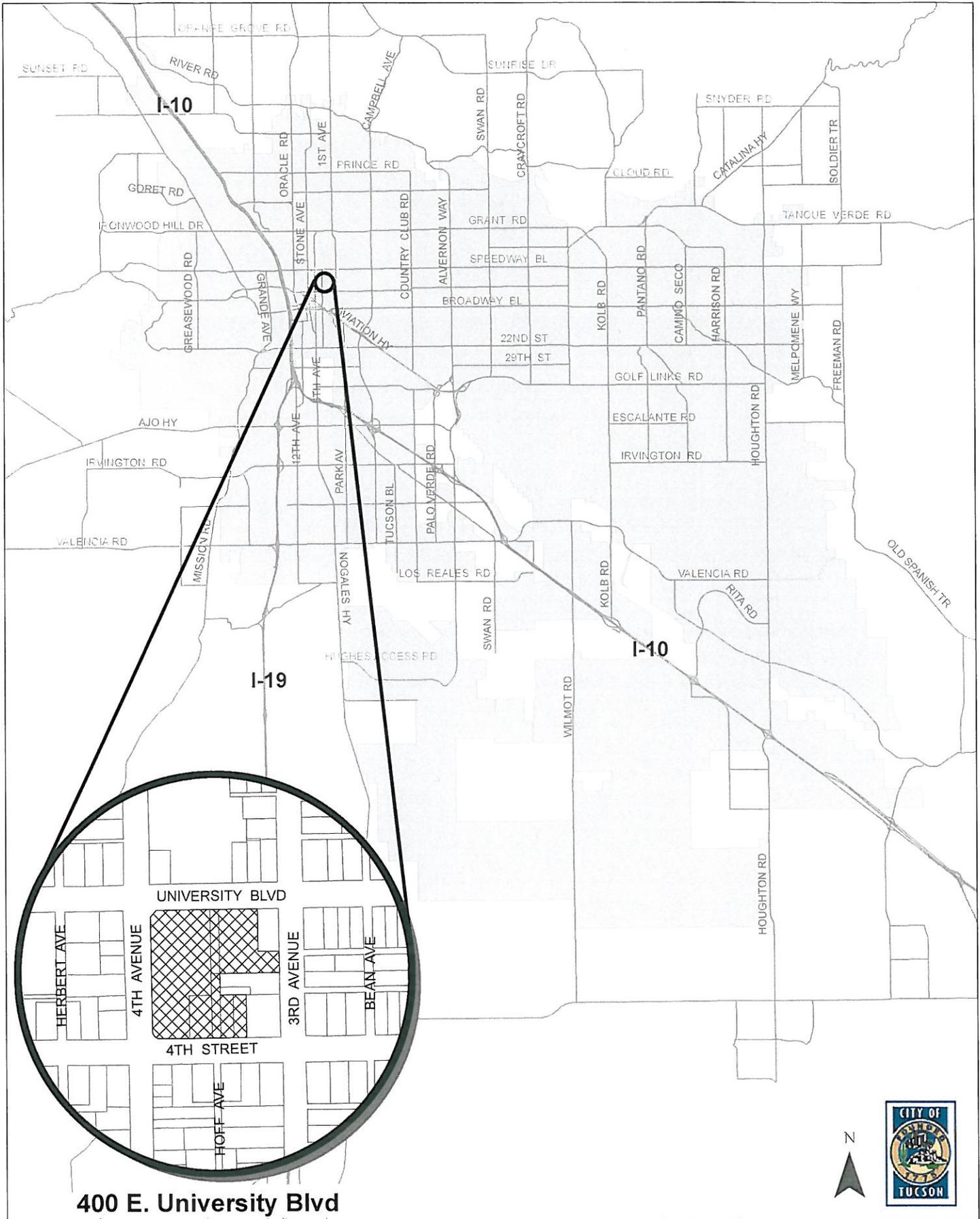
- KEYNOTES**
- 1 RIGHT TURN ONLY AT EGRESS
 - 2 NEW DIAGONAL BACK IN PARKING
 - 3 DASHED LINE OF BUILDING ABOVE
 - 4 TRASH / RECYCLING / COMPOST
 - 5 BIKE PARKING
 - 6 GATED INGRESS WITH KEYPAD/HI FOR ENTRY
 - 7 RIGHT TURN ONLY SIGN
 - 8 LEFT TURN ONLY SIGN
 - 9 STREETCAR STOP
 - 10 STREETCAR STOP AT MID BLOCK
 - 11 FUTURE BIKE SHARE AT UNIVERSITY AND 3RD AVENUE
 - 12 FUTURE BIKE SHARE
 - 13 BI-CYCLE STORAGE / BARN IN BUILDING (30+ BIKE STORAGE CAPACITY)
 - 14 POCKET PARK LOCATION
 - 15 DEVELOPER SHALL OBTAIN APPROPRIATE EASEMENTS AND/OR PURCHASE PROPERTY FROM THE CITY OF TUCSON REAL ESTATE DEPARTMENT FOR ANY ENCROACHMENTS INTO THE RIGHT OF WAY

PADDDI DISTRICT
MAXIMUM RESIDENTIAL DENSITY
 40 DU/AC X 2.79 ACRES = 111 TOTAL DU

- PADDDI BOUNDARY
- BUILDING A**
EXISTING CHURCH
TWO STORIES - 38,325 SF
- BUILDING B**
EXISTING OFFICE / CHAPEL
ONE STORY - 3,794 SF
- BUILDING 1**
PROPOSED RESIDENTIAL / RETAIL
FOUR STORIES - 61,847 SF
- BUILDING 2**
PROPOSED OFFICE / RETAIL
THREE STORIES - 20,924 SF

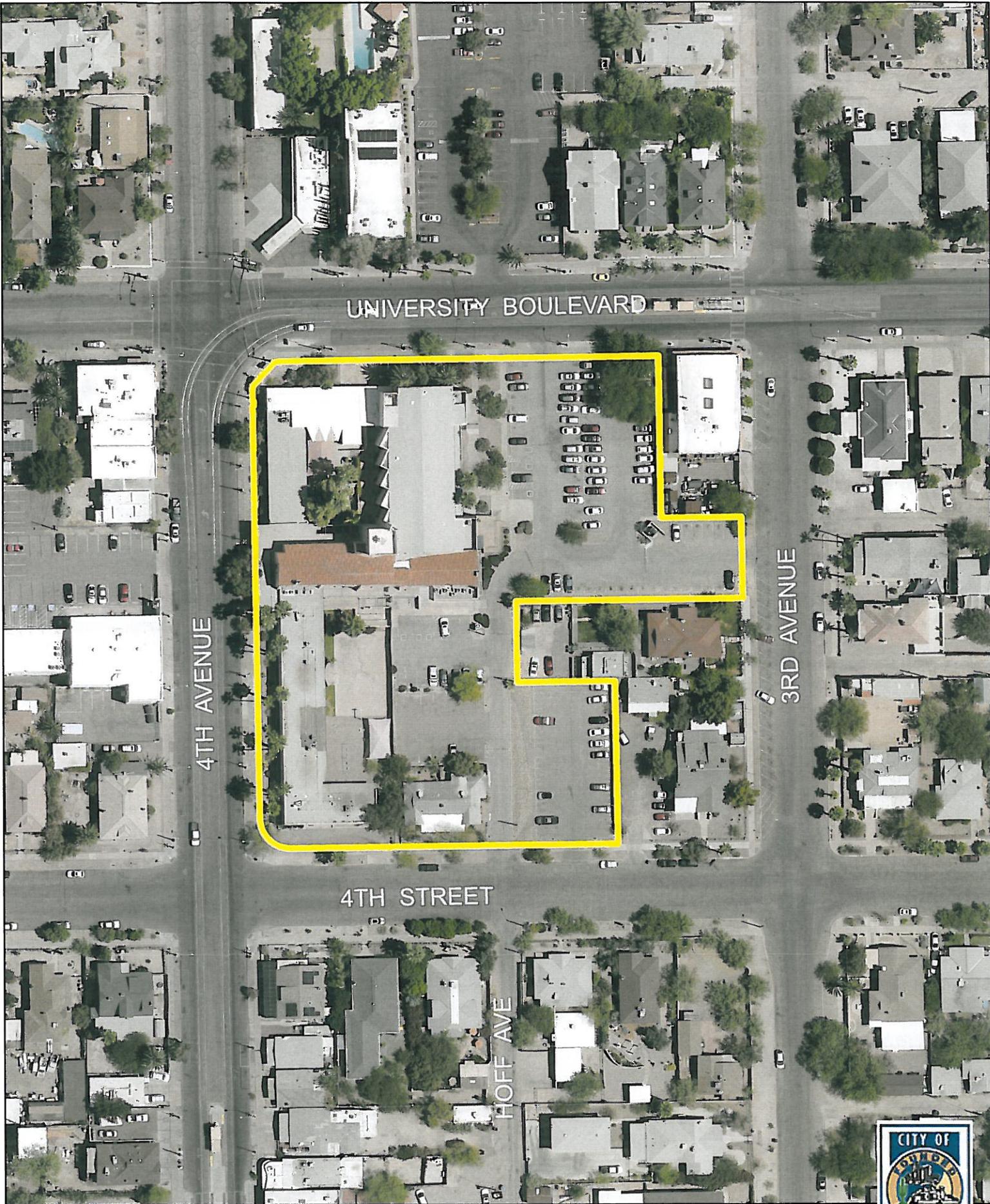


C9-16-13 Trinity Presbyterian Church PAD - University Boulevard



400 E. University Blvd





UNIVERSITY BOULEVARD

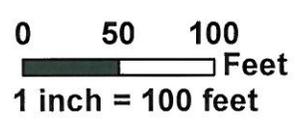
4TH AVENUE

3RD AVENUE

4TH STREET

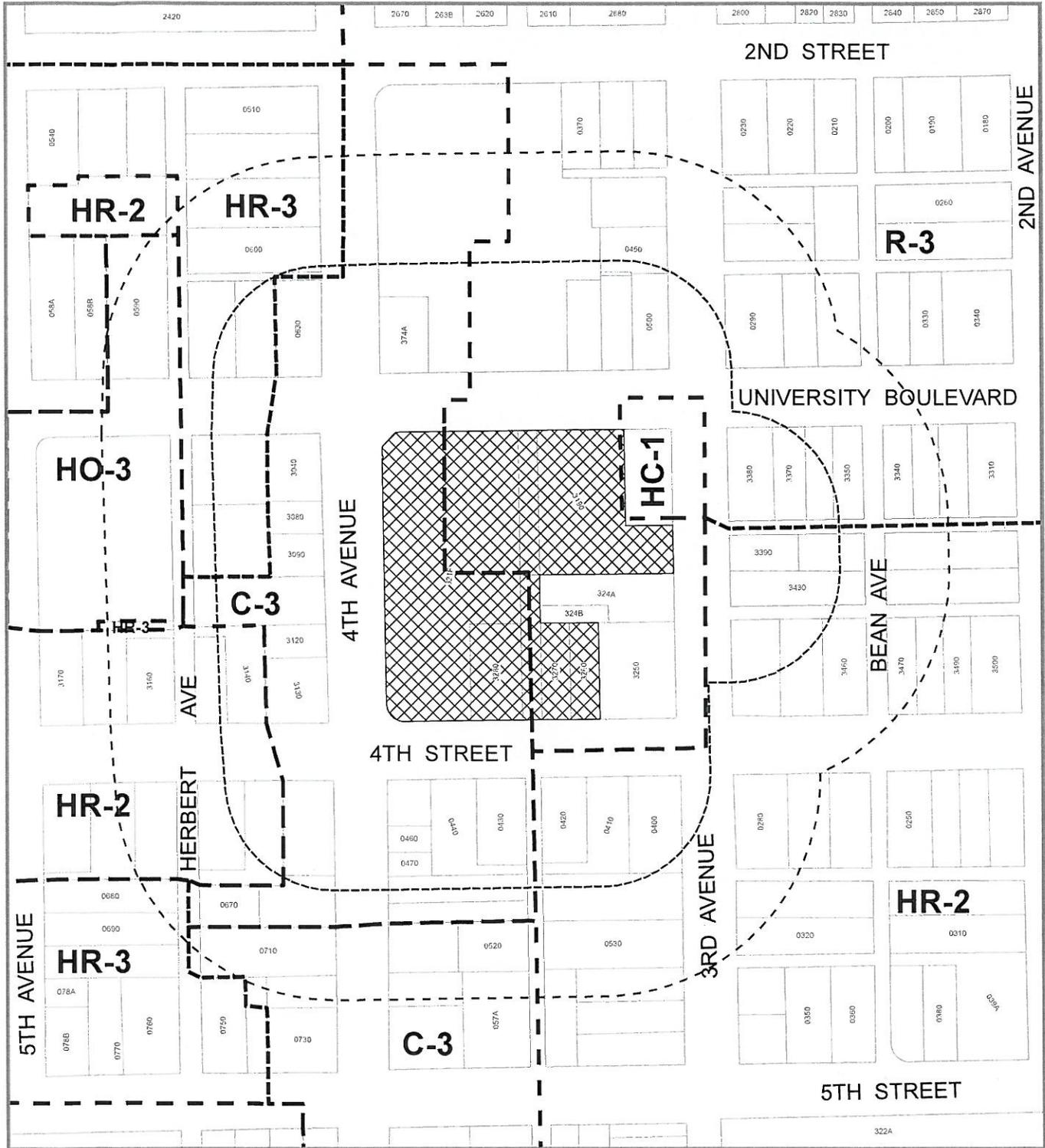
HOFF AVE

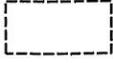
**C9-16-13 Trinity Presbyterian Church PAD -
Speedway Boulevard**
2016 Aerial



C9-16-13 Trinity Presbyterian Church PAD - University Boulevard

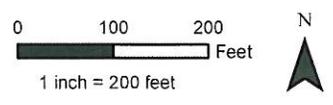
Rezoning Request: from R-3.C-3 to PAD-H



-  Area of Rezoning Request
-  150' Protest Area
-  T16HPZ001_4buffer_buffer
-  Zone Boundaries



Address: 400 E. University Boulevard
 Base Maps: Sec.12 T.14 R.13
 Ward: 6





Approval – Protest Form

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

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

If protests are filed from property owners representing 20% or more by area in any quadrant of the area located within a 150 foot radius of the parcel(s) on which the rezoning is proposed, an affirmative vote of ¾ of the Mayor and Council will be required to approve the rezoning ordinance.

**Case: C9-16-13 Trinity Presbyterian Church PAD (H) – University Boulevard and 4th Avenue, C-3 and R-3 to PAD (H)
(Ward 6)**

I/We the undersigned property owners, wish to

- APPROVE the proposed rezoning.
- PROTEST the proposed rezoning.

Reason:

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

Owner’s Signature: _____ Date _____

Place
Stamp
Here

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

C9-16-13

Expose this flap - Affix stamp and return



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

C9-16-13
IMPORTANT REZONING NOTICE ENCLOSED