

12TH AVENUE - VALENCIA ROAD AREA PLAN

5/14/01

I-19

IRVINGTON ROAD



LOS REALES ROAD

## **12<sup>th</sup> Avenue - Valencia Road Area Plan**

Prepared by the City of Tucson Planning Department  
Adopted by the Mayor and Council May 14, 2001

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# **12<sup>th</sup> AVENUE - VALENCIA ROAD AREA PLAN**

**CITY OF TUCSON  
PLANNING DEPARTMENT**

**May 14, 2001**

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**Adopted by Mayor and Council – May 14, 2001 - Resolution 18902**

**HEARINGS**

Mayor and Council – May 14, 2001  
Planning Commission – April 4, 2001

**12<sup>th</sup> AVENUE - VALENCIA ROAD AREA PLAN**  
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## I. INTRODUCTION

### A. PLAN PURPOSE

The purpose of the *12<sup>th</sup> Avenue - Valencia Road Area Plan (Plan)* is to provide land use policy direction and design guidelines for development within the *Plan* boundaries.

The following sections of the Introduction provide a context for the *Plan* and are based on the *12<sup>th</sup> Avenue - Valencia Road Inventory*, completed in January of 2000: Overview of *Plan* Area; Area Location and Boundaries; Adjacent Plans; Neighborhood Organizations and Associations; and *Plan* Development and Adoption.

### B. OVERVIEW OF PLAN AREA

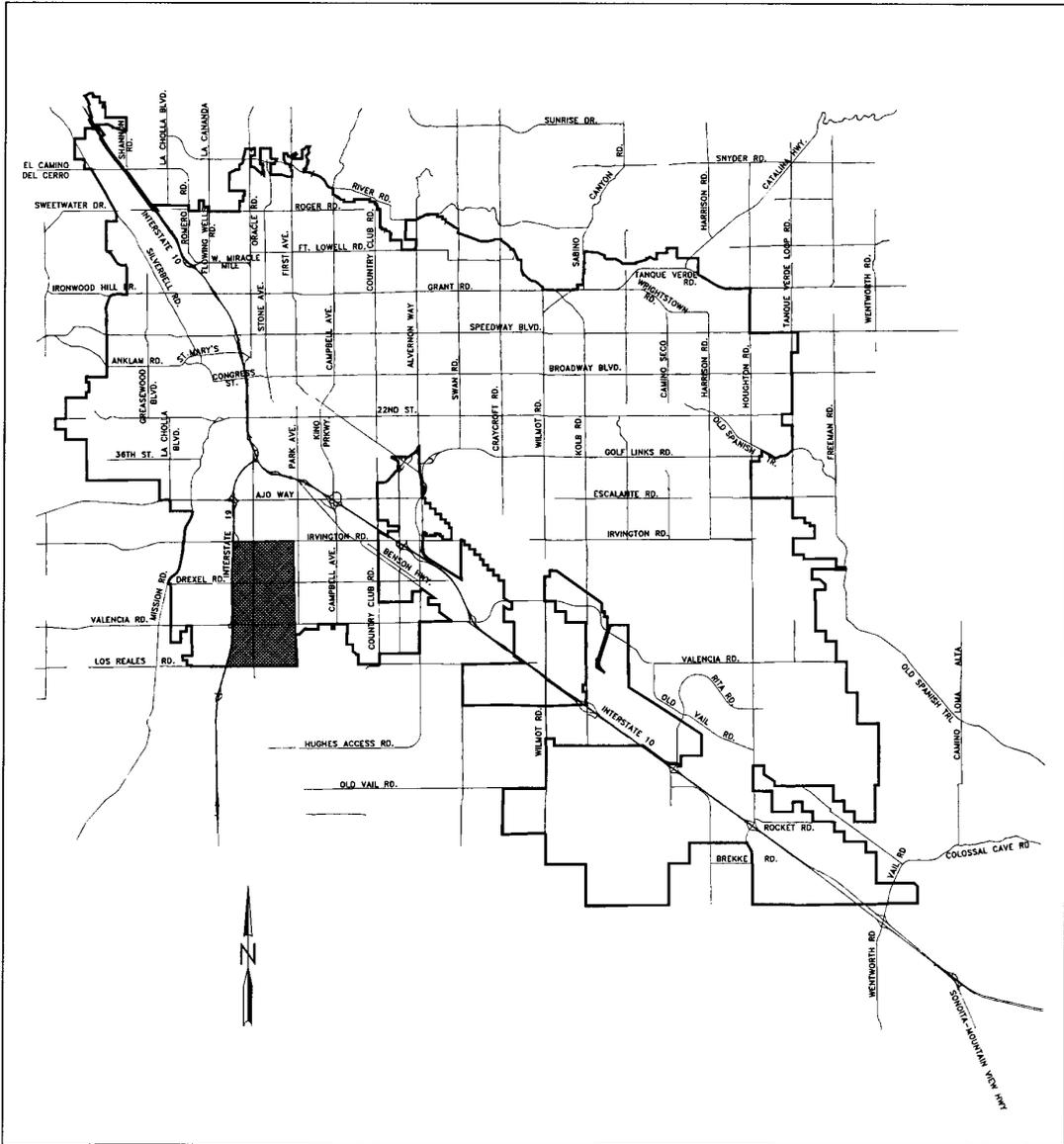
According to the *12<sup>th</sup> Avenue - Valencia Road Inventory*, predominant land use in the *Plan* area is single-family residences, which are located within the interior of neighborhoods and along many of the major streets. About a quarter of the land in the area is vacant. Office, commercial, and high-density residential land uses are primarily located along the major streets. Industrial uses are generally located near the railroad right-of-way.

Interstate 19, which acts as the west boundary of the *Plan*, is a defining feature in the area. Although it provides convenient access for the neighborhoods, it presents several challenges. It creates noise effects for nearby residential areas and brings outside traffic through the area. Improvements to Interstate 19, such as the planned changes to access at Valencia Road, will affect the *Plan* area during construction phases, though the improvements are intended to improve the traffic situation.

The *Plan* area is located near the Tucson International Airport (TIA), which creates noise impacts in the area. The Airport Environs Zone (AEZ) and the *Airport Environs Plan (AEP)* directly affect the area by restricting some land uses that are sensitive to the effects of TIA.

### C. AREA LOCATION AND BOUNDARIES

The *Plan* area is located within the southern portion of the City of Tucson (see Regional Location Map), and covers approximately four and one half square miles of land bounded by Los Reales Road on the south, Irvington Road on the north, the railroad right-of-way on the east, and Interstate Highway 19 on the west. To the immediate south of the *Plan* area is the San Xavier District of the Tohono O'Odham Nation.



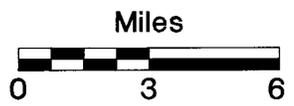
### 12th Avenue/ Valencia Road Regional Location

### Legend

 Plan Area

 City Limits

Tucson Planning Department



#### **D. ADJACENT PLAN AREAS**

The *Plan* area is adjacent to the locales covered by other adopted area and neighborhood plans. The east boundary of the *Plan* area is coterminous with the west boundary of the *Kino Area Plan*. A portion of the area covered by the *Santa Cruz Area Plan* lies immediately to the west of this planning area. The *National Cities Neighborhood Plan* and the South 6<sup>th</sup> Avenue Area Plan area, which is currently in progress, are located to the north.

#### **E. AIRPORT ENVIRONS PLAN**

The whole of the area covered by the *12<sup>th</sup> Avenue - Valencia Road Area Plan* is within the *Airport Environs Plan (AEP)*. The *AEP* is generally bounded on the north by 22<sup>nd</sup> Street/Starr Pass Boulevard, the railroad right-of-way, and Davis-Monthan Air Force Base; on the east by Pantano Road alignment extended; on the south by Dawn Road alignment extended; and on the west by Camino de Oeste alignment extended and Tucson Mountain Park. The *AEP* covers approximately 141 square miles.

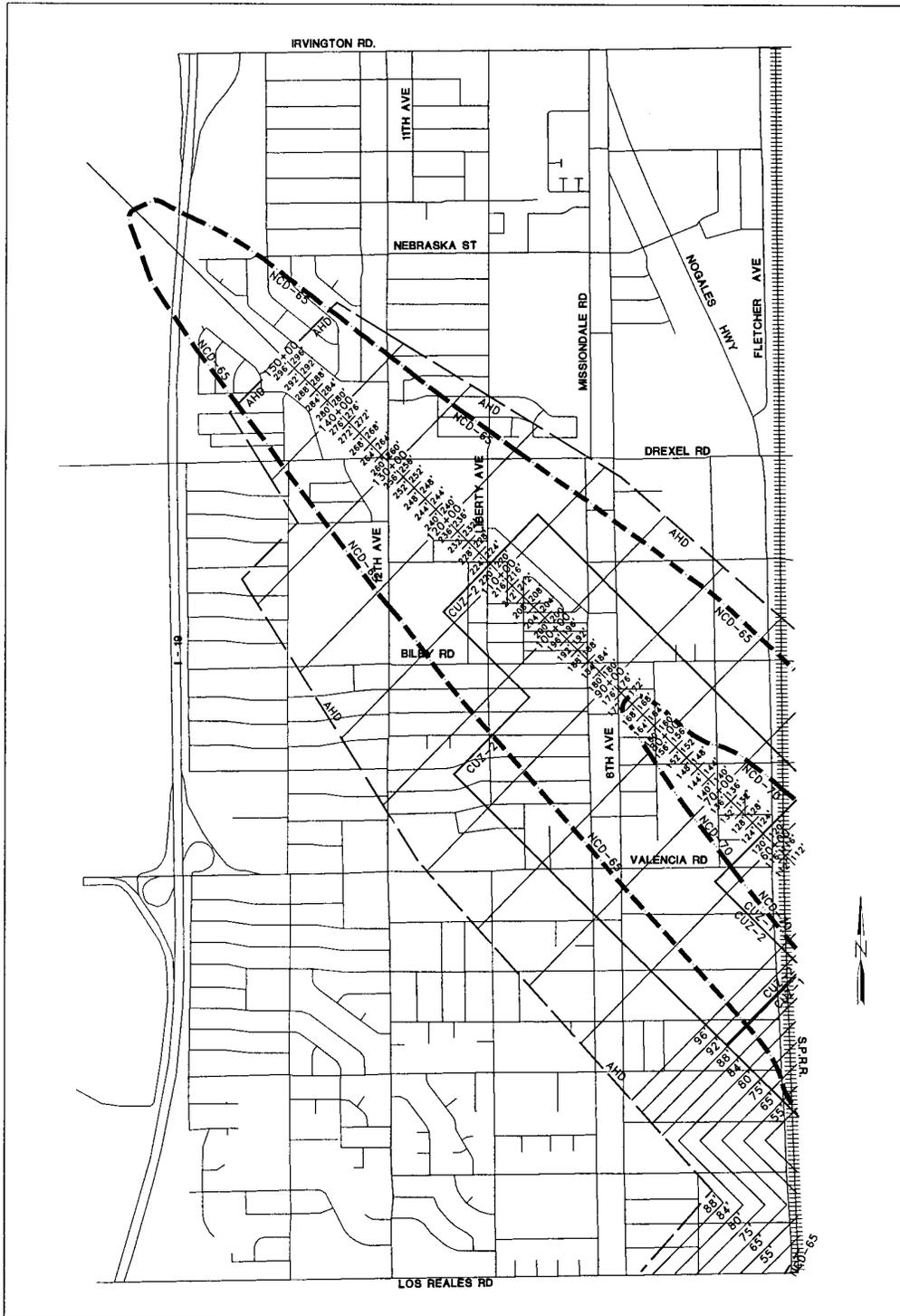
The *AEP* was adopted in 1982, and was amended in 1991. It contains policies and implementation techniques in two major parts: the first targets the high noise exposure areas, and the second addresses the overall environs area.

High noise exposure is determined by the noise level measured in decibels over a 24-hour period. The day-night average sound level is expressed as an  $L_{dn}$  value. In areas with high  $L_{dn}$  values, the noise affects speech by disrupting conversation, causes loss of information in the teaching process, and interferes with sleep. Areas with noise exposure ranges above 65  $L_{dn}$  are specifically addressed in the first major part of the *AEP*. The High Noise Area Policies provide specific direction to help achieve a land use pattern compatible to aircraft noise levels of 65  $L_{dn}$  and greater. Some examples of compatible land uses are industrial, warehousing, commercial, and open space. These policies focus on four different approaches to the compatibility issue: land use regulations, acoustical treatment, informing potential residents and property owners of the noise impacts, and providing mitigation programs for existing property owners.

The Overall Environs Policies guide growth in the environs area, address new capital improvement projects, and provide direction for uses that have the potential to pose hazards to aircraft.

#### **F. AIRPORT ENVIRONS ZONE**

The *Airport Environs Plan* document formed the basis for the Airport Environs Zone (AEZ), which is established in the Tucson *Land Use Code*. The AEZ is an overlay zone, which means that parcels within its boundaries are required to comply with zoning regulations above and beyond those required for the underlying zoning.



**12th Avenue/  
Valencia Road  
Area Plan**

**Airport Environs  
Zone**

Legend	
	Accident Potential Zones
	Noise Control District-70Ldn
	Noise Control District-65Ldn
	Airport Hazard District
70+00	Distance in Feet From End of Runway
196'	Maximum Height in Feet Above Elevation at End of Runway

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The purpose of the AEZ is to protect the health, safety, and welfare of persons and property in the vicinity of Tucson International Airport and Davis-Monthan Air Force Base. This is accomplished by: (1) reducing noise and safety hazards associated with aircraft operations; (2) preserving the operational stability of these airports; and (3) assisting in the implementation of policies and recommendations in the City's *General Plan* and *Airport Environs Plan*, and other applicable plans and studies.

The regulations for this overlay zone establish: (1) the Airport Hazard District, which contains criteria for the regulation of building height and density to promote the compatibility with aircraft operations; (2) the Compatible Use Zones, which address potentially life-threatening situations in areas exposed to aircraft accident potential by placing restrictions on the congregation of large numbers of people or high concentrations of people and by restrictions on concentrations of people who are unable to respond to emergency situations, such as children, the elderly, the handicapped, and persons undergoing medical treatment; and (3) the Noise Control Districts, which require the acoustical treatment of buildings located within these areas so as to increase the protection of persons exposed to high levels of aircraft noise.

The AEZ also contains regulations that prohibit land uses that create potential hazards to the safe approach and departure of aircraft. This requirement echoes and reinforces the policies within the *AEP* that prohibit potentially hazardous land uses. The *AEP* and the AEZ work together to ensure that potential hazards, including but not limited to land uses that may create smoke or glare, attract birds, or interfere with navigational instruments, are identified and located away from areas that are critical to airport operations.

## **G. NEIGHBORHOOD ORGANIZATIONS AND ASSOCIATIONS**

Registered neighborhood associations are valuable tools for residents and businesses in Tucson. Neighborhood associations encourage neighbors to get to know each other; provide a liaison between the City and the neighborhood; act as a forum for voicing concerns about the neighborhood; foster cooperation and problem-solving; and facilitate education through the use of guest speakers and the general exchange of information. Registered neighborhood associations are also eligible for inclusion in Back-to-Basics, Christmas in April, and other programs that serve to maintain and enhance Tucson neighborhoods.

The *Plan* area is well organized. There are three neighborhood associations that cover the *Plan* area and are registered with the City of Tucson's division of Citizen and Neighborhood Services: Irvington, which registered in 1981; Sunnyside, which registered in 1989; and Elvira, which registered in 1996.

## **H. PLAN DEVELOPMENT AND ADOPTION**

The *Plan* was developed through the cooperation of the 12<sup>th</sup> Avenue - Valencia Road Steering Committee, which consisted of area residents and property owners, representatives of neighborhood associations, and business and development interests, and the Planning Department. Meeting for over a year, the Committee and the Department discussed and evaluated issues and concerns for the area that led to the development of the goals, policies,

and design guidelines of the *Plan*. The *Plan* proceeded to area-wide review and comment at a general meeting and to public hearings before the Planning Commission and Mayor and Council. The Mayor and Council adopted the *Plan* on May 14, 2001.

## I. *PLAN* IMPLEMENTATION

The policies and recommendations in the *Plan* are implemented through rezonings, new zoning regulations adopted by ordinance, public works projects (including road, sewer, and other public facilities improvements), and public real estate acquisitions and dispositions. The rezoning process is the primary implementation tool for area and neighborhood plans. The following are the major areas of *Plan* application:

1. Applications for rezoning are initially reviewed for compliance with both land use policies and design guidelines established by the *Plan*. If the requested rezoning does not comply with land use policies or does not demonstrate mitigation of negative impacts through application of the design guidelines or other techniques, the need for an amendment to the *Plan* is determined by the Planning Director before the rezoning process can be initiated. The Mayor and Council have provided policy direction for Area and Neighborhood Plans that limits amendments for the first two years after *Plan* adoption.
2. If the requested rezoning complies with *Plan* policies, the rezoning is processed through general departmental review. As part of this evaluation the Planning Department and/or Zoning Examiner may recommend rezoning conditions that modify the requested use or design of the project.
3. *Plan* policies are used in the review of development plans and subdivision plats related to rezoning requests. The Community Design Review Committee (CDRC) coordinates this review process.
4. *Plan* policies are used in evaluations of Residential Cluster Project (RCP) subdivisions.
5. *Plan* policies are used in Planning Department review of proposed City real estate transactions.
6. *Plan* policies are used to establish and guide the design of Capital Improvement Projects (CIP).
7. *Plan* policies are used in the formulation of the Planning Department position on requests for variance from the *Land Use Code*.
8. In the event of a conflict, Subarea Land Use Policies take precedence over the other policies within the *Plan*.

**J. THE PURPOSE AND GENERAL GOALS FOR 12<sup>TH</sup> AVENUE - VALENCIA ROAD AREA PLAN**

The purpose of the *Plan* is to guide future development and redevelopment within the *Plan* area and to protect and enhance existing uses.

The General Goals provide broad direction as a framework for the *Plan*. The General Goals are referred to for a better understanding of the overall context of the more specific policies and guidelines. If there is a question of how a policy should be applied, goal statements assist in resolving the conflict and making a final interpretation.

The General Goals of the *Plan* are to:

1. Identify appropriate locations for residential, office, commercial and industrial uses;
2. Provide safe and efficient circulation systems for all appropriate modes of transportation including pedestrian and bicycle;
3. Revitalize area washes to create trails, open space, and other uses that will turn the washes into neighborhood amenities;
4. Protect and enhance vegetation and open space;
5. Encourage an improved visual appearance of the area through the planting of additional drought-tolerant plant landscaping, by upgrading the built environment through means such as façade improvements, and by including art as part of public and private developments;
6. Preserve, protect and enhance the integrity of established neighborhoods;
7. Promote a greater sense of community through the establishment, registration and participation of neighborhood associations;
8. Foster the creation of safe and child-friendly neighborhoods;
9. Encourage neighborhood associations to work with the City to provide increased recreational opportunities;
10. Encourage developers to communicate with area neighborhood associations and residents and to design development which respects and bolsters the value of the area; and
11. Support commercial revitalization that promotes neighborhood stability and enhancement.

## K. DEFINITIONS

**Abutting:** parcels or lots having a common boundary line or touching along a border. Parcels or lots having only a common corner are not considered abutting.

**Administrative and Professional Office:** a use which provides administrative, consulting, management, and professional services to businesses and individuals.

**Acre:** a measure of area, which is 43,560 square feet.

**Activity Center:** an area developed with a mix of land uses in which residential, commercial, employment, and service activities occur in close proximity to each other.

**Adjacent:** two (2) or more parcels or lots sharing a common boundary or separated by an alley or other right-of-way twenty (20) feet or less in width. Parcels or lots having only a common corner are considered adjacent.

**Associated Parking:** land used solely for the purpose of providing surface parking for an adjacent use; no buildings are allowed.

**Buffering:** the use of design elements such as masonry walls, berms, setbacks, landscaping, building heights, density transitions, and sensitively designed parking areas to mitigate the impact of more intense uses on those that are less intense.

**Child-Friendly Land Use:** a land use that promotes the safety, welfare, education, and recreational activities of children. Examples include community centers, libraries, parks, schools, etc. (see also Defensible Space definition).

**Child-Friendly Site Design:** the use of design elements that promote the safety welfare, education, and recreational activities of children. Examples of elements that might be used in child-friendly site design include but are not limited to: highly visible play areas; well-marked, highly visible pedestrian crossings; use of public art that is sturdy, visually interesting, and “hands-on.” (see also Defensible Space definition)

**Commercial Land Use:** a land use that involves the retailing and/or wholesaling of products or business services and limited manufacturing activities.

- **Residentially-Scaled Neighborhood Level:** commercial uses that are intended to primarily serve a local neighborhood market, and that are similar in scale with the surrounding residential area. Associated structures may consist of either converted residential structures or new structures limited to a building height of 16 feet. For example, commercial uses for which architectural and site design are guided by criteria outlined within the NC commercial zone.

- **Neighborhood Level:** commercial uses intended to primarily serve a local neighborhood market, such as those typically provided for in the NC or C-1 zones.
- **Community Level:** commercial uses intended to primarily serve an area-wide market, such as those typically provided for in the C-2 and C-3 zones.

**Community Design Review Committee (CDRC):** an interdepartmental, inter-agency body in the City of Tucson that reviews all subdivision plats and development plans associated with rezoning cases. The CDRC serves as a technical advisory committee to the Zoning Examiner, the City Manager, and the Mayor and Council.

**Compatibility of Scale:** the generally harmonious relationship of size, height, shape, and setback of development in comparison to adjacent buildings, architectural elements, landscaping, and human form.

**Consider:** a verb used in policy statements to express qualified support for a proposed land use application or action, based on the application's compliance with particular listed conditions.

**Defensible Space:** physical design features that create a sense of ownership or territoriality of common areas and which allow the surveillance of public and semi-public areas from within a residential or nonresidential development. Design features can include fences, walls, electronic security, steps or changes in ground level, lighting, and building placement.

**Development:** the physical extension and/or construction of urban land uses. Activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; grading; and the clearing of natural vegetative cover. Routine repair and maintenance are not considered development activities.

**Density:** number of dwelling units per acre.

- **Low-density:** average density of generally less than 7 units per acre, primarily consisting of single-family, detached residences, but may also include attached housing units such as duplexes and townhomes.
- **Medium-density:** generally 7 through 15 units per acre, or higher as allowed under the Residential Cluster Project (RCP), provision of the *Land Use Code*. This density includes a variety of housing types, such as single-family residences on small lots, duplexes, townhomes, mobile homes, apartments, and condominiums.
- **High-density:** generally greater than 15 units per acre, including multi-family development, such as townhomes, apartments, and condominiums.

**Design Compatibility Report:** a supplemental report submitted with a rezoning application that addresses design issues, in order to assess the overall compatibility of the proposed land use with existing development.

**Encourage:** a verb used in policy statements to stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies; in policy statements relating to a proposed land use application or action, the verb describes a recommended response or condition which may be fostered but not required.

**Land Use Code (LUC):** the zoning regulations of the City of Tucson governing the use, placement, spacing and size of land and structures within the corporate limits of the City. The LUC is adopted as Chapter 23 of the *Tucson Code*.

**Non-Conforming Use:** an existing land use lawfully established and maintained which no longer complies with land use regulations applicable to the zone in which the land use is located.

**Nonresidential Use:** commercial, industrial, office, or non-residential parking use.

**Office Land Use:** a land use that provides administrative, consulting, management, and professional services to business and individuals, such as those typically provided for in the O-1, O-2, and O-3 zones.

**Residential Cluster Project (RCP):** development option in the residential zones that provides for greater flexibility and creativity in design. Use of the RCP may result in higher densities than conventional development in the same residential zone. (See *Land Use Code* III.6.3.6.1.)

**Residentially Scaled Office Use:** an administrative/professional office use that is similar in scale with the surrounding residential area, either in converted residential structures or in other structures limited to a building height of 16 feet, such as those typically provided for in the O-1 zone.

**Screening:** an opaque barrier designed and constructed to conceal areas used for storage, refuse, mechanical equipment, parking, or loading from the street and public view, or to buffer adjacent land uses.

**Street:** any permanent public or private right-of-way, other than an “alley” or “parking area access lane”, set aside to accommodate vehicular-travel lanes, parking lanes, bike lanes, pedestrian facilities, utility areas, and other such features whether designated as a street, drive, highway, thoroughfare, road, boulevard, avenue, lane, place, etc.

- **Arterial Street:** a high-level traffic artery, usually carrying in excess of 12,000 vehicles per day, designated on the *Major Streets and Routes Map*. These streets traverse the city, connecting with other arterials, freeway exchanges, or bridges to provide travel continuity.

- **Collector Street:** a street which generally carries less traffic than an arterial street, usually in the range of 2,000 to 12,000 vehicles per day, and is identified on the *Major Streets and Routes Plan* map. These streets are generally shorter in length than arterial streets, and connect local streets to the nearest arterial street.
- **Freeway:** an interstate roadway that serves the wider region, such as Interstate 10 and Interstate 19.
- **Gateway Route:** (or corridor): an arterial or collector street identified on the *Major Streets and Routes Plan* map, which connects to a major employment center, shopping area, recreational area, or transportation center. Gateway routes are used by large numbers of visitors and residents and as such their appearance is important to the overall image of Tucson.
- **Local Street:** a street which generally has an average daily traffic count of less than 2,000 vehicles, and is not designated in the *Major Streets and Routes Plan*. Local streets provide neighborhood access to collector and arterial streets.
- **Major Street:** arterial or collector street.

**Support:** a verb used in policy statements to express a positive response to a proposed land use application or action that complies with the terms of the policy statement.

**Zoning Application:** an application to allow a proposed land use and/or development that does not meet current regulations to operate or be developed legally on a particular site. Zoning applications include but are not limited to applications for rezoning, special exception, substitution of non-conforming use, and variances.

## II. LAND USE AND DEVELOPMENT POLICIES

### A. GENERAL LAND USE POLICIES

**General Land Use Background:** In the *Plan* area, the predominant land uses are single family residential, vacant, streets, medians, and alleys. Office, commercial, and high-density residential land uses are primarily located along the major streets. Major commercial streets are Irvington Road, 12<sup>th</sup> Avenue north of Drexel Road; Valencia Road; and Nogales Highway.

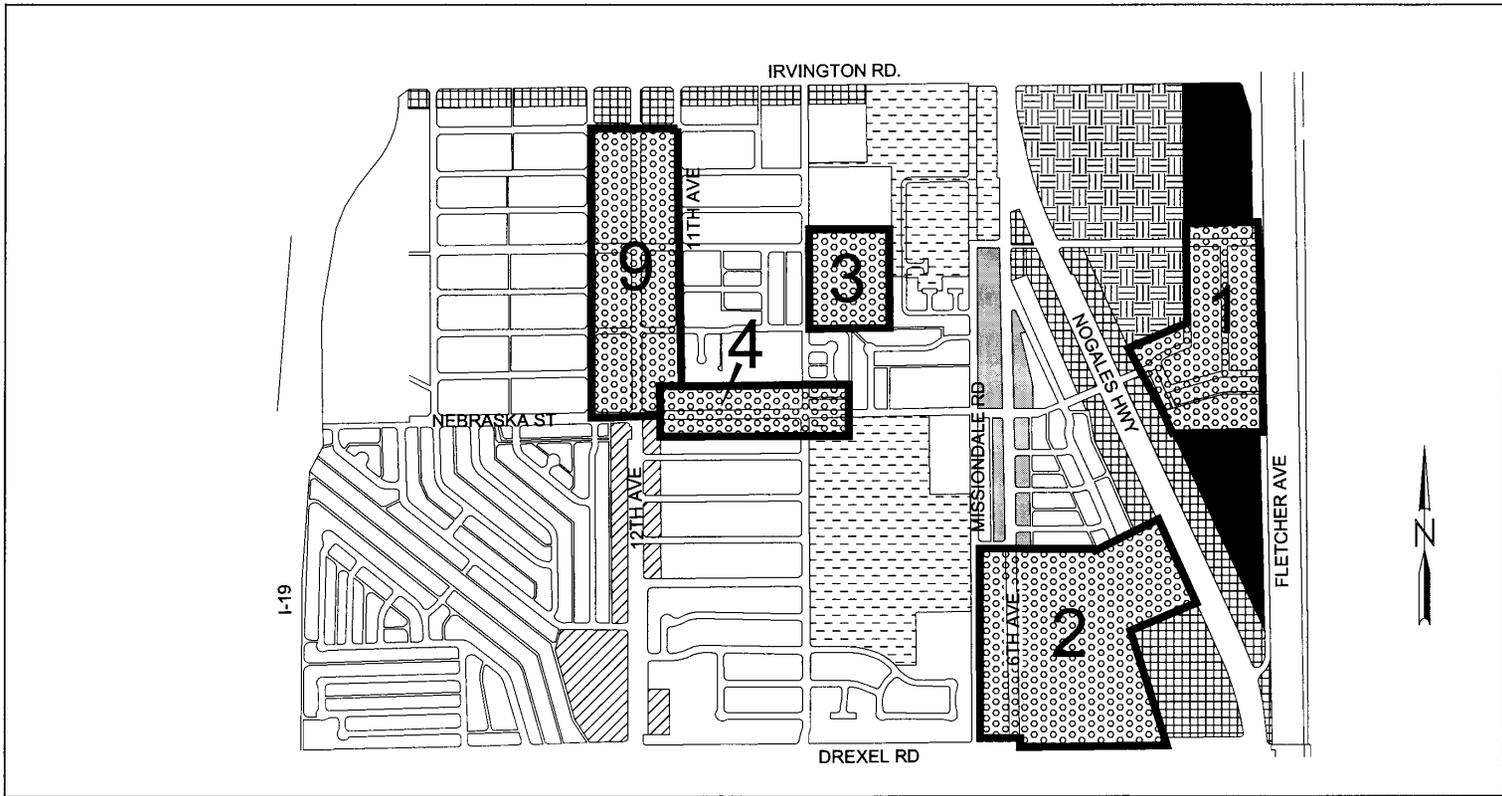
There are approximately 2,914 acres in the *Plan* area. In 1990, approximately 75% of this total acreage was developed. Of the developed land area, residential uses accounted for 44 percent (1,301 acres); streets, medians and alleys accounted for 15 percent (427 acres); commercial and office uses accounted for 4 percent (125 acres); vacant land accounted for 25 percent (739 acres); and public and semi-public uses accounted for 5 percent (131 acres). Parks, drainageways, washes, and other miscellaneous uses such as utility installations accounted for 7 percent of land area (198 acres).

As to existing zoning patterns, commercial and office zoning is located along the major streets, with residential zoning being situated in the interiors of the neighborhoods (see Existing Zoning Map). Zoning within the *Plan* area is relatively intense, and much of the area is built out at lower intensity than permitted by the zoning.

The General Land Use Policies provide land use direction that is relevant for all types of development. These policies are intended to be used in conjunction with Design Guidelines and with the other categories of Land Use Policies, including Residential, Office, Commercial, and Industrial.

**Intent Statement:** The General Land Use Policies are intended to provide criteria for determining where development is appropriate, in conjunction with the Conceptual Land Use Map. They support development that serves to enhance the character and quality of the *Plan* area neighborhoods. The other categories of Land Use Policies should be consulted for additional policy direction. These policies are meant to be used in conjunction with the Design Guidelines.

Policy 1. Encourage the development of child-friendly land uses when the location and design of the development is in compliance with adopted *Plan* polices. Examples of child-friendly development include community centers, libraries, parks, and schools.



# 12th Avenue / Valencia Road

## Conceptual Land Use Map

Section 1 of 3

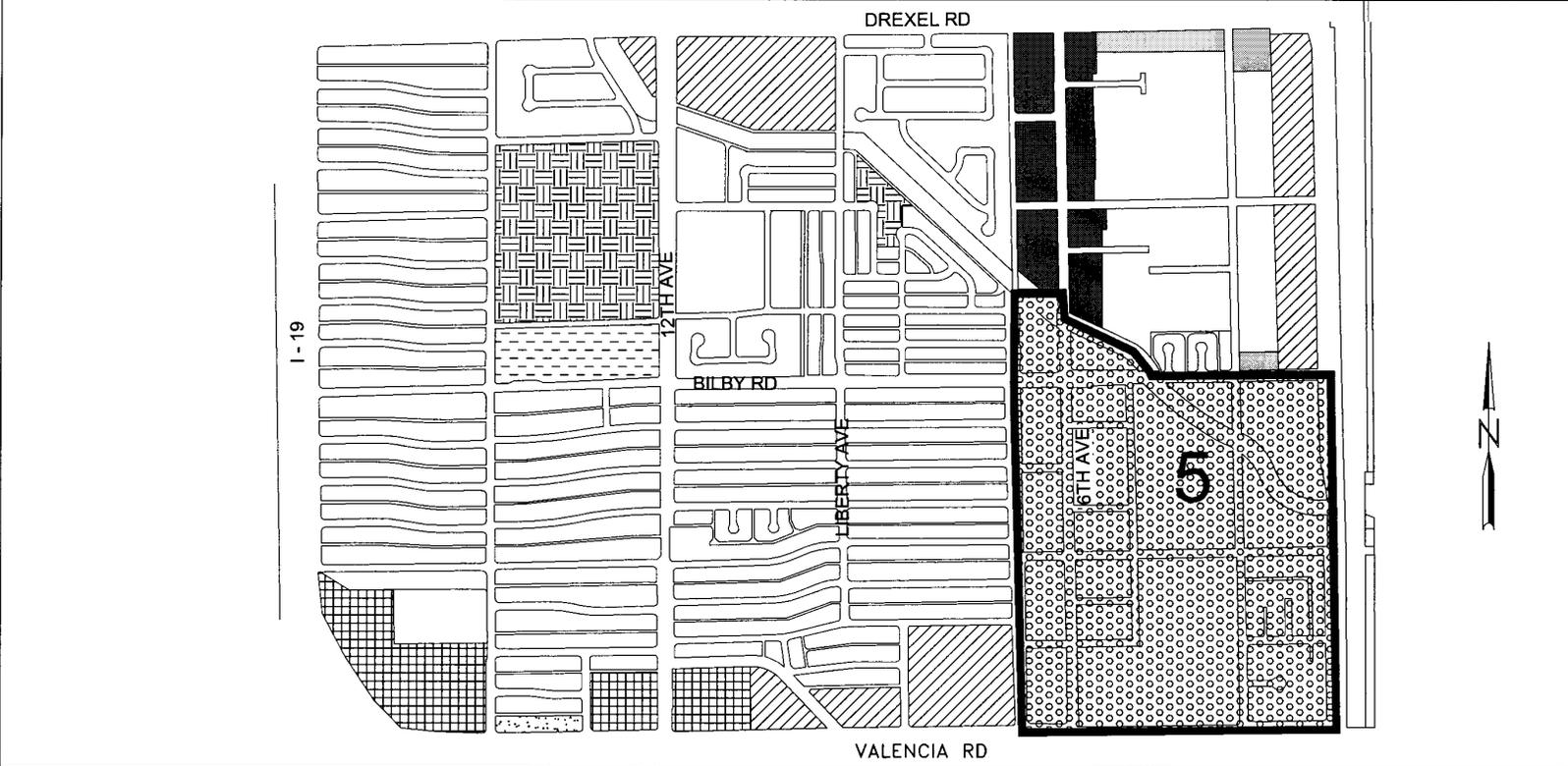
### Legend

- |   |                       |
|---|-----------------------|
| Low Density Residential                               | Office and Commercial |
| Low-Med. Density Residential                          | Industrial            |
| Low-Density Res., Res-Scaled Office, Res-Scaled Comm. | Parks                 |
| Res., Office, Neighborhood Comm.                      | Public                |
| Office  | Subareas 1-9          |

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## 12th Avenue / Valencia Road

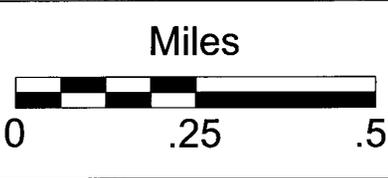
### Conceptual Land Use Map

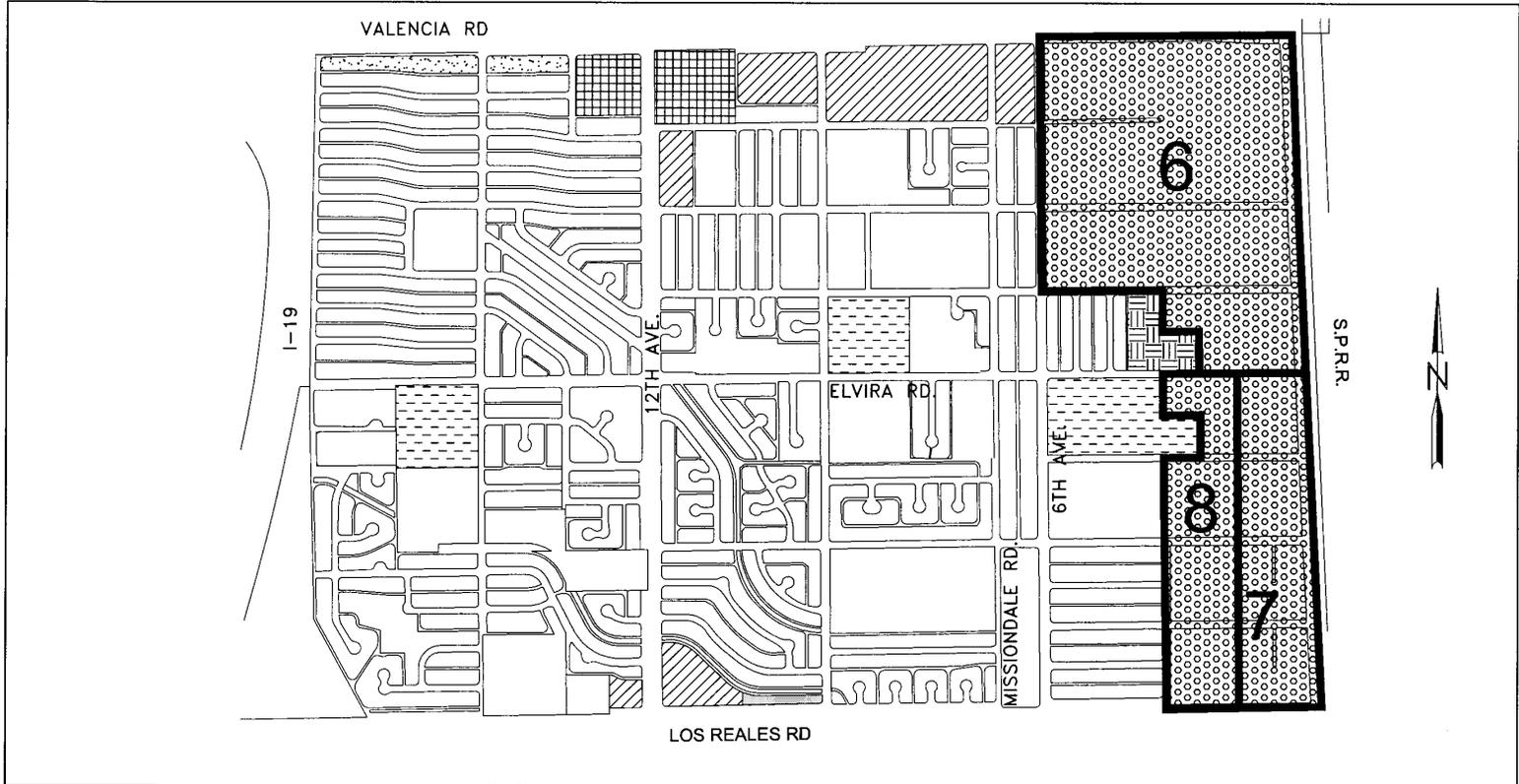
Section 2 of 3

## Legend

- |   |   |
|---|---|
|  Low Density Residential                               |  Office and Commercial |
|  Low-Med. Density Residential                          |  Industrial            |
|  Low-Density Res., Res-Scaled Office, Res-Scaled Comm. |  Parks                 |
|  Res., Office, Neighborhood Comm.                      |  Public                |
|  Office  |  Subarea 1-9           |

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# 12th Avenue / Valencia Road

## Conceptual Land Use Map

Section 3 of 3

### Legend

- |  |                       |
|--|-----------------------|
| Low Density Residential                                  | Office and Commercial |
| Low-Med. Density Residential                             | Industrial            |
| Low-Density Res., Res-Scaled<br>Office, Res-Scaled Comm. | Parks                 |
| Res., Office, Neighborhood Comm.                         | Public                |
| Office   | Subareas 1-9          |

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- Policy 2. Encourage development throughout the *Plan* area to complement the existing scale, character, and identity of the surrounding neighborhood.
- Policy 3. Support development on the perimeter of residential areas which serves to protect and enhance the quality of life for neighborhood residents.
- Policy 4. Demonstrate sensitivity to surrounding uses through the use of design, location, orientation, landscaping, screening, and other means, as outlined in the Design Guidelines.
- Policy 5. Ensure that new development complies with the policies and requirements of the *Airport Environs Plan* and, where applicable, the Airport Environs Zone.
- Policy 6. Utilize Defensible Space Guidelines in design development (see Design Guidelines).
- Policy 7. Encourage nonresidential and high-density residential uses (greater than 15 units per acre) to provide primary access to arterial streets or to collector streets within 300 feet of an arterial, and in compliance with other adopted *Plan* policies. (See Subarea Land Use Policies for exceptions to this policy.)
- Policy 8. Encourage developers to meet with neighborhood associations regarding development design.
- Policy 9. Explore incentives, such as fee waivers and tax credits, to encourage compatible residential infill development, reinvestment, and rehabilitation. Incentives are also appropriate for developments that will use alternative energy sources.
- Policy 10. Ensure that, when allowing expansion of commercial uses onto residential parcels that do not have major street frontage, that the proposal complies with appropriate Design Guidelines and that the following criteria are met:
- a. At least fifty percent of the residential parcel will be used for landscaping, parking and maneuvering. The parking area should be limited to required automobile parking, and should not include parking areas for commercial vehicles or fleets, vehicle storage areas, or other commercial uses; and the intensity of the site should decrease adjacent to residential uses and/or residential zoning. The decrease in intensity could be achieved by locating a compatible structure, a parking area with low lighting, or other compatible uses adjacent to the residential area, depending on the nature of the use to be expanded. If landscaping is used as a buffer adjacent to existing residential uses, it should include a minimum 10-foot-wide strip with a 6-foot-high masonry wall, and canopy trees no greater than twenty-five feet apart.

## B. RESIDENTIAL LAND USE POLICIES

**Residential Land Use Background:** The *Plan* area is composed of relatively stable, predominantly single-family and multi-family residential neighborhoods. The area contains about 5.7 percent of the City of Tucson's population (23,463 persons) and approximately 5.5 percent of the housing units (10,082 units).

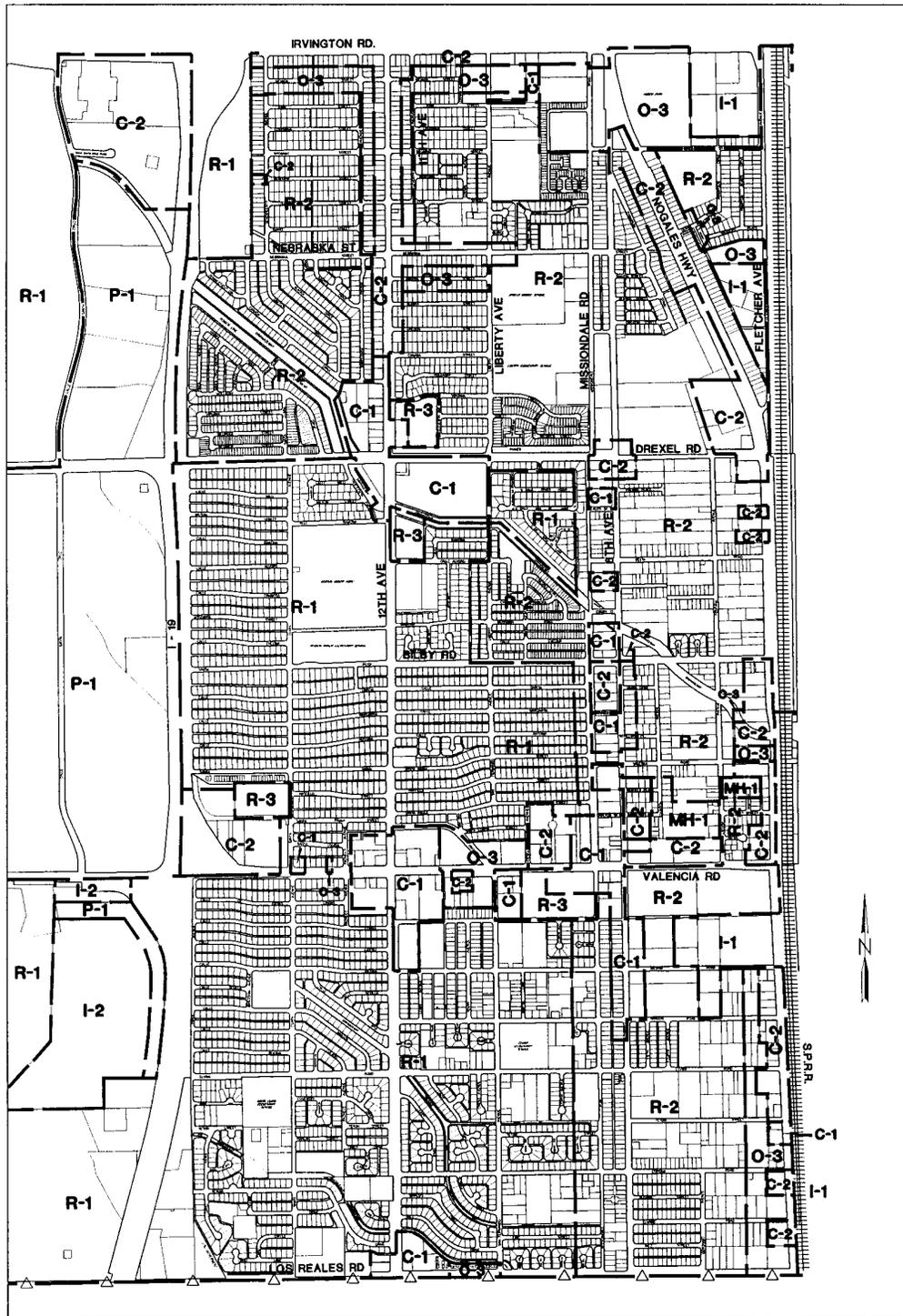
About 61 percent of the housing units in the *Plan* area are single-family, detached units, and 22 percent are multi-family units such as apartments. Mobile homes account for thirteen percent of the units. These numbers show a higher percentage of single-family units than the City of Tucson as a whole, which has 45 percent single-family detached units, and 37 percent multi-family units. Like several areas in Tucson, the *Plan* area has a high percentage of land used for residential purposes. In the *Plan* area, 44 percent of total land area is residential, while citywide, the figure is 31 percent. Owner-occupancy of residential units in the area is 66 percent, contrasting with 51 percent citywide. These figures illustrate that this area is predominately developed as a single-family residential area with a relatively stable population.

In the *Plan* area, the lowest-density residential zone is R-1 (see Existing Zoning Map), which allows single family residences on parcels with at least 7,000 square feet. Parcels with at least 10,000 square feet in the R-1 zone may have a maximum of two units.

Medium-density residential land is typically zoned R-2 (or MH-2 mobile home zoning) within Tucson City limits. These areas usually have the greatest mix of housing types, ranging from single-family housing to apartment complexes. The majority of the residential land in the *Plan* area is zoned R-1 or R-2, though much of this land is not developed to its highest possible density.

High-density residential uses are generally found on parcels zoned R-3 within Tucson, though these uses can also occur in office and commercial zones. Throughout Tucson, apartments are typically developed at approximately 25 residential units per acre in areas zoned for high-density residential. Several small pockets of R-3 zoning are found within the boundaries of the *Plan* area, generally located on or near major streets.

One of the major issues addressed in the *12<sup>th</sup> Avenue - Valencia Road Area Plan* is preservation of the character of the single-family residential neighborhoods within the area. The Residential Land Use Policies address compatibility of development design as it relates to the character and features of the surrounding uses, especially the single-family residential development. In addition, the Residential Land Use Policies address the need for appropriate residential density based the type of street that provides access to the parcel. Another issue is the need for a variety of housing options, including single-family residences, duplexes, and medium- and high-density opportunities.



12th Avenue/  
Valencia Road  
Area Plan  
  
Existing Zoning

**Legend**

**R-3** Zoning Designation

— Zoning Boundary

— Δ — City Limits

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A large swath of the *Plan* area is within the boundaries of the high noise exposure area of the Airport Environs Zone. These high noise exposure areas are called Noise Control Districts (NCDs). Residential development is permitted within the Noise Control Districts if the residential unit meets certain standards regarding insulation against noise. Because it is not feasible to block out all airport-related sound, even well-insulated residences in these areas experience some noise disturbance, and outdoor living areas continue to be exposed to high noise levels.

**Intent Statement:** The Residential Land Use Policies support residential development that provides a wide range of housing types to meet the diverse needs of the *Plan* area residents, while serving to enhance the stability of neighborhoods and schools. These policies are meant to be used in conjunction with the Design Guidelines. The Conceptual Land Use Map and Subarea Land Use Policies should be consulted for additional land use direction.

- Policy 1. Encourage residential infill that is compatible with neighborhood scale, density, and character, as outlined in the Design Guidelines or, where applicable, in the Subarea Land Use Policies. Residential uses are generally appropriate as follows:
- a. Low-density (generally less than 7 units per acre) residential development is generally appropriate in the interior of established single-family residential areas.
  - b. Medium-density (generally 7 through 15 units per acre, or as permitted in conformance with the Residential Cluster Project (RCP) provision of the *Land Use Code*) residential development is generally appropriate where designated on the Conceptual Land Use Map or in the Subarea Land Use Policies, and where primary vehicular access is provided to an arterial or collector street and is directed away from the interior of low-density residential areas.
  - c. High-density (generally greater than 15 units per acre) residential development is generally appropriate for parcels that are designated for high-density residential land use on the Conceptual Land Use Map or in the Subarea Land Use Policies, and that are in conformance with the following criteria:
    - i. Primary access can be provided to an arterial street or to a collector street within 300 feet of an arterial street;
    - ii. Height and density transition down adjacent to lower intensity land uses; and
    - iii. Compliance with applicable *Plan* policies and appropriate Design Guidelines can be demonstrated.

- Policy 2. Encourage continued residential use of historically residential structures throughout the *Plan* area, except as otherwise provided for on the Conceptual Land Use Map and within the Subarea Land Use Policies.
- Policy 3. Promote the consolidation of parcels with common property lines when developing higher density residential uses, to provide sufficient space for adequate buffering of adjacent, less intense uses.
- Policy 4. Encourage the development of housing types within the *Plan* area that are diverse with respect to density, style, and affordability.
- Policy 5. Encourage residential development to include secure bicycle parking areas, a well-defined pedestrian system linked to the public sidewalk system, and convenient access to transit facilities, schools, and commercial nodes.
- Policy 6. Promote on-site recreational areas in medium and high-density residential developments (greater than 7 units per acre).
- Policy 7. Evaluate applications to discontinue mobile home uses based on compliance with Housing Policy 5 of the Community Policies.
- Policy 8. Discourage the location of new residential development within the Noise Control Districts of the Airport Environs Zone.

### C. OFFICE AND COMMERCIAL LAND USE POLICIES

**Office and Commercial Land Use Background:** The percentage of land used for office and commercial uses within the *Plan* area is slightly lower than that for the City as a whole. The figure is four percent for the *Plan* area in contrast to six percent citywide.

**Intent Statement:** The Office and Commercial Land Use Policies support office and commercial development which complements the scale and character of neighborhoods and commercial districts in the *Plan* area. These policies are meant to be used in conjunction with the Design Guidelines. The Conceptual Land Use Map and Subarea Land Use Policies should be consulted for additional land use direction.

- Policy 1. Support office or commercial development when:
  - a. the site is designated on the Conceptual Land Use Map or within Subarea Land Use Policies for the specific type of office or commercial use being proposed;
  - b. the proposal is in compliance with other applicable *Plan* policies and Design Guidelines; and

- c. the proposal is in compliance with the policies of the *Airport Environs Plan* and, where applicable, the regulations of the Airport Environs Zone.

- Policy 2. Encourage primary access to be provided to major streets, except where primary access to local streets is provided for in the Subarea Land Use Policies. For primary access to local streets, evaluation should be on a case-by-case basis, based on traffic circulation, projected trip generation, and offered traffic control devices.
- Policy 3. Ensure that appropriate design elements and buffering techniques are incorporated into development proposals during the zoning application and associated development plan review processes, to ensure sensitive design of office and commercial developments adjacent to established neighborhoods. These elements must be shown on rezoning concept plans and related development plans.
- Policy 4. Encourage owners of non-conforming office and commercial uses that are located on sites designated for other types of uses, to explore alternative sites that are designated for the nonconforming use. Support the rezoning of sites to bring non-conforming office and commercial uses into zoning compliance when the site is designated for the use on the Conceptual Land Use Map or within the Subarea Land Use Policies, and the proposal is in compliance with other applicable *Plan* policies and the Design Guidelines.
- Policy 5. Encourage limited hours of operation on a case-by-case basis, when appropriate, to provide compatibility with adjacent uses. Reconsideration of the limitation of hours should be given if a change of use occurs, such as from office to commercial, after the initial zoning application approval.
- Policy 6. Discourage wireless communication antennae arrays unless concealed, disguised, or collocated on existing buildings or structures.
- Policy 7. Support bringing into conformance or removal of non-conforming signs, the upgrading of building facades, and landscape improvements through incentive-based and similar programs, including business improvement districts and special design districts.
- Policy 8. Encourage the use of buffering adjacent to residential uses. Buffering can be achieved by providing a decrease in intensity such as locating open space, a structure, parking area, or other more compatible development adjacent to the residential area, depending on the nature of the use being developed. Such buffering techniques should be evaluated on a case-by-case basis.
- Policy 9. Ensure compatibility of office and commercial uses with any residential uses by requiring appropriate design elements. Along any residential edge, appropriate design elements include, but are not limited to: screened, covered, or indoor storage; noise buffers; additional landscaping and screening; building height

restrictions; setbacks; shielded or directed lighting; and special air pollution controls. Additional elements are covered in the Design Guidelines.

#### **D. INDUSTRIAL LAND USE POLICIES**

**Industrial Land Use Background:** Within the *Plan* area, about three and one half percent of the land area is industrial, compared to nearly thirteen percent citywide. Although the *Plan* area contains a lower percentage of industrially zoned land than the City as a whole, the highest percentage of industrial uses is in the south side of town. Industrially zoned areas within the boundaries of the *Plan* are generally located along Nogales Highway. Some of the industrial areas are located adjacent to residential zoning or land uses. Low-intensity industrial uses that have little potential for negative impacts on the neighborhood can be assets near residential areas because they provide local employment opportunities. More intense industrial uses can create conflicts at the residential edge due to noise, odor, appearance, or other negative effects.

**Intent Statement:** The Industrial Land Use Policies support industrial uses that are clean and non-polluting. These policies also support industrial uses that serve to increase employment opportunities in the area, complement the scale and character of area neighborhoods and commercial districts, and comply with the policies of the *Airport Environs Plan* and the regulations of the Airport Environs Zone. These policies are meant to be used in conjunction with the Design Guidelines. The Conceptual Land Use Map and Subarea Land Use Policies should be consulted for additional land use direction.

- Policy 1. Consider new or expanded industrial development only on parcels designated on the Conceptual Land Use Map or within the Subarea Land Use Policies for the specific type of industrial use being requested, and only when adjacent lower-intensity uses and zoning will be buffered from any potential negative effects.
- Policy 2. Encourage both new and existing industrial development in the *Plan* area to comply with federal and state requirements and to require such development to meet local regulations covering the following:
- a. noise, fumes, lighting, and other negative impacts are not extended off-site;
  - b. any potentially noxious or hazardous materials, activity, and/or byproducts are separated from the environment in a safe and lawful manner;
  - c. there is adequate control and monitoring of pollution, including but not limited to air, visual and noise pollution; and
  - d. emergency evacuation and containment procedures are established.
- Policy 3. Encourage owners of non-conforming industrial uses that are located on sites designated for other types of uses, to explore alternative sites that are designated for the nonconforming use. Support rezoning applications to bring non-conforming industrial uses into zoning compliance when the site is designated for

the use on the Conceptual Land Use Map or within Subarea Land Use Policies, and the proposal is in compliance with other applicable *Plan* policies and the Design Guidelines.

- Policy 4. Ensure compatibility of industrial uses with any adjacent or nearby residential uses by requiring restricted hours of operation and appropriate design elements. Along any residential edge, appropriate design elements include, but are not limited to: screened, covered, or indoor storage; noise buffers; additional landscaping and screening; building height restrictions; setbacks; shielded or directed lighting; and special air pollution controls.
- Policy 5. Require new or redeveloped uses of industrial property to provide all parking, loading, and circulation needs on-site.
- Policy 6. Employ defensible space concepts in industrial developments.
- Policy 7. Require industrial developments to screen parking areas, dumpsters, and areas of outside storage, in addition to providing the required landscape strip along the street frontage.
- Policy 8. Direct all industrial traffic to arterial streets rather than through the residential neighborhoods, by implementing traffic control measures such as posting “No Truck Traffic” signs in appropriate locations.
- Policy 9. Encourage the establishment of industrial uses that comply with the policies of the *Airport Environs Plan* and, where applicable, the regulations of the Airport Environs Zone, as provided for in the Subarea Land Use Policies.

## **E. MAJOR STREETS LAND USE POLICIES**

**Major Streets Land Use Background:** The majority of non-residential uses in the *Plan* area are located along the major transportation corridors. Concentrations of office, commercial, and industrial developments, while vital to the economy of the area, can have negative effects on interior residential neighborhoods if not carefully planned. Some major streets still have blocks of residential uses along their frontages. If well-maintained, these residential blocks are an asset to the community, as they provide housing that is near employment, shopping areas, and transit. When the residences are no longer viable due to traffic and noise associated with the major street, they may be left in disrepair, become nuisances and eyesores to the neighborhood, or be illegally used for commercial uses, which compounds traffic, parking, and noise issues for the remaining adjacent residences.

**Intent Statement:** The intent of the Major Streets Land Use Policies is to designate the appropriate locations for land uses along arterial and collector streets, except for frontages within Subarea boundaries. Major Streets Land Use Policies aim at identifying major street segments where high-density residential and non-residential uses are supported or may be considered while ensuring that large blocks of viable low-to-medium density residential uses are kept intact along other street segments. These policies are to be used in conjunction with the Conceptual Land Use Map.

**Please note: The Major Streets Land Use Policies do not provide direction for land uses within Subarea boundaries. Please refer to the Conceptual Land Use Map for Subarea locations, and to the Subarea Land Use Policies for related policy text.**

Policy 1. Nogales Highway:

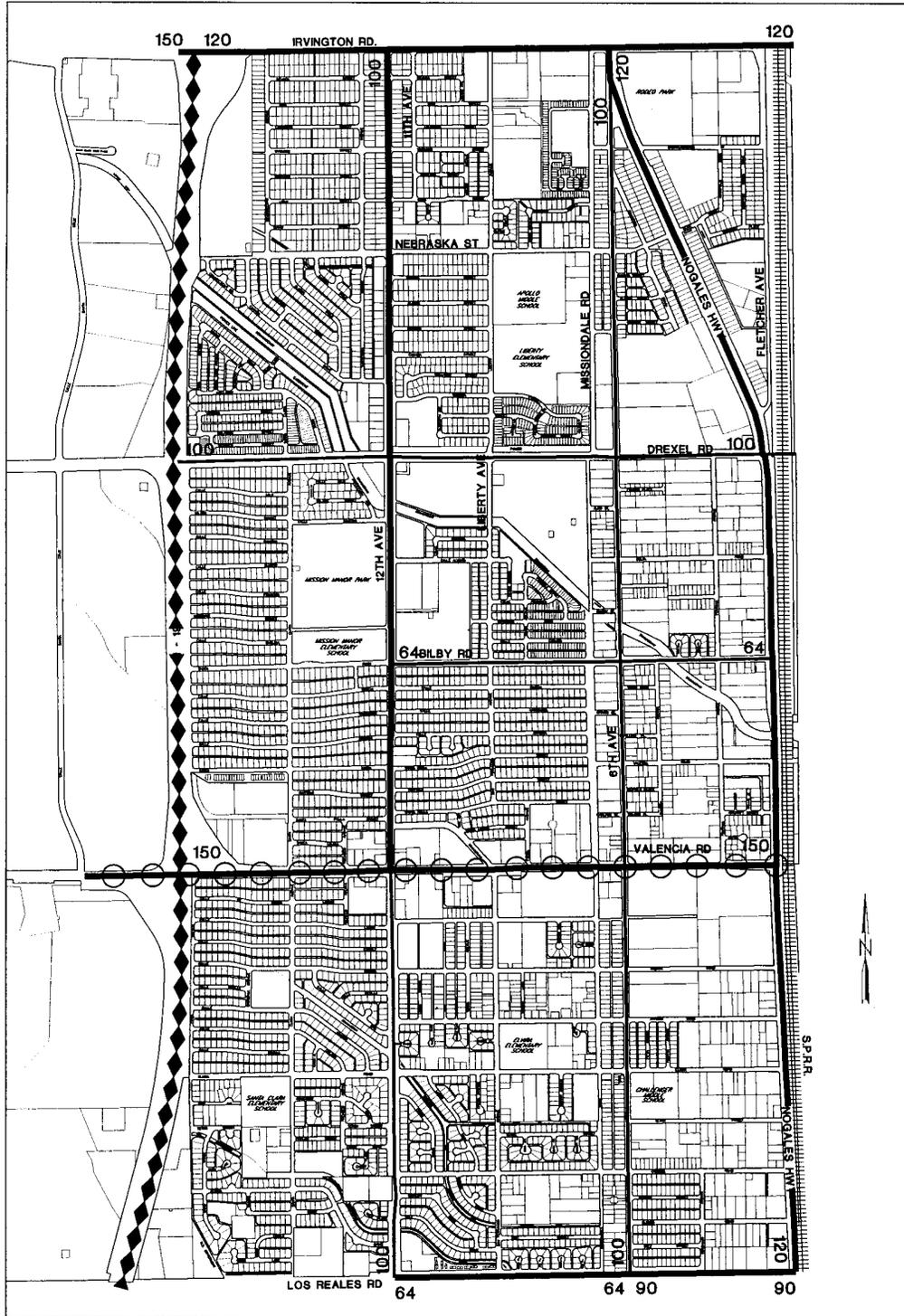
- a. North of Drexel Road: Support office and commercial uses south of Rodeo Park and the El Pueblo Center. Support continued public use of Rodeo Park and El Pueblo Center.
- b. South of Drexel Road and north of Bilby Road: Support residential, office, and neighborhood level commercial uses. Encourage down-zoning of the existing C-2 zoned parcels consistent with these land use designations.

Policy 2. South 6<sup>th</sup> Avenue:

- a. North of Drexel Road: Support low-density residential uses. Consider medium-density residential uses if they are compatible with the existing residential uses.
- b. South of Drexel Road and north of the Airport Wash: Support low-density residential uses. Consider residentially scaled office or commercial uses if appropriate buffering techniques are used and access is limited to 6<sup>th</sup> Avenue.
- c. South of Valencia Road: Support high-density residential, office and neighborhood level commercial uses between Valencia and Lerdo Roads and low-density residential uses south of Lerdo Road.

Policy 3. South 12<sup>th</sup> Avenue:

- a. North of Nevada Street and south of Irvington Road: Support office and commercial uses. Consider allowing consolidation of parcels beyond the west side of the street, provided the site is integrated for parking and access without crossing a public street.
- b. North of the Airport Wash and south of Nebraska Street: Support, residential, office, and neighborhood level commercial uses, except on the east side of the



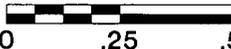
12th Avenue/  
Valencia Road  
Area Plan  
Major Streets  
and  
Routes Plan

**Legend**

-  Arterial Street
-  Collector Street
-  Gateway Route
-  Interstate Route
-  120
-  ROW Width

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street between Canada Street and the extended alignment of Melridge Street, where existing uses are supported.

- c. South of the Airport Wash and north of the intersection at Valencia: Support low-density residential uses.
- d. At the intersection of Valencia Road: Support office and commercial uses.
- e. Between the intersections of Valencia and Los Reales Roads: Support low-density residential uses, except on the east side of the street between Lerdo and Medina Roads where residential, office, and neighborhood level commercial uses are supported.
- f. At the intersection of Los Reales Road: Encourage low- to medium-density residential uses. Consider office and neighborhood level commercial uses if appropriate buffering techniques are used and primary access can be provided from 12<sup>th</sup> Avenue.

Policy 4. Irvington Road:

- a. West of Nogales Highway: Support office and commercial uses to the west of the El Pueblo Center grounds, and the continued public use of El Pueblo Center as a community facility. Consider allowing consolidation of parcels beyond the street frontage between 12<sup>th</sup> and 13<sup>th</sup> Avenues, provided the site is integrated for parking and access without crossing a public street.
- b. East of Nogales Highway: Support industrial uses east of the Rodeo Park grounds and the continued public use of Rodeo Park as a recreational facility.

Policy 5. Drexel Road:

- a. West of the intersection of 12<sup>th</sup> Avenue: Support low-density residential uses.
- b. At the intersection of 12<sup>th</sup> Avenue: Support residential, office and neighborhood level commercial uses.
- c. Between the intersections of Liberty Avenue and Missiondale Road: Support low-density residential.
- d. At the intersection of 6<sup>th</sup> Avenue: Support low-density residential, residentially-scaled office, and residentially-scaled commercial uses.
- e. Between the intersections of 6<sup>th</sup> Avenue and Nogales Highway: Support low- to medium-density residential uses.

- f. At the intersection of Nogales Highway: Support office and commercial uses on the north side of the street and residential, office and neighborhood level commercial uses on the south side of the street.

Policy 6. Bilby Road: West of Missiondale Road: Support low-density residential uses.

- a. East of the Airport Wash and west of Fontana Avenue: Support low-density residential uses.
- b. East of Fontana Avenue and west of the intersection at Nogales Highway: Support low- to medium-density residential uses.
- c. At the intersection of Nogales Highway: Support residential, office and neighborhood level commercial.

Policy 7. Valencia Road:

- a. West of Pacheco Avenue: Support office uses, except on the north side of the street west of Santa Clara Avenue where commercial uses are supported as well. Encourage the transition from existing residential uses to office uses, provided such office uses maintain a residential appearance and are compatible with adjacent residential uses.
- b. East of Pacheco Avenue and west of the Lundy Avenue alignment: Support office and commercial uses.
- c. East of the Lundy Avenue alignment and west of 6<sup>th</sup> Avenue: Support residential, office, and neighborhood level commercial uses.

Policy 8. Los Reales Road:

- a. West of 12<sup>th</sup> Avenue and East of San Fernando Road: Support low- to medium-density residential uses. On the land currently zoned C-1, consider office and neighborhood level commercial uses if appropriate buffering techniques are used and primary access can be provided from 12<sup>th</sup> Avenue.
- b. West of Geronimo Avenue and east of San Fernando Road: Support low-density residential uses.

## F. SUBAREA LAND USE POLICIES

**Subarea Land Use Background:** The policies in sections II.A through II.E of this document provide land use policies that are generally appropriate for the whole planning area. However, some parts of the area need more or different direction than the broader policies provide, due to special circumstances. These circumstances include unique zoning patterns; large tracts of vacant land; particularly high levels of stress; the need for parks, schools, or other facilities; high potential for future changes; or other characteristics that differ from those of the greater area. These special areas, called Subareas, are designated on the Conceptual Land Use Map and are given additional policy direction.

**Intent Statement:** The Subarea Land Use Policies are intended to provide direction for designated areas that have different characteristics than the *Plan* area as a whole. These policies are intended to be used in conjunction with all other applicable *Plan* elements. In the event of a conflict the subarea land use policies take precedence over other *Plan* policies and guidelines.

**Please note: The Subarea Land Use Policies do not provide direction for land uses outside of Subarea boundaries. Please refer to the Conceptual Land Use Map, the Major Streets Land Use Policies, and other policy elements related to land that is outside of Subarea boundaries.**

**SUBAREA 1:** This Subarea is bounded on the west by Rodeo Park and commercially zoned parcels; on the south by industrial uses; on the north by industrial uses; and on the east by the railroad right-of-way. This Subarea is currently developed with single-family residences. It is the only pocket of residential uses remaining in the area between Irvington Road, Nogales Highway, and the railroad right-of-way. This location offers some advantages, such as nearby park facilities and employment opportunities. However, residents also face drawbacks, including noise from the railroad tracks and Nogales Highway, and sharing access to the subdivision with commercial and industrial traffic.

- Policy 1. Protect the viability of this residential area by encouraging residents and property owners to maintain and upgrade their property.
- Policy 2. Encourage residents to be actively involved with the local neighborhood association, which can assist the residents in voicing the need to address issues such as noise and traffic.
- Policy 3. Consider an orderly transition to commercial or industrial uses at such time that residential uses are no longer viable in this Subarea. Such a transition may be appropriate if non-residential uses provide appropriate buffers for remaining residential uses (see Design Guideline section). Traffic, noise, pollution, and other issues that may impact nearby residential uses must be addressed in a zoning application in order to comply with this policy.

**SUBAREA 2:** This Subarea is located on the north side of Drexel Road between Missiondale Road and Nogales Highway, and is currently vacant. The Sunnyside Unified School District has plans to use the land in this subarea for a future high-school site. Issues

of concern for such a school site would include the power lines that run along the south boundary of the site and noise from Tucson International Airport. Since the site falls just outside the high-noise contours, it would not be eligible for noise mitigation measures provided by the Tucson Airport Authority. There is a public concern that the safety of the water may be an issue in this area. Environmental problems related with this area may be issues for the development of a school.

- Policy 1. Consider a school site design, if it includes adequate parking, circulation, and drop-off areas. As part of the school site design, consider requests to close 6<sup>th</sup> Avenue in this Subarea if traffic studies show that area traffic, including that generated by existing developments and the proposed school, can be accommodated within the remaining street network without significantly increasing congestion.
- Policy 2. Consider office and commercial uses along the frontage of Nogales Highway, and low-density residential uses in the remainder of the Subarea, as an alternative to a school site.
- Policy 3. Encourage developers to use appropriate noise-mitigation techniques when constructing new educational and/or residential structures to minimize the effects of noise on the education process and/or quality of life.
- Policy 4. Encourage developers to work with Tucson Electric Power (TEP) to address the issue of the power lines that run along the south boundary of the Subarea.
- Policy 5. Require an environmental assessment, including groundwater testing, completed by qualified professionals prior to construction of educational facilities.

**SUBAREA 3:** This Subarea, located at the northeast corner of Liberty Avenue and Utah Street, is the site of the former Liberty School, which is now in use as a clinic and neighborhood center. This Subarea lies within an area zoned R-2, though most of the existing neighborhood is built out as single-family residences.

- Policy 1. Support continued use as a clinic and neighborhood center.
- Policy 2. If the clinic/neighborhood center use is discontinued, support integration of the site with El Pueblo Neighborhood Center for use as a recreation area with ball courts or other facilities.

Policy 3. Support single family residential uses on this site if it can be demonstrated that continued use as a clinic/neighborhood center or recreational facility is not feasible. Residential uses should be compatible with the existing neighborhood.

**SUBAREA 4:** This Subarea is located along Nebraska Street from the alignment of 11<sup>th</sup> Avenue to 9<sup>th</sup> Avenue. In this Subarea, parcels with frontage along Nebraska Street are zoned C-2. This zoning allows outdoor storage and display, automotive repair, and alcoholic beverage service. The general issues of the area focus on the location of commercial zoning along a local street in a residential neighborhood and in proximity to several schools. Development of these parcels for commercial uses, particularly those that are very intensive, could lead to an increase in traffic, noise, and other disturbances resulting in loss of residential viability within the neighborhood.

Policy 1. Support low-density residential uses along the frontage of Nebraska Street.

Policy 2. Encourage down-zoning of commercially-zoned parcels. Although down-zoning to low-density residential zoning is preferred, consider other lower-intensity residential or non-residential zones if the development is sensitive to surrounding residential uses and is in compliance with the applicable policies and design guidelines within the *Plan*.

**SUBAREA 5:** This Subarea is bounded by Bilby Road and the Airport Wash on the north, Nogales Highway on the east, Valencia Road on the south, and Missiondale Road on the west. This area lies entirely within Noise Control District 65 (NCD-65) of the Airport Environs Zone (AEZ), and a large swath of this area is covered by Noise Control District 70 (NCD-70). High noise exposure affects speech by disrupting conversation, causes loss of information in the teaching process, and interferes with sleep. These Noise Control Districts require that new residential structures within their boundaries be insulated for noise. Day care and school uses are restricted, as high levels of noise are considered detrimental to the learning process. Some examples of compatible land uses are industrial, warehousing, commercial, and open space.

Zoning in this Subarea is relatively intense, consisting mostly of R-2 and commercial zoning. Land uses include single and multi-family residential uses, mobile homes, commercial uses, and vacant land. This Subarea is under a considerable amount of stress due to airport-associated noise. Many parts of the Subarea are nearing the end of their viability for residential uses and policy supports transition to non-residential uses, while providing appropriate buffering for remaining residential uses.

Policy 1. Discourage new residential development in this Subarea and consider an orderly transition to office, commercial, and park industrial uses, provided the following criteria can be met:

- a. The policies and regulations of the *Airport Environs Plan* and the the Airport Environs Zone are complied with.
- b. A downward transition of land use intensities moving westward from 6<sup>th</sup> Avenue alignment and moving northward from the Vivian Drive alignment extension line.
- c. When adjacent to existing residential uses, compatibility of non-residential uses can be demonstrated through the utilization of design elements, such as; restricted hours of operation, screened or covered storage, noise buffers, additional landscaping, and special air pollution controls.

Policy 2. Encourage nonconforming uses within the Subarea to come into conformance with current regulations in regards to land use, parking, maneuvering, and buffering.

Policy 3. Encourage development along Valencia Road, which is a Gateway Route, to include an enhanced streetscape design in keeping with the character of the roadway. Within this Subarea, outdoor storage and display areas, including screened storage areas, should only be permitted if they are not visible from the right-of-way of Valencia Road.

Policy 4. Explore options for creating a masterplan to guide redevelopment for this Subarea. The masterplan should take into account the diverse zoning categories and land uses; the effects of airport-related noise; the presence of residential uses within and along the boundaries of the Subarea; the need for enhanced and unified streetscape design, and other issues as appropriate.

**SUBAREA 6:** This Subarea is bounded by Valencia Road on the north; 6<sup>th</sup> Avenue and the east boundary of the proposed park site on the west; Aragon Road and Elvira Road on the south; and Nogales Highway on the east. Valencia Road is designated a Gateway Route on the *Major Streets and Routes Plan*. This Subarea has a wide range of zoning, including large pockets of residential and industrial zoning. The northeast portion of the Subarea lies within the Noise Control Districts and the Compatible Use Zones of the Airport Environs Zone.

Because much of this Subarea is vacant and within the high noise exposure area, it presents the opportunity to establish a cohesive employment center with park industrial, office, and/or commercial uses. There is also opportunity for individual non-residential uses, though an employment center is preferable because it would present the chance to plan the area as a single development. Enhanced streetscape design along Valencia Road is particularly appropriate, due to its designation as a Gateway Route. Some residential uses have been developed in the southeast portion of the Subarea, creating the need for sensitive development of non-residential uses.

Policy 1. Promote the development of a cohesive employment center consisting of office, commercial, and/or park industrial uses, if it can be demonstrated that:

- a. the policies and regulations of the *Airport Environs Plan* and the Airport Environs Zone are complied with, particularly those policies and regulations that relate to concentrations of population;
- b. an enhanced and unified streetscape design will be employed along the 6<sup>th</sup> Avenue, Valencia Road, and Nogales Highway frontages; and
- c. adjacent residential uses will be appropriately buffered.

Policy 2. Support office, commercial, and/or park industrial uses in the event that a cohesive employment center is not developed in this Subarea. Consider industrial uses in the portion of the Subarea bounded by Lerdo Road on the north, Nogales Highway on the east, Medina Road on the south, and the Geronimo Avenue alignment extension on the west, provided that the industrial uses are clean and non-polluting, can demonstrate compliance with the City's noise ordinance, and can ensure that lower-intensity uses will be appropriately buffered.

Policy 3. Encourage a downward transition of land use intensities moving westward from the Geronimo Avenue alignment and moving southward from Medina Road.

Policy 4. Ensure that all non-residential uses in this Subarea direct associated traffic away from the residential neighborhoods, and toward Nogales Highway and Valencia Road.

Policy 5. Encourage development along Valencia Road to provide an enhanced streetscape design in keeping with the character of the Gateway Route. Within this Subarea, outdoor storage and display areas, including screened storage areas, should not be permitted only if they are visible from the right-of-way of Valencia Road.

Policy 6. Ensure that, in addition to complying with appropriate Design Guidelines, the following criteria are taken into account for non-residential uses adjacent to residential uses:

- a. Noise-generating uses, including but not limited to trash enclosures, loading zones, and outdoor mechanical equipment, should be located a minimum of one hundred feet from the property lines of residential uses; and
- b. Outdoor storage areas should be located a minimum of seventy-five feet from the property lines of residential uses, and should be enclosed by a masonry wall. The heights of any stored materials should not exceed the height of the enclosing wall.

**SUBAREA 7:** This Subarea consists of the parcels bounded by Nogales Highway on the east; the current O-3 zone boundary line on the west; Elvira Road on the north; and Los Reales Road on the south. Current zoning on these parcels is O-3, C-1, and C-2. Most parcels in this Subarea are vacant or developed with residential uses. Nogales Highway has a large right-of-way, and has been established as one of the more intense roadways within the *Plan* area, and therefore presents the opportunity for relatively intense office and commercial development along its frontage.

Buffering is necessary to protect remaining residential uses. Structure height and land use intensity should decrease toward the west boundary of the Subarea, where residential uses are located. Developers of parcels adjacent to residential zones or uses should be aware of concerns associated with the residential interface. These concerns focus on ensuring that site design provides maximum protection to the residential site regardless of whether the structure, parking area, or other element is located immediately adjacent to the residence.

- Policy 1. Support office and commercial uses on parcels within this Subarea along the Nogales Highway frontage.
- Policy 2. Consider allowing expansion of commercial uses onto parcels that do not have frontage on Nogales Highway if the proposal complies with applicable *Plan* policies and the Design Guidelines and if at least fifty percent of the residential parcel is used for landscaping, parking and maneuvering. The parking area should be limited to required automobile parking, and should not include parking areas for commercial vehicles or fleets, vehicle storage areas, or other commercial uses. Landscape borders adjacent to residential areas should include a minimum six-foot (6) tall masonry wall and canopy trees no greater than twenty-five feet apart.
- Policy 3. Consider office uses as an alternative to commercial expansion on parcels that do not have frontage on Nogales Highway.
- Policy 4. Ensure that non-residential uses in this Subarea comply with the Design Guidelines and incorporate buffering techniques to ensure the continued viability of adjacent residential uses.

**SUBAREA 8:** This Subarea is bounded by the O-3 zone boundary line on the east; Elvira Road on the north; the Geronimo Avenue alignment on the west; and Los Reales Road on the south. The parcel that is owned by Sunnyside Unified School District and is associated with Challenger School is excluded from this Subarea. The current zoning of this Subarea is R-2. Although the R-2 zoning extends west of the Subarea, most of the parcels to the west have been built out at lower densities. The large, vacant parcels within this Subarea present an opportunity to provide area housing while buffering the established neighborhoods from future non-residential development. This Subarea is characterized by a lack of north-south access.

- Policy 1. Support medium-density residential uses.
- Policy 2. Encourage developers to consider local traffic patterns when designing new developments, to ensure that local streets will not become overloaded with traffic due to the lack of north-south access in the neighborhood.

**SUBAREA 9:** This Subarea is bounded by Nevada Street on the north, Nebraska Street on the south, 11<sup>th</sup> Avenue on the east, and 13<sup>th</sup> Avenue on the west. Within the *Plan* area, improvements to 12<sup>th</sup> Avenue are in the construction phase from Valencia Road to Drexel Road, and are in the planning phase from Los Reales Road to Valencia Road, and from Drexel Road to Irvington Road. North of Nebraska Street, the 12<sup>th</sup> Avenue right-of-way narrows considerably. The commercially zoned parcels on either side of 12<sup>th</sup> Avenue are relatively small, and in many cases are characterized by a lack of parking areas.

The proposed widening of the roadway in this area presents the opportunity to evaluate the current situation and determine what changes are necessary. There are several possible alignment options: to acquire the necessary right-of-way equally on each side of the street, or to acquire the needed right-of-way from either side of the street, while maintaining the current curb location on the opposite side. The following policies address the proposed improvements and the associated land use changes. For additional policies relating to the improvements of 12<sup>th</sup> Avenue, please refer to the Transportation Policies.

- Policy 1. Support medium-density residential, office, and neighborhood level commercial uses on the 12<sup>th</sup> Avenue frontage and low-density residential uses on the 11<sup>th</sup> Avenue and 13<sup>th</sup> Avenue frontages.
- Policy 2. Support the consolidation of parcels and the removal of some structures in a north-south direction on the 12<sup>th</sup> Avenue frontages to ensure adequate space for parking and buffering for adjacent residential uses.
- Policy 3. Encourage nonconforming uses on the 12<sup>th</sup> Avenue frontage to come into conformance with current regulations in regards to land use, parking, maneuvering, and buffering.
- Policy 4. Recommend that all additional right-of-way needed for 12<sup>th</sup> Avenue improvements be acquired from the east side of the street.
- Policy 5. If it is determined that additional right-of-way for 12<sup>th</sup> Avenue improvements is to be obtained from the east side of the street, consider expansion of medium-density residential, office, neighborhood level commercial, and parking uses onto parcels with frontage on 11<sup>th</sup> Avenue if appropriate buffering is provided for adjacent and nearby residential uses. Vehicular access to 11<sup>th</sup> Avenue should be prohibited for non-residential uses.

- Policy 6. If it is determined that additional right-of-way for 12<sup>th</sup> Avenue improvements should be obtained from both the east and west sides of the 12<sup>th</sup> Avenue centerline, consider expansion of medium-density residential, office, neighborhood level commercial, and parking uses onto parcels with frontage on 11<sup>th</sup> Avenue and 13<sup>th</sup> Avenue if appropriate buffering is provided for adjacent and nearby residential uses. Vehicular access to 11<sup>th</sup> Avenue and 13<sup>th</sup> Avenue should be prohibited for non-residential uses.
- Policy 7. If it is determined that additional right-of-way for 12<sup>th</sup> Avenue improvements should be obtained from the west side of the 12<sup>th</sup> Avenue centerline, consider expansion of medium-density residential, office, neighborhood level commercial, and parking uses onto parcels with frontage on 11<sup>th</sup> Avenue if appropriate buffering is provided for adjacent and nearby residential uses. Vehicular access to 11<sup>th</sup> Avenue should be prohibited for non-residential uses.

### III. PARKS, RECREATION, OPEN SPACE, PUBLIC AND SEMI-PUBLIC LANDS POLICIES

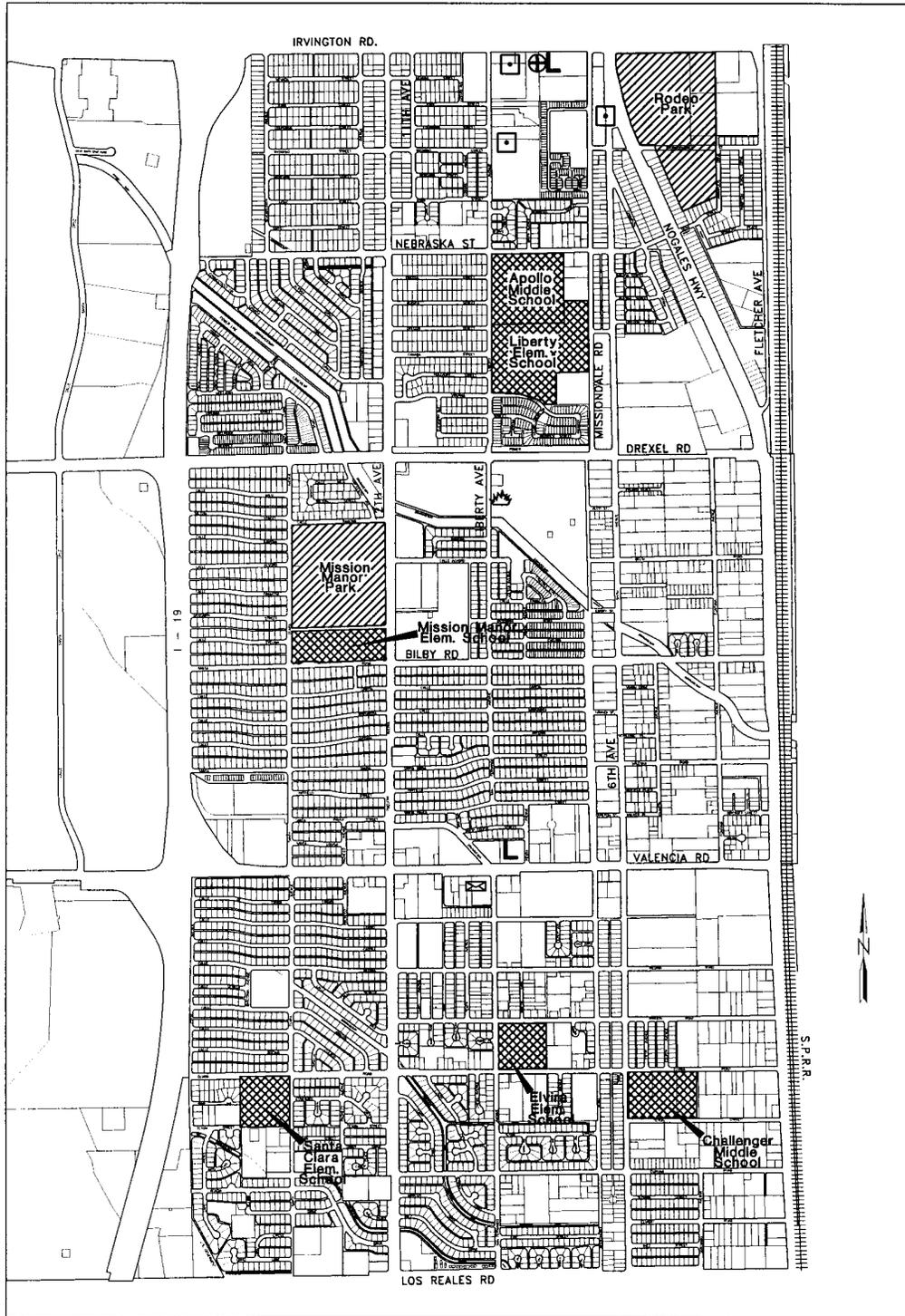
**Parks, Recreation and Open Space Policies Background:** The planning area contains twelve percent public and semi-public land, including parks, washes, and other miscellaneous uses. This percentage is the same as the citywide percentage. Many of these public land uses currently offer, or present the opportunity for, recreational and open space areas. Current public facilities in the area include El Pueblo Neighborhood Center, Fiesta Park, Rodeo Park, Mission Manor Park, Valencia Library, and the public schools in the area. Semi-public uses include uses such as churches and public service agencies (see Public and Semi-Public Facilities Map).

Several of the area washes currently present problems for adjoining neighborhoods, such as litter and crime. Part of the reason for these problems is that neighbors tend to feel no ownership of the washes and may see them as nuisances because of the problems associated with them. Many of the washes are bordered by rear walls of residential development and have no “eyes” on them. The washes present the opportunity to create an asset out of something that many residents now consider a liability (see Washes Map).

**Intent Statement:** The Parks, Recreation, and Open Space Policies support the development of parks and recreational facilities within the *Plan* area to provide neighborhood residents gathering places for recreational opportunities. These policies also support a transition from liability to asset for appropriate washes in the *Plan* area.

- Policy 1. Promote development of new recreational opportunities within the *Plan* area.
- a. Work with the Parks and Recreation Department to develop additional parks, for example as specified in Subarea 3.
  - b. Work with area schools on the possible use of school sites as recreational areas.
  - c. Work with Parks and Recreation Department to identify additional sites near residential areas. New parks should have safe and convenient vehicular, bicycle, and pedestrian access, and should include a network of pocket parks throughout the area.

Policy 2. Promote the development of neighborhood parks when the following criteria regarding the park design can be met:



**12th Avenue /  
Valencia Road**

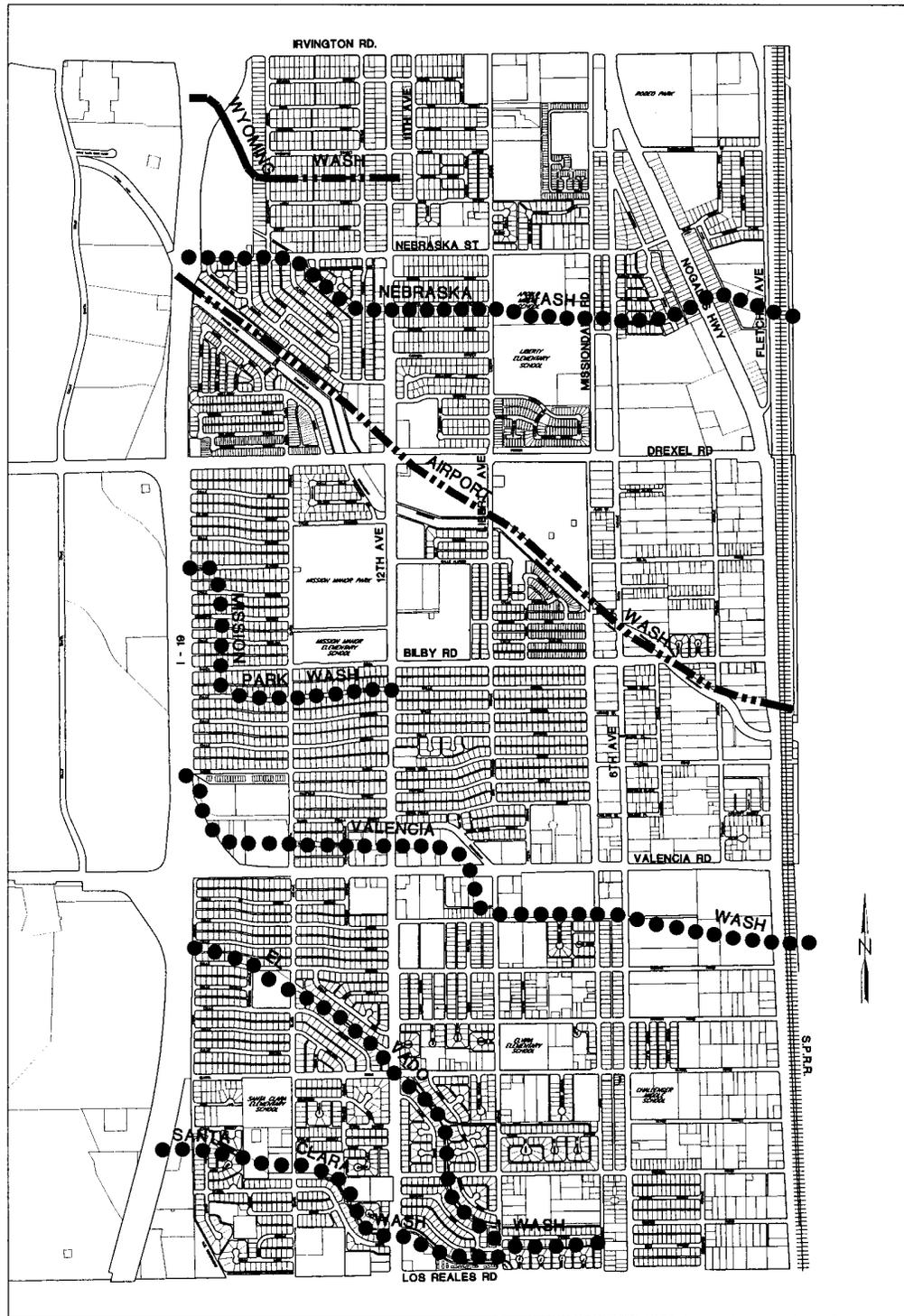
**Public and  
Semi-Public  
Facilities**

**Legend**

	Parks		Library
	Schools		Med. Facilities
	Misc. Facilities		Fire Stations
	Post Offices		

**Tucson  
Planning  
Department**

**Miles**



12th Avenue/  
Valencia Road  
Area Plan

Washes

**Legend**

--- WASH Ordinance Wash

●●● Undesignated Wash

Tucson  
Planning  
Department

Miles

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- a. Neighborhood input will be taken into account during the design phase to ensure that proposed improvements are appropriate and will meet the recreational needs of the area's residents;
- b. Playing fields and other outdoor uses that may generate noise will be clustered toward the center of the new park to minimize disturbance to surrounding residences; and
- c. Carefully designed pedestrian crossings will be installed between the park site and residential areas to ensure the public's safety.

Policy 3. Encourage the establishment of recreational areas within new residential development for owners, tenants and employees.

Policy 4. Promote linear corridors of open space and recreational areas along washes within the area through the coordination of opens space acquisition and flood control/floodplain management efforts.

- a. Encourage cooperation among the City of Tucson, Pima County, state and federal agencies, private entities, and individual citizens in the acquisition, management, and conservation of open space resources associated with *Plan* area washes.
- b. Conduct an Open Space/Basin Management study to:
  - i. determine the development capability of vacant properties along or near drainageways, and identify alternative flood control/ floodplain management solutions to flooding hazards;
  - ii. link flood control/floodplain management solutions to recreation and open space opportunities;
  - iii. design linear paths and passive recreation features along area washes, such as continuous walking and bicycle paths with safe pedestrian and bike crossings at roadways;
  - iv. preserve the natural wash vegetation;
  - v. prepare a landscape plan to include native and drought resistant vegetation;
  - vi. prepare a maintenance program involving City departments and neighborhood residents in removing debris without altering wash appearance;

- vii. coordinate a security program which may include police patrol along the washes; and
- viii. include neighborhood participation in the development of such linear open space/recreation areas.

Policy 5. Promote the acquisition of open space along appropriate washes as funds become available.

- a. Promote the participation of area neighborhoods and the Parks and Recreation Department in determining the priority of washes to be funded for open space acquisition, and in determining the design of trails or other development to occur within the open space areas.
- b. Require dedication of the privately owned parcels within washes in all new development.
- c. Require an open space right-of-way dedication or easement from the top of the wash banks in all new development, and provide sufficient space for maintenance vehicle access.
- d. Consider the installation of landscaping along the banks of the washes to improve wash appearance and decrease flooding.
- e. Require that site design of new development along the washes complement the open space corridor and allow viewing of activity within and near the washes.

Policy 6. Encourage the continued use of public facilities for public uses.

Policy 7. Encourage public agencies to conduct an area needs assessment for parks, open space, and other public services prior to releasing publicly owned property.

Policy 8. Require that any released public facilities or real estate be developed for compatibility with surrounding uses and densities, and in compliance with applicable *Plan* policies and the Design Guidelines.

Policy 9. Promote the enforcement of the City's noise ordinance during events occurring at public and semi-public facilities.

## IV. TRANSPORTATION POLICIES

**Transportation Policies Background:** The *Major Streets & Routes Plan (MS&RP)* designates the following as arterial streets: 12<sup>th</sup> Avenue north of Valencia Road; Los Reales Road from Nogales Highway to 12<sup>th</sup> Avenue; Nogales Highway; Irvington Road; and Valencia Road. Collector streets include 6<sup>th</sup> Avenue; Bilby Road; Drexel Road; and 12<sup>th</sup> Avenue south of Valencia Road. Valencia Road is designated as a Gateway Route within the *Plan* area. Improvements to Valencia Road are planned in association with improvements at the Interstate 19 interchange.

Improvements to South 12<sup>th</sup> Avenue are ongoing. These improvements present the opportunity to enhance the area with bicycle routes, safe pedestrian walkways and crossings, and other amenities. North of Nebraska Street, the 12<sup>th</sup> Avenue right-of-way narrows considerably. The parcels along the frontage in this area, which are commercially zoned, are quite narrow. It is anticipated that widening the street will lead to disruption of access and parking areas for these businesses. Several options are available to address this issue. Widening 12<sup>th</sup> Avenue in both directions from the centerline would remove parking areas from businesses on both sides of the street. Additional parking could be added by closing streets, by removing structures to provide common parking areas, or by allowing the businesses to expand back into the neighborhood. Another option is to widen the street from one side, completely removing the businesses on that side to allow the businesses on the other side to operate with little change. If necessary, additional parking could be added using the techniques considered above.

The Xeriscape Landscaping and Screening Regulations adopted in December of 1990 by Mayor and Council provide upgraded landscaping standards for development throughout the City. In compliance with these regulations, new development is required to provide landscaping and buffering at a higher standard than in the past. The *Major Streets and Routes Map* depicts the major streets within the area and their future right-of-way requirements.

**Intent Statement:** These policies are intended to ensure the integration of new development and road improvements, ensure the safety of neighborhood residents, reduce traffic flow by discouraging through traffic, and to ensure that new development is responsive to the use of alternative modes of transportation.

- Policy 1. Evaluate the closure or downgrading of 6<sup>th</sup> Avenue, north of Drexel Road at the time of school site design, (See Subarea 2, Policy 1, for specifics).
- Policy 2. Los Reales between 12<sup>th</sup> Avenue and Nogales Highway from an arterial street to a collector street.
- Policy 3. Encourage the inclusion of a comprehensive land use and urban design component in future transportation roadway widening projects to ensure the continued viability and enhancement of the area impacted by the widening project.

- Policy 4. Provide an enhanced citizen input effort in the design and implementation of streetscape designs and neighborhood buffer treatments to complement the local environment and design requirements in adjoining *Plan* areas.
- Policy 5. Encourage well-designed roadway widening plans which will not require the street to be further widened in the future.
- Policy 6. Encourage the use of alternative modes of transportation.
- a. Provide safe pedestrian and bicycle routes which connect to employment, educational, commercial, and recreational destinations.
  - b. Encourage a pedestrian and bicycle circulation system within new development and provide on-site pedestrian and bicycle amenities.
  - c. Encourage developers to include bicycle and pedestrian linkages to adjacent developments and mass transit facilities.
  - d. Encourage provision of adequate public transit routes and facilities.
- Policy 7. Provide for safe and efficient vehicular access throughout the *Plan* area by designing proposed developments to:
- a. Direct traffic from higher-intensity uses away from residential areas and directly onto major streets, particularly Valencia Road and Nogales Highway.
  - b. Minimize the number of ingress/egress points onto major streets, and require that, where feasible, new or redeveloped non-residential uses integrate parking and access with adjacent non-residential uses.
  - c. Provide all required parking, loading, and vehicle maneuvering areas on-site and off the street.
  - d. Ensure that the traffic generated by new development will not overburden the street systems of the area.
- Policy 8. Provide safe and efficient pedestrian access throughout the *Plan* area.
- a. Provide pedestrian refuge areas as part of roadway improvements and within new development.
  - a. Require sidewalks in all new private and public development per the adopted sidewalk policy.

- c. Encourage control of vehicular speed on local and major streets where there are concentrations of pedestrian traffic.

Policy 9. Discourage the visual clutter caused by placing utility poles on both sides of the street with a crisscross of power lines over the street as streets are widened.

- a. The City Transportation Department and abutting property owners should work with utility companies for the placement of utilities underground.
- b. The City Transportation Department should work with utility companies for the placement of above ground utilities on one side of the street.

Policy 10. Develop a comprehensive land use and widening plan for South 12<sup>th</sup> Avenue that will maintain the viability of the adjoining residential neighborhoods and the existing commercial and office development through a combination of the following techniques. In all cases, appropriate buffering of residential uses will be accomplished through the implementation of the Subarea 9 Land Use Policies and the Design Guidelines.

- a. Select the right-of-way alignment option which minimizes the impact of right-of-way acquisition (this could mean taking all of the needed right-of-way from one side of South 12<sup>th</sup> Avenue or by taking part of the needed right-of-way from both sides of the street); and,
- b. Consider the selected closure of local streets where they intersect with South 12<sup>th</sup> Avenue to replace parking and maneuvering areas lost through right-of-way acquisition; and
- c. Consider the partial or total acquisition of certain commercial structures to replace parking and maneuvering areas lost through right-of-way acquisition.

Policy 11. Provide adequate access to all properties. Encourage improvement districts to be established to upgrade unimproved streets and alleys.

Policy 12. Encourage neighborhoods to investigate opportunities to redirect, discourage and/or calm through-traffic in residential areas, if approved by City Traffic Engineering. This might be accomplished through such means as:

- a. Calming and/or reduction of interior neighborhood traffic through the use of speed humps, raised intersections, raised crosswalks, landscaped bumpouts, chicanes, mini-medians or other geometric modifications;
- b. Limited four-way stops when traffic volumes warrant; and

- c. Local street closures within the framework of a traffic management system when parallel streets will not be unduly burdened by redirected traffic.

Policy 13. Improve pedestrian and bicycle facilities.

- a. Explore opportunities to better maintain existing sidewalks and to build additional sidewalks within the area;
- b. Work with SunTran to increase the number of shaded benches, trees, and shelters at key public transit stops, such as those at major intersections, activity centers, and employment centers. Explore opportunities for the placement of unique or artistic bus stops in the area;
- c. Encourage the development of additional bicycle routes with emphasis on a bicycle connection to the Santa Cruz River Park Trail; and
- d. Enhance the pedestrian and bicycle facilities, as funds become available, along Elvira, Missiondale, and Bilby Roads which are designated as Urban Trails in the *Parks, Recreation, Open Space and Trails (PROST) Plan*. Pedestrian and bicycle facilities along major streets that are not designated as Urban Trails by *PROST*, should also be enhanced as funds become available.

## V. COMMUNITY POLICIES

### A. HOUSING POLICIES

**Housing Background:** Based on 1990 census information, the *Plan* area covered about 2.8 percent of the City's total acreage, yet contained approximately 5.5 percent of the City's total housing units. These statistics show that there is higher than average housing development in this area. The ages of housing structures are comparable to those citywide: more than one half of the area's residential structures were built before 1970, and more than a quarter were built before 1960. The Neighborhood Stress Profile (see 12<sup>th</sup> Avenue - Valencia Road Inventory) indicates that housing stresses in this area include some crowded housing units, high rental rates, and relatively high homeownership costs.

The 12<sup>th</sup> Inventory information shows that nearly two-thirds of the housing units in the *Plan* area are owner-occupied, and about one-third are renter-occupied.

**Intent Statement:** The Housing Policies are intended to promote resident ownership, to preserve sound housing throughout the *Plan* area, and to provide guidance for programs to improve deteriorated housing structures.

- Policy 1. Encourage residents and property owners in the *Plan* area to support and participate in neighborhood associations and to ensure that association information on file with the Citizen and Neighborhood Services Office is up-to-date and accurate.
- Policy 2. Encourage registered neighborhood associations to explore means to obtain funds and assistance to upgrade housing in the area.
- Policy 3. Encourage registered neighborhood associations to minimize building rehabilitation costs by implementing a series of self-help programs for neighborhood property owners and residents by establishing a bank of surplus building materials, a tool library, and a bank of community labor which will facilitate donation of time and labor for assistance in upgrading deteriorating units.
- Policy 4. Encourage area neighborhood associations to explore the use of tenant-to-owner conversion to maximize resident ownership.
- Policy 5. Require that, if mobile home uses are discontinued, a relocation plan for mobile home residents shall be provided at the time of zoning application to ensure that residents are provided adequate time and relocation possibilities prior to development (see requirements of ARS 33-147601). This plan should address the expense of relocation for elderly, handicapped, and low-income residents.

## B. NEIGHBORHOOD CONSERVATION/ENHANCEMENT POLICIES

**Neighborhood Conservation/Enhancement Background:** The *Plan* area, like the City of Tucson, is bonded by a cultural and physical fabric that identifies the area for local residents, creating a sense of place and neighborhood. This section addresses those elements and identifies ways in which area neighborhoods can be improved while strengthening community fabric and preserving the positive qualities of the neighborhood that make the area special to those who live and work there.

**Intent Statement:** The Neighborhood Conservation/Enhancement Policies are intended to protect and enhance the particular residential character of established neighborhoods.

- Policy 1. Encourage the incorporation of neighborhood amenities, such as open space, recreational facilities, and public art, into development projects wherever feasible. Such amenities should be developed with input from local neighborhoods.
- Policy 2. Encourage neighborhood associations to coordinate volunteer efforts to upgrade landscaping in residential and commercial areas through means such as street-tree planting programs.
- Policy 3. Promote the involvement of residents by governmental entities in determining the types of public facilities to be located in the *Plan* area.
- Policy 4. Encourage neighborhood associations to establish Safe Kids programs to provide children with safe locations throughout the area.
- Policy 5. Encourage residents to organize community activities such as block parties, festivals, and educational programs, to strengthen the fabric of the community.
- Policy 6. Preserve design quality of residential areas through the following means:
  - a. Neighborhoods are encouraged to identify features such as building materials, colors, landscaping, and building design that, by repetition, characterize their area, and to establish a list of such unifying elements.
  - b. Neighborhood associations are encouraged to record, publicize, and disseminate to the public, potential developers, and the Planning Department the list of features characterizing their area which have been approved by the neighborhood association(s).
  - c. Neighborhoods are encouraged to explore the use of urban conservation districts or other mechanisms to ensure appropriate development in terms of character and appearance.

### C. NON-RESIDENTIAL COMMUNITY POLICIES

**Non-Residential Background:** Within the *Plan* area, non-residential uses such as offices, retail outlets, restaurants, and industrial uses, are found primarily along the major streets. In some cases, they are interspersed with residential uses. Many of the structures housing non-residential uses are in need of repairs and upgrades, such as upgrading electrical wiring and plumbing to current code, and renovating facades. The small family businesses that characterize the area often need assistance in funding these projects. When completed, projects such as these result in safer, more energy efficient structures and more attractive businesses. These changes can increase the value of the business and the property, and attract more customers.

This section identifies ways in which the need for assistance to the area's businesses can be addressed while strengthening community fabric and preserving the positive qualities of the neighborhood that make the area special to those who live and work there.

**Intent Statement:** The Non-Residential Policies are intended to encourage the maintenance and upgrading of non-residential structures in the area and to help ensure a healthy, growing business community in the area.

- Policy 1. Encourage local businesses to explore means to obtain funds and assistance for necessary maintenance and upgrade of structures and sites.
- Policy 2. Promote the establishment of a funding program similar to Back-to-Basics for businesses in the area.
- Policy 3. Encourage businesses to participate in the neighborhood associations in which they are located and to take part in neighborhood cleanups, labor and/or tool sharing programs, cultural events, and other projects that mutually benefit the neighborhood and the businesses.

## VI. DESIGN GUIDELINES

**Design Background:** Design can be the most important element in determining whether a development “fits” into a neighborhood in terms of appearance and compatibility. Architecture, site layout, signage, and other elements can contribute to the aesthetics and fabric of the community by providing an attractive environment that is sensitive to surrounding uses. The need for compatibility and sensitive design is generally determined by the uses adjacent to proposed development. Compatibility issues can be identified by working with adjacent property owners and neighborhood associations prior to the preparation of development plans.

Property owners/developers are encouraged to consult the *Design Guidelines Manual*, which was compiled by the Planning Department to help to implement *General Plan* policies. The *Manual* describes a variety of design techniques to improve land use compatibility, street and neighborhood character, and overall community design. Guidelines in the *Manual* are not regulations or development standards. They supplement *existing Land Use Code* and other City regulations, but do not supercede these adopted regulations or *Plan* policies. In the event of any conflicts between the policies or guidelines of the *12<sup>th</sup> Avenue - Valencia Road Area Plan* and *Manual* guidelines, the *Plan* policies or guidelines take precedence.

**Intent Statement:** The Design Guidelines are intended to ensure that development is designed in a manner that enhances the visual appearance of the area, and that such development is compatible with existing land uses. The guidelines identify elements that should be addressed in plan development, and suggest methods of implementation. They are designed to be used in various combinations, depending on the proposed development, the adjacent uses, and the existing site conditions.

### A. GENERAL SITE DESIGN

Guideline 1. Design development to be child-friendly, especially in public, commercial, and industrial land uses. Examples of child-friendly design elements include, but are not limited to:

- High visibility of play areas and other areas that tend to be well-used by children
- Safe, well-marked, high visibility pedestrian crossings
- Use of public art that is sturdy, visually interesting, and “hands-on”

Guideline 2. Install new and existing power lines underground where possible.

- Guideline 3. Design a well-defined pedestrian system linking adjacent uses, connecting to the public sidewalk system, offering convenient access to transit facilities, and providing secure bicycle parking facilities, as an integral component of development.
- Guideline 4. Orient development so as to take advantage of solar energy and integrate solar technology into the design.
- Guideline 5. Design any development that will be adjacent to lower intensity uses to have similar spatial, mass, scale, and height elements to harmonize with surrounding residential and nonresidential uses.
- Guideline 6. Locate balconies and upper story windows away from adjacent residential uses and residentially zoned property, so as to protect their privacy.
- Guideline 7. Shield all outdoor lighting and direct away from adjacent residential uses and public roadways. Lighting fixtures should be as low in elevation as possible. Reflection of light should be minimized to protect residences and the viability of observatories in and around Tucson.
- Guideline 8. Design development so as to provide view corridors to mountain peaks from at least one vantage point on adjacent properties, where feasible.
- Guideline 9. Design signs to be compatible with the landscape plan and reflect the architectural style or theme of the proposed development. Eliminate nonconforming signs in new or expanded development and redevelopment.
- Guideline 10. Incorporate pedestrian-scale art, such as murals, sculptures, and public spaces, into the design of the site.
- Guideline 11. Design structures so that the rear and sides of buildings are attractive and/or consistent with the facades where the side or rear portion of the building will abut residentially zoned land or land used for residential purposes.
- Guideline 12. Utilize exterior building colors that are predominant in the natural desert landscape, in nonresidential development.
- Guideline 13. Design development with interconnections between and among land uses. This can be accomplished by providing vehicular and pedestrian access between adjacent uses, integrating circulation, and reducing the number of vehicular curb cuts along the street.

Guideline 14. Concentrate office and commercial structures toward the street frontages when adjacent to residential uses or zoning.

Guideline 15. Design office and commercial development so that the setback from the principal building(s) to the property lines of adjacent residential use or zoning is a minimum of one and one half times the principal building height.

Guideline 16. Achieve direct and efficient circulation in new subdivisions by the following techniques:

- Limit loop roads and cul-de-sacs unless they are necessary to avoid wash or ridge crossings
- Utilize grid or modified grid patterns to create direct routes to surrounding developments
- Connect new local streets with existing local streets and arterials
- Install speed humps and other traffic calming techniques to promote street safety and discourage non-local through traffic

Guideline 17. Add visual interest and character to the streetscape to increase the overall appeal of the development and to create a sense of uniqueness.

- Lot size
- Building footprint
- Building orientation
- Setbacks
- Orientation of garages and porches

Guideline 18. Add character to new residential subdivisions by de-emphasizing garages and accessory buildings, and by orienting porches, doors, and windows to the street.

- Integrate garages and accessory buildings into the overall architectural design
- Avoid prominent and repetitious placement of garages
- Utilize side or rear garage access
- Utilize shared driveways among clustered units
- Install front porches to put “eyes on the street”

Guideline 19. Visually harmonize nonresidential or higher density residential developments with adjacent residential neighborhoods by use of the following techniques:

- Integrate architectural elements from the neighborhoods into the visual vocabulary of the development
- Utilize similar colors, details, and finish materials as those in the adjacent neighborhood
- Utilize building massing that expresses the neighborhood scale, especially along edges and streetscapes

## **B. FREESTANDING WALLS**

Guideline 1. Install perimeter walls in developments that are adjacent to existing lower intensity uses. Design walls to enhance developments and complement existing, adjacent uses, such as a six-foot masonry wall along the frontage of residential streets where non-residential uses abut residential streets, as appropriate.

Guideline 2. Utilize decorative materials (such as tile, stone, or brick), coarse textured covering materials (such as stucco or plaster), colors that are predominant in the natural desert landscape, or a combination of these techniques.

Guideline 3. Along interior property lines, soften the visual impact of any wall greater than 75 feet in length and 3 feet in height, using one or more of the following techniques:

- Plant canopy trees which are proportional in scale to the height of the proposed wall at least every 25 feet along the wall
- Use two or more materials or a visually interesting design pattern on the proposed wall

Guideline 4. Along street frontages, soften the visual impact of any wall greater than 75 feet in length and 3 feet in height, using one or more of the following techniques:

- Vary the wall alignment (jog, curve, notch, or setback, etc.), and, on the street side of the wall, plant trees and shrubs in the voids created by the variations
- Plant trees and/or shrubs, which are proportional in scale to the height of the proposed wall, at least every 25 feet on the street side of the wall
- Use two or more materials or a visually interesting design pattern, which will be visible from the street, on the proposed wall

- Guideline 5. Plant thorny vegetation along walls, and the use of anti-graffiti products on walls, to limit the impact of graffiti.
- Guideline 6. Design masonry walls in such a manner that they will not impede storm water runoff.

### **C. PARKING AND OUTDOOR STORAGE**

- Guideline 1. Locate uses which will produce odor, visual, noise, or other negative impacts, away from adjacent residential uses and/or residentially zoned property. Generally, a distance of at least fifty feet from the residential property is appropriate. Such uses should also be buffered with landscaping and a minimum six-foot-high masonry wall, and should be visually integrated with the design and materials of the principal structure for maximum buffering and compatibility. This guideline applies to, but is not limited to, uses such as loading zones, dumpsters, storage areas, utility equipment, water-pumping stations, outdoor mechanical equipment, outdoor mechanical equipment use areas, loudspeakers, and guard dogs.
- Guideline 2. Design development so that all parking, loading, and vehicle maneuvering occurs on site.
- Guideline 3. Plant evenly dispersed canopy trees within parking areas to provide shade and reduce “heat island” effects.
- Guideline 4. Minimize impact of vehicular traffic on residential neighborhoods through the following:
- Redirect existing through-traffic onto major streets
  - Lay out streets in new residential areas in a modified grid pattern, where appropriate, to avoid creating nuisance shortcuts
  - Provide minimum street widths appropriate for the neighborhood traffic
  - Reduce the perceived width of existing neighborhood streets by using circles, landscaped bumpouts, tree plantings, etc.
- Guideline 5. Design vehicular access points to minimize interruptions to arterial traffic flow by limiting the number of vehicular access points, locate access points at optimum positions as determined by Traffic Engineering, and by consolidating or eliminating excess curb cuts.

## **D. LANDSCAPING**

- Guideline 1. Plant a balanced mix of drought-tolerant canopy trees, understory shrubs, and groundcover of similar form and scale to existing vegetation in the area, especially along major street frontages. Placement of trees should provide shade to pedestrian areas and bus stops whenever possible. Locate plants, such as thorny cacti which may present a hazard to pedestrians, away from the edge of walkways.
- Guideline 2. Utilize accent plants at the intersections of major streets and for primary entry areas of development.
- Guideline 3. Incorporate water-harvesting techniques into the landscape irrigation design.
- Guideline 4. Provide low-maintenance and drought-tolerant vegetation for new development.

## **E. DEFENSIBLE SPACE**

- Guideline 1. Utilize landscaped areas, curbs and sidewalks to define public, semi-public, and private areas.
- Guideline 2. Utilize screening which allows visibility and surveillance of the development and/or which creates an effective barrier around the property.
- Guideline 3. Utilize plant material in areas adjacent to doors and windows. Plants should be of such height (e.g. less than 30 inches or with a greater than six-foot canopy) to retain visibility of building openings from the street or from other development. Where possible, thorny or spiny plant material should be utilized.
- Guideline 4. Define areas of influence through the use of design elements such as walls, fences, changes in level or grade, lighting, color, or changes in paving texture.
- Guideline 5. Locate building entryways so they are visible from other buildings. Locate unit entryways so that they are visible from other units.
- Guideline 6. Design entryways to provide users with a view from their unit into the corridor that serves them.
- Guideline 7. Install vandal-resistant lighting in corridors and at doorways and windows.
- Guideline 8. Design stairways to serve a minimum number of units in multistory developments.

- Guideline 9. Design each unit with an area of responsibility that extends beyond the entryway, with features such as
- Use of amenities and distinctive design elements that extend the private space of individual units into landings and corridors
  - Dispersal and symbolic designation of development amenities to certain units or clusters of units
  - Location of children's play areas and other outdoor recreation areas in the center of the development so that they are visible from a maximum number of units, and so noise impact to adjacent properties is minimized

## **F. ARCHITECTURAL ELEMENTS**

- Guideline 1. Design development with setbacks and a transition of heights and/or densities adjacent to less intense uses, unless other mitigation measures provide adequate buffering.
- Guideline 2. Design or locate balconies and windows to protect the privacy of adjacent residential development.
- Guideline 3. Transition building heights downward from the arterial street frontage toward adjacent residential uses to be compatible with adjacent buildings.
- Guideline 4. Vary rooflines to provide view corridors to mountain peaks from at least one point from adjacent development, where appropriate.
- Guideline 5. Design signs to be compatible with the landscape plan and reflect the architectural style or theme of the proposed development.

## **G. OPEN SPACE AND COMMON AREAS**

- Guideline 1. Establish and maintain key intersections as civic open space for pedestrian gathering areas, and as landmarks which help define City districts, establish corridor continuity, contribute to the positive image of the City, and provide for effective sight distances to allow for public safety.
- Guideline 2. Design newly installed or modified intersections (e.g., where intersection widening occurs) so as to incorporate several of the following:
- Design the right-of-way with sufficient space to accommodate landscaping enhancements
  - Utilize a landscape palette for corridors and/or districts which provide a distinctive appearance and continuity within the designated area

- Ensuring that a corner cut-off space is provided which gives a minimum visual clear zone of at least 15 feet along each face of the intersection
- Install pedestrian amenities such as a shaded plaza area and generous walkways
- Design intersection location, size, type, materials, and color to provide a distinctive accent in character with the surroundings
- Locate public art in intersection areas where major projects or neighborhoods are adjacent to the intersection
- Utilize simple logos for use in intersection improvement areas which symbolize entry to districts or major corridors
- Apply these intersection guidelines at major entrances to development projects so that the entries contribute to repeated themes within a district or corridor

Guideline 3. Utilize detention/retention basins for open space use and as additional recreational amenities by grading the site to complement proposed uses; preserving plants in-place or salvaging and revegetating the basin; and/or providing for safe and convenient access.

Guideline 4. Create open space opportunities and harmonious transitions to adjacent developments by clustering development to allow greater open space at the perimeter, or by orienting elements which occur on two or more adjacent developments closer together so more integrated or usable open space is created.

## **H. ALTERNATIVE TRAVEL MODES**

Guideline 1. Provide for alternative travel modes in future road improvement projects. These modes include pedestrian, transit, bicycle, and equestrian where appropriate.

Guideline 2. Enhance alternative travel modes through the following improvements:

- Utilize traffic calming measures, such as changing pavement materials, to reduce vehicle speed on streets where there are pedestrian concentrations
- Reduce the number of vehicle lanes when warranted by traffic counts where the pavement area could be used for additional landscaped pedestrian areas, sidewalk extensions at corners, mid-block crossings, additional parking, and on-street bicycle parking
- Install widened/marked bicycle paths, pedestrian walkways, shaded transit shelters, and “Park and Ride” lots along arterial streets
- Install bridle trails and equestrian crossings on roads designated for priority equestrian use

- Install signal lights or other crossing techniques where major bicycle routes cross major streets or otherwise mitigate bicycle/vehicle conflicts.
- Install lighting for safety on major bicycle routes, including the use of landscape accent lighting and low pressure sodium lighting where appropriate

Guideline 3. Provide pedestrian access to new developments by designing convenient points of access at the perimeter wall of new development. Location and design of pedestrian access should take into account defensible space considerations.

Guideline 4. Provide convenient and inviting pedestrian access from the surrounding neighborhood to new developments by placing pedestrian breaks in walls greater than 75 feet in length and by making access safe and inviting with gateway design, landscape treatment, and security lighting.

Guideline 5. Design activity centers for safe and unobstructed pedestrian circulation especially near street frontages. Locate potential obstructions, such as utility boxes, meters, and backflow preventers, underground through the provision of incentives. As an alternative, locate such devices close to buildings and away from street frontages to allow direct pedestrian movement from on-street parking to the sidewalk and safe movement along walkways and sidewalks.

Guideline 6. Design development with vehicle-free pedestrian connections for easier use and movement, through the use of techniques such as providing pedestrian connections through mixed-use areas and activity centers and separation between parking and pedestrian circulation, and by including vehicle-free pedestrian areas along local streets, in parking lots, and in common activity areas.

## VII. *PLAN* ADMINISTRATION GUIDELINES

**Plan Administration Background:** Some subdivision plats, acreage plots, and separate parcels of land incorporate private covenants and other private deed restrictions. While private deed restrictions are not enforced by the City of Tucson and do not influence action related to approvals and decisions on zoning applications, many of the neighborhood associations diligently enforce them. Developers should inform themselves of whether such private deed restrictions exist because they may affect/influence parcel development or use of the property.

On occasion, applications are submitted for variances from the *Land Use Code*, Substitution of Nonconforming Use, Temporary Use, or Special Exception permits. Although the *Land Use Code* requires notification of adjacent residents, these applications are not subject to *Plan* compliance requirements under State statutes. However, when an application is submitted, the Planning Department will refer to *Plan* policies to formulate its position on these applications. Based on whether the application complies with the intent of the applicable *Plan* policies, the Planning Department may not support the request, support it as requested, or support the request with added conditions that make the variance more palatable.

**Intent Statement:** These guidelines are intended to identify the responsibilities of the City of Tucson Planning Department, Citizen and Neighborhood Services Office, developers, and the neighborhood association(s) and representatives in the *Plan* implementation process.

Guideline 1. Provide for citizen input in the *Plan* implementation process.

- a. Rezoning applicants are required to notify and offer to meet with affected neighborhood association(s) and adjacent property owners regarding rezoning requests prior to submittal of the rezoning application (*LUC* Section 5.4.5.2). In more complex rezoning requests, staff encourages rezoning applicants to offer to hold additional informational meetings with the affected neighborhood association(s) and adjacent property owners as necessary to further explain or clarify the rezoning proposal.
- b. When a change of condition(s) or concept plan is requested for a rezoning, the Planning Department will schedule the request for public hearing before Mayor and Council when one or more of the following changes has the potential to negatively impact surrounding property owners: significant increases in the intensity of the development changes in traffic patterns; substantial increases in the height or mass of buildings; significant increases in the height or intensity of security lighting; expansion into or relocation of proposed open space or undisturbed natural areas; and expanded hours of operation.

- c. Prior to formalizing a development plan, encourage developers/builders to notify and offer to meet with affected neighborhood association(s) and property owners for the purposes of obtaining input and recommendation.
- d. Continue to encourage neighborhood associations within the planning area to maintain up-to-date records of association representatives with the City's Citizen and Neighborhood Services Office.

Guideline 2. Demonstrate compliance with the *12<sup>th</sup> Avenue - Valencia Road Area Plan* Land Use Policies and the General Design Guidelines in rezoning applications.

Guideline 3. Encourage public entities to notify and offer to meet with affected neighborhood associations and property owners regarding proposed public facilities and infrastructure projects prior to completion of preliminary design.

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