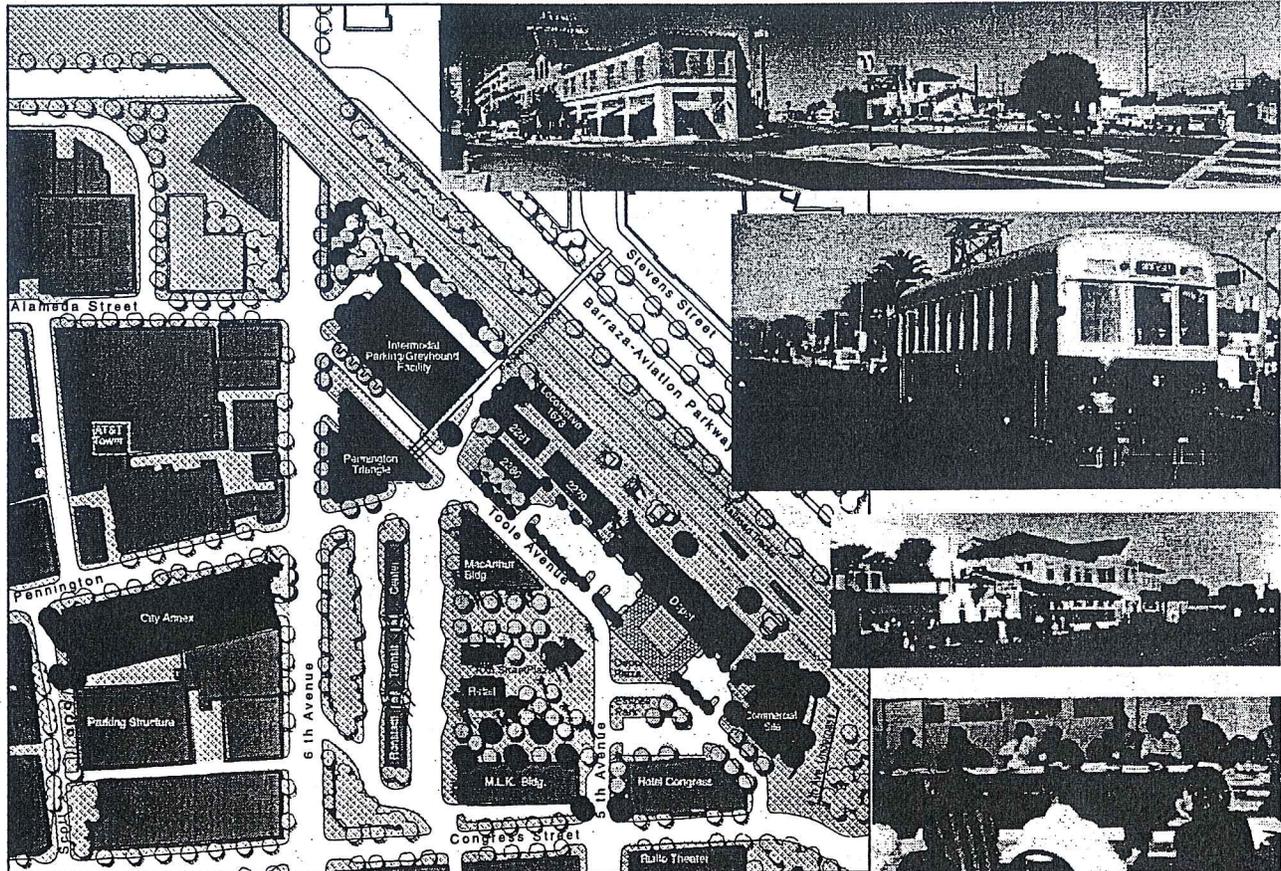


Draft

Downtown Tucson INTERMODAL CENTER MASTER PLAN



Prepared for the City of Tucson
Department of Transportation
Planning Division

21 June 1999

Acknowledgements

Task Force

John Foster, Real Estate Development
Max Mikesell, Arts District
Elizabeth Mikesell, Arts District
Ken Scoville, Historical Perspective
Joe Zeman, Downtown Business
Arthur Keating, Depot Gateway Vision Group
W. Eugene Caywood, CTAC
Howard A. Greenseth, Historic Locomotive 1673 Task Force
Ted Warmbrand, Historic Preservation
David Hoyt Johnson, Tucson/Pima Arts Council
Paul Bear, Rialto Theatre
Gail Lanham, Big Brothers, Big Sisters
Tracey Purcell, Big Brothers, Big Sisters
Sarah Clements, Arts District Partnership
Teresita Majewski, Tucson-Pima County Historical Commission
Mary Ann Brazil, Congress Hotel
Carol Carpenter, Tucson Downtown Alliance
John Liosatos, Chamber of Commerce
Bill Ford, Architect
Mary Morrison, Tucson Jazz Society
Paul Smith, Tucson-Pima County Historical Commission
Dan Maglione, Access Tucson
Mary Ellen Wooten, Arts District Partnership
Chris B. Nakamura, Gibson, Nakamura, & Decker, P.L.L.C.
Dora Fay
Victoria Steele
Richard Corbett, Pima Association of Governments
Lucy G. Vitale, Line by Line Editorial Services
Karen Bailey
Sybil Needham, Tucson-Pima County Historical Commission

City of Tucson Staff Support

Jim Glock, Deputy Director of Transportation
John Updike, City Manager's Office, Project Manager
Kim McKay, Transportation Planning Project Manager
Marty McCune, Historic Program Administrator
Karen Miller, Parking & Circulation (TEAM)
Diane Reece, Community Services Department

Consultant Team

Wallace Roberts & Todd, Urban Design, Lead Consultant
Entranco, Inc.
Economics Research Associates
Desman Associates
Merry Carnell Schlecht, Inc.
Curtis Lueck & Associates
LP&G, Advertising, Marketing and Public Relations

Draft

**Downtown Tucson
INTERMODAL CENTER MASTER PLAN**

**Prepared for the City of Tucson
Department of Transportation
Planning Division**

21 June 1999

TABLE OF CONTENTS

EXECUTIVE SUMMARY

- A. Project Description Page 1
- B. Project Location 1
- C. Project Purpose and Need 1

I. INTRODUCTION

- A. Project History 9
- B. Planning Process 10
- C. Physical Context 14
- D. Market Context 36

II. MASTER PLAN

- A. Description of Physical Elements 37
- B. Development Program 64
- C. Implementation 67
- D. Conclusion 79

III. APPENDIX

bound separately

- A. Tucson Depot Area Market Study, *Economics Research Associates, 6/99*
- B. Financial Analysis, *Economics Research Associates, 6/99*
- C. Financial Feasibility of the Intermodal Parking/Greyhound Bus Facility, *Desman Associates 5/99*
- D. Transportation Facility Program, *Entranco 6/99*
- E. Tenth Street Plaza Multi-Use Parking Structure Study, *Curtis Lueck & Assoc., 9/97*
- F. Analysis of Physical Conditions, *Entranco, 1/99*
 - Infrastructure & Drainage
 - Depot Buildings Structural Elements
 - Transportation Volume Assessment
- G. Summary of Historic Register Process & Requirements for the Depot Property, *Merry Carnell Schlecht, 5/99*
- H. Draft National Register of Historic Places Registration Form, *as provided by the Tucson Arts District*
- I. Preliminary Historic Integrity Evaluation: Proposed Rehabilitation of the Historic Tucson Railroad Depot, *Prepared for the Depot Gateway Vision Team by Bob Vint, Architect*
- J. Task Force Minutes

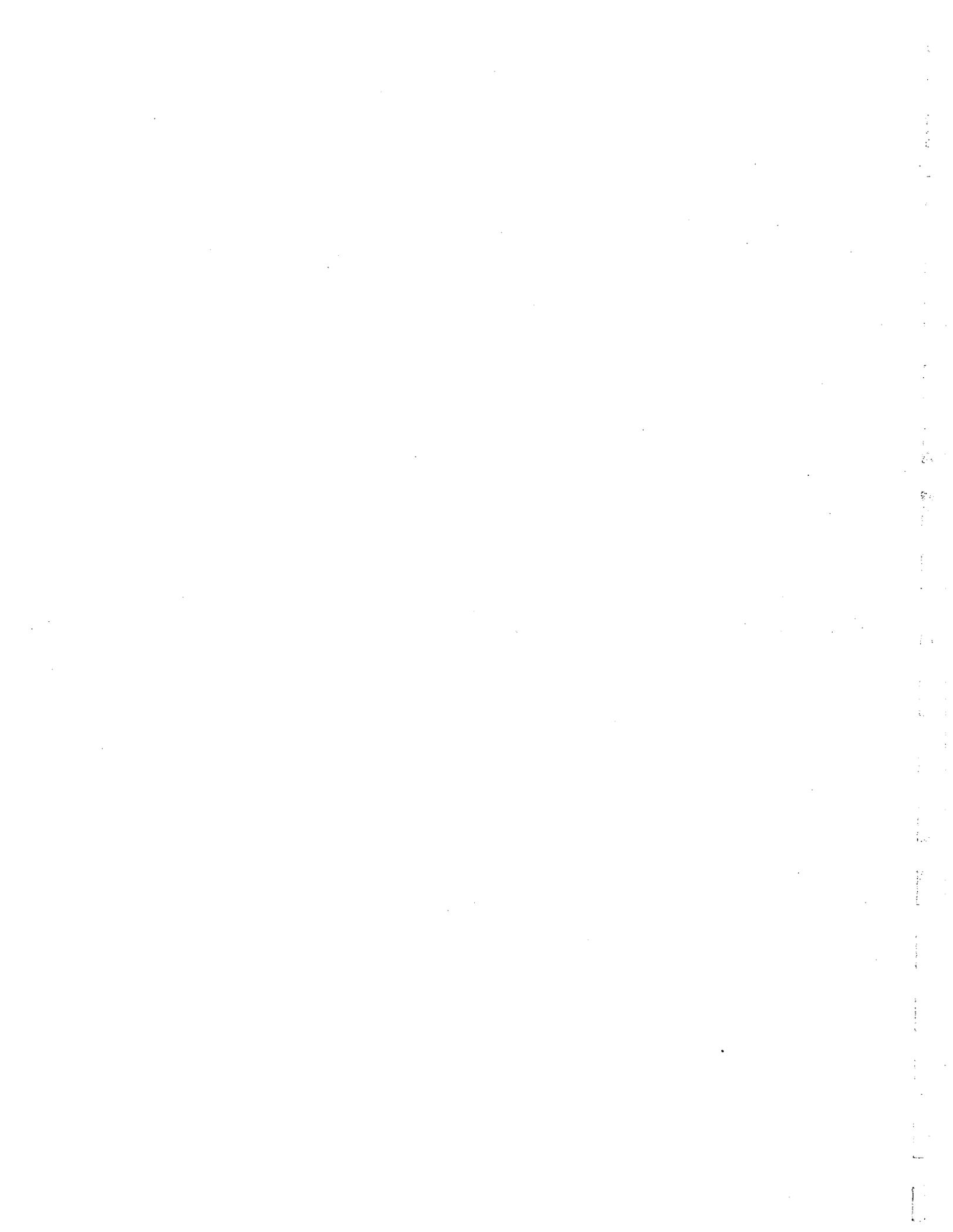
LIST OF FIGURES

I. INTRODUCTION

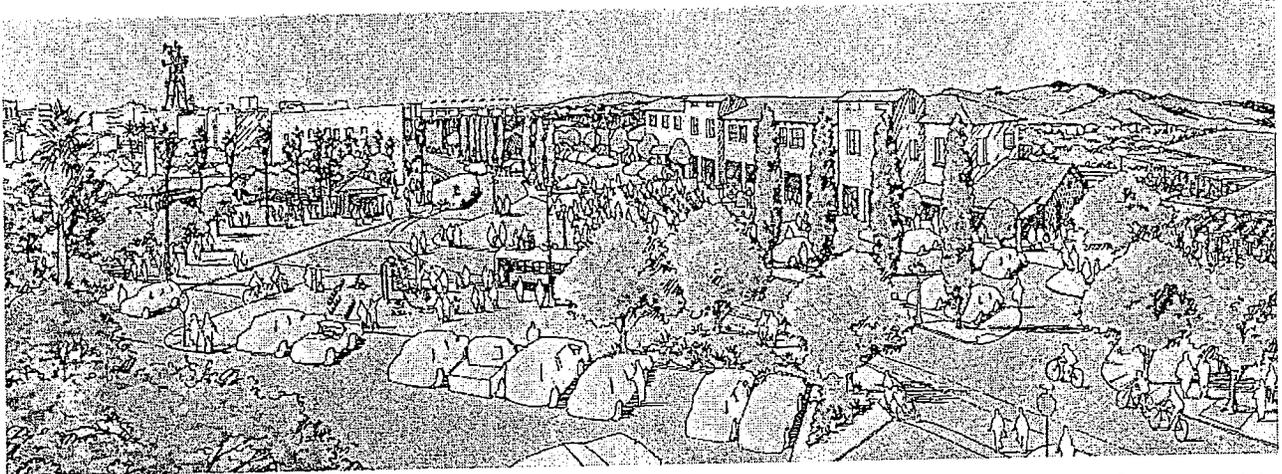
Regional Location Map	Page 15
Urban Context Diagram	17
Land Use Inventory	19
Property Ownership Inventory	21
Building Character Analysis	23
Depot Property Site Plan	25
Depot Building Plans with Area per Building Era	26
Depot Building Elevations and Sections	27
Building Elevations of Associated Depot Property Buildings ...	28
Existing Circulation Pattern	31
Parking Inventory	35

II. MASTER PLAN

Existing Land Uses to Continue	39
Open Space Diagram	40
Recommended Building Program Site Plan	41
a. Depot Property	42
Recommended Development Plan for the Depot Building ...	43
b. 10th Street Plaza	46
c. Commercial Site at 4th Avenue	47
d. Historic Locomotive 1673 Display	48
e. Intermodal Parking/Greyhound Bus Facility	49
f. Pennington Triangle	51
g. City Annex Mixed Use Building	52
Recommended Travel Lanes	55
Recommended Bus Circulation	57
Recommended Fixed-Rail Lines	59
Recommended Automobile Parking	63
Building Program	64
Depot Building Program	65
Parking Program	66
Phase I	71
Phase II	72
Phase III	73
Phase IV	74
Phase V	75
Phase VI	76
Phase VII	77
Phase VIII	78



EXECUTIVE SUMMARY



A. PROJECT DESCRIPTION

Proposed view into the intermodal Depot District.

The Downtown Tucson Intermodal Center Master Plan (Master Plan) is an urban revitalization plan for an area of downtown Tucson. The Plan provides for 1) creation of an intermodal transit district, 2) rehabilitation and restoration of the City owned railroad depot buildings as part of the district, 3) a new parking facility with a relocated Greyhound bus terminal, 4) additional parking in the downtown core, and 5) development of an a functional and attractive system of public open spaces linked by pedestrian circulation. The Plan outlines a phased implementation strategy over the next 10 years utilizing public and private funding sources.

12
or 50

Federal

B. PROJECT LOCATION

The project study area (Depot District) is located in downtown Tucson, Arizona, east of the Interstate 10 freeway and is defined by Congress Street on the south, the railroad tracks on the north and east, and Scott Avenue on the west. The area includes numerous buildings. The existing buildings most identified with the district are the Hotel Congress, Martin Luther King apartment building, McGuire Building, MacArthur Building, and the Depot property buildings. The Ronstadt Transit Center (for City busses) and railroad depot are the foundational transit land uses in the district.

C. PROJECT PURPOSE AND NEED

The purpose of the Master Plan is to accomplish the steps identified by the Community Vision & Strategic Plan, 11/94, toward the improvement of the pedestrian environment, addition of vehicular parking, and creation of an intermodal center. These specific actions were envisioned to assist downtown to be reestablished as the "heart" of the city. Through a planning process which engaged the community the Master Plan identifies and integrates new facilities to support existing and proposed transportation services into an historic urban district.

"America's railways and its great train stations played a pivotal role in the founding and development of so many of our cities and towns".
Daniel Patrick Moynihan, 10/98, The Great American Station Foundation Guidebook on Train Station Revitalization

Multi-Modal Transit Facilities

The need for public transportation and adequate bicycle and pedestrian routes may be determined based on the population characteristics of the area. The population in the downtown Tucson area is approximately 54,000 with a 9% growth rate. The Downtown community has a high proportion of young adults (27%) between the ages of 21-34 primarily due to its proximity to the University of Arizona. Growth is expected in the 35-44 age groups. The downtown has a disproportionate share of low to moderate-income households from other areas of Tucson. Close to 54% of the adult population earns less than \$15,000 per year as of 1998 with higher income levels in the area closer to the University. Based on these population characteristics, it can be assumed that lower to moderate income level persons are more apt to take public transit due to financial constraints and lower than average vehicle ownership. Additionally, students will not only take public transit but will also utilize other forms of transportation, such as walking and bicycling. The following transportation modes are included in the Master Plan recommendations:

- Passenger rail – Amtrak
- Future High-Speed Rail
- Vintage electric trolley line - Old Pueblo Trolley
- Light rail
- City bus service – Sun Tran
- Intercity bus service – Greyhound
- Para-trans – for disabled access
- Private tour busses
- Sky Harbor-Airport shuttle services – Arizona Shuttle, Tucson-Phoenix Shuttle
- Private passenger cars
- Service and emergency vehicles
- Pedestrian in keeping with the Americans with Disabilities Act
- Bicycle

“Beginning in that early heyday, train stations, mostly downtown, so within easy walking distance of jobs, shopping and government offices, played a far more regular methodical part in people’s lives. Their special achievement was to root in us a new kind of continent-wide at homeness – allowing us to keep our bearings in a huge land that is at once unchanging and constantly disrupted, distorted, reinvented, and poured into new forms. A station, some people say, is a community’s front door. But it’s a revolving door, because each station is intimately linked to a long line of nearby and far-away places. That’s why standing in a train station you feel as though one foot is firmly planted here, while the other foot is already everywhere you might go.” And in the future, “Train stations have for many years been referred to as pearls — but they are not just ornaments to a town, or empty dazzlers. A generation of station-rescuers, often with brilliant assistance from the National Trust for Historic Preservation, which has launched a national database of stations in need, has heroically fought to save empty stations and “adaptively reuse” them as museums, libraries, restaurants or offices.”... Active train stations have their greatest value as seed pearls: When they take on new uses that also make them better train stations, then cities can regenerate around them.”

Hiss, Tony. Great American Railway Station: Seed Pearls of the 21st Century. Washington, DC: Amtrak.

Amtrak schedules four weekly departures and arrivals from its Tucson station located in the Tucson Railroad Depot. In 1993, Amtrak recorded 18,273 passengers. The existing Greyhound bus terminal provides 54 arrivals and departures daily from the terminal south of the study area which equates to approximately 280,000 passengers annually (the terminal is to be relocated into the Depot District). The Sun Tran bus service cycles 1,300 buses or 18,036 passengers through the Ronstadt Transit Center each day and offers direct service to the University campus. The Old Pueblo Trolley (OPT) is a vintage electric trolley line is a locally owned and operated non-profit trolley providing services on Fridays, Saturdays, and Sundays along 4th Avenue, north of the Depot District. Approximately 20,000 passengers are carried on the trolley each year with a projected increase to 60-80,000 if the service area into downtown and operation days are increased. Two independently owned shuttle companies run hourly trips between Tucson and Phoenix’s Sky Harbor Airport and are interested in locating a station in the Depot. The Union Pacific Railroad operates 50 freight trains weekly with expected rail service to increase to 60 trains daily. Currently 19,000 passengers utilize Amtrak, bus, and trolley services. Based on a growth rate of 9%, the projected number of daily rail, bus and trolley passengers by the year 2020 will be

106,484, making it essential to improve services and safety within the Depot District.

Currently there is no passenger rail service between Tucson and Phoenix. A 1998 study completed by the Arizona Department of Transportation projected 3,500 passengers daily in 2020 if a high-speed rail service was provided between these two cities.

This hub of transit activity is supported by on vehicular, bicycle, and pedestrian access to meet the needs of the community. Accessibility of bicycle and pedestrian access is limited due to pedestrian/vehicular conflicts, concern about public safety, lack of long term public parking, bicycle parking facilities, and adequate ADA facilities. The Master Plan will integrate the existing transit services with pedestrian and bicycle users to make this a truly multi-modal transit facility.

Additional recommendations address the access and function of the circulation system.

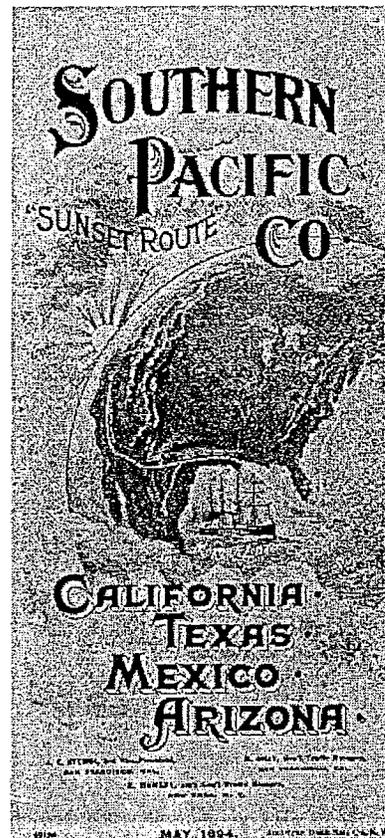
- Reconfiguring of travel lanes and intersections for safety and efficiency
- Introduction of rail lines for electric trolley and additional intercity passenger service
- Parking for intermodal users and daily and special event use
- Passenger waiting and loading
- Pedestrian bridge over the railroad tracks and future parkway

Historic Rehabilitation and Restoration

The Depot District is within the boundaries of the Tucson Arts District and the Downtown Heritage Incentive Zone. The Tucson Arts District is applying to the United States Department of the Interior's National Park Service to place the fifty acres, including the Depot District, on the National Register of Historic Places. The Warehouse District was built around the railroad activity in the early part of the 1900s. A number of structures in the district are already listed on the National Register. The railroad depot is the centerpiece of the Historic Warehouse District. The historically significant depot buildings are in varying states of structural integrity due to termites and roof leakage. The community strongly identifies with these buildings and is enthusiastic for their adaptive reuse.

The project is centrally located within walking distance to a number of downtown features.

- El Presidio Historic Neighborhood which include museums, specialty-retail, and restaurants
- Government Center with federal, state, Pima County and City of Tucson services
- Tucson Convention Center
- Barrio Historico Historic Neighborhood which is a residential and commercial neighborhood
- Armory Park Historic Neighborhood, a residential neighborhood
- Fourth Avenue retail area, and the
- University of Arizona



"Historic preservation attracts visitors to a community, and brings income to it, but not always without assistance from other areas."

Arthur Frommer, Historic Preservation and Tourism, Fall 88

Economic Revitalization

Approximately 54,000 people live within 2 miles of the District in well-established historic neighborhoods. There are over 25,000 workers in downtown Tucson contributing to the average daily traffic (ADT) at Stone and Congress Street of 17,200 ADT's with a projected volume of 23,000 in the year 2020. Government and public sector employment account for the largest portion of employment, followed by the service and trade sectors. Rental housing for has relatively favorable occupancy rates (average is 98%). Many apartments in the region are dependent on University of Arizona students and vacancy rates rise during the summer months. The Tucson Arts District and the Warehouse district have seen the emergence of a number of artist lofts and live-work spaces. Owner-occupied housing has not materialized generally "due to the lack of residential amenities, combined with the general negative feelings about safety, security and the image of downtown." Mixed use housing with live/work space, seasonal accommodation for winter visitors and student housing could prove to be positive alternatives for the downtown Tucson housing market.

The Depot District is situated at the terminus of three unique specialty retail areas: 4th Avenue, Congress Street and Pennington Street. The retail market 4th Avenue shops offer a variety of restaurants and stores. The privately operated Old Pueblo Trolley service runs along 4th Avenue north to the University adding to the ambience and success of the area. A bi-annual street fair attracts close to 50,000 visitors from the Tucson area. Congress Street features theaters, restaurants, art galleries, jewelry and antique stores. Pennington Street houses office space and services for the downtown community. The intermodal transit and supporting uses of the Depot District will serve as the central urban node linking these areas. The linkages will be enhanced by improving the physical connections, creating transit links and well as by creating common economic destinations like retail and entertainment venues, which could be used by both students and downtown workers. Improved linkages could also result in making the study area attractive to students for residential purposes.

The development program includes the following new uses in addition to those present and the intermodal uses:

- Specialty retail including restaurants and transit oriented services
- Commercial office
- Multi-purpose public open spaces
- Transportation museum

"Tourism results from historic preservation only when the city's central, historic core – the vital, dynamic focus of community life is restored and enlivened. We need preservationists who work to preserve the center of our cities, through comprehensive planning, and unshakable opposition to further skyscraper construction in downtown areas".

Arthur Frommer, Historic Preservation and Tourism, Fall 88

Tourism accounted for an estimated \$909 million dollars in the regional economy in 1995-96. Approximately 35% were spent on retail and other activities, 26% on lodging, and 21% on eating and drinking, and 11% for groceries, car rental, gasoline and other. A higher rate of overnight visitors (36%) enjoyed shopping than those who preferred sightseeing (32%). On the average each hotel visitor party spent \$1,133 per trip and each private home visitor spent \$330 per trip during 1995-96 (see appendix, Tucson Depot Market Study, page III-33). Improvements to the Depot District will only enhance the viability of the area, making it a

destination for visitors and thereby increasing the amount of revenue generated in the district.

The financial analysis of implementing the recommendations of the Master Plan is based on the development program and preliminary estimates of construction costs. Based upon numerous assumptions the total estimated cost for the entire project is \$28 million. The financial analysis examines two alternatives to the base development proposal. The objective of this analysis is to determine the financial feasibility of the proposed development, based on current market conditions, and to determine the amount of 'Gap Financing' required in the form of subsidies to make the project feasible (in the event it cannot support itself entirely).

The residual value for the most ambitious alternative is negative (\$4.26) million, after accounting for \$5.4 million in federal grants that the City anticipates receiving. In other words, if the land and existing buildings were turned over to a developer for a nominal lease rate of \$1.00 per year, an additional \$4.26 million would be required to yield an unleveraged rate of return of 11%. The residual value for a second alternative that reduces the scope of the project for a developer is negative (\$3.05) million.

The project's inability to sustain itself can be attributed to various inherent problems as follows:

- Low market rents for both office and retail markets. This is especially true for retail markets, and in most cases it is difficult to justify new construction, let alone rehabilitation.
- High costs of locating non-rent paying entities like AMTRAK and Union Pacific.
- High cost of architectural rehabilitation vis-a-vis rents
- High cost of private financing vis-a-vis income
- Large component of high cost and non-incomes producing public amenities like landscaping, public spaces, plazas etc.

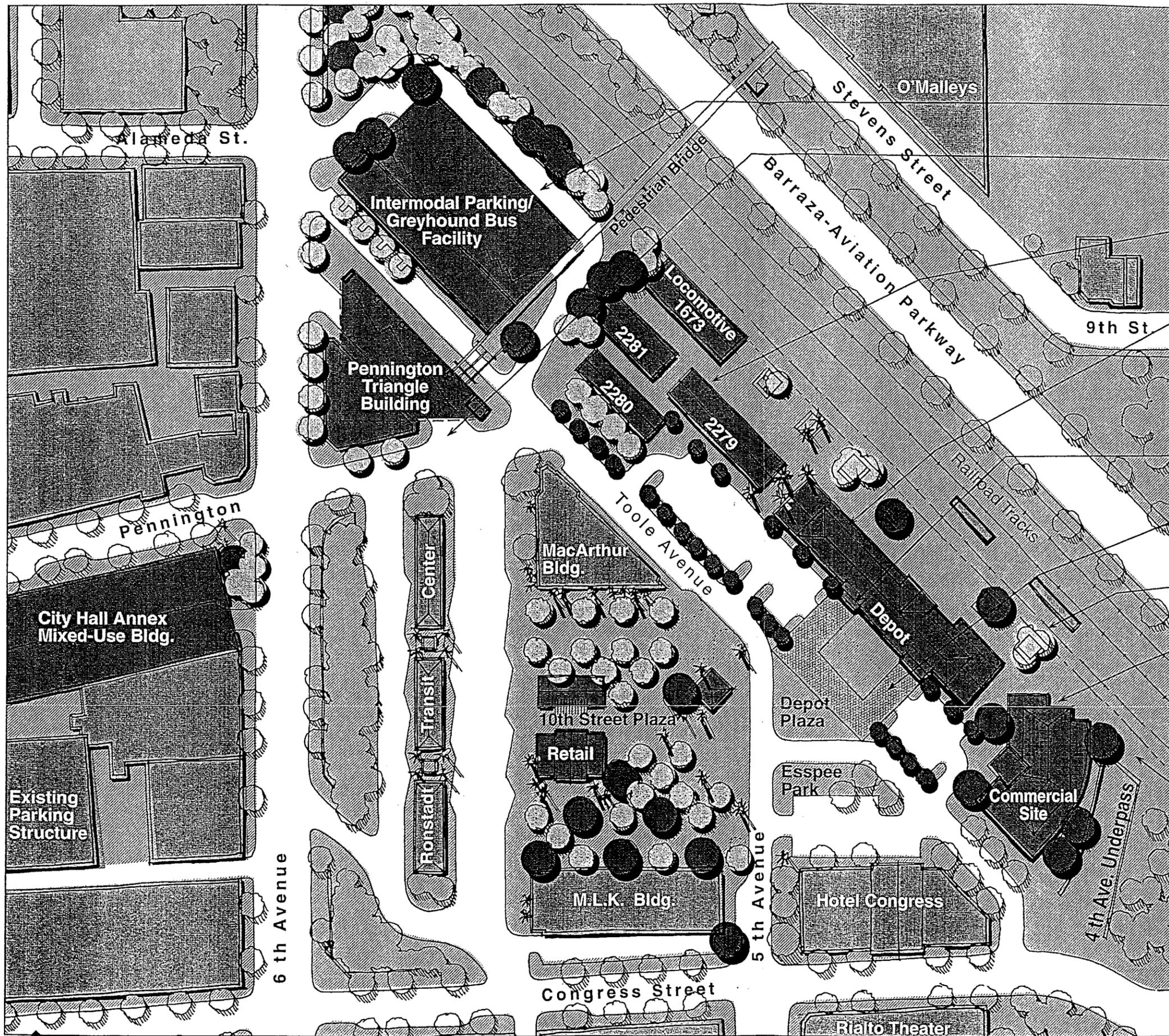
The City can pursue several funding sources to fulfill the Gap Financing requirements for the project.

"By the mid 20th century, as much of America's attention – and dollars – shifted toward interstate highways and airports, too many of our railway stations were demolished or simply abandoned. Entropy set in and the loss of these stations presaged the deterioration of civic vitality.

We have since come to our senses and now realize the importance of train travel and of train stations to our communities".

*Daniel Patrick Moynihan, 10/98,
The Great American Station
Foundation Guidebook on Train
Station Revitalization*

DOWNTOWN TUCSON Intermodal Center Master Plan



The Intermodal Facility replaces parking spaces lost with the progress of the Barraza-Aviation Parkway.

The Ronstadt Transit Center should be extended north across Pennington and integrated into the Pennington Triangle Building

The three associated small buildings northwest of the Depot should be rehabilitated and restored for use as a transportation museum with specialty retail and/or office space.

The Tucson Depot with its associated buildings are the centerpiece to the Historic Warehouse District. They should be restored to the 1941 era for larger reusable space.

The Depot building is programmed to house: Amtrak, Arizona Shuttle, Old Pueblo Trolley, Arizona High-Speed Rail. Shared facilities include the ticket counter, baggage storage, public areas and a restaurant.

The arcades of the main Depot will be reopened and will mark the primary pedestrian route along the façade.

The Depot Plaza is the forecourt of the historic buildings.

The location of the public plaza invites pedestrians into the heart of the intermodal Depot District.

A third set of tracks (minimum) should be reintroduced to allow for expanded passenger rail service.

Development opportunity site should be part of the critical mass necessary for economic revitalization.

On-street parking should be redistributed to defined parking lots and structures. The streets should be narrowed and lanes defined directing motorists and buses efficiently through the district. Intersections should be reconfigured for perpendicular alignment of streets where possible.

Historic Fourth Avenue Underpass for pedestrian and bicycle access to Downtown Tucson.

Hotel Congress and associated retail and entertainment venues are critical members of the Depot District.

City of Tucson
Department of Transportation
Planning Division

Wallace Roberts & Todd
Economics Research Associates
Entranco Engineering
Desman Associates
Merry Carnell Schlecht, Inc.
Curtis Lueck & Associates
June 1999



DOWNTOWN
TUCSON
INTERMODAL
CENTER
MASTER PLAN

Parking Facilities

The Master Plan proposes to construct a number of mixed-use parking facilities to offset loss of surface parking (due to planned Barraza-Aviation Parkway and the 4th Avenue underpass project) and to provide additional parking for special and cultural events, short- and long-term intermodal transit users, and the patrons of the district's businesses. A study conducted of the needs of local businesses resulted in a concern that much of the existing parking in the area is of low quality, poorly maintained, with difficult access and poor security.

A parking study completed as part of the earlier planning process determined that the current parking supply is inadequate for public events, shops and restaurants within the current Depot District. Parking demand is expected to increase over time as activities and land uses grow. Infill expansion within the study area will both eliminate existing parking and create additional demand.

—As on-street parking becomes more restricted and with a decrease in private open space for use as off-street parking, the need for additional parking will be more crucial. Implementation of the improvements identified in the Master Plan will result in a displacement of 627 spaces. Based on the City's parking requirements an additional 204 parking spaces would be needed to accommodate the expansion of the Depot District.

The Master Plan recommends that building massing be minimized to keep in scale with the historic buildings. Therefore, the total 831 parking spaces should be divided into a number of smaller structures combining street level retail, commercial and transportation uses, bicycle storage and access, taxis and other vehicular access, and pedestrian pathways.

The following plan illustrates the recommendations of the Downtown Tucson Intermodal Master Plan.

I. INTRODUCTION

A. PROJECT HISTORY

The Downtown Tucson Intermodal Center Master Plan process is directed towards fulfilling the specific actions outlined in the 'City Center Vision and Strategic Plan,' adopted by the Mayor and Council in November, 1994. The following excerpts, taken from the 'City Center Vision and Strategic Plan,' are the directives for this plan:

- Development Node Action No. 1 - Develop a plaza and pedestrian spaces in the Hotel Congress-Amtrak-Ronstadt Center triangle.
- Recommended Parking Action No. 2 - In the Congress Street Arts/Retail area, provide the opportunity of a new parking facility on the Greyhound Bus Terminal site.
- Recommended Parking Action No. 5 - The downtown core area should provide additional parking, or alternative transportation fees, as part of the project development process.
- Urban Design Action No. 3 - Develop an intermodal center.

Together, these four actions set the course with past planning efforts for the Intermodal Center Master Plan.

Subsequent to the 'City Center Vision and Strategic Plan,' there have been several recently completed studies that are related to and may affect the future redevelopment of the historic Union Pacific Depot property (currently owned by the City of Tucson) and the immediate surrounding Master Plan study area. These studies include:

- the 'Downtown Pedestrian Implementation Plan' (approved by Mayor and Council on October 5, 1996);
- Barraza-Aviation Parkway Downtown Section, 4th Avenue Design Segment, Vol. 1, 9/10/98;
- the 'Gateway Depot Vision Plan' (conducted by the not-for-profit Gateway Vision Depot Group); and
- the 'Tenth Street Plaza Multi-Use Parking Structure Study,' completed in September 1997.

In addition, the City of Tucson completed a Phase II Soils Investigation for the Depot property in October 1998. This report identifies problem areas and issues that could affect excavation requirements of certain development concepts under study during the Master Plan process.

The Mayor and Council have endorsed several projects within the downtown area, such as the proposed Tenth Street Plaza, the Tenth Street Multi-Use Parking Structure, and the need to evaluate the reuse of the City Hall Annex site.

Intermodal Facility

"A transportation element that accommodates and interconnects different modes of transportation and serves intrastate, interstate, and international of movement of people and goods. Intermodal facilities include but are not limited to, highway elements providing terminal access, coastal, inland and Great Lakes ports, canals, pipeline farms, airports, marine and/or rail terminals, major truck terminals, transit terminals including park and ride facilities, intercity bus terminals." *Pima Association of Governments Intermodal Management System*

A range of issues are addressed in the Master Plan, including; the economic and financial projections of the development area, and identification of community involvement strategies for design and implementation phases of the project area. The Master Plan will help insure cohesion between the Tenth Street Plaza design, future parking amenities within the study area, City Hall Annex site opportunities, and the development of the Downtown Depot Intermodal Facility.

B. PLANNING PROCESS

The Master Plan process was designed to provide a public involvement process that will carry through the planning, design and implementation phases for the Downtown Tucson Intermodal Center Master Plan. This process explored a range of possibilities for partnerships between the City of Tucson, private sector development opportunities, and not-for-profit organizational resources that hope to be involved in the creation of the revitalization efforts of the historic depot and its surroundings.

The objectives for the study were to establish the following:

- Preferred development program of land use components;
- Master plan and design guidelines for the buildings and associated open spaces;
- Implementation strategy and financing mechanisms; and
- Public support through active community involvement in the study process.

The Master Plan was completed in three phases:

1. Inventory and Analysis looked at the previously prepared documents and the physical conditions of the site and determined criteria for concept evaluation.
2. Concept Definition analyzed a variety of options and recommended a course of action.
3. Plan Development and Documentation refined the concept and developed design recommendations and implementation strategy.

Public Input and Coordination

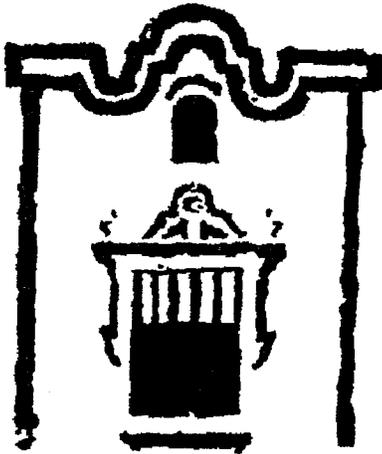
A citizen's volunteer Task Force was established to provide input, review alternatives, discuss issues and make recommendations throughout each step of the master planning process.

An initial public open house introduced of the City's goals, objectives and schedule to interested members of the community. The attendees nominated representatives of stakeholders and special interest groups to serve on the Task Force. Notice of the open house was through announcements in the local newspaper and with previously established mailing lists from related downtown projects.

The Task Force included 29 community members representing a variety of interests. A cadre of City staff from departments related to the redevelopment of downtown actively participated throughout the process.

The project schedule was regularly updated and distributed. The Task Force agreed upon all meeting dates and times. Meeting locations and announcements were distributed to the Task Force members and City staff.

The first Task Force meeting included the consultant team's presentation of the findings from the initial site reconnaissance and an open discussion issues and opportunities for the revitalization of the study area. Additionally, the scope of the Environmental Assessment was outlined, and previously prepared reference documents were distributed by the City. The twelve subsequent meetings accomplished the following:



**DOWNTOWN
TUCSON
INTERMODAL
CENTER
MASTER PLAN**

- Presentation of the findings from the Inventory and Analysis phase followed by a discussion of the issues and vision for the revitalization of the area;
- Consideration and refinement of the evaluation criteria for alternative concepts;
- Assembly of alternative concept diagrams for potential development mix of land uses in the study area;
- Conducted a youth workshop with local students, residents and youth workers to explain the objectives for the project and discuss the issues and list the opportunities;
- Public open house held in the Depot building to served present the project's progress build enthusiasm for the revitalization of the building and its surroundings;
- Consideration of a set of land use alternatives for property in the study area and recommendations for the further development of a preferred intermodal transit-oriented concept;
- Reviewed of the economic development trends and market potential in Tucson, and reviewed of the preliminary findings for the transportation facility program;
- Consideration of urban design alternatives including building massing, circulation and open space systems;
- Review and discussion of alternative development programs and layout for the Depot Building revitalization;
- Public open house allowed the general public to understand the progress and provide input into the process;
- Presentation of the preliminary draft master plan graphic with formal vote on specific issues;
- Discussion of the draft document and provided recommendations to the Mayor and Council.



The Task Force provided the City and its Master Plan consultant team with valuable insight and recommendations. While most of their recommendations were taken from the meeting discussions, critical decisions were made through formal voting. Few votes ended in unanimous agreement. Therefore, the Master Plan is based upon the majority votes with one exception that was - to which historical era should the depot buildings be restored.

Criteria for Considering the Concept Alternatives

The criteria for evaluating the concept alternatives were organized in six general categories for use by the Task Force members.

Transportation

- Does the concept improve linkages of the many modes of transportation? (auto, bus, taxi, historic trolley, light rail, train, bicycle)
- Does it provide transitional spaces for the users of the multi-modal options?
- Does it serve the multiple users? (downtown community, residents of greater Tucson, tourists)
- Can the requirements of the American's with Disabilities Act be reasonably met?
- Does it contribute to the movement of key traffic routes in Downtown?

Parking

- Is parking located to support shared uses? (office worker parking in the day & entertainment venues in the evenings & weekends)
- Is long-term parking available?
- Does it replace the parking removed through the development of the study area & associated projects? (Barraza-Aviation Parkway)
- Is a parking structure facility required for the concept?
- Can the construction of a parking facility be subsidized and affordable to the users?
- Is access to the parking area reasonable?

Culture, History and Tradition

- Are the opportunities for historic restoration/reuse maximized?
- Are there multiple opportunities for public art? (outdoor performance space, integration of public art, etc.)
- Are there opportunities for artists? (live/work space, galleries, studios)
- Are Downtown's other cultural venues linked to the area via public transit?
- Does the concept express the historic value of this area?
- Is there an opportunity for a transportation museum? Are there additional interpretive opportunities? Can it provide for the relocation of Locomotive 1673?

Safety

- Do the uses encourage sufficient activity to provide a sense of public safety of the area throughout the day/night?
- Does pedestrian circulation conflict with vehicular traffic?
- Are there opportunities for the youth to be positively engaged?

Economics

- Does it provide services for the downtown community, residents of greater Tucson, and tourists?
- Does it meet the market trends?
- Does it encourage a diverse composition of ongoing revenue generating uses? Will it be a self-sustaining area or require public funding?
- Does it provide opportunities for the development of needed businesses?
- Does it create opportunities to induce revitalization in adjacent areas?
- Does the concept avoid displacing existing economic activities?
- Can it be financed privately?
- Does it generate a fiscal benefit for the City?

Implementation

- Does it meet the criteria for multiple funding sources? (City/County, State, Federal, private developers, nonprofit organizations)
- Are there opportunities for Private/Public partnering?
- Does it meet realistic strategies for development? (phasing and integration with adjacent projects)
- Will it encourage further public involvement through the build-out of the plan?
- Does it meet current City policies?

Project Alternatives Considered

A series of alternatives were presented to the Task Force and are summarized below. The evaluation criteria was utilized to guide the considerations.

Alternative 1 - Do Nothing

As a means of evaluating the need for the Intermodal Center Master Plan the 'Do Nothing' alternative was considered as a baseline measuring point. The project was an important aspect to the redevelopment efforts of downtown and this alternative was not acceptable to the Task Force members.

Alternative 2 - Depot Gateway Vision Plan

The Depot Gateway Vision plan document was provided to each Task Force member for review and consideration. The Plan is an exceptional document that recommended improvements for the Depot property and adjacent property in the Warehouse District.

The Task Force's concerns were in the economic viability of the proposed land uses and function of vehicular circulation routes of the Depot Gateway Vision Plan. Direction from the Task Force was to expand upon the concepts of the Depot Gateway Vision Plan to provide for the identified needs.

Alternative 3 - City Hall Focus

This alternative considered siting City Hall in the Depot District. This alternative included relocating the existing square footage and expanding the development program to meet the City's current and future needs. The program was estimated (by a separate study) to require three buildings, two of which would be eight stories tall. The Task Force considered the building heights to be too tall. They were concerned that the City Hall buildings would overwhelm the historic buildings of the district. Additionally, the Task Force believed that devoting building area to government functions would reduce the area available for intermodal transit-oriented development.

Alternative 4 - Mixed-use Development

A number of variations of this alternative were considered by the Task Force including those with an entertainment focus and with an employment focus. Each included elements to support intermodal transit. The recommendation from the Task Force was to develop a Master Plan that provided for the optimum use of intermodal transit use with supporting retail and entertainment development opportunities.

The Intermodal Center Master Plan represents the Task Forces Preferred Alternative.

C. PHYSICAL CONTEXT

1. Regional Context

The history of Tucson is described by the three following excerpts from the National Register of Historic Places Registration Form prepared by the Tucson Arts District Partnership.

“As a U. S. Territorial community, Tucson’s population gradually increased, but economic development was limited by the community’s isolation. As Albert Steinfield, one of Tucson’s most prominent merchants, recalled:

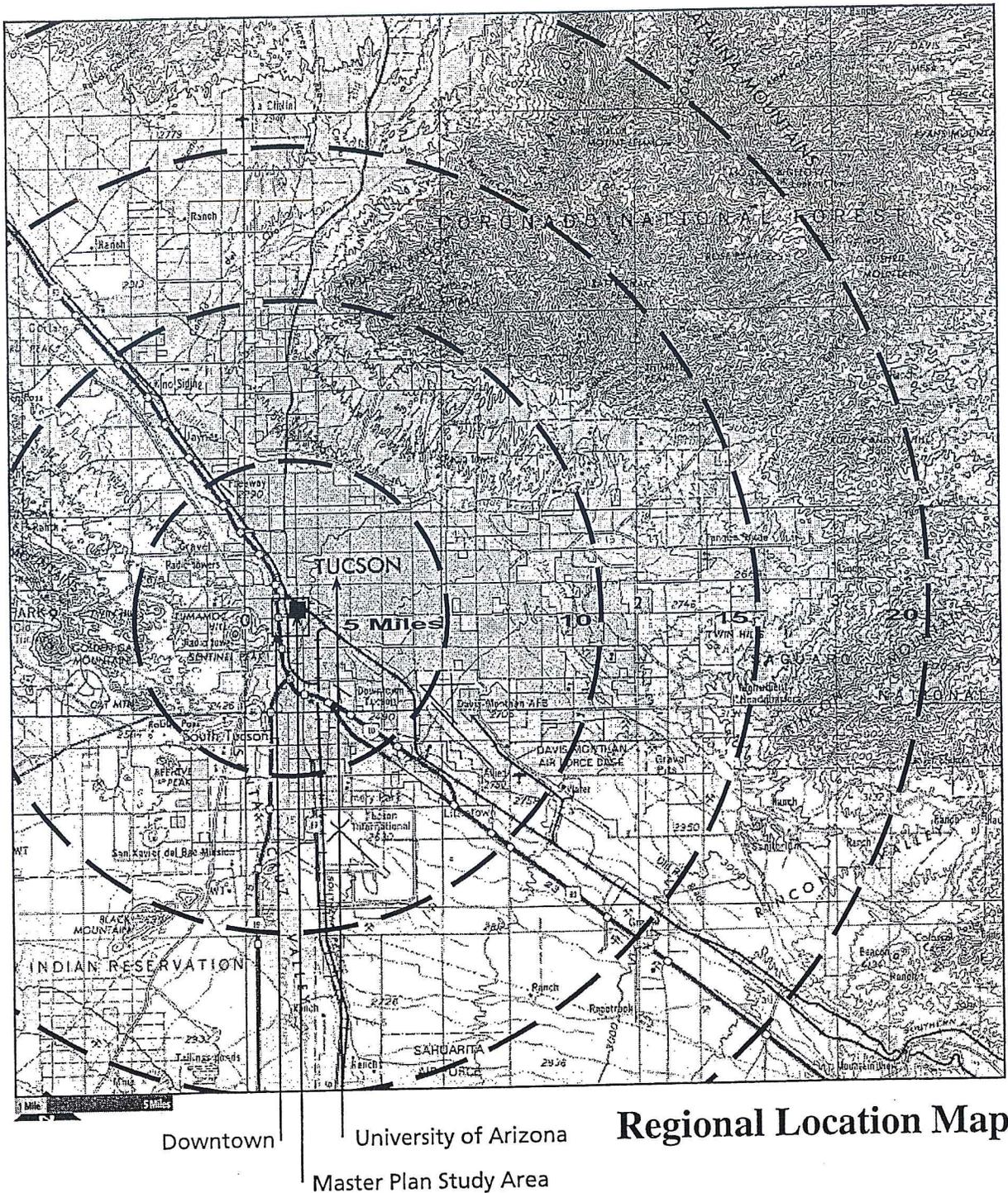
‘Our supplies came from San Francisco on the west once a month by boat through the mouth of the Colorado River and from there were teamed to Tucson, taking from 60 to 90 days from San Francisco. The supplies we got from eastern points were shipped to the end of the Santa Fe line in Kansas and from there my mule or ox team, and took from four to six months time [Arizona Daily Star, 26 April 1933].’

“A town site was platted in 1871, but growth was limited to the vicinity of the original presidio site. The Southern Pacific Railroad, creating the nation’s second transcontinental route, reached Arizona from California by 1879 and arrived in Tucson in 1880; the depot was located a half mile east of the existing community. Contrary to expectations, the railroad did not result in sustained economic development. Mose Drachman, another leading merchant, described the situation:

‘The coming of the railroad caused considerable activity in a business way but it did not last long. Between 1880 and 1884, there was some growth but at the same time some failures... We practically stood still from 1884 to 1896 – a period of 12 years. During that time, I don’t believe there was a single house built in Tucson. Everybody was downhearted, discouraged and disgusted [Drachman 1931:103].’

“This economic stagnation had several causes. As a distribution center for the region, Tucson’s largest firms had been those of the wagon freighters, such as Tully and Ochoa, who could not compete with the railroad’s lower freighting fares and were bankrupted. At the same time, with the railroad came widespread use of the U.S. dollar, depreciating the Mexican peso which had hitherto been the common currency in southern Arizona (Sheridan 1986). Finally, the early 1890’s brought a national economic depression, an extensive drought that devastated the region’s ranching industry, and the collapse of the region’s silver mines following the demonetization of silver in 1893. But by the turn of the century the prosperity initially expected from the railroad was finally coming, as Tucson became a major commercial railroad center. U. S. Census figures show that from 1880 to 1900 the town’s population had increased by only 10 percent, from 6,492 to 7135, but over the following two decades, the population nearly tripled, reaching 20,377 in 1920.”

Tucson was first permanently settled in approximately 1000 BC by Native Americans at the base of Sentinel Peak along the Santa Cruz River. As one of the longest inhabited cities in the United States Tucson has a rich multicultural heritage. The Hohokam culture thrived until 1450 AD, followed by Spanish Colonials, missionaries and European explorers. The Gadsden Purchase of 1854 transferred ownership from Mexico to the U.S. and the railroad eventually brought Tucson economic and population growth to become the state’s second largest city. The first passenger train arrived in Tucson on March 20, 1880 at the original depot. This was nearly ten years prior to the arrival of the automobile in Tucson. Tucson was critical to Southern Pacific Railroad’s route across the southern portion of the United States.

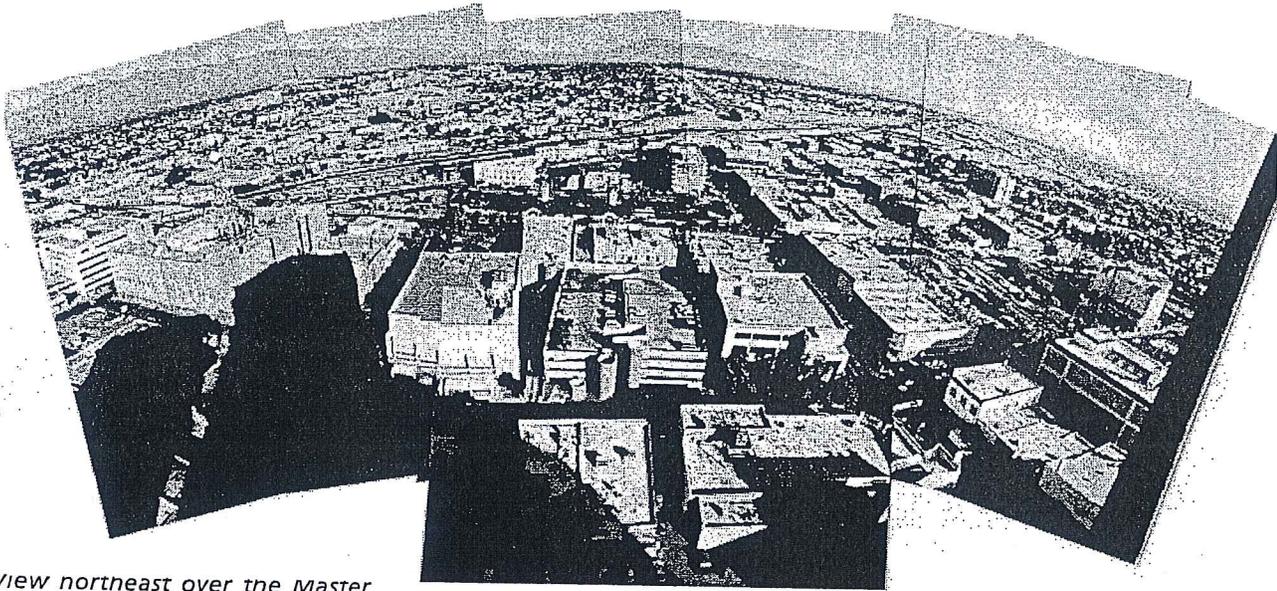


The population primarily settled eastward from the river resulting in a dramatic change to Tucson's urban pattern. In the later portion of the 20th Century the private automobile and public infrastructure have encouraged expansion of suburban development across the relatively flat valley of the Santa Cruz and Rillito Rivers north to the Catalina Mountains, and east to the Rincon Mountains. Today, Downtown Tucson remains the center of the history, government and culture in Pima County but is greatly neglected for the sprawling attractions, commerce and housing of the valley.

What remains central to modern culture is transportation into, through and away from the desert. The Depot is central to the metropolitan region and is the appropriate place to reinvest in an intermodal center serving the region.

2. Urban Context

The Master Plan study area is a 91 acre portion of Downtown Tucson. The Depot District (a term identified for the purposes of the Master Plan) is defined by Congress Street on the south; the railroad tracks on the north and east; and Scott Avenue on the west. The Depot District is within the Tucson Arts District. The Depot District is an approximately 38 acre area.

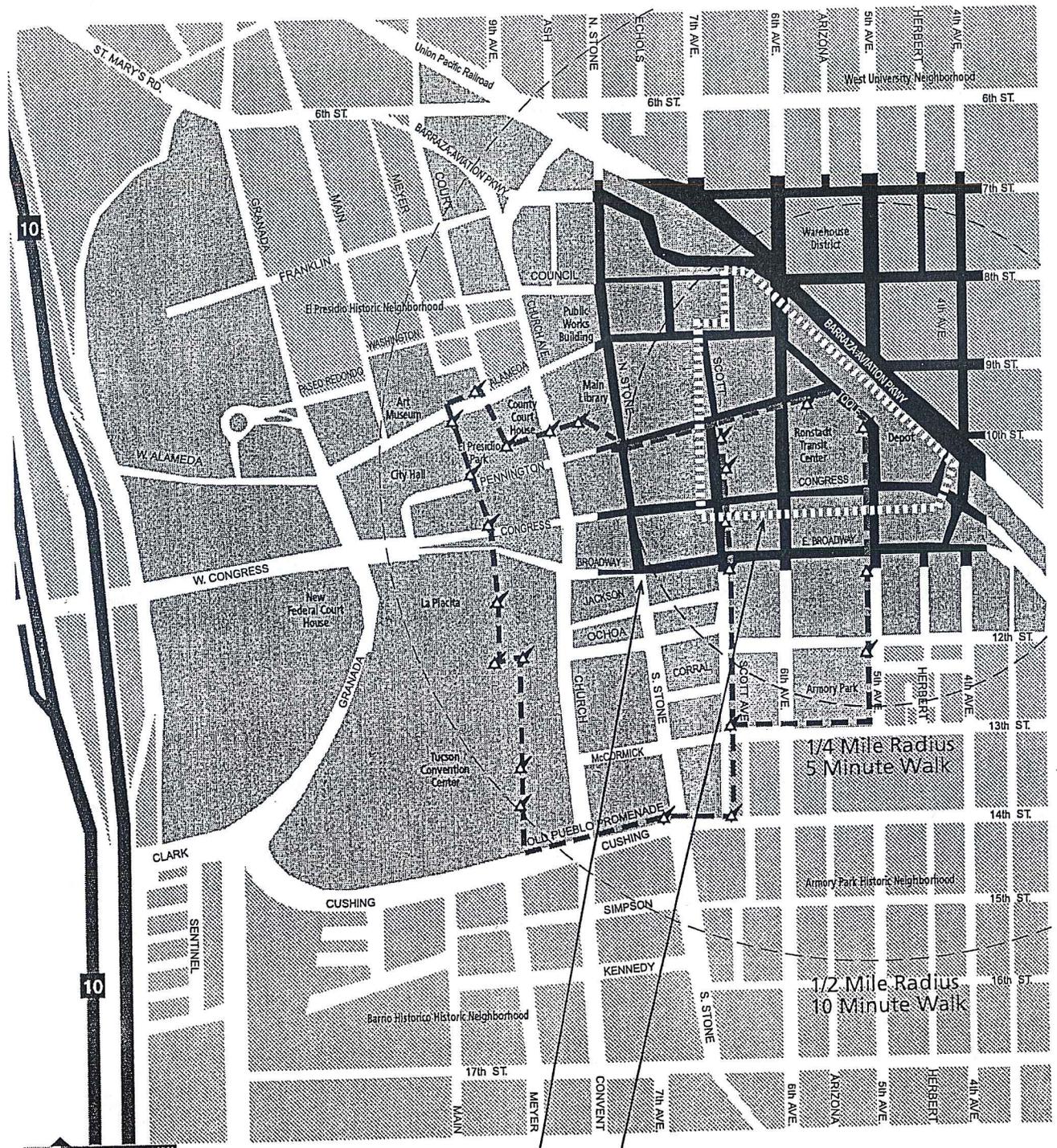


View northeast over the Master Plan Study Area.

Views from the site are of city skyscrapers, an historic warehouse district and, in the background, the mountains ringing the city.

Downtown features within a half-mile of the Depot area:

- Historic Presidio District including museums, specialty-retail, and restaurants;
- Government Center housing federal, state, Pima County and City of Tucson offices;
- Tucson Convention Center
- Barrio Historico Historic Neighborhood
- Armory Park Historic Neighborhood
- El Presidio Historic Neighborhood
- Fourth Avenue District

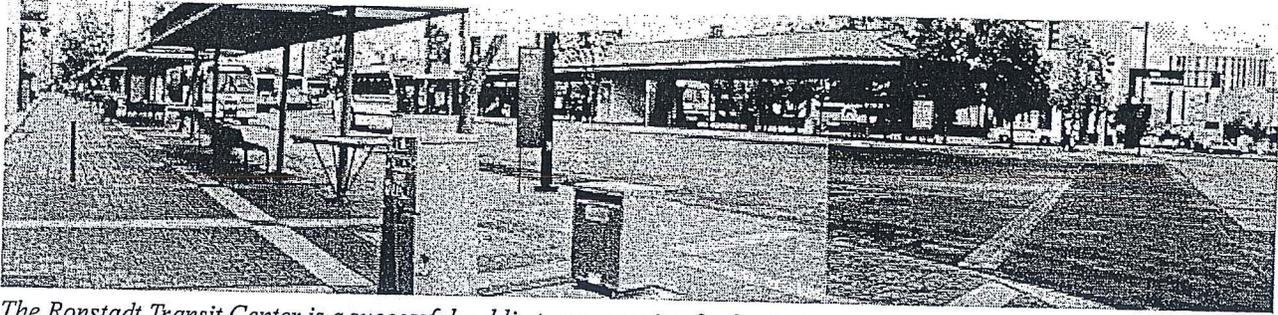


The base map diagrammatically indicates the reconfiguration of streets with the Barraza-Aviation Parkway improvements.

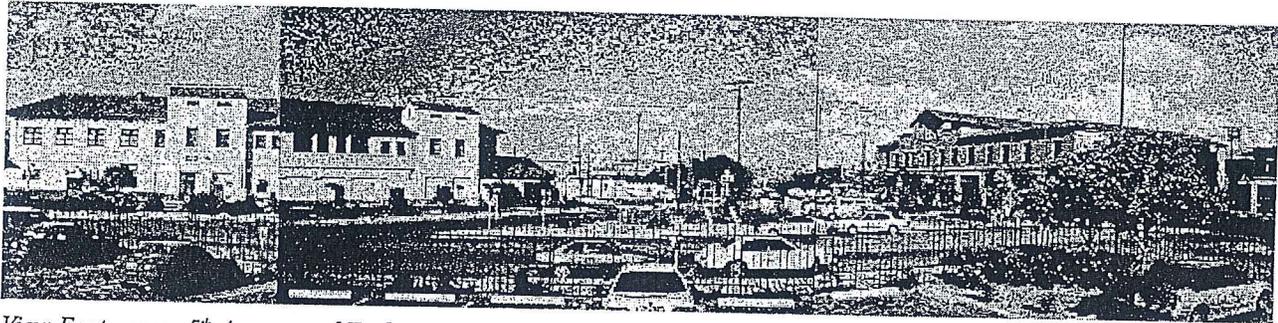
Urban Context Diagram

Depot District

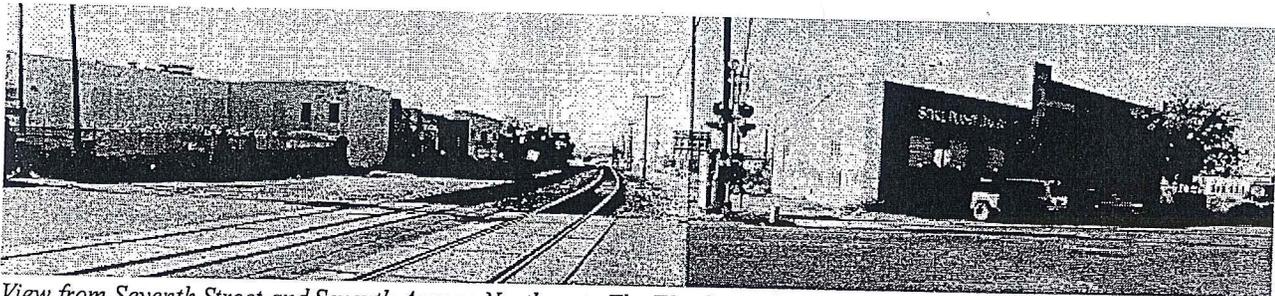
Master Plan Study Area



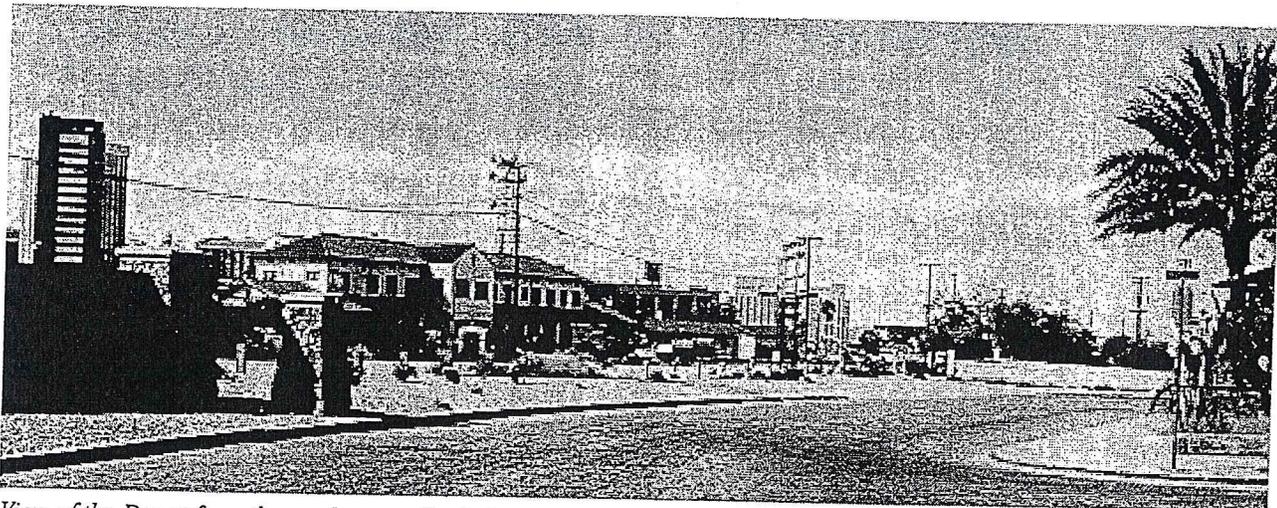
The Ronstadt Transit Center is a successful public transportation facility in the study area.



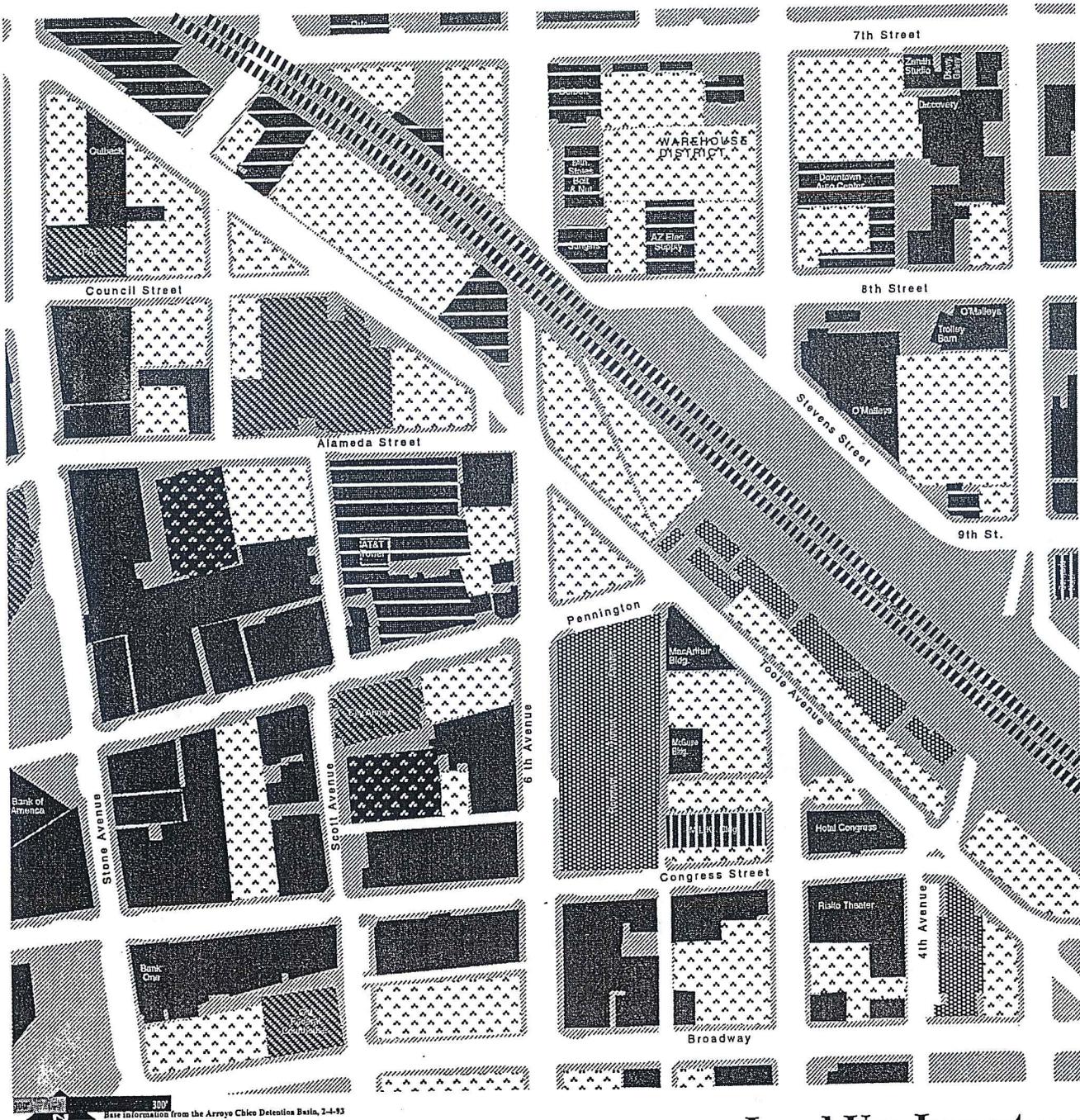
View East across 5th Avenue and Toole to the Depot and the Hotel Congress to the distant Rincon Mountains.



View from Seventh Street and Seventh Avenue Northeast. The Warehouse buildings generally turn their backs to the railroad tracks.



View of the Depot from the southeast at Tenth Street and Hoff Avenue. The wall at the left, separating the residential neighborhood from the drainage way and the train tracks, is terminated with attractive stone columns.

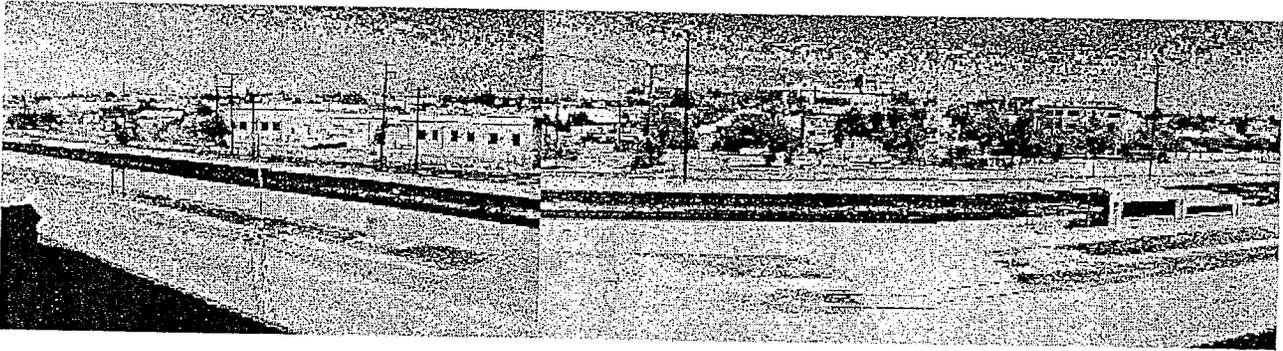


Land Use Inventory

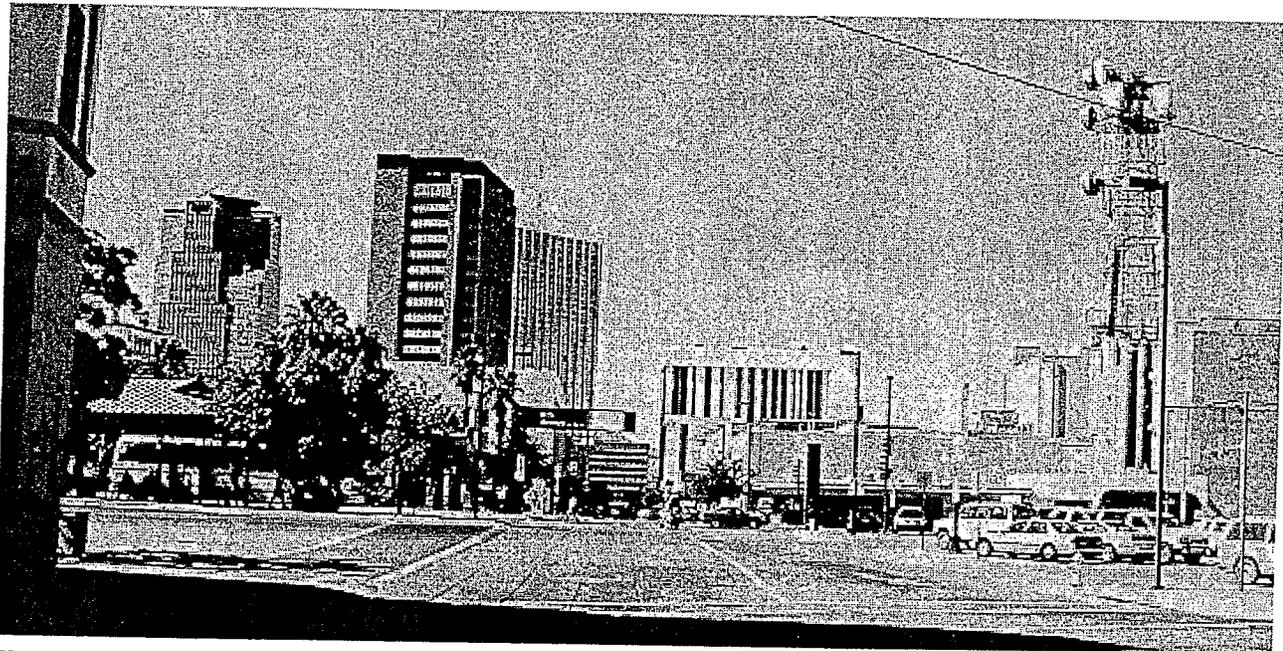
Legend:

EXISTING LAND USE

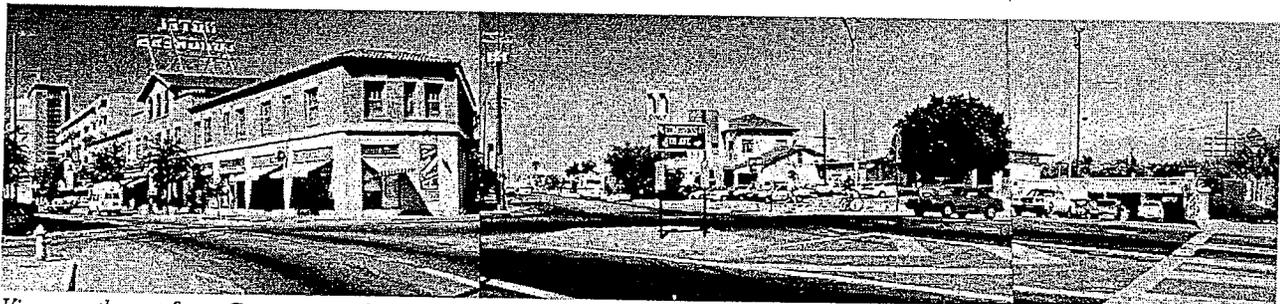
-  Transit (Railroad)
-  Parking Structure
-  Parking Lot
-  Apartments
-  Commercial - Retail, Office
-  Industrial
-  Civic



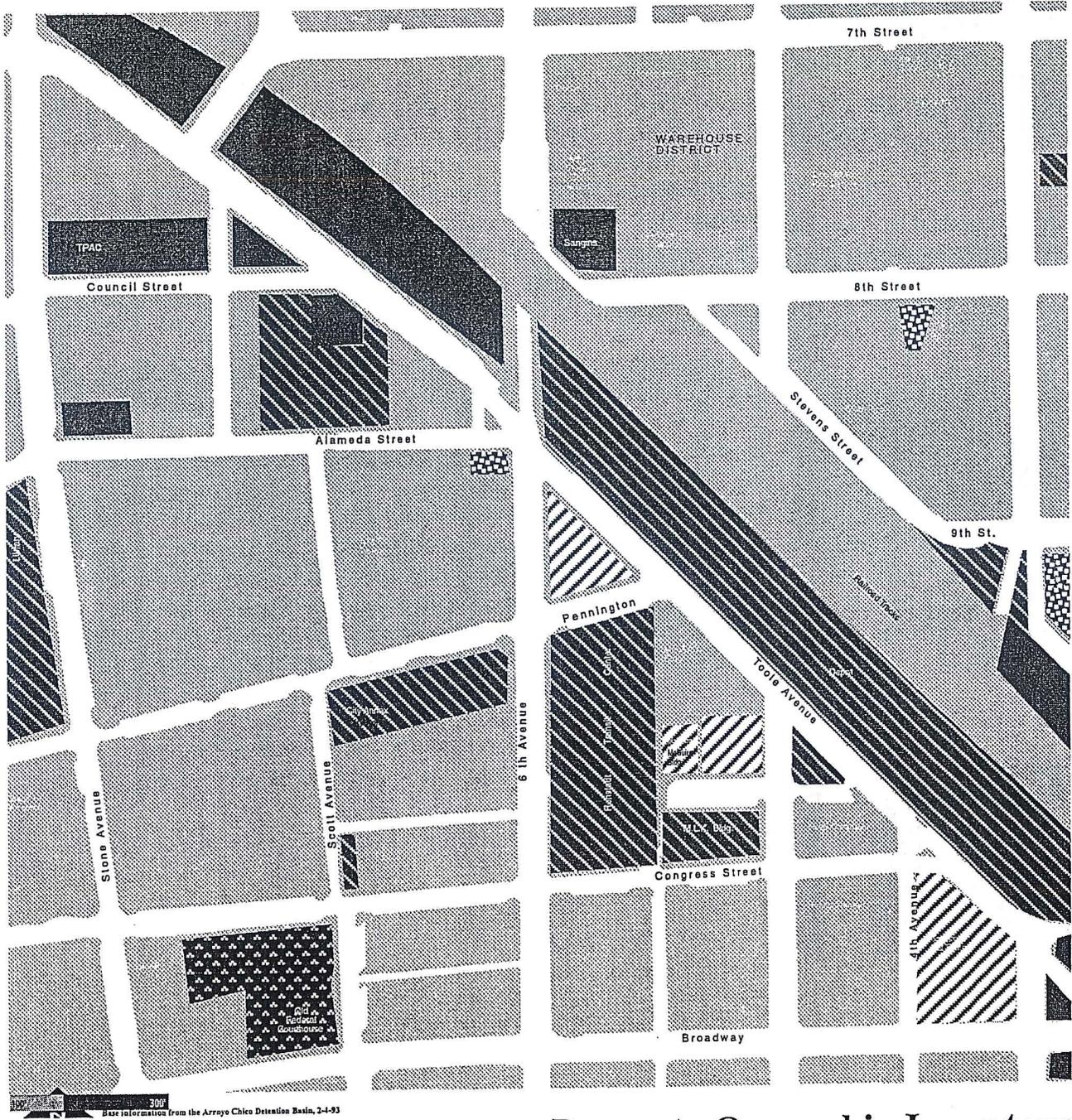
View northwest from the Depot overlooking the Warehouse District, the University of Arizona and the Catalina Mountains. The two concrete structures associated with the passenger tunnels are listed on the National Register of Historic Places.



View west on Pennington. The MacArthur building is on the left and the Ronstadt Transit Center is beyond.



View northwest from Congress and Fourth Avenue. Hotel Congress on the left and the Depot marks the entrance to historic Downtown. The existing underpass is on the right.



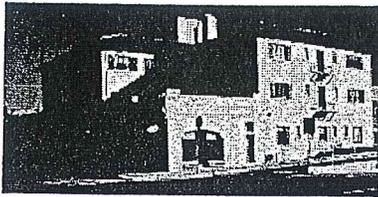
Property Ownership Inventory

Legend:

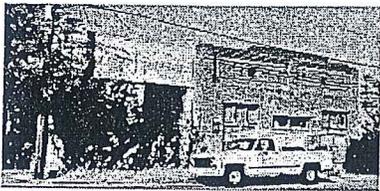
EXISTING PROPERTY OWNERSHIP

-  City of Tucson
-  State of Arizona Department of Transportation
-  United States
-  Non-Profit Organization
-  To be Acquired by the City of Tucson

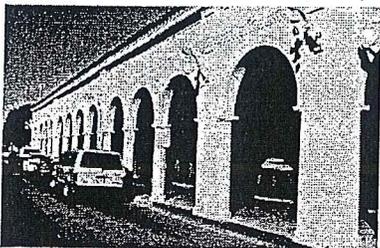
All other property is privately owned



The Coronado Hotel is located on 4th Avenue at the northern entrance to the underpass. It is on the National Register of Historic Places and was rehabilitated to provide housing for low-income residents.



Historic buildings north of the tracks on 9th Street. These complement the Coronado Hotel as an entrance to the 4th Avenue commercial district.



The covered arcade on 4th Avenue is an interesting combination of historic detail and contemporary expression. The arcade functions to shade pedestrians in the summer. Brightly painted murals inside the arcade further animates its commercial facade.



Tucson Historic Warehouse District

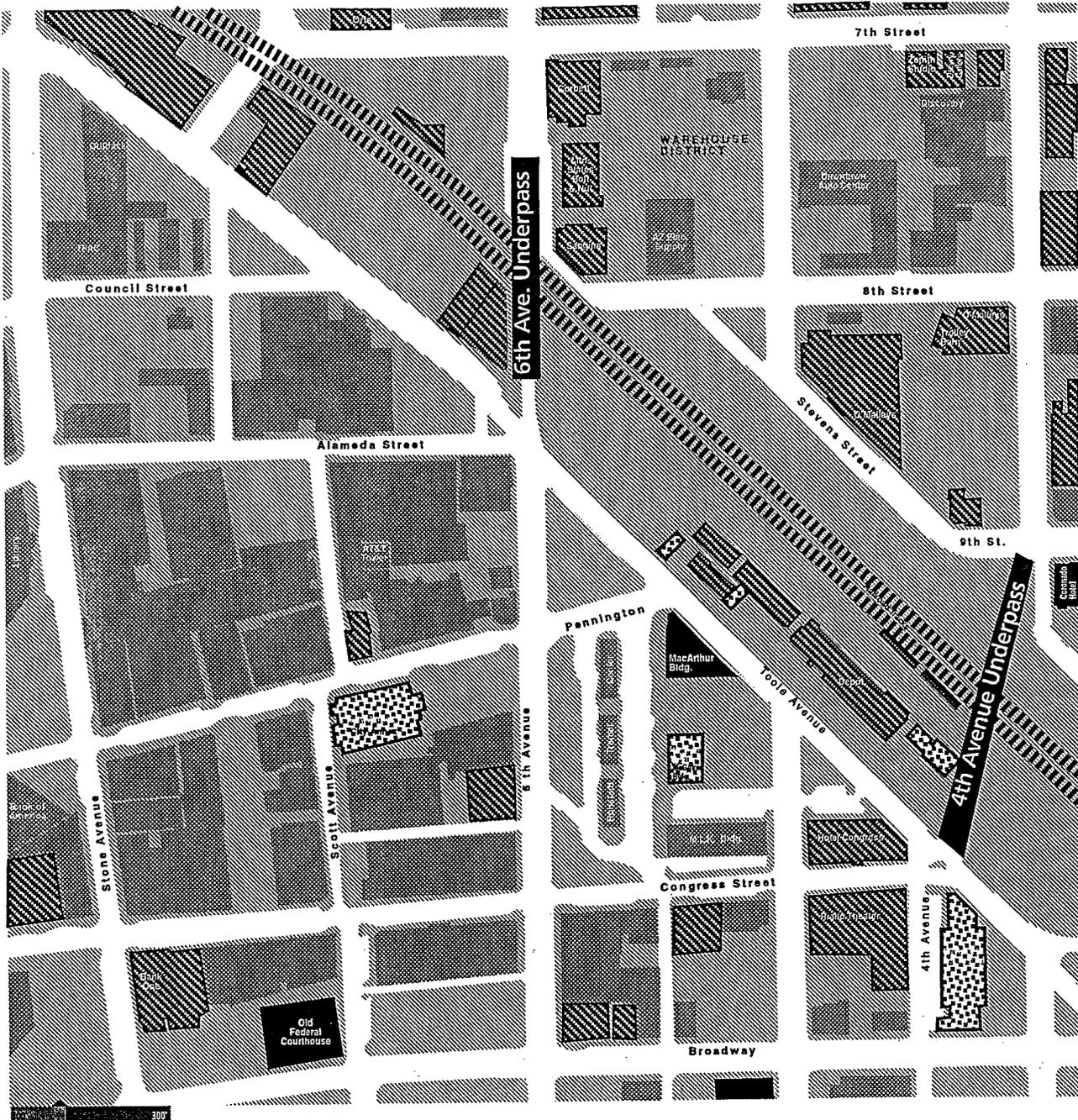
The Arts District Partnership is applying to the United States Department of the Interior's National Park Service to place the 50 acres containing the Depot property and the area north of the tracks on the National Register of Historic Places. The designation for this area is intended to be the Tucson Historic Warehouse District. A number of structures within the area are already listed on the National Register. They include the three vehicular underpasses located where the railroad crosses Fourth Avenue (built in 1916), Sixth Avenue (1930) and Stone Avenue (1936). The following excerpt from the Registration Form provides a helpful account of the district's history.

"During the first half of this century, the warehouse district was the primary distribution center of goods not only for Tucson but for southern Arizona as well. Thus the district contained core railroad buildings and structures, warehouses for wholesalers and freight companies, light industrial facilities for manufacturing and food processing, and early automotive showrooms and garages – all focused on the railroad, which in that era was the prime mover of goods in and out of the region. Architecturally, the district is visually coherent because the buildings that housed these various functions share, for the most part, common forms and a common scale. In terms of integrity, for the purposes of this nomination, buildings and structures relating to the district's areas of significance are considered contributing resources if they have not been altered or if the alterations are part of the building's or structure's history, within the district's period of significance, circa 1900 to 1948. Buildings that postdate this period or were significantly altered after 1948 are non-contributing resources."

"There is a problem, though in making too easy an association between historic preservation and increased tourism. The link occurs only when a community preserves entire districts, not just isolated structures. All over American we find cities that possess scattered historical structures, and yet they enjoy no tourism at all".

Arthur Frommer, Historic Preservation and Tourism

The view north from above the 6th Avenue underpass. The Corrbet building located on 6th Avenue and 7th Street contributes to the historic character of the Warehouse District with its arcade, tile roof and detailing.



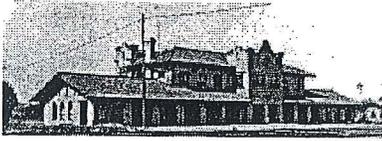
Base information from the Arroyo Chico Detention Basin, 2-4-93

Building Character Analysis

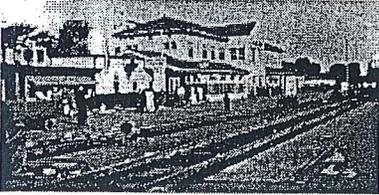
Legend:

EXISTING BUILDINGS

- Structures on the National Historic Register
- Structures Identified as Potentially Eligible for the National Historic Register (not necessarily in the Historic Warehouse District)
- Buildings that do not contribute to the character of the area
- Downtown Buildings



View of the Depot from the tracks in 1907.



View of the Depot from the tracks in 1945

Depot Property Buildings

“...the former Southern Pacific Passenger Depot ... is a Mission style two-story building of stuccoed brick with two-over-two double hung sash windows and a broad-eaved Spanish tile roof. Built in 1907 to replace the earlier wood frame station, the depot originally had symmetrical, highly ornamented facades facing the street and the tracks. The building was later extended to the northwest and in 1942 was streamlined by removing the decorative window surrounds and mixtilinear parapets (Myrick 1975). From the depot a tunnel runs to a platform between the tracks; this Art Deco pedestrian underpass was added to the depot in 1936. Adjacent to the depot and dating from the same period are the former railway express agency (contributing), the former road master's office (contributing), and the former storage vaults (contributing). These are also Mission style, with broad-eaved gabled roofs of Spanish tile. The railway express agency and storage vaults were later extended to the northwest, but stylistic alterations have been minimal, except for a 1950" addition to the vaults. The architectural ensemble of these four buildings – the passenger depot, the railway express agency, the road master's office, and the storage vaults – constitutes a Tucson landmark. Other later buildings associated with the depot are a small storage building (noncontributing), built circa 1950, and the former dispatchers' office (noncontributing), dating from the 1960s. Southeast of the passenger depot and its associated buildings is the Fourth Avenue Underpass (contributing). Constructed in 1916, this was the earliest of the three underpasses and also the longest (there were 12 sets of railroad tracks above). The stylized Tuscan piers of the underpass walkways echo the Tuscan columns of the depot's porches.”

Excerpted from the Registration Form provided by the Tucson Arts District

1907 - 1909

- Main Depot Building was constructed as the passenger depot.
- Building 2279 provided for luggage storage. It is also known as the Railway Express Agency.
- Building 2280 was the Vault for Railroad Record Storage
- Building 2281 served as the Employee Building. It was also known as the Dispatcher's Office. This is the only building that has not been altered since 1909.

1914-1922

- Building 2280 was enlarged by 400 square feet to create additional record storage space.

1922-1930

- Building 2280 was enlarged again by 1,375 square feet for additional record storage space.

1930

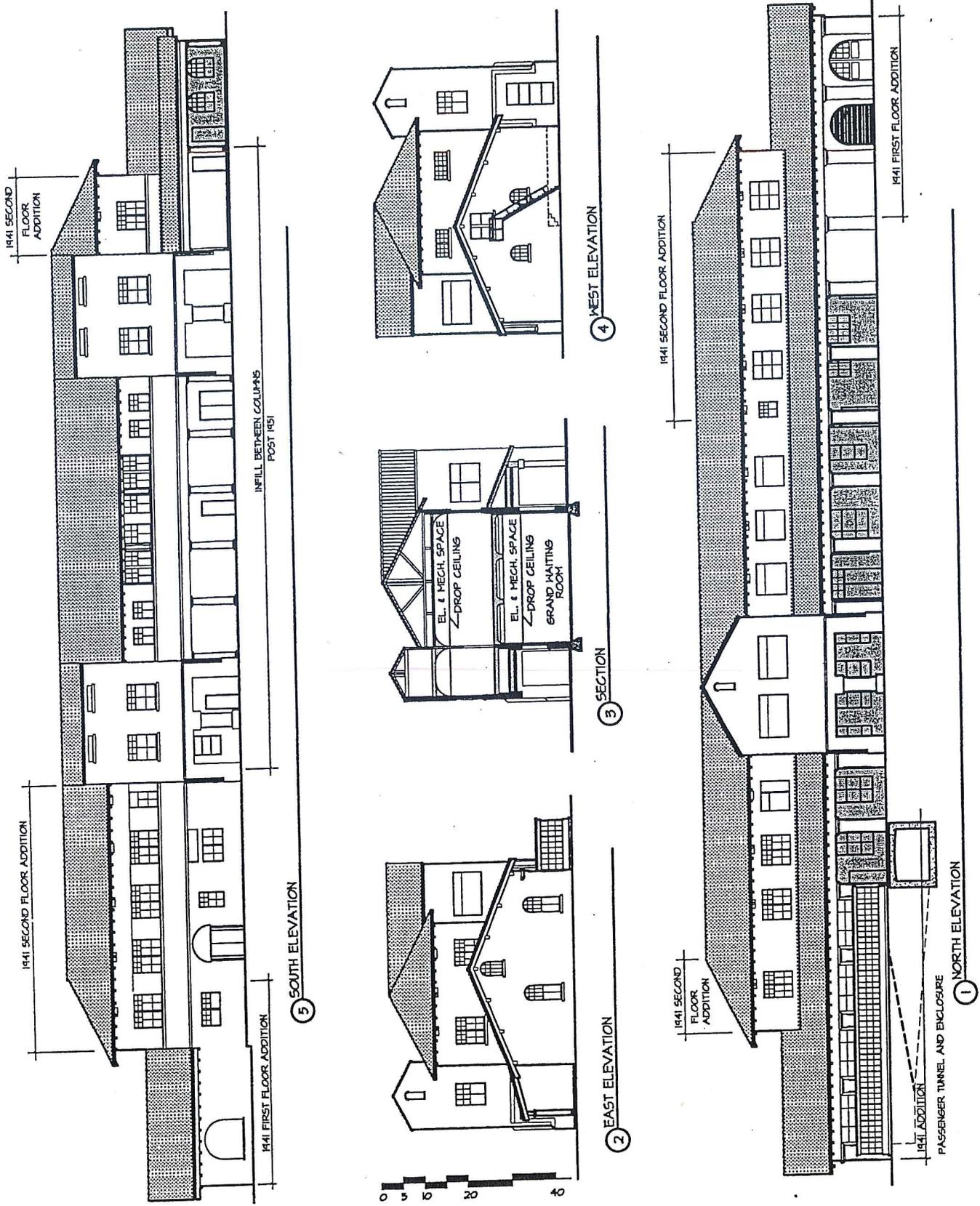
- Building 2279 was enlarged by 1,200 for additional luggage storage.

1941

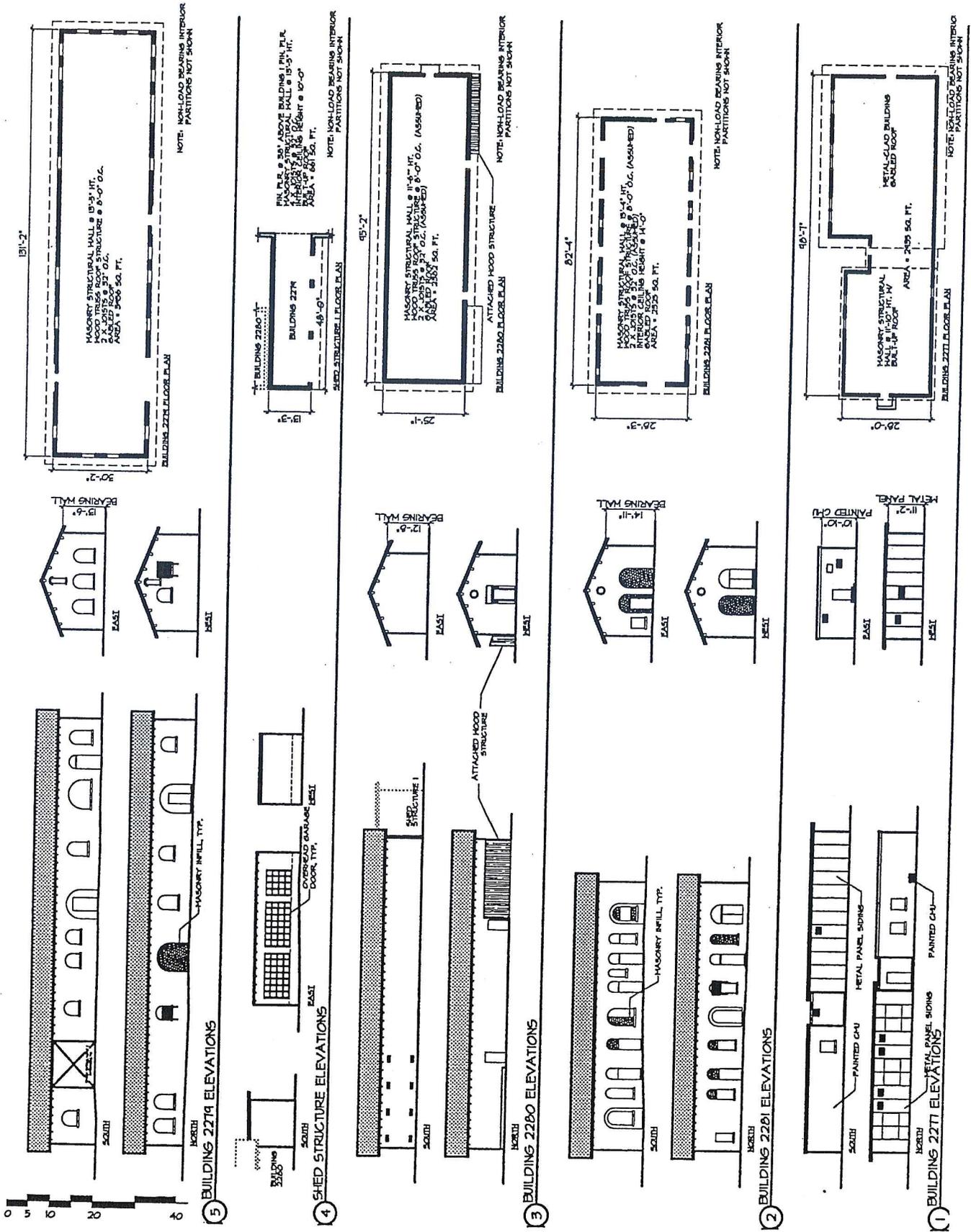
- The Main Depot addition of 4,352 square feet and remodeling included the passenger tunnel to the tracks.

After 1951 (these are considered non-contributing to the Tucson Historic Warehouse District)

- Building 2277 was constructed as a temporary depot.
- Building 2278 was built as a storage shed.
- The storage shed connecting Buildings 2279 & 2280 was also built.
- Building 2282 was constructed for equipment.
- The arcade of the Main Depot was enclosed adding 1,849 square feet.



Depot Building Elevations and Sections



Building Elevations of Associated Depot Property Buildings

Existing Transportation Services

The following information represents a summary of existing transportation services currently operating within the Depot study area. The summary includes Amtrak passenger rail service, Greyhound Bus Lines, Sun Tran fixed route public transit service, the Old Pueblo Trolley vintage electric rail service, and current motor vehicle traffic volumes in the study area. In addition, current Union Pacific rail freight activity affecting the Downtown Intermodal Center study area is considered.

Amtrak

Amtrak provides intercity passenger rail service by way of the "Sunset Limited" – Amtrak's southernmost east-west route between Orlando, Florida, and San Diego, California. Currently, Amtrak schedules four weekly departures and arrivals from its Tucson station located in the Union Pacific Train Depot. In fiscal year 1993, Amtrak's Tucson station recorded 18,273 passengers. Future projections of riders utilizing Amtrak are dependent on market demands, which adds an element of uncertainty to future ridership projections. The possibility of future high-speed rail within Arizona could also affect ridership numbers for Amtrak.

Amtrak is the Railroad Passenger Corporation created by the Rail Passenger Service Act of 1970

Greyhound Bus Lines

Greyhound Bus Lines is the only interstate bus system operating in Pima County. The Tucson Greyhound Bus Terminal, located in eastern Downtown Tucson, is the only location where Greyhound boards and alights passengers in Tucson. The 14,255 square foot facility (interior) also facilitates La Crusera, a transportation provider of which Greyhound owns a majority share. La Crusera provides a direct connection to Mexico. The existing bus terminal, located at 2 South Fourth Avenue, has the capacity to stage eight buses. Currently, 54 arrivals and 53 departures daily provide connections to various cities throughout the southwestern United States and Mexico. Approximately one half of these arrivals and departures are by La Crusera, providing 18 daily trips from Tucson to Nogales, Arizona.

The current lease agreement for the existing Greyhound facility expires in 2008. However, the Greyhound Lines, Inc. could be forced to relocate prior to this date with the implementation of the Barraza-Aviation Parkway / Forth Avenue Underpass project. The Fourth Avenue Underpass / Congress Street intersection design component of the project will require the condemnation of the existing Greyhound building and parking facilities by the City of Tucson. The relocation of the Greyhound facility to the Union Pacific Depot site or within the study area is recognized as having both opportunities and constraints. If it is determined that Greyhound will utilize the Depot, the timing of the facility becoming operational could be an issue. In addition, if Greyhound were to function out of the Depot facility, the space requirements for other potential uses in the Depot will be limited significantly because of the space needs of Greyhound.

"A major theme to be considered in planning for station development is intermodalism. Users and transportation providers alike benefit when the various modes are connected together. Travelers benefit from having a greater number of travel options which result from improved connections. It is much easier to use local transit to get to the intercity train or bus if they all share a common terminal. Amtrak, Greyhound and the transit agency can all benefit from an increased number of riders, as travelers discover that intermodal public transportation is convenient and easy to use. Importantly, by sharing a common facility, the carriers reduce their overhead costs. Therefore, you need to identify all existing and potential transportation providers at this early stage. This means both modes and operators. Modes are the technology of transportation – intercity and commuter trains, local transit (bus, light and heavy rail, paratransit), taxicabs, automobiles, ferry service, and even aviation. Operators are the private companies or public authorities which actually operate the service."

The Great American Station Foundation Guidebook on Train Station Revitalization

Sun Tran Fixed Route Bus System

Sun Tran is the local fixed route bus service provider within the City of Tucson. The current bus system includes 203 buses operating on local and express routes throughout the metropolitan area. In fiscal year 1997/1998 Sun Tran's ridership was 14,863,032. Included in the system are three transit centers serving as the major connection and transfer points for the bus transit network. The three existing transit centers include the Laos, Ronstadt, and Tohono Tadaí transit centers. The Ronstadt Transit Center was the second of these facilities built in the City of Tucson. Located on Toole Avenue across from the Union Pacific Depot train station, the Ronstadt Transit Center is the main transit facility for Sun Tran. The site is 2.7 acres in size, handling 23 routes and facilitating 18 bays. Close to 1,300 buses cycle through the center each day. Approximately 66% of the exiting buses utilize the northern egress located on Toole Avenue.

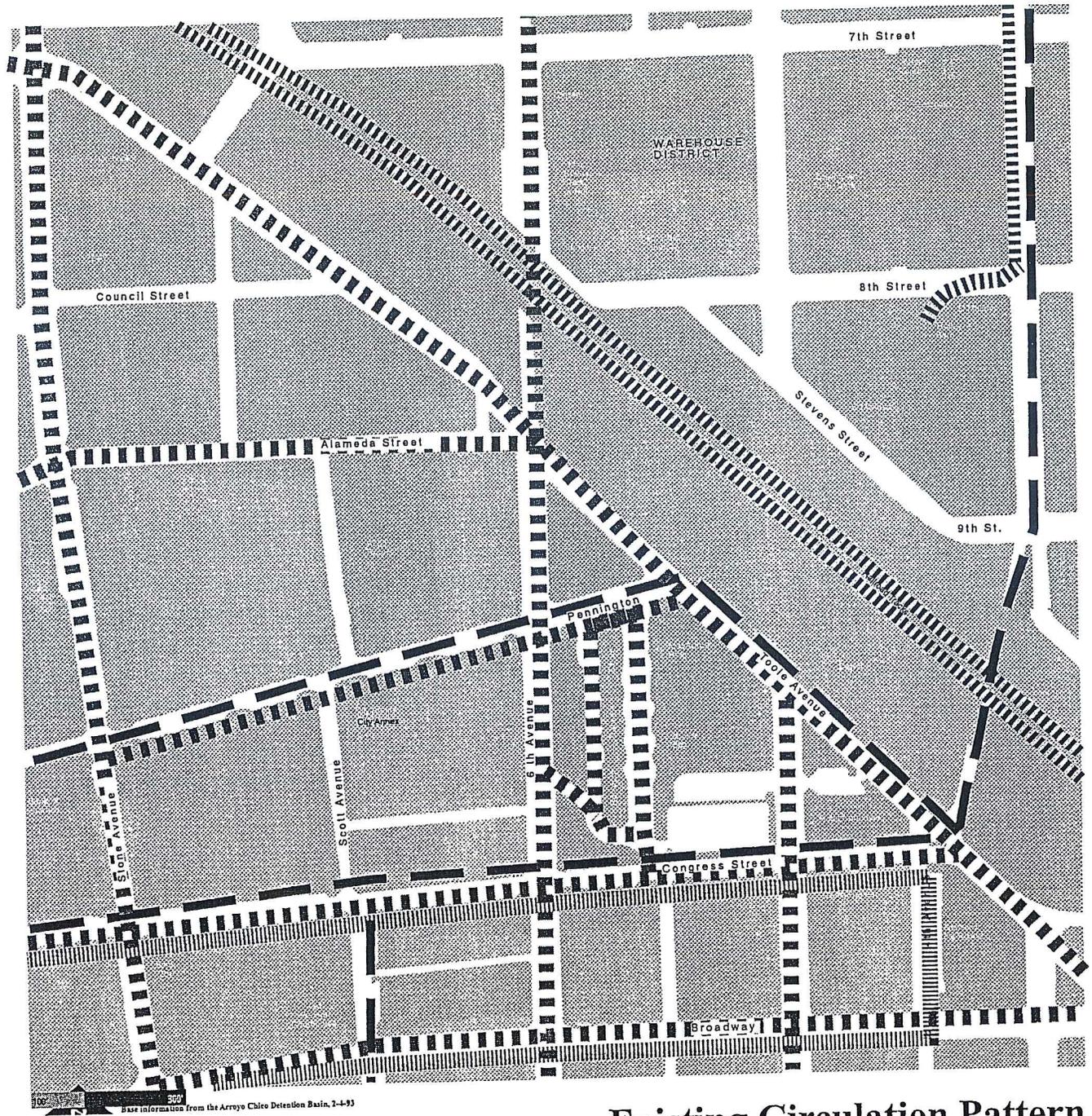
Sun Tran has indicated that the Laos and Tohono Transit Center facilities currently accommodate the transit demand for the service area. However, Ronstadt Transit Center is currently operating at a maximum capacity in terms of bus traffic and passenger trips. There is a desire to add additional bus bays to accommodate express busses and relieve overcrowded local bus bays. As projected ridership for Sun Tran is dependent on market demands, pricing, and benefit-cost factors, predicting expansion needs is difficult to estimate. With the current demand, Sun Tran has indicated only limited needs for significant space requirements at the Ronstadt Transit Center, including: 4 new bus bays, 2 new articulated bus bays (60' bus length), and new men and women restrooms. Some services at Ronstadt are stressed, with some routes needing to share bays. Ideally, there would be a separate bay for each route servicing the center. Notwithstanding, future expansion of the level of service, any potential shared space for Sun Tran at the Depot facility would be minimal, including space for general information (e.g., bus schedules) and access to electronic scheduling information and services provided at the Ronstadt Transit Center or limited downtown circulator route service.

With the Ronstadt Center located immediately west of the Depot, access between the two facilities could be accommodated easily and is considered as a major component of the Depot project linking existing services with their influences on the intermodal district.

The existing transit routes, linking the University of Arizona campus and Downtown areas, as well as the proposed Downtown Circulator transit route service should provide access to the Depot intermodal center. This transit service will promote local transit service and access to the business and arts district in downtown. In addition, para-transit service (for disabled access) should be accommodated at the Depot site or as an expansion north of the Ronstadt Transit Center. Information kiosks, waiting areas, and rest room facilities should be included in the implementation of the Master Plan.

Light Rail

In 1990, the City of Tucson completed the 'Broadway Corridor Study Phase II Final Report' outlining a range of travel demand issues and transportation alternatives to be considered for a primary east-west arterial in central Tucson. At that time, the City analyzed a variety of transit and light rail alternatives for the Broadway Boulevard corridor. In general, as



Existing Circulation Pattern

Legend:

EXISTING TRANSIT ROUTES

- ||||||| Railroad
- ||||||| Historic Trolley
- ■ Suntran Shuttle Bus
- ||||||| Suntran Bus
- ||||||| Greyhound

light rail alternatives were supported by the community in concept, the density thresholds for the urban metropolitan Tucson area did not meet the Urban Mass Transportation Administration (UMTA) – now referred to as the Federal Transit Administration (FTA) – minimum criteria. As such, the light rail alternatives under consideration did not advance through the planning process.

In addition to the ‘Broadway Corridor Study’, the City conducted the ‘Oracle-South Sixth Avenue Corridor Study’, which considered primary north-south transportation linkages within the metropolitan Tucson urban area. These combined studies indicated a strong propensity for transit use along South Sixth Avenue and Broadway Boulevard east of the central business district.

The point of intersection between these major transportation corridors is the downtown Ronstadt Transit Center and the proposed Downtown Tucson Intermodal Center.

In 1994, the City of Tucson conducted the ‘Transit Linkage Study’ and the ‘Transit Linkage Study Phase II – Light Rail Concept Study’ to analyze transit connections in the central business district and the University of Arizona campus area. Owing to their proximity, these studies acknowledged the need to provide strong transit linkages between the downtown Tucson area and the main campus at the University of Arizona. The ‘Transit Linkage Study Phase II – Light Rail Concept Study’ established a conceptual framework for a ‘starter rail’ connection between these two destination locations. The study verified that, to minimize costs, the initial light rail line could be designed within the existing South Sixth Ave. and Sixth St. rights-of-way.

Old Pueblo Trolley

The Old Pueblo Trolley (OPT) vintage electric trolley line is a locally owned and operated nonprofit Trolley service. Currently, there are four cars, with one being fully functional and three under repair and restoration. The existing route links the Fourth Avenue retail area with the University of Arizona and University Boulevard shops.

The trolley currently runs three days a week: Fridays from 6-10 PM., Saturdays from noon to midnight, and Sundays from noon to 6 PM. Approximately 20,000 passengers are carried on the trolley each year. That number is estimated to increase to 60-80,000 if the line was expanded into downtown and operations would be conducted on a daily basis (Source: The Old Pueblo Trolley’s estimates).

Current facilities include storage and maintenance yards totaling around 8,000 square feet. OPT estimates that space needs could increase to as much as 24,000 square feet for maintenance and restoration, operations, administration, dispatch, and storage. The Old Pueblo Trolley organization has expressed an interest and possible need to relocate if this amount of growth occurs. OPT has indicated a desire to be close to the Depot project, if possible. However, the Depot site has possible restrictions related to access and the availability of space for a maintenance yard and

operational facility for OPT. Access of the OPT service is a high priority of the Depot Master Plan. In contrast, a maintenance facility may be difficult to accommodate at the Depot site.

Arizona Shuttle and Tucson-Phoenix Shuttle

These two independently owned shuttle companies run hourly trips between Tucson and Phoenix's Sky Harbor Airport. The two competing companies have pick-up and drop-off sites throughout town. Owners of the Arizona Shuttle have expressed interest in locating an auxiliary site at the intermodal center. Space requirements would be minimal. A shared waiting area and a small ticket office are all that would be needed for their services inside the building, while a drop-off spot able to accommodate their newer buses, similar in size to "Van-Tran" buses, would be necessary outside. No more than two buses (one arriving from Phoenix and one departing) would be present at a time. Maintenance and administration would remain at their Speedway site. The depot site would be comparable to the drop-off site at the Circle K across 6th Street from Arizona Stadium.

Union Pacific Freight Railroad

The Union Pacific Railroad operates freight rail service through Tucson, carrying primarily agricultural and mining products. Union Pacific estimates that approximately 50 trains per day operate through Tucson, with the number expected to increase to 60 trains per day within the next one to three years. Union Pacific currently utilizes portions of the Tucson Depot facility for communications purposes. No other Union Pacific activities occur at the Tucson Depot facility. The communications area occupies approximately 1,195 square feet of the second floor of the primary Depot building. Currently, Union Pacific has reserved the right to utilize the facility under a long-term lease agreement for up to ten years. The City of Tucson has the ability to remove Union Pacific from the Depot prior to the ten-year expiration date with proper notice and compensation. Because Union Pacific is primarily a freight provider, it is not anticipated that further consideration of space utilization will be required in the Depot Master Plan project for Union Pacific needs.

Motor Vehicle Traffic Volumes (ADT)

Existing and future daily traffic (ADT) volumes for the arterial street network within the Depot Master Plan study area will have an effect on the Depot project. The primary north-south arterial roadways affecting the Depot project include Stone Avenue and Sixth Avenue with Fourth Avenue north of Toole Avenue to the Fourth Avenue shopping district also a consideration. The primary east-west arterial streets include Congress Street, Sixth Street, and Broadway Boulevard with Pennington Street serving as a connector to the governmental district.

See appendix for the average weekday usage of the major downtown roads.

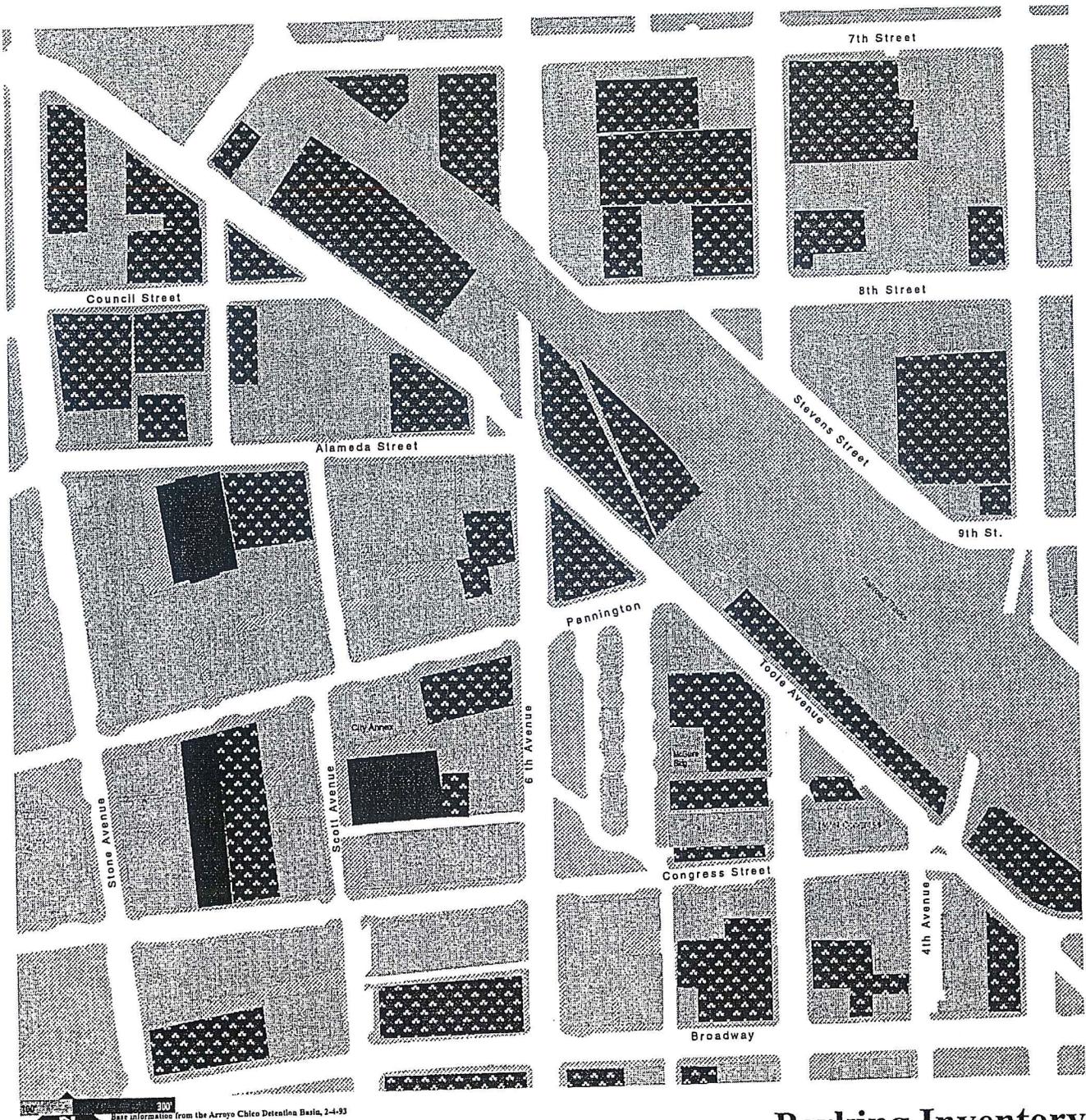
Parking Supply and Demand

The current parking supply in and near the study area is estimated to be about half of what it should be. This estimate is based upon typical standards for urban conditions in the United States.

The current parking supply barely meets the demand downtown. This is due to the high vacancy rates. But, during special events the quantity of spaces is found to be woefully inadequate.

See the Tenth Street Plaza Multi-Use Parking Structure Study in the Appendix.

Parking spaces in the Depot District will be displaced by the improvements associated with the Barraza-Aviation Parkway, the 4th Avenue underpass, future city courts expansion and the development of new uses in the Depot District. *For the Master Plan's recommendations to accommodate this loss of parking spaces see the parking program in the following section.*



Parking Inventory

Legend:

EXISTING LAND USE

-  Parking Structure
-  Surface Parking Lot

D. MARKET CONTEXT

At the regional level Tucson's employment is relatively strong. Recent planning efforts have been directed towards the retention and promotion of manufacturing as well as high-wage service jobs. The post recession boom appears to be leveling out, unemployment is at very low levels but most of the growth is occurring in low wage sectors.

The structure of the local economy is showing signs of transformation which might affect the future of Tucson's Downtown. Planned developments to the west of Downtown, the untapped potential of the University of Arizona, the growth of tourism and convention business combined with the emergence of Downtown Tucson as a hub of art and culture are likely to stimulate opportunities in the Study Area. Potential development projects might include specialty retail and entertainment venues, multi-family residential as well as professional and high-tech service office.

See Appendix for the complete Market Study.

You will find that having your property in the National Register can be a major asset. You will qualify for specific historic grants for planning purposes. You will also be eligible for other economic development and urban revitalization funds that give preferences or bonus points for preservation projects. Being on the Register will enhance your eligibility and strengthen your chances for obtaining other government funds. Certain federal transportation, urban redevelopment, and environmental programs look favorably on grant proposals that have a preservation component. The Register can also be a useful tool. It can lead you to other properties that have experienced the designation process, that have undergone renovation and restoration, and that exemplify a range of adaptive reuses. There is a certain "prestige factor" that comes from being listed. Having a property on the Register probably gives you an advantage when you propose a project in your community. There is a special status associated in people's minds with being on the Register. A property in the Register carries weight, if you are looking for financing, whether it be in the form of public money or credit from the private sector.

*The Great American Station
Foundation Guidebook on Train
Station Revitalization*

II. MASTER PLAN

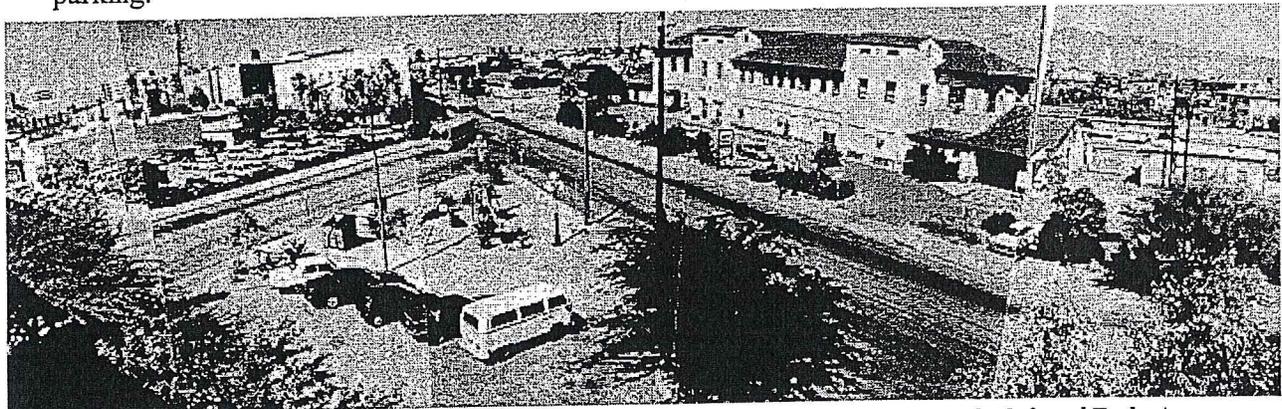
A. DESCRIPTION OF PHYSICAL ELEMENTS

The focus of this section is to depict the major elements (buildings, streets, pedestrian areas, etc.) that could fulfill the criteria established by the Task Force for redeveloping this area of Downtown. These recommendations represent the sequential step from previously completed vision plans and overall studies to a level of detail that generally fits the program to the boundaries of the site. Subsequent step should include a detailed survey of the properties' boundaries, topography, utilities and entitlements.

1. Existing Land Uses to Continue

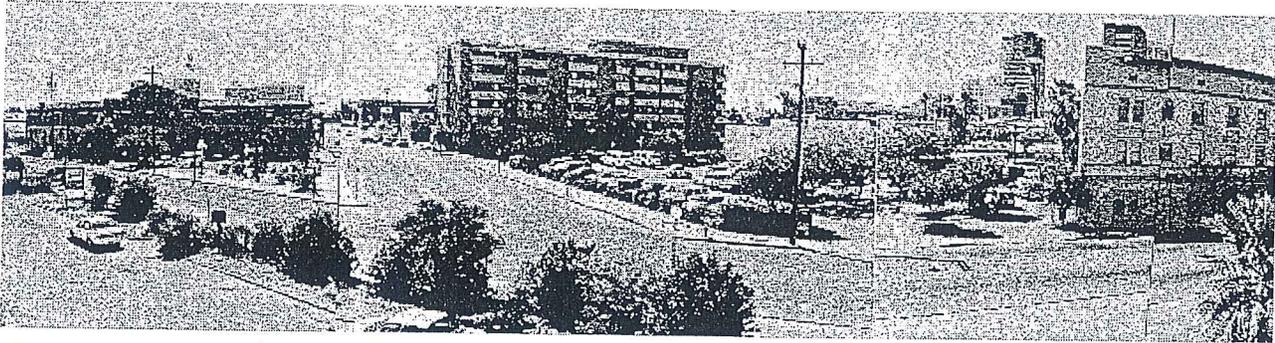
The following existing buildings (among others) and their associated land uses should be encouraged to continue on in their activities. New development must support these faithful neighbors in providing appropriate pedestrian and vehicular access and parking.

- **Hotel Congress and Associated Retail and Entertainment Venues**
Built in 1914, Hotel Congress is a critical presence in the Depot District. Its 40 guestrooms offer a valuable service to travelers who appreciate its unique historic character and proximity to downtown businesses, cultural attractions, and numerous modes of transportation.
- Hotel Congress is an important catalyst in the growing program of entertainment events in downtown. Club Congress has an active schedule of live performances. It also provides a good restaurant as well as meeting spaces that support activities such as the film festivals held in downtown Tucson's historic theaters.
- Future attendance to the activities and events associated with Hotel Congress are expected to grow strengthening the case for improving the Project Area with supporting uses and access via the multi-modal transportation and additional parking opportunities.
- Patrons of Hotel Congress have enjoyed the use of nearby office's parking spaces for evening events. However these parking spaces are of poor quality consisting of mostly unimproved dirt lots and on-street parking.



View from Hotel Congress north across Tenth Street and Esspee Park with Fifth Avenue on the left and Toole Avenue on the right. The Depot is shown in the center. The Depot property was purchased by the City of Tucson in mid-1998.

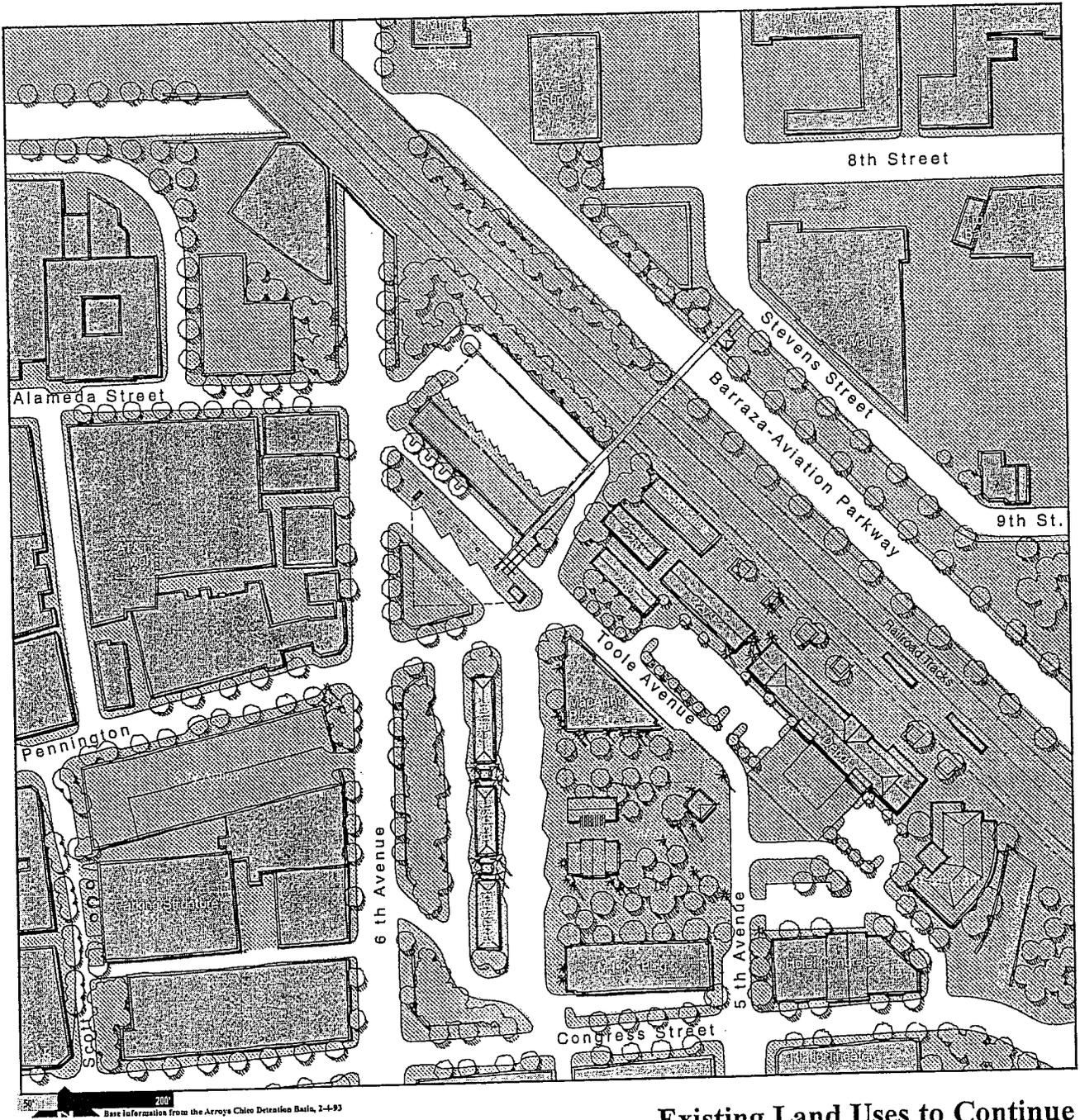
- The **Martin Luther King Apartments** is a six-story public housing building on Fifth Avenue and Congress Street. New uses must be sensitive to the residents who tend to have limited resources and/or physical disabilities.
- The height and orientation of the MLK building offers good views north over the Project Area to the Catalina Mountains. Maintaining these views is one of the reasons to recommend the development of the 10th Street Plaza with small one story structures.



View from the Depot southwest. Hotel Congress is on the left, the Martin Luther King Apartments are in the center, and the MacArthur office building is on the right.

The **MacArthur Building** is another of the Depot District's beautiful old buildings. It is a three-story office building with surface parking (for 66 vehicles) in the lots south of the building. It is this parking lot that should be reconfigured into the 10th Street Plaza. The objective would be to reserve 32 parking spaces for the tenants of the MacArthur Building in a design that compliments the public plaza.

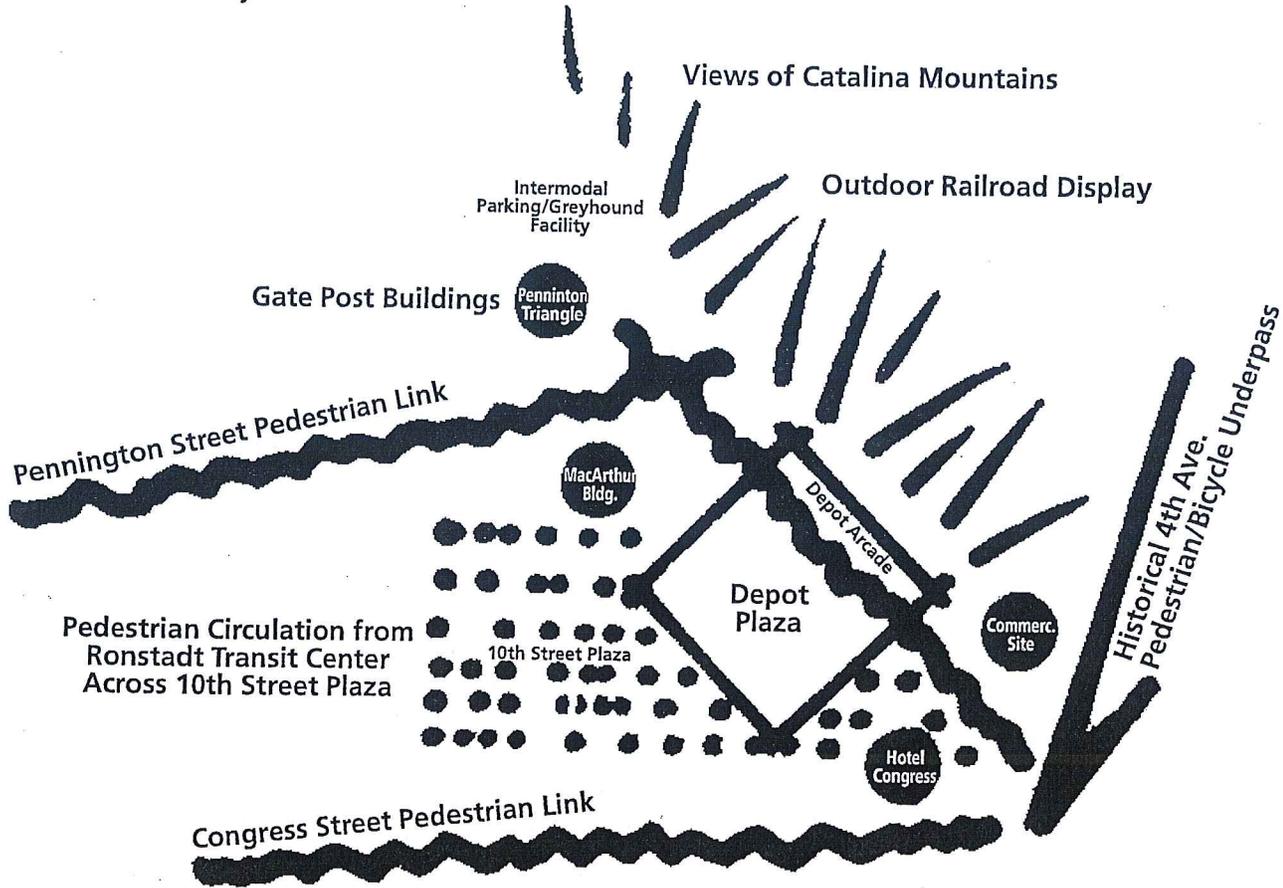
- The views over the small depot buildings to the Catalina Mountains should be retained with the development of the Depot property.
- The **Ronstadt Transit Center** is a highly successful Sun Tran facility. It should extend north across Pennington and be integrated into the Triangle Building site. Part of the development of the 10th Street Plaza includes inviting pedestrian access across the plaza to the Depot and associated features.
- Land uses along Scott Avenue between Pennington and Congress include restaurants, retailers and a parking garage. Scott Avenue is recognized as a key pedestrian oriented street in Downtown and a link to the Depot District. This area should, therefore, be further rehabilitated to provide needed amenities including housing, markets, retail, etc. The City is considering an entertainment district to be located in the block between Scott Avenue to Stone.
- The City should be encouraged to implement plans to enhance this segment of Scott Avenue.
- Existing **City of Tucson Court Facilities** are located northwest of Alameda and 6th Avenue. They are expected to expand in this area in the future. The planned extension of the Barraza-Aviation Parkway and associated circulation improvements are anticipated to affect the property configuration of the area.



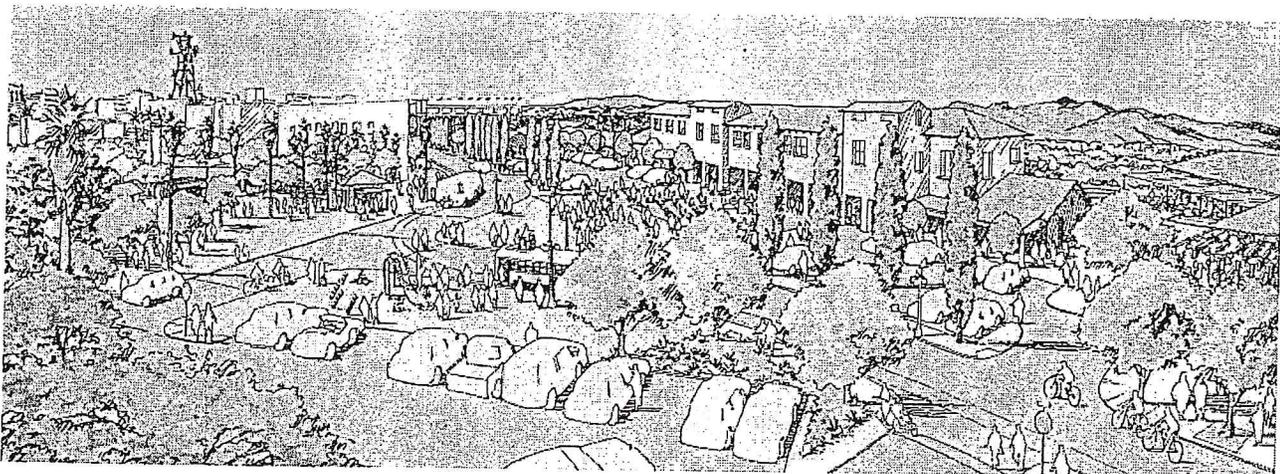
Existing Land Uses to Continue

2. New Building Development

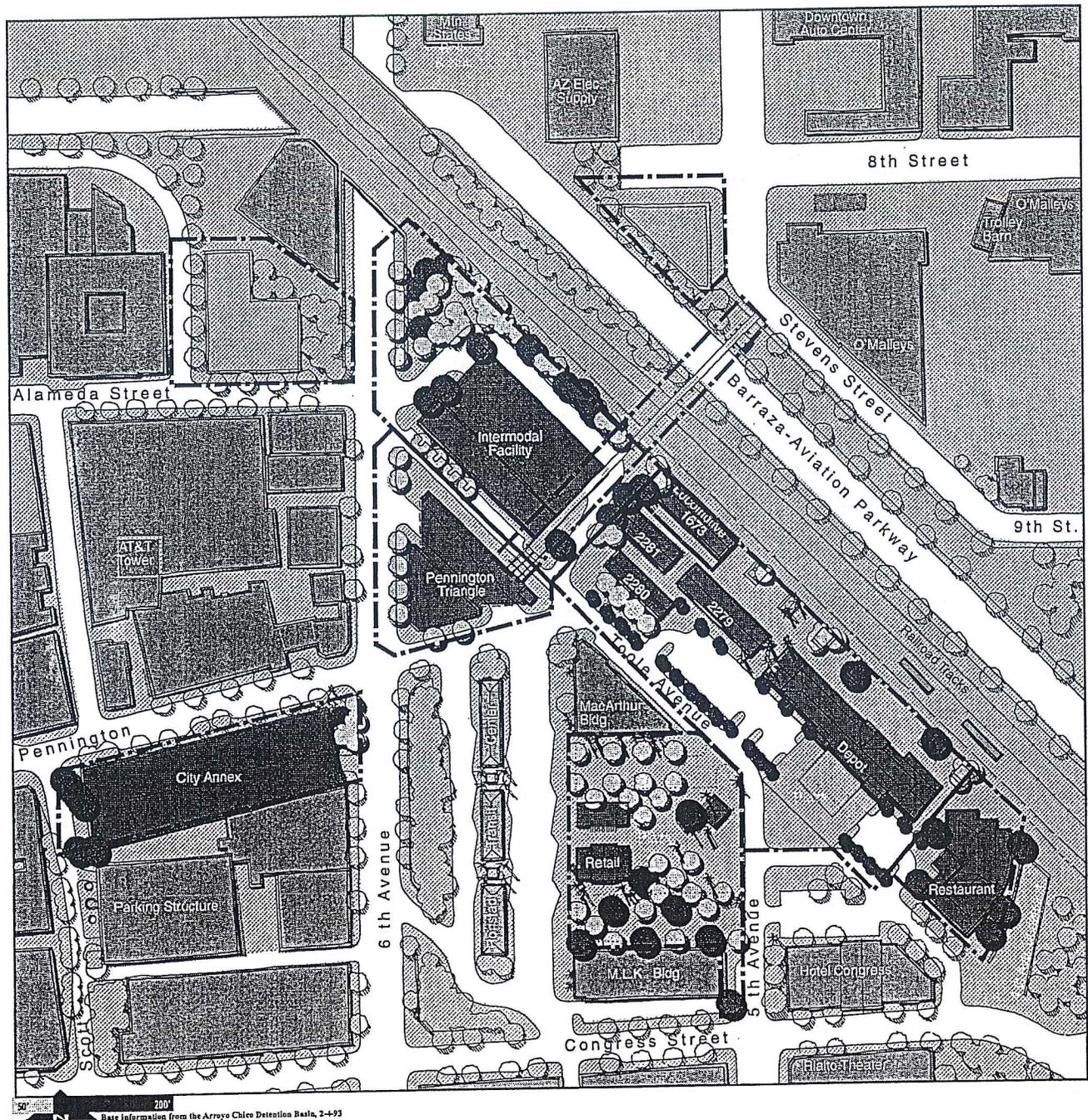
Tucson's intermodal center is not one enclosed building, as required in less hospitable climates, but a series of transit oriented nodes arranged around a central public open space. The Open Space Diagram illustrates the physical framework for people to move through and gather within the intermodal Depot District. The district serves as a fulcrum between the pedestrian/commercial streets of Congress, 4th Avenue and Pennington.



Open Space Diagram



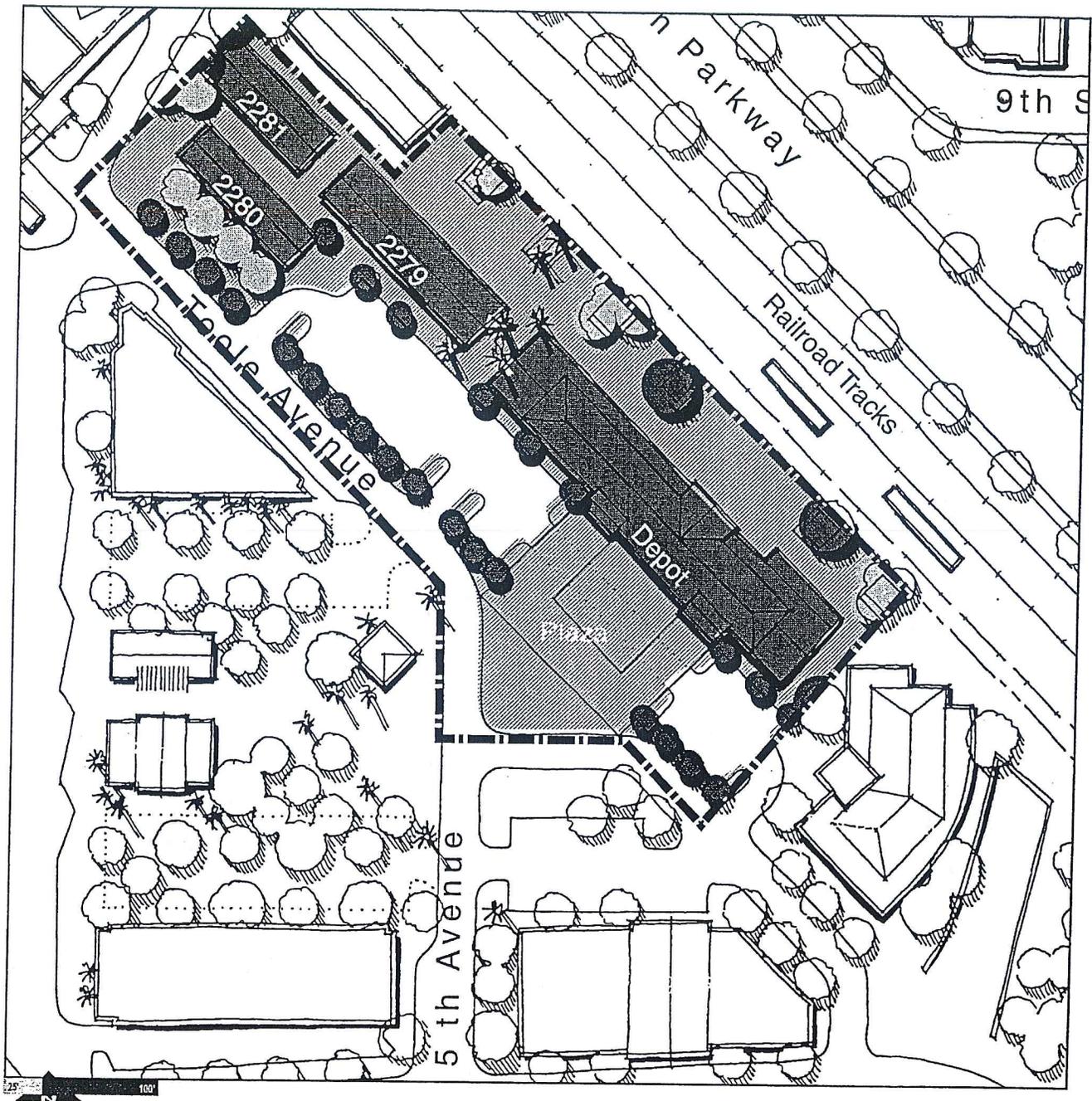
Proposed view from Hotel Congress north into the intermodal Depot District.



Recommended Building Program Site Plan

The intent of the urban design is to integrate the functional requirements for efficient vehicular movement and the natural conditions of the desert environment into an inviting place for cultural activities - contributing to the revival of downtown as the heart of Tucson.

Each project identified is addressed in detail in the following pages. Section B summarizes the recommended development program including new and reused building areas and relocated and new parking spaces. Section C presents the implementation strategy and phasing for each project through completion of the Intermodal Center Master Plan for the Depot District



a. Tucson Depot

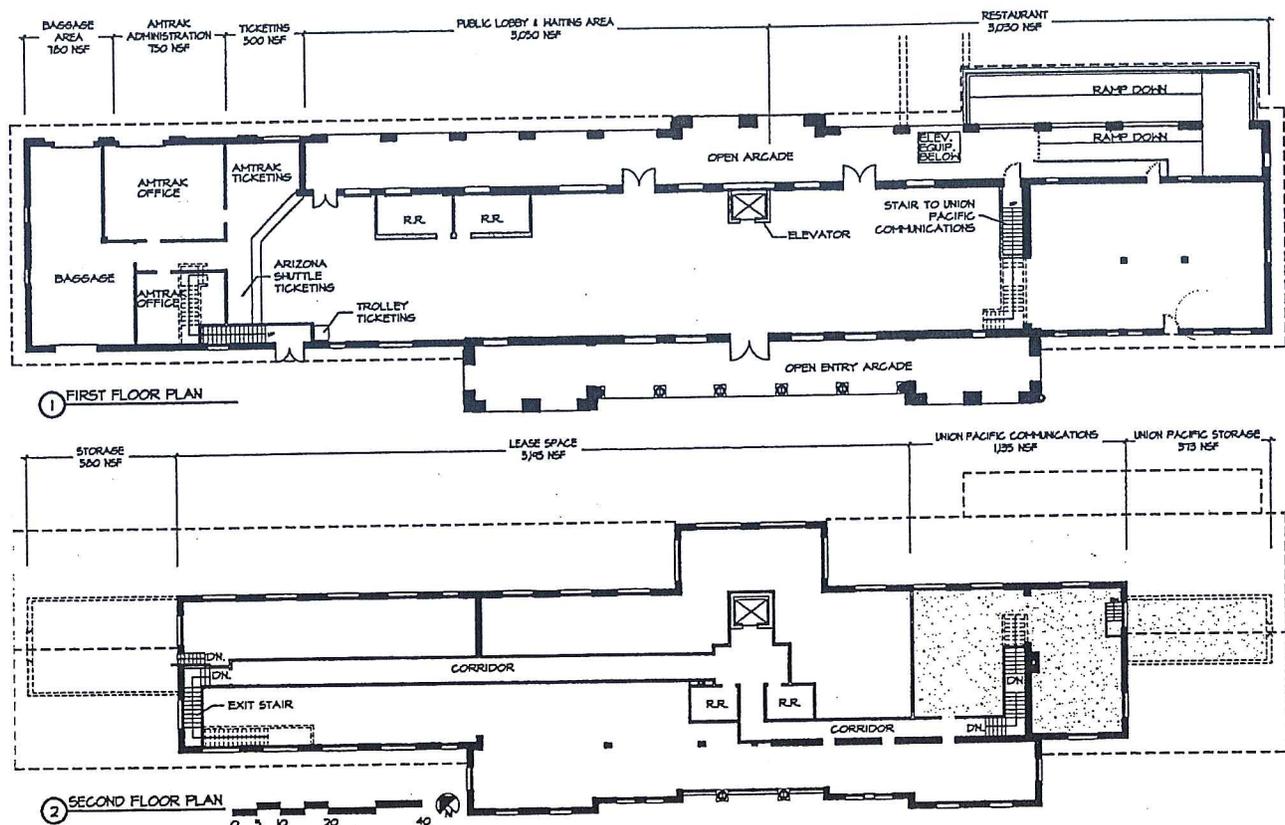
The Tucson Depot with its associated buildings is the centerpiece of the Historic Warehouse District. The Task Force passionately supports the rehabilitation and restoration of the Depot and associated buildings as an intermodal center and catalyst to rejuvenating this area of Downtown. After a great deal of intelligent discussion the Task Force was divided on the issue of which of the two eras of the historic building's development should be restored to: 1907 or 1941. The Master Plan recommends restoration and reuse of the historic buildings to the 1941 era for the following reasons:

- Restoration costs for the Depot building (due to the highly specialized nature of this type of work comparison costs were not available); and

- Greater area available for tenants (additional 4,687 GSF more than the 1907 building).
- The Tucson-Pima County Historical Commission recommends the 1941 era.

The Depot building is programmed to house the following transit providers:

- Amtrak
- Phoenix Sky Harbor Airport Shuttle Service
- Old Pueblo Trolley
- Arizona High-Speed Rail (*Future*)



Recommended Development Plan for the Depot Building

The tenant improvements to the Depot building should allow shared use of a ticket counter, baggage area, waiting area and food service. Ticketing and baggage uses require careful delineation of areas for each user. Amtrak, Phoenix Sky Harbor Airport Shuttle Service and the High-Speed Rail are expected to require office space. The southern portion of the building should be improved to provide food service that could provide for travelers, attract residents and visitors, and compliment the services provided by the Hotel Congress and the new restaurant recommended for the commercial site southeast of the Depot.

The three associated small buildings northwest of the Depot building should be rehabilitated and restored for use as a transportation museum with specialty retail and/or office. Building 2280, the old vault storage, may lend itself to a museum building as it has no windows and therefore would allow maximum wall display area.

Scope of Architectural Rehabilitation and Restoration and Installation of Required New Systems for the Depot Building

Exterior

"Nearly everywhere, the American train station has served as the focal point of social life and the centerpiece for local trade and commerce. It is the welcoming gateway for passengers arriving into the community by train and, in many cases, the very fabric that binds towns and cities together as one nation".

*Daniel Patrick Moynihan, 10/98,
The Great American Station
Foundation Guidebook on Train
Station Revitalization*

- Demolish infill walls enclosing arcade at southwest (Toole Avenue) side
- Restore and/or rebuild passenger tunnel enclosure on northeast (track) side
- Repair/restore or remove/replace remaining 1941 windows; new to be wood frame with steel sash, same as installed in 1941
- Repair/restore or remove/replace remaining 1941 doors; new to be same as installed in 1941
- Remove and replace existing roof, including sheathing, underlayment, and barrel and pan clay tile, to match original
- Repair or remove and replace existing exterior plaster as required
- Repair/restore or remove/replace miscellaneous wood, concrete, and plaster trim
- Paint

Interior

- Demolish and remove interior partitions, interior finishes on exterior walls as required, acoustical panel ceilings and hangers, and floor finishes.
- Repair or remove and replace interior plaster on inside face of exterior walls as required
- Repair/restore or remove/replace miscellaneous wood and plaster trim
- Repair/restore or remove/replace miscellaneous wood and plaster decorative elements
- Repair/restore or remove/replace miscellaneous wood and plaster ceilings and decorative encasements of structural beams
- Add elevator to comply with the Americans with Disabilities Act

Systems

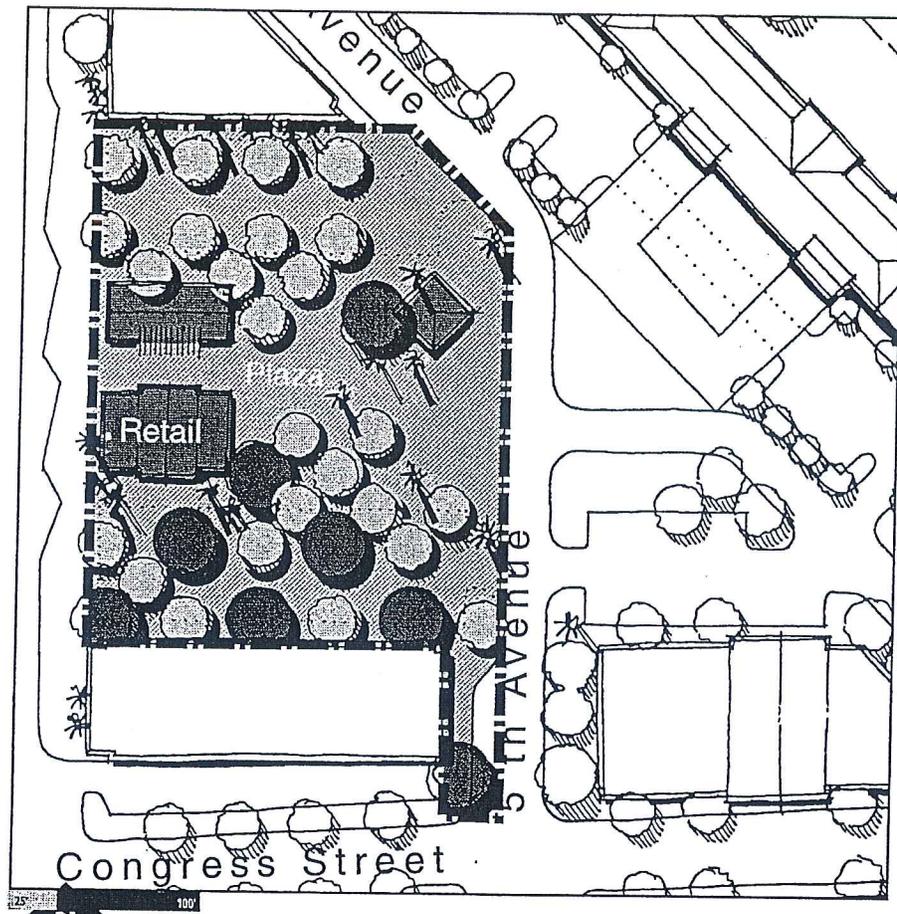
- Demolition and removal of existing electrical, mechanical, and plumbing systems
- Installation of new systems to accommodate multiple options of future growth
- Electrical
- Mechanical
- Plumbing
- Communications, including telephone, computer, public address systems
- Fire protection (sprinkler and alarm)
- Security

Tenant Improvements

- Construction of interior spaces to accommodate the anticipated building tenants, including: Amtrak, 4th Avenue Trolley, Phoenix Sky Harbor Airport Shuttle Service, and future high-speed rail (baggage and freight, ticketing, lobby, waiting areas and public restrooms); restaurant; offices.
- Restore historical interior features such as murals, ornamentation and furnishings where feasible.

Outdoor Spaces

- The **Depot Plaza** is envisioned to be the forecourt of the historic buildings. Columnar shaped trees should be planted along Toole in a linear pattern in reference to the historical site, except for in the space directly in front of the main building. This allows for clear views of the building and some shade for the parking area.
- The rhythm of the arcade might be extended with trees planted along the southeast façade of building 2279.
- Parking between Toole and the Depot should be clearly defined for short-term parking and handicap access. Long-term parking should be provided in the Intermodal Facility.
- The arcades of the Depot will be reopened with the rehabilitation of the building to the 1941 plan. They will mark the primary pedestrian route along the façades of the main building. Views and access from the arcades along the length of buildings 2279 and 2281 should remain clear.
- Vegetation species and exterior historic furnishings employed at the depot in 1941 should be further researched and reintroduced into the landscape.
- Trees on the site that have survived the decades include Date Palm - *Phoenix dactylifera*, California Fan Palm - *Washingtonia filifera*, Mexican Fan Palm - *Washingtonia robusta*, orange, *Citrus spp.* Oleander – *Nerium spp.*, Mesquite – *Prosopis velutina*, and Palo Verde – *Cercidium floridum*. This mix of native and exotic species indicates that with the railroad link to the rest of the world Tucson was eager to introduce and test plants from back home and abroad. The Depot District should be considered a place where the native and exotic meet.
- The five globe historic lights that remain in use along Toole are very valuable to the district and should be proudly utilized. If historic lights are missing, replicas should be made.
- Supplemental lighting may be required to meet current safety standards. New lights should be nondescript standard issue poles and fixtures. Additionally, new lights should provide electrical outlets for events.
- Planting areas should be defined on the northeastern side of the depot. They should provide seating shaded by a collection of vegetation illustrating the variety of Tucson's native and exotic landscape. The planting areas should also be designed to support the pedestrian barrier required by the railroad.
- A pedestrian barrier is required by the railroad to separate the depot area from the active tracks. This barrier should have multiple gates to allow authorized access. For example a 42" wrought iron fence on a track would allow the fence to be rolled behind the planting area for passenger access to the train cars. The barrier should also be developed in conjunction with the security and interpretive elements of the Historic Locomotive 1673 display.



b. 10th Street Plaza

The site between the MacArthur Building, the Martin Luther King (MLK) Building, the Ronstadt Transit Center and 5th Avenue is the physical center of the Depot District and its intermodal uses. The site is made up of four individually owned properties. The City owns the 10th Street right-of-way just north of the MLK building, the MacArthur Building owns the parking to its south, and the City is currently in proceedings to purchase the property in between. The Master Plan recommends the following:

- The Plaza should be designed and programmed for a variety of uses from informal gatherings to large performances throughout the day and seasons. It should include abundant shade, seating, lighting, and power outlets.
- Two surface-parking areas should be retained but enhanced to visually blend into the Plaza. This means that the parking pavement should match that of the Plaza, the trees should extend into the parking, and meters should be combined to minimize obstructions. The parking area may be defined with a curb to control storm water runoff.
- The reconfigured MacArthur Building parking would allow approximately 25 spaces reserved for weekday use by the tenant. In the evenings and weekends the parking area would be available to the public as open plaza.
- The 36 parking spaces in the area north of the MLK building could be metered or reserved for handicap access for MLK residents, with the exception a few reserved for the Plaza's retail tenant. For special

events parking would be not be available to ensure the maximum use of the public plaza.

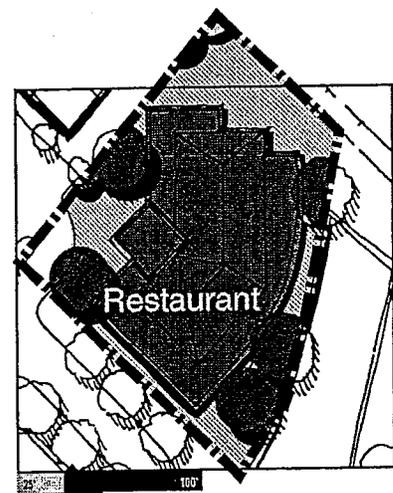
- The parking spaces in the plaza should be specially designed to allow tree planting. A simple grid on axis with the Depot allows trees to be spaced in a pattern not unlike columns in a parking garage. This pattern would be recognized by motorists, allowing them to avoid the trees, as they avoid columns in a parking garage.
- The concrete block McGuire building should be removed. New structures should be developed for retail/entertainment uses. The 6,000 square feet may be split into a number of small structures located appropriately within the plaza to encourage access through the Depot District.
- A police kiosk should be included in the plaza building program. The facility should allow police computer/telephone communications. The structure may be built into one of the other plaza buildings. It must be located for optimum visibility and access.
- The existing Mexican Fan Palms – *Washingtonia robusta* thriving along the south façade of the MacArthur building and at the McGuire building should be maintained.
- Furnishings should be a simple style to not conflict with the historic elements of the Tucson Historic Warehouse District.
- Trees considered for the Plaza should include deciduous Palo Verde – *Cercidium floridum*, tall growing Aleppo Pine - *Pinus halepensis* along the southern portion of the plaza to mitigate the transition in scale from the plaza to the MLK building and accent trees such as the Mexican Fan Palm - *Washingtonia robusta*.

c. Commercial Site at Congress and 4th Avenue

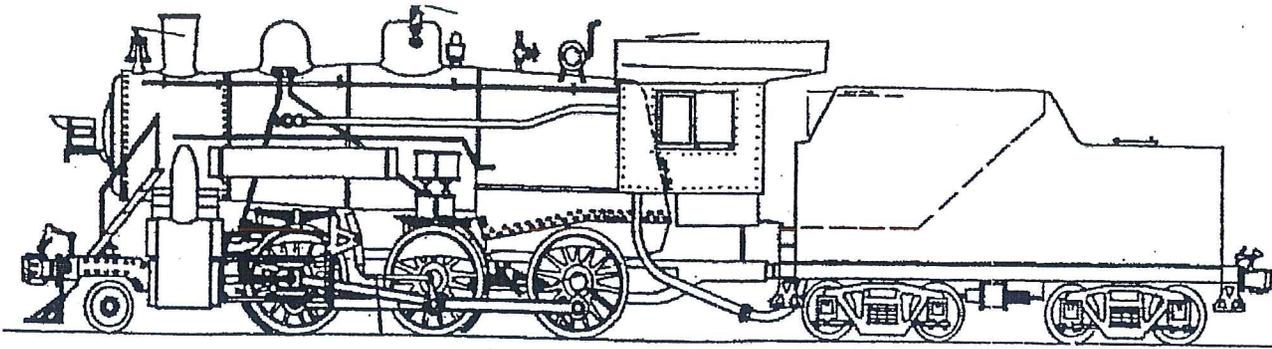
A development site opportunity was identified to the west of the 4th Avenue Underpass. This site should be considered for a commercial or retail development. It may best serve the Depot District as a new restaurant because of its proximity to existing restaurants. Groupings of restaurants have been found to thrive as they draw a population larger than the sum of the number drawn to distant facilities.

The Master Plan recommends the following for the development of the site:

- The building should both define the Depot Plaza and function, with the Hotel Congress, as a gatepost into the Depot District.
- The new building should be compatible with the scale and architectural style of the Historic District without violating the requirements of the Department of Interior to not mimic historic buildings, and acknowledging the time in which new development occurs.
- It should be two stories tall (allowing for approximately 20,000 GSF).
- The interim use of the property should allow for surface parking to replace spaces lost to the improvements of the 4th Avenue underpass and continuation of the Barraza-Aviation Parkway.
- The building should respect and celebrate the architectural features of the historic 4th Avenue Underpass;
- Surface parking should be shared with the Depot and parking in the Intermodal Facility encouraged.



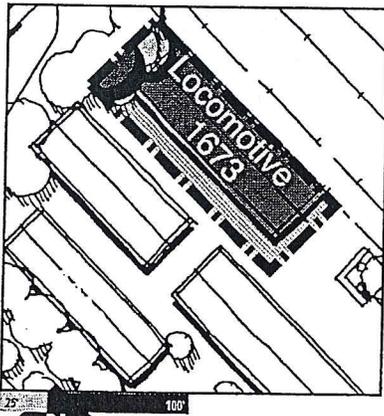
The site, located adjacent to the railroad tracks has great views of the Catalina Mountains to the north. With the removal of Buildings 2277 and 2278 (built after 1951 and noncontributing to the Historic Warehouse District), on the Depot property a new building site allows for a footprint of approximately 10,000 GSF.



d. Historic Locomotive 1673 Display

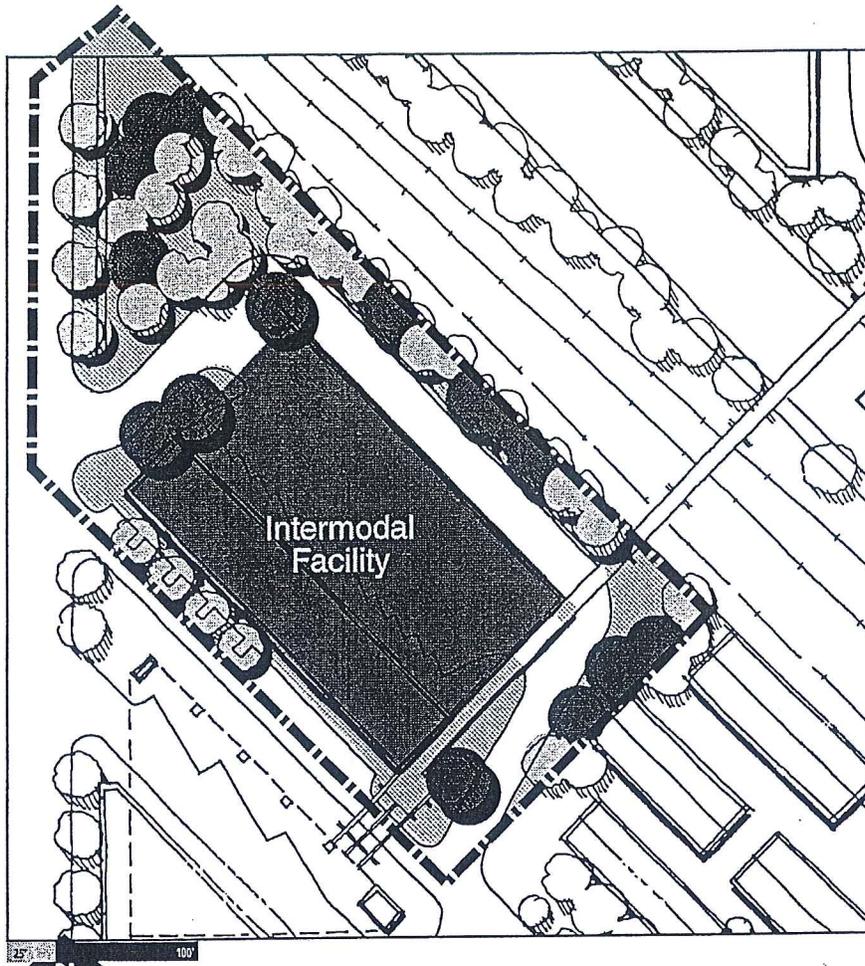
Locomotive 1673 is a Mogul 2-6-0 steam engine built in 1900. It provided freight and passenger service in Southern Arizona and Northern Sonora area. In 1955 it was retired from service and donated to the City of Tucson where it has been on display at Himmel Park. Mayor and Council appointed the Locomotive 1673 Task Force March 16, 1992. It was directed to raise funds to restore the locomotive, located at Himmel Park, and to relocate it to the former Southern Pacific Depot site. The locomotive was listed on the National Historic Register of Historic Places in 1992. This is a rare and impressive artifact significant to the history of Tucson and the character of the Project Area. An active Task Force has garnered enthusiastic support from city agencies and the public. The Task Force successfully raised funds and completed the cosmetic restoration of the locomotive and now has a commitment to cover costs of moving the locomotive to the depot site. Additionally, they have \$7,000.00 in pledges for developing the site. Conceptual plans prepared by Albanese-Brooks Associates in February 1998 include a roof shelter over the locomotive, interpretive displays and a fence enclosing the area. It is the intent of the Task Force to begin regular educational tours of the locomotive. Their criteria was to find a site that is:

- large enough to allow for the future addition of a caboose;
- visible to the public; and
- is easily accessible and attractive to the public.



The Master Plan recommends locating the display area adjacent to and parallel to the railroad tracks on the City owned property. This site is just to the north of building 2281, the former road master's office. The shelter roof will be slightly taller than the adjacent historic buildings and located in the view corridor of the entrance to the Intermodal Facility to improve the display's visibility.

- The fence enclosing the display should compliment the pedestrian barrier between the Depot and the active railroad tracks.
- The track that previously served the private car track (located on the recommended Intermodal Parking/Greyhound Bus Facility) and bumper post should be, as the Task Force suggests, salvaged and reused for the display.



e. Intermodal Parking/Greyhound Bus Facility

The land northwest of the Depot up to 6th Avenue historically housed private railroad cars utilizing the private car spur. It is currently an unimproved parking lot for up to 84 automobiles. The “Tenth Street Plaza Multi-Use Parking Structure” study identified this site as the preferred location for a parking structure based upon the following criteria:

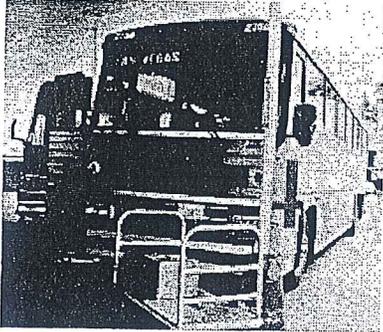
- Vehicular access
- Pedestrian linkage
- Transit linkage
- Rail linkage
- Intercity bus linkage
- Design opportunities
- Design options

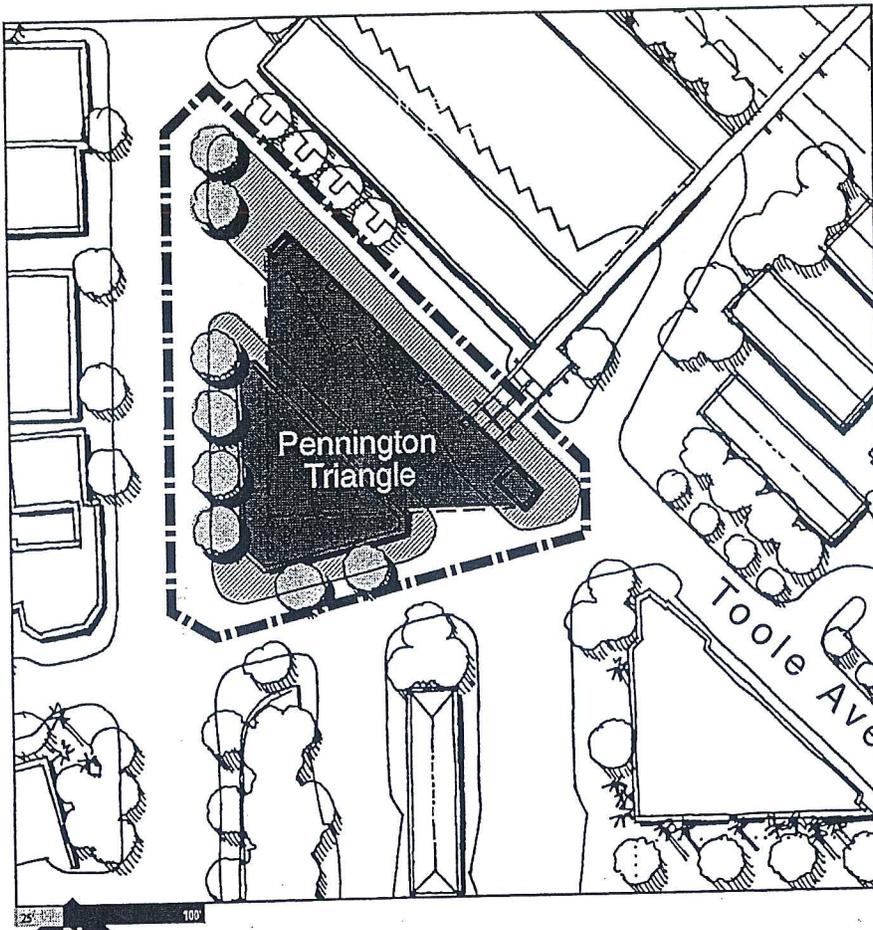
The Master Plan recommends the following for the development of the facility:

- The recommended structure is sited parallel the railroad tracks. It is to be accessed from Toole at Pennington and exited onto Sixth Avenue and Alameda.
- The building façades should be carefully designed to be compatible with the historic neighborhood. It should not include blank walls longer than 15 feet. The structure should be open to natural light and air. In keeping with the integrity of the Historic Warehouse District the structure of the building should not be disguised with a false

façade. The lower portion may be of poured-in-place concrete with upper floors expressing their exposed metal frame. The linear nature of such a building should be articulated with openings between columns in a vertical pattern.

- The elevator towers should receive special design to mark their location to building users and add interest to the roof façade.
- Solar panels should double as structures to shade the parked cars on the top level.
- The Greyhound Bus Terminal should be designed to occupy nearly the entire ground level of the facility with three levels of parking located above both the terminal and bus parking area. An access ramp for the parking facility is located on the east side of the facility. Vehicles would enter the parking facility by driving up a ramp located on the south side and would exit to the north by driving down an exit ramp. Likewise, buses would enter on the south side and exit to the north in order to minimize bus and automobile conflicts.
- The 255 space parking facility would provide replacement parking for the 142 spaces that would be eliminated for this development. It would also satisfy new parking demand generated by the Pennington Triangle mixed-use building, the renovated Amtrak Depot and nearby historic buildings, such as the Congress Hotel, the relocated Greyhound Bus Terminal and other buildings located within its market area.

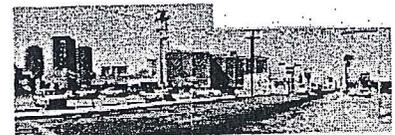




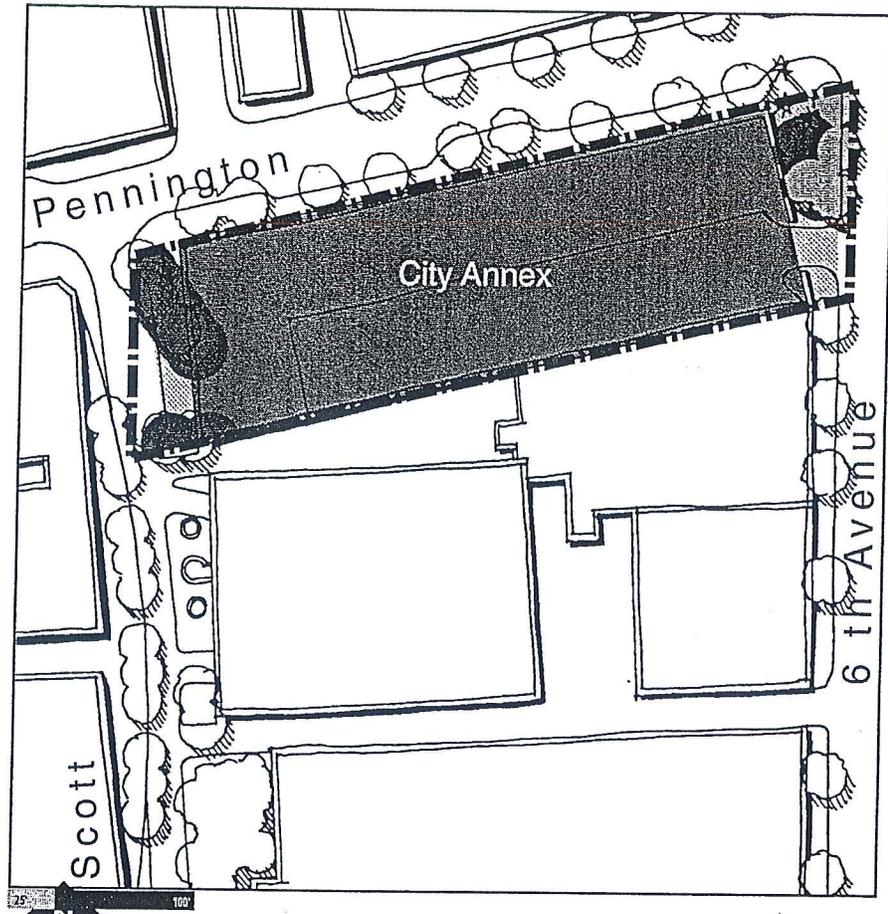
f. Pennington Triangle Building

The triangular shaped property defined by Pennington Street, 6th Avenue and Toole is currently used as a surface parking lot for up to 58 automobiles. This site is an important opportunity for new development in the Depot District. The Master Plan recommends the following:

- The southwest corner of the site should be developed as street level retail to assist in drawing pedestrians into the Depot District from Pennington Street and 6th Avenue.
- The street level development should also provide access to the upper level of offices.
- The street level should also be designed to accommodate the expansion of Sun Tran's Ronstadt Transit Center north of Pennington Street. The triangular shape site has limited space and access for city busses. However, the location of additional bus stops in this area, adjacent to the Greyhound facility, is sure to enhance the intermodality of the district.
- Building massing should step up from the street to provide a transition from the downtown buildings to the Intermodal Facility. In other words, the upper floors of the office building should be set back 15 feet from the 6th Avenue and Pennington façades in order to provide an upper terrace.
- If financially feasible, the upper floors of the building may be expanded over the Toole right-of-way to connect to the Intermodal Facility. This allows additional usable area and further integrates the parking garage into the Depot District.



The existing view northwest from the intersection of Toole and Pennington. The AT&T tower serves as an interesting landmark in downtown. Recommended location of the Pennington Triangle Building.



g. City Hall Annex Mixed-Use Building

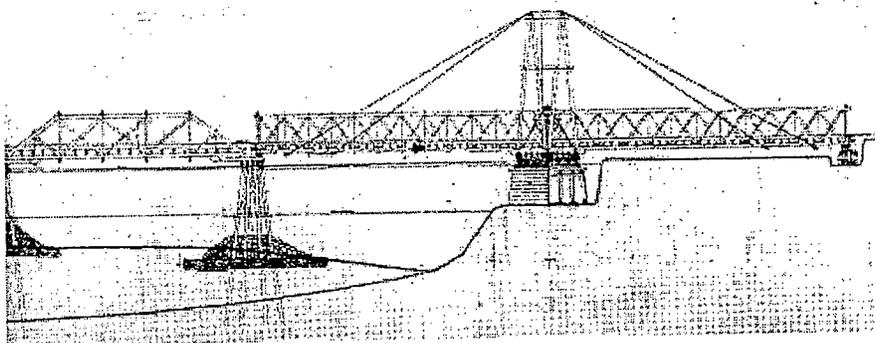
The existing City Hall Annex building is located on Pennington and Scott. Prior to its use as a City of Tucson office building it was a department store. The recommendation of the Master Plan is to:

- Demolish the existing building and extend the existing adjacent surface parking lot (adding approximately 45 spaces). In a later phase, construct a new mixed-use building including parking above street level retail space.
- Access to the parking structure would be from southbound 6th Avenue. (Access to the interim surface parking lot could continue to be from 6th and/or Pennington.)
- Vehicular access causes the phased implementation of the parking structure to follow the completion of the 6th Avenue underpass and 6th Avenue becoming a two-way street.

h. Additional Buildings

Two additional building site opportunities exist in the District.

- The northwest corner of Alameda and 6th is likely to figure into the future City Courts expansion. Care must be taken to preserve the adjacent warehouse and integrate new uses and elements.
- The southwest corner of 8th and Stevens Streets may lend itself to the development of a new warehouse type building that could support a range of uses from retail to artist live/work space. It could be a landmark structure with a presence on the future alignment of Barraza-Aviation parkway. Vehicular access should be from the north and east.

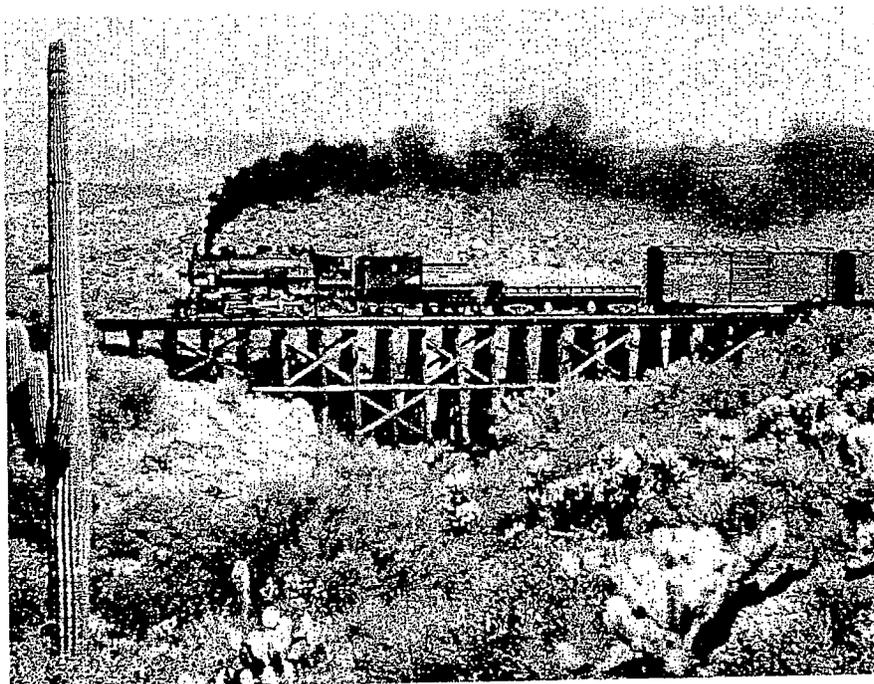


*Drawing of the swing span at the Arizona end of the Colorado River Bridge.
Railroads of Arizona Vol I., 1975*

i. Pedestrian Bridge

In addition to the two pedestrian underpasses below the railroad tracks at 4th Avenue and 6th Avenue an interest was expressed for a pedestrian bridge over the tracks to further link the activities within the Tucson Historic Warehouse District. A pedestrian bridge was not expected to be critical to the success of the Study Area but could be a valuable feature should funding become available. The Master Plan recommendation is that if a pedestrian bridge is deemed necessary in the future it should meet the following criteria:

- span both Barraza-Aviation Parkway and the railroad tracks;
- leave at least 27 feet clearance to allow unobstructed railroad use (consult with property owner);
- the northern access should be located at the end of 5th Avenue and be designed to serve as a landmark. The design might provide a modern interpretation of Tucson's recently demolished railroad grain elevators;
- an elevator should be designed into the structure to allow access to all pedestrians;
- the design of the bridge might take on the character of railroad trestle bridges;
- the southern access should be linked to the Intermodal Facility and its system of elevators and stairs.



*Crossing of Queen Creek in northern Arizona in 1966.
Railroads of Arizona Vol II., 1975*

3. Circulation

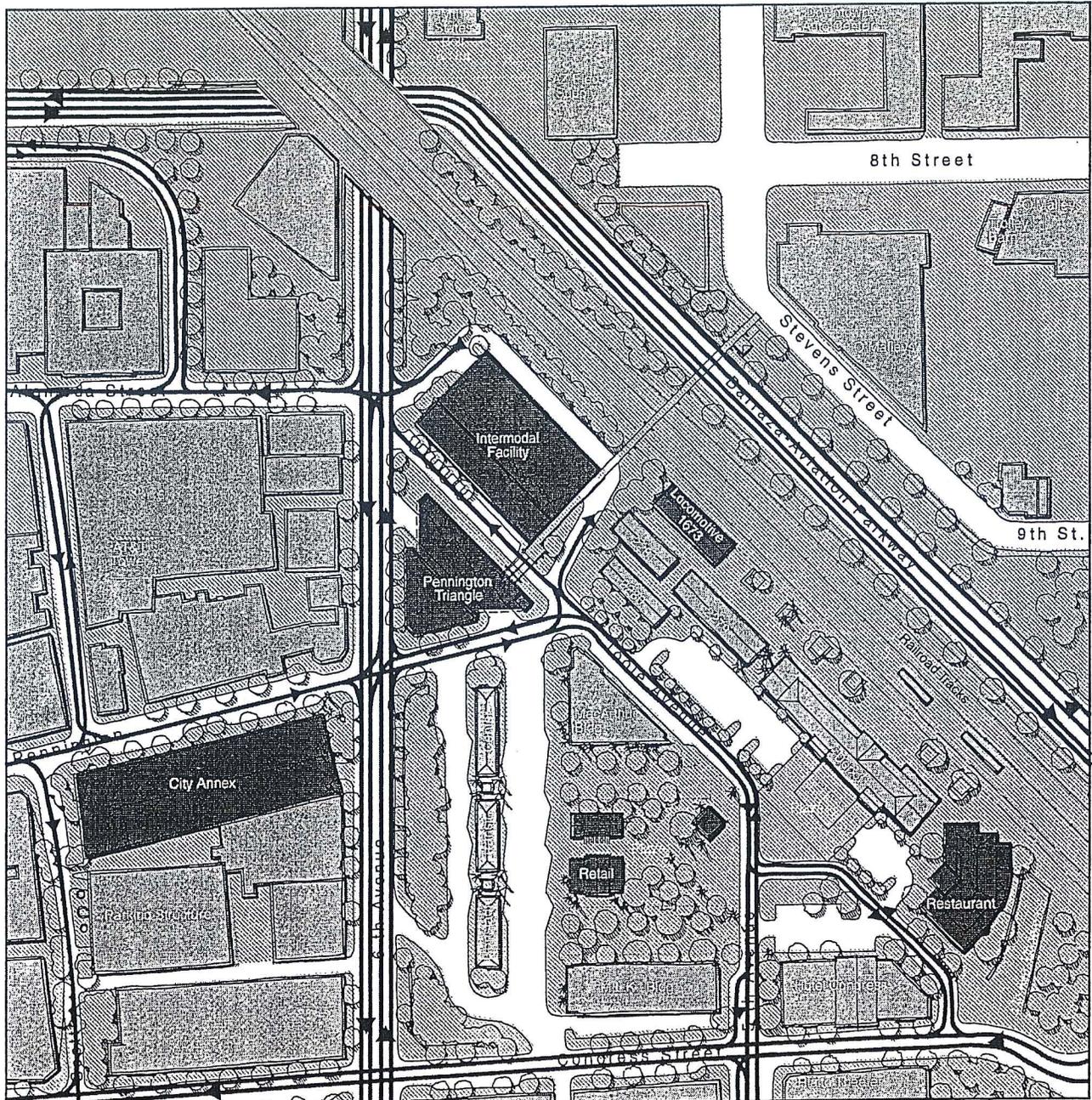
The Depot District is to be both the central hub of transit and an attractive place for residents, commuters and tourists to visit and enjoy. Drawing people and vehicles together can provide a set for an exciting urban theater. With the many benefits of this mix of activity comes a cost of integrating heightened safety design practices with a high quality pedestrian environment.

Busses, motorists, the Old Pueblo Trolley, Phoenix Sky Harbor Airport Shuttle Service, taxis etc. will come to the District as it will be the premiere intermodal center of Tucson: standard urban practices should be followed to ensure efficient circulation. Conversely, pedestrians, retailers, and services need to be attracted to the area with a meaningful, safe and beautiful environment.

The following list includes planned improvements from City of Tucson Department of Transportation Planning Division, and recommendations of the Master Plan:

- On-street parking should be redistributed to defined parking lots and structures except for in front of the MacArthur building and the Intermodal Facility.
- The streets should be narrowed and lanes defined directing motorists and buses efficiently through the district. This is a nationally recognized method of “calming traffic” and enhancing the pedestrian environment.
- Intersections should be reconfigured for perpendicular alignment of streets where possible.
- Pedestrian pavement should not include materials made to look like another material, i.e. concrete should not be “stamped” to look like brick or stone.
- The **Barraza-Aviation Parkway** is a planned roadway facility designed to provide access from the southeastern segment of Tucson to the eastern edge of the Central Business District (CBD) of downtown Tucson. The Barraza-Aviation Parkway is complete up to the Broadway Boulevard intersection just east of the CBD. In 1996, the City of Tucson completed the ‘General Plan Report Barraza-Aviation Parkway Downtown Segment’ detailing a project-phasing schedule for the downtown segment of the Barraza-Aviation Parkway. The phasing plan is comprised of 73 work tasks and activities over a 20-year period.

The ‘downtown segment of the Barraza-Aviation Parkway’ generally follows along the Union Pacific Railroad (UPRR) corridor and links the westbound I-10 frontage road at the St. Mary’s Road interchange with the Broadway Boulevard traffic interchange. The planned four-lane roadway will pass over Broadway Boulevard and follow the current Stevens Avenue alignment, parallel to the UPRR tracks. The new roadway alignment crosses over 4th Avenue at the approximate



Base information from the Arroyo Chico Detection Basin, 2-4-93

Travel Lanes

Legend:



Vehicular Travel Lanes



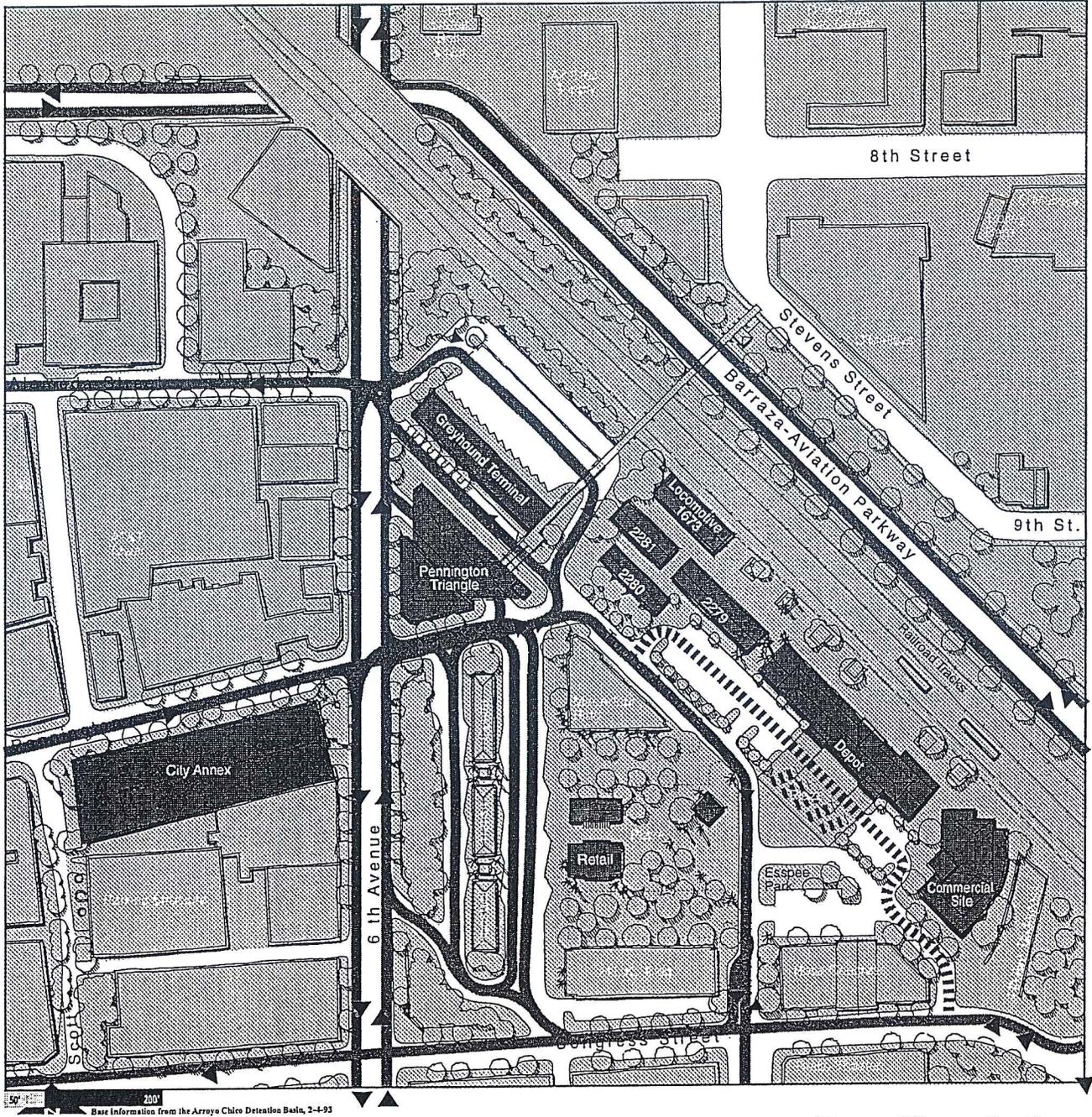
Bicycle Access to 4th Ave. Underpass

elevation of the railroad. The roadway begins a downgrade and crosses under the UPRR and intersects with a reconstructed 6th Avenue beneath a reconstructed 6th Avenue railroad structure.

West of 6th Avenue, the roadway begins an upgrade and follows the existing Toole Avenue alignment along the UPRR to an at-grade intersection with Stone Avenue. At this point, the new alignment follows the Franklin Street alignment and intersects at-grade with realigned Church Avenue. The new alignment intersects with 6th Street and proceeds west along 6th Street to the intersection of St. Mary's Road and Granada Avenue. The Barraza-Aviation Parkway will then follow St. Mary's Road to the ADOT I-10 westbound frontage road.

The next phase is the proposed construction of a new 4th Avenue underpass for vehicular traffic and restoration of the historic underpass for pedestrian and bicycle access between Downtown and the 4th Avenue District. South Toole from the intersection of Congress north will be reconstructed as part of the 4th Avenue underpass project. The site southeast of the main depot building will be reconfigured to provide temporary surface parking. The site's existing building is noncontributing to the historic district and should be removed.

- **South Toole** should be realigned to meet 5th Avenue at a perpendicular intersection. This geometry contributes to the definition of the Depot Plaza.
- **Toole** north of Pennington should be a one-way street northwest to 6th Avenue providing egress from the Depot District.
- The intersection of North Toole, 6th Avenue and Alameda should be redesigned to allow safe exit from the Intermodal Facility and Toole.
- Parallel parking on Toole in front of the MacArthur building should be considered to provide metered spaces and service access to the existing office building. This retains the existing sidewalk and street tree planting of Honey Locust, *Gleditsia triacanthos*.
- **Fifth Avenue** should be improved following the current alignment but narrowed to provide one lane of traffic in each direction.
- The intersection of South Toole and 5th should be redesigned to meet at a perpendicular angle.
- A right-turn lane should be included for more efficient access to Congress Street.
- **Pennington Street** is a two-lane street for one-way traffic east bound to 6th Avenue. It is an important street for pedestrian access through Downtown and linkage to the Depot District. The recommendation of the Master Plan is to widen the sidewalks between 6th Avenue and Toole to continue the pedestrian character of Pennington into the Depot. The roadway should be changed to two-way allowing for the entry for the many modes of transit to the Intermodal Parking/Greyhound Bus Facility.



Bus Circulation

Legend:

 Sun Tran, Greyhound

 Phoenix Sky Harbor Airport Shuttle Service, Tour Buses

- **Sixth Avenue** is scheduled to be a two-way street with the completion of the 6th Avenue underpass and intersection with the Barraza-Aviation Parkway.
- **Congress Street** will remain a three-lane street for one-way traffic westbound. The eastern segment intersection at South Toole will be reconfigured with the new 4th Avenue Underpass and reuse of the historic underpass.
- **Fourth Avenue Underpass** was constructed in 1916. It is listed on the National Register of Historic Places. The City is currently developing plans to reuse the historic underpass for pedestrian and bicycle access under the railroad tracks. A new underpass is to be constructed for vehicles and the extension of the Old Pueblo Trolley into Downtown Tucson.
- Bicycle circulation at the intersection of South Toole, Congress Street and the historic underpass should be carefully designed to allow a safe and delightful entry into the Depot District.
- A small site lies between the two underpasses. It is at the visual terminus of Congress Street. Currently the City is planning for the site to be planted with Sonoran Desert trees, shrubs and groundcover. The site should also be considered for future development opportunities. While highly visible to motorists the site is limited to pedestrian access. For example, when the economics of the Depot District permit, the site may be able to support a small retail building or restaurant further marking the entry into Downtown.
- The site south of congress adjacent to the Rialto Theater is the current location of the Greyhound bus terminal. The improvements to the 4th Avenue Underpass requires the demolition of this building. Current City plans are for the site to become a small public park. A police kiosk should be located in this park for optimum visibility into the underpass and up Toole.

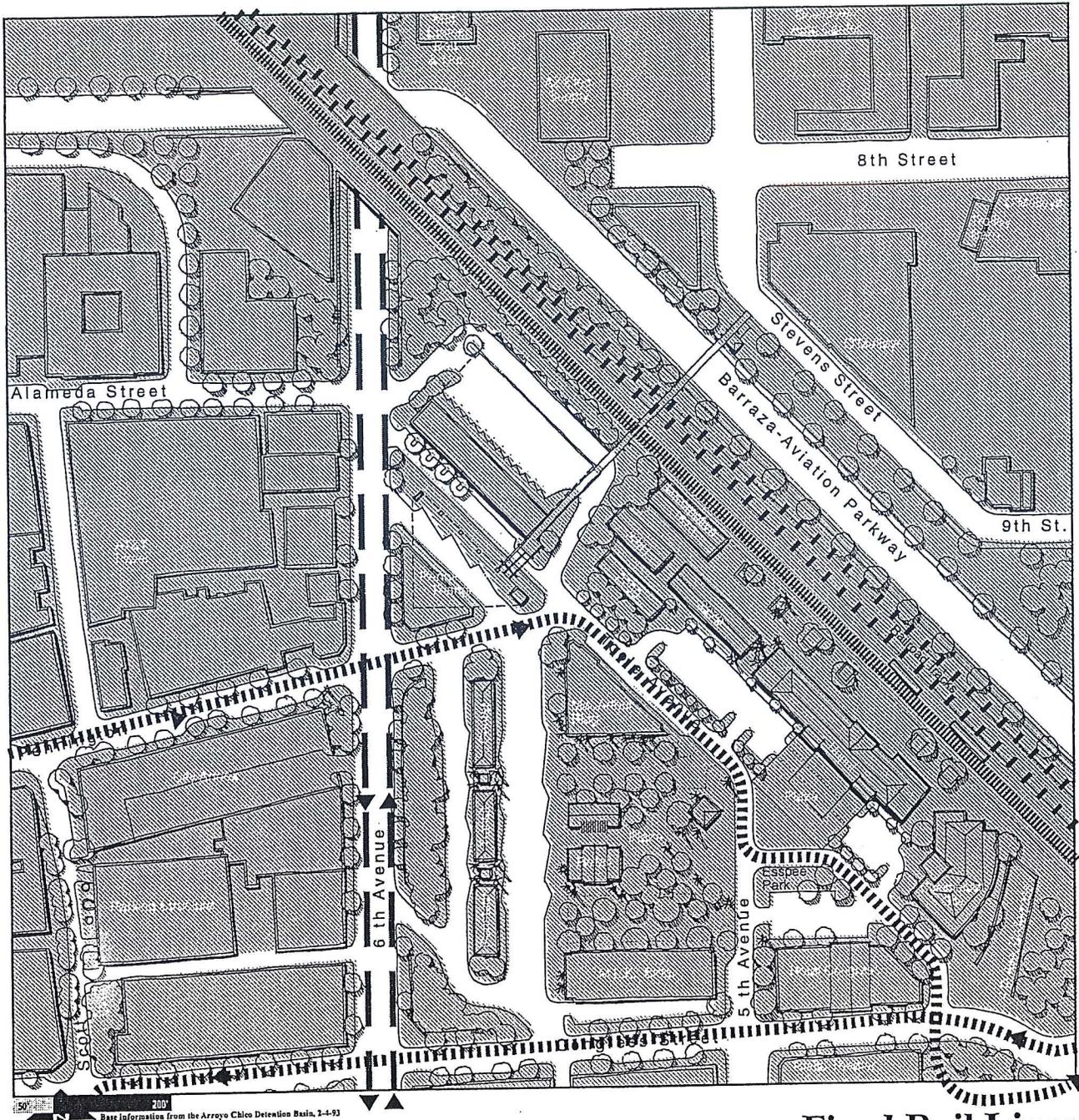
Phoenix Sky Harbor Airport Shuttle Service

The Master Plan recommends that the pick-up and drop-off area for at least one of the other local shuttle services should be designated in the Depot Plaza. The Master Plan's transportation program calls for a space allocation for maximum of two shuttle buses at one time. The Depot Plaza allows for up to five full-size busses to be parked at one time in the plaza. Bus access to the plaza would be from the south to allow the bus doors to be nearest the Depot.



Old Pueblo Trolley

Ultimately the Old Pueblo Trolley may serve a large portion of downtown. Current direction from the City's Transportation Planning Division is when new lines are added the trolley will share the travel lane with the other vehicles moving with the direction of traffic. In the interim, the Trolley will utilize the proposed new underpass of the 4th Avenue alignment. It will then turn west on Congress, north on 5th Avenue east across Esspee Park, right on South Toole, then turn north through the planned



Base Information from the Arroyo Chico Detention Basin, 1-4-93

Fixed Rail Lines

Legend:

- Old Pueblo Trolley
- ■ — Light Rail
- |||| High-Speed Rail
- ||| Amtrak / Union Pacific

Rialto Park (site Greyhound terminal to be relocated) and back through the 4th Avenue Underpass. A trolley stop with shelter is planned in Rialto Park.

The Master Plan recommends:

- Utilizing historic replica combination street lighting/trolley support/overhead utility use poles along the trolley alignment. Historic records show this type of pole on Stone Avenue and Congress Street in use in 1913.
- Consideration of locating a trolley stop in the reconfigured Esspee Park. This location could be used for both the interim trolley alignment of tracks to the ultimate alignment.
- The ultimate alignment to is enter the Depot District from Pennington, turn southeast on Toole, then south on 5th Avenue, make a left turn onto south Toole, continue south to cross Congress to Rialto Park and then back north under the new 4th Avenue underpass (see Fixed Rail Lines figure).



Arizona Passenger Rail Service

Although Amtrak does currently provide service to the Tucson area, rail service between Tucson and Phoenix does not exist today. When Amtrak discontinued passenger rail service through Phoenix in 1996, the impact resulted in discontinuing passenger rail service between Phoenix and Tucson. In the last number of years, several studies have been conducted in the State of Arizona to determine the feasibility of a variety of passenger rail corridors. In 1998, the Arizona Department of Transportation produced the 'Arizona High Speed Rail Feasibility Study' to develop alternatives for passenger rail service between Phoenix and Tucson. The alternatives that were examined included using the existing interstate railroad corridor. Alternatives included; a no-build option, highway widening, and four high-speed rail options. The feasibility study also addresses the possibility of the rail alternatives utilizing the existing Tucson Depot as a primary terminus.

The Master Plan recommends that at least a 3rd set of tracks be reintroduced for additional rail service. The right-of-way for a 3rd line has been preserved and exists today.

See the Transportation Facility Program in the Appendix.

Bicycles

The Master Plan Recommends the following:

- Bicycle parking should be provided at every opportunity within parking structures, at parking lots and near building entrances as appropriate to meet the Tucson Land Use Codes for Off Street Bicycle Parking requirements for Class I and II.
- A bicycle commuter station should be incorporated into the Depot District to include showers, lockers (if feasible) and repair service.
- Bicycle lanes should be included on all roadways.



Automobile Parking

The parking program is based upon the findings of the Tenth Street Plaza Multi-Use Parking Structure Study. The Study recommended a 600-space structure located on the sites identified in the Master Plan as the Pennington Triangle and the Intermodal Facility. The Downtown Tucson Intermodal Center Master Plan Task Force rejected this alternative because the structure would be too large of a building mass. They agreed that a number of smaller parking structures should be phased into the Depot District. The Task Force also recommends the further consideration for additional structured parking under the 10th Street plaza, and south of Broadway between 4th Avenue and Herbert. With the higher construction cost for underground facility (approximately 300 percent more for each space) the Master Plan recommended a parking program of structures, surface lot and limited on-street parking. The Master Plan does not call for any change in the on-street parking west of 6th Avenue.

Transportation Enterprise Area Management (TEAM)

Mayor and Council enacted the TEAM program in August 1997 to coordinate the Downtown's parking and transportation issues. Recently they adopted a new name (ParkWise) as part of the public relations effort. Recommendations of the Master Plan are intended to assist in meeting TEAM's goals and objectives

TEAM's Goals and Objectives

Coordinate with City Departments and the private sector on all developments in the TEAM area that involve parking and/or transportation issues.

- Create communication flow between all City departments and TEAM.

Manage existing parking to ensure an adequate and available supply to the visiting public, neighborhoods, businesses, and other stakeholders.

- Manage parking meters for appropriate turnover and to maximize revenue to support desired programs.
- Manage residential parking permits to ensure both adequate spaces for residents and maximum revenues for those neighborhoods that desire additional services and capital improvements.
- Manage public parking lots/garages for appropriate turnover and maximum cost recovery.
- Encourage long-term parking at perimeter areas to create spaces in the core for short-term needs.

Develop additional parking to meet current and future demand.

- Create public-private partnerships to construct 1,500 new public parking spaces in the core and along Fourth Avenue by the year 2000.

Develop comprehensive parking management policies that support current and future commercial, government, and residential users.

- Develop a parking policy that will interact with and compliment parking and transportation, neighborhood quality of life, business and economic development issues, and ensure compliance with the Americans' with Disabilities Act standards.

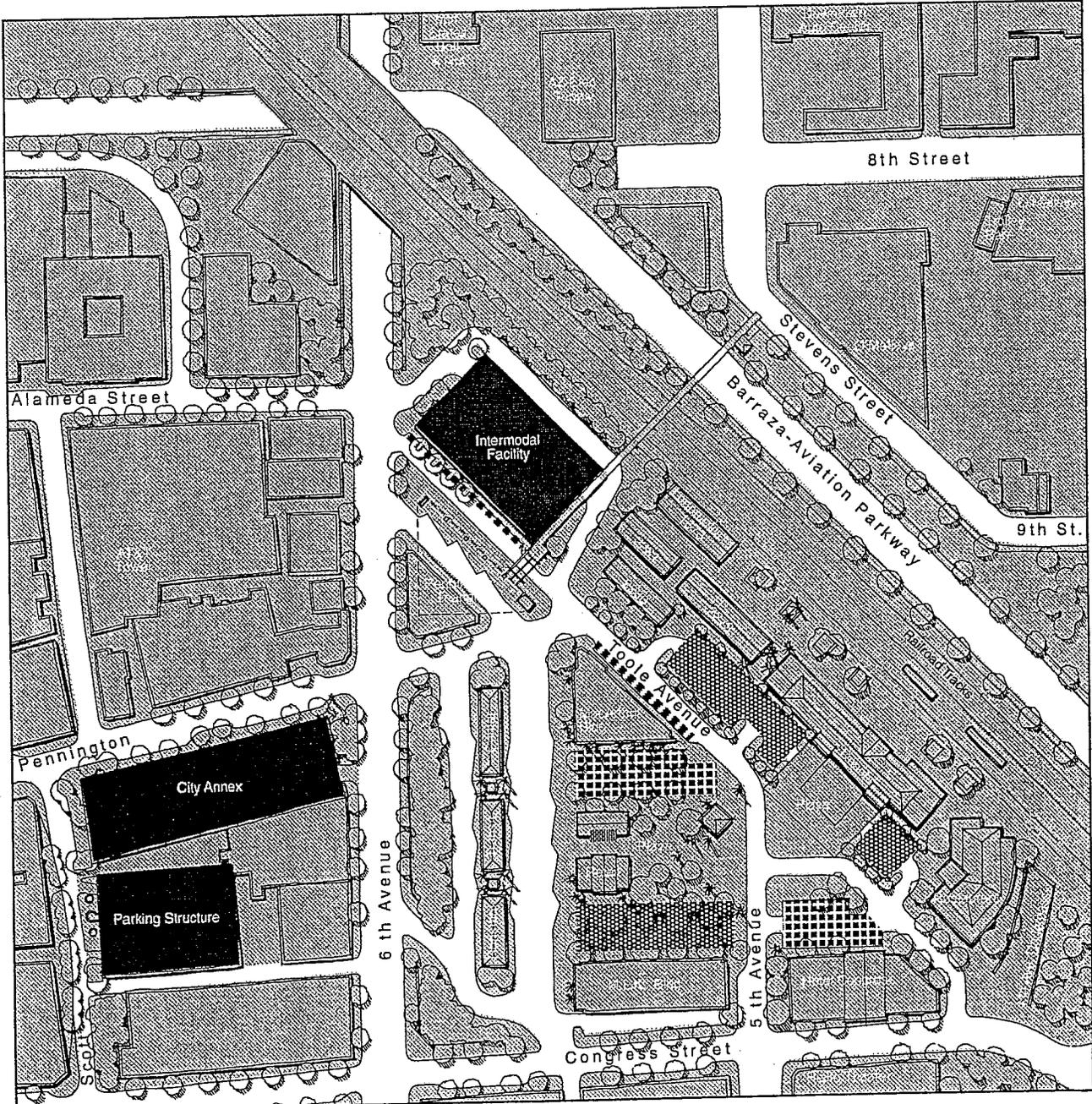
- Encourage use of alternate modes of transportation to and from downtown.
- Encourage increased pedestrian activity.
- Reduce impact of overflow business parking and cut through traffic in neighborhoods.

Promote public understanding about TEAM through information and education programs.

- Use creative public relations to convey the message that parking is safe, accessible, and available downtown.
- Use creative public relations to convey the message that it is integrated to accommodate all modes of transportation.

Develop comprehensive traffic circulation, land use and zoning policies that support current and future commercial, residential, and government users as they relate to parking and transportation management.

- Set standards encouraging appropriate design and landscaping of new public and private surface lots and structures to maximize the amount of shade and encourage architectural integration.
- Encourage mixed-use commercial/residential developments within the urban core.
- Set standards encouraging appropriate design and ensuring that they meet the access needs of all TEAM stakeholders.



2010
 Base Information from the Arroyo Chico Detention Basin, 2-4-93

Automobile Parking

- Legend:
- Parking Structure
 - Surface Lots
 - On-Street
 - Reserved / Shared Use

B. DEVELOPMENT PROGRAM

The development program is a summary of the proposed land uses and associated square footage recommended to achieve the goals established by the Task Force. It is presented in three interrelated tables.

Net Square Feet (NSF) is the area within a building that is available for use.

Gross Square Feet (GSF) is the whole area of the building including the walls, utilities, stairs, etc.

Building Program	Recommended Land Use	NSF		Total	Floors
		Building Reuse	New Building*		
N. Depot Prop.	Parking/Greyhound				4
Depot Buildings	Amtrak, AZ Shuttle, office	24,228		24,228	
Congress & Toole	Restaurant		20,000		
Pennington Triangle	Office/Sun Tran expansion		40,000	40,000	3.5
North Toole	Right-of-way			-	
10th St. Plaza	Retail	6,000		6,000	1
City Annex	Parking/Street level retail		8,000	8,000	4
TOTAL		30,228	68,000	78,228	
Existing uses to remain					Floors
Hotel Congress	40 rooms and Club 20,000 sf				2
Martin Luther King	Residential Apartments				6
MacArthur Bldg.	Office				3

* Area identified for new building determines need for additional parking spaces.



Bicycle rental/repair service is could be a viable reuse of the depot property's historic building 2281.

Depot Building Program				
Phase 1, Area Allocation, Depot Main Building		NSF	NSF	NSF
First Floor		Non-rent	Rentable	Total
Amtrak	Ticketing	250		250
	Office	750		750
	Baggage	1,000		1,000
Arizona Shuttle	Ticketing		250	250
	Office		200	200
Old Pueblo Trolley	Ticketing		100	100
Public Area & Transportation Museum		3,393		3,393
Restaurant			2,600	2,600
Subtotal		5,393	3,150	8,543
Second Floor				
Union Pacific Communications			1,195	1,195
Office			6,612	6,612
Subtotal		-	7,807	7,807
Total, Phase 1		5,393	10,957	16,350
Phase 2, Area Allocation with High-Speed Rail		NSF	NSF	
First Floor		Non-rent	Rentable	Total
Amtrak	Ticketing	250		250
	Office	150		150
	Baggage	1,000		1,000
Arizona Shuttle	Ticketing		250	250
	Office		200	200
Old Pueblo Trolley	Ticketing		100	100
Az High-Speed Rail	Ticketing		150	150
	Office		100	100
	Baggage		843	843
Public Area		2,900		2,900
Restaurant			2,600	2,600
Subtotal		4,300	4,243	8,543
Second Floor				
Amtrak	Office	600		600
Az High-Speed Rail	Office		650	650
Office			6,557	6,557
Subtotal		600	7,207	7,807
Total, Phase 2		4,900	11,450	16,350
Associated Buildings		NSF	NSF	Total
		Non-rent	Rentable	
Building 2279	Retail/Office		3,638	3,638
Building 2280	Transportation Museum		2,150	2,150
Building 2281	Retail/Office		2,090	2,090
Total Associated Buildings		-	7,878	7,878
Total Depot Buildings		5,393	18,835	24,228

Parking Program		Displaced	Add'l.	Proposed	Spaces
Site*	Description	Spaces	Required	Description	Provided
2	City (future courts)	156		City (future courts)	148
3	Depot Property	48			
4	Depot Property	36		Parking Garage	255
5	Depot Property	30			
14	Pennington Triangle	58			
16	City Annex Lot	11		City Annex Garage	300
17	City Annex Lot	34			
18	MacArthur Bldg.	66		Surface	128
20	Tenth Street	20			
21	Hotel Congress	14			
26	Greyhound	30			
	Greyhound Additional Rqd.	11			
46	Hotel Congress	80			
Toole	On-street	12			
5th Avenue	On-street	11			
6th Avenue	On-street	10			
Additional parking needed for new development			204		
TOTAL		627	204		831
<i>* as identified in the Tenth Street Plaza Multi-Use Parking Structure, 9/8/97</i>					
Recommended Alternative incorporates Greyhound on the first floor, and a parking garage associated with the future City Courts expansion.					
Additional parking spaces based upon ratio of 3 spaces per 1000 square feet of occupied space.					

C. IMPLEMENTATION

1. Financial Analysis

The financial analysis is based on the development program and costs estimates provided by the consultant team for the Tucson Depot Master Plan. It examines two alternatives to the base development proposal. The objective of this analysis is to determine the financial feasibility of the proposed development, based on current market conditions, and to determine the amount of 'Gap Financing' required in the form of subsidies to make the project feasible (in the event it cannot support itself entirely). Other assumptions and estimates that are a part of this analysis have been developed by ERA from its independent market analysis, general knowledge of the industry and consultations with the client and its representatives. Market information is based on the market analysis submitted by ERA in January 1999 with selected information updated as of June 1999. The complete report is included in the appendix which will report the findings of the market analysis and absorption projections, state the assumptions for the financial analysis, provide a brief explanation of the analysis methodology, followed by conclusions. The results of the financial analysis are attached in the form of tables.

The Master Plan recommendation is for incremental development of the Depot District based upon the Market Study and the input of the Task Force. The financial analysis considered two development alternatives

Alternative 1

- Depot buildings and the Congress and Toole Restaurant
- Pennington Triangle Building
- City Hall Annex Mixed-use Facility
- Intermodal Facility
- 10th Street Plaza and associated landscape improvements

Alternative 2

- Depot buildings and the Congress and Toole Restaurant
- Pennington Triangle Building
- Intermodal Facility

The residual value for Alternative 1 is negative (\$4.26) million. In other words, if the land and existing buildings were turned over to a developer for a nominal lease rate of \$1.00 per year, an additional \$4.26 million would be required to yield an unleveraged rate of return of 11%. Hence, in order to make this alternative feasible, additional Gap Financing of approximately \$4.26 million would be required to subsidize it after the City's land and structure acquisition costs and utilization of Federal grants worth \$5.4 million.

The residual land value for Alternative 2 is negative (\$3.05) million. Though this value is still negative, it is considerably better than Alternative 1. Hence the amount of Gap Financing required to make this alternative feasible would be approximately \$3.05 million in subsidies after the City incurs land and structure acquisition costs and utilization of the Federal grants.

Although both alternatives require large subsidies to support themselves, Alternative 2 requires a relatively smaller amount of gap financing. It should be noted that depending on specific developers' desired rate of return on equity and the distribution of public vs. private debt, it could be possible to further leverage the project through financing and bring down the amount of gap financing required.

The project's inability to sustain itself can be attributed to various inherent problems as follows:

- Low market rents for both office and retail markets. This is especially true for retail markets, and in most cases it is difficult to justify new construction, let alone rehabilitation.
- High costs of locating non-rent paying entities like AMTRAK and Union Pacific.
- High cost of architectural rehabilitation vis-a-vis rents
- High cost of private financing vis-a-vis income
- Large component of high cost and non-income producing public amenities like landscaping, public spaces, plazas etc.

There are numerous funding sources that can be utilized to fulfill the Gap Financing requirements for the project. Some of the potential funding mechanisms are

- ISTEA (Intermodal Surface Transportation Efficiency Act) and its successor TEA-21: Besides direct funding of basic physical infrastructure, funds established for enhancements, which are transportation related investments that contribute to the quality of life and can include a range of items. In addition, ISTEA has various sub-programs such as:
 - STP (Surface Transportation Program): Highway funds at state or local discretion that can be reallocated to public transportation projects.
 - CMAQ (Congestion Mitigation and Air Quality Program): Highway funds that can be reallocated to public transportation projects encouraging the reduction of automobile use. Rail station projects are eligible.
 - Federal Highway Administration: Can provide grants for improving roadway connections or capacity, adding or upgrading infrastructure like bicycle paths, sidewalks, signage and traffic control devices.
 - Economic Development Administration: Can avail Public Works Program (Title I) funds that can be used for major infrastructure construction projects, including water and sewer lines, industrial roadways and other public facilities that might encourage private investment. Average grants are just over \$1 million.
 - Local City Funds: Such as tax increment financing, certificates-of-participation, General Fund dollars or other funds.
 - Local Business / Property Owner Funds: Such as Business Improvement District (BID) funds or formation of a benefit assessment for parking or public improvements.
- Federal Railway Administration
- Amtrak
- State DOT sources if any
- State Historic Preservation Grants

2. Financial Feasibility of the Intermodal Parking/ Greyhound Bus Facility

For this analysis, it is assumed that the intermodal facility consists of the multi-level parking facility that is located above the Greyhound Bus Terminal. Although the proposed office building may be physically connected to the parking structure, this financial assessment excludes this building. Based on the intermodal parking facility illustrated, it is estimated that construction costs would be approximately \$3,495,000. Included in the construction costs are the Greyhound Bus Terminal, which would cost an estimated \$70.00 per square foot or \$735,000 and the bus parking area and driveway that would cost approximately \$720,000. The 255 space parking facility would cost \$8,000 per parking space or \$2,040,000. Professional fees would increase the total development cost to \$3,914,400. It is assumed that costs related to the acquisition and clearing of the land for this project would be covered separately by the City of Tucson. The City of Tucson and Sun Tran would fund street improvements and additional transit bus parking respectively.

The Intermodal Parking/Greyhound Bus Facility is estimated to cost approximately \$4 million. The use of bond financing is typically the most cost-effective way for a municipality to finance this type of project. In order to keep debt service payments as low as possible, this analysis assumes the sale of 30-year revenue bonds with an average interest rate of 5.5 percent to finance the entire project. For a parking facility project, it is usually necessary to provide capitalized interest for a one year construction period and a debt service reserve account that is equal to one year's debt service payments. Other soft costs include expenses related to the issuance of the bonds. Together, the soft costs increase the bond issue to approximately \$4,727,000. Using the financing terms shown in the appendix, the annual debt service payment is estimated to be \$323,506.

Operating expenses for the proposed parking facility are based on the use of a card access system for monthly employee parkers and a ticket system using exit lane cashiers to collect parking fees from transient parkers. The parking facility should be operated and maintained to provide for short and long-term users. The facility would be open 24 hours per day for access by parkers utilizing the rail or bus services. The appendix details procedures recommended for revenue collection. Because of the current low parking demand in this area on weekends, the operating expense budget is based on a Monday through Saturday operation from approximately 6:00 AM until 10:00 PM. On Sundays the parking facility would either be closed or would be open with free parking. The appendix summarizes the typical annual operating costs incurred by a parking facility with the previously described access and revenue control system. Annual operating expenses are estimated to be \$157,100. It should be noted that a sinking fund for repairs and replacements has been included in the operating budget. Creating a sinking fund of \$17,500 per year is needed to cover the cost of structural repairs that are needed in future years. It can also be used to fund new equipment for the revenue control system, which usually has to be replaced or upgraded at least every 10 years.

Operating revenues generated by the parking facility have been estimated based on the approximate parking rates that are currently charged in the area where this facility is to be constructed. A monthly rate of \$30.00 has been assumed for this facility. Likewise, transient parking rates are derived from the monthly rates and the current rates charged in nearby parking lots. Although parking rates and usage may appear to be quite low, this was done purposely because the size and scope of future development in this area have been defined in general terms. Thus, it was necessary to take a more conservative approach to estimating operating revenue. Rental income from Greyhound for the terminal and grounds (parking) areas of the intermodal facility represent a very rough estimate. Persons who are familiar with the Tucson real estate market should review these rental rates to determine what the proper rental income should be from this type of facility.

Although operating revenues should exceed operating expenses for the proposed intermodal facility, an annual subsidy of approximately \$61,300 would be required to cover debt service expenses. Many municipalities that own parking garages utilize profits generated in surface parking lots and on-street parking meters to subsidize the more expensive parking structures.

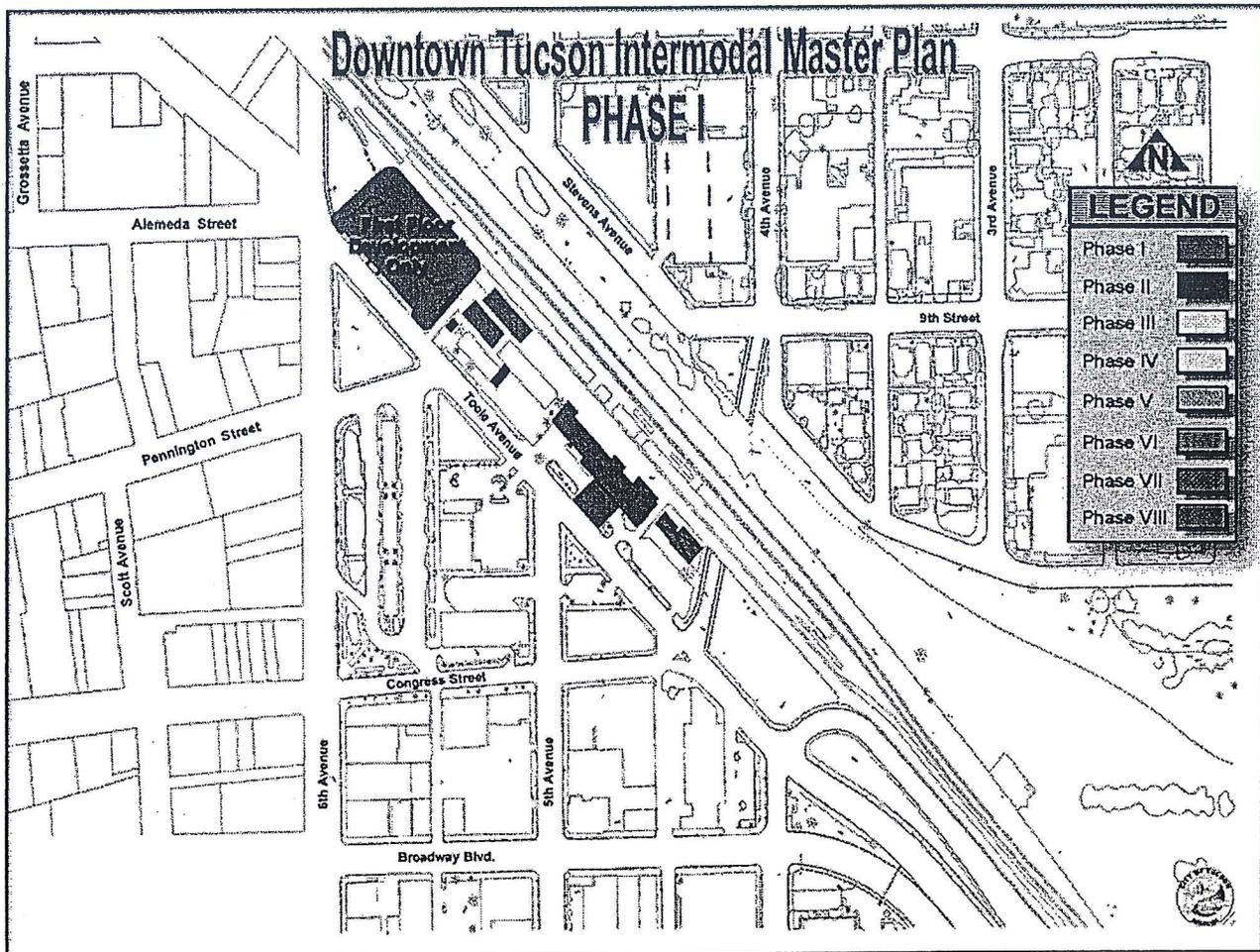
As an alternative to an annual subsidy, a down payment could be used to reduce annual debt service expenses. Based on the financial assumptions used in this evaluation, the debt coverage ratio would be approximately 0.811. Normally, the debt coverage ratio should be 1.25 or higher for a parking revenue bond issue. The appendix illustrates how a debt coverage ratio of 1.25 could be achieved with a down payment of \$1,440,000. A lower amount of debt financing would allow the intermodal terminal to be self-supporting without the need for an annual subsidy.

Because of the low parking rates in this section of downtown Tucson, a parking structure would require some form of subsidy. This subsidy can take the form of a substantial downpayment on the initial development cost of the facility. As an alternative, other funds, such as from City of Tucson parking meters, could be used to ensure that debt service expenses are covered.

3. Project Phasing

The following phasing diagrams were prepared by the City of Tucson to illustrate anticipated progress of improvements in and around the Depot District. Each phase represents eighteen months' progress over the twelve-year schedule of work to complete the recommendations of the Master Plan. The order and timing of these phases depends upon many factors including the economy and the progress of related work.

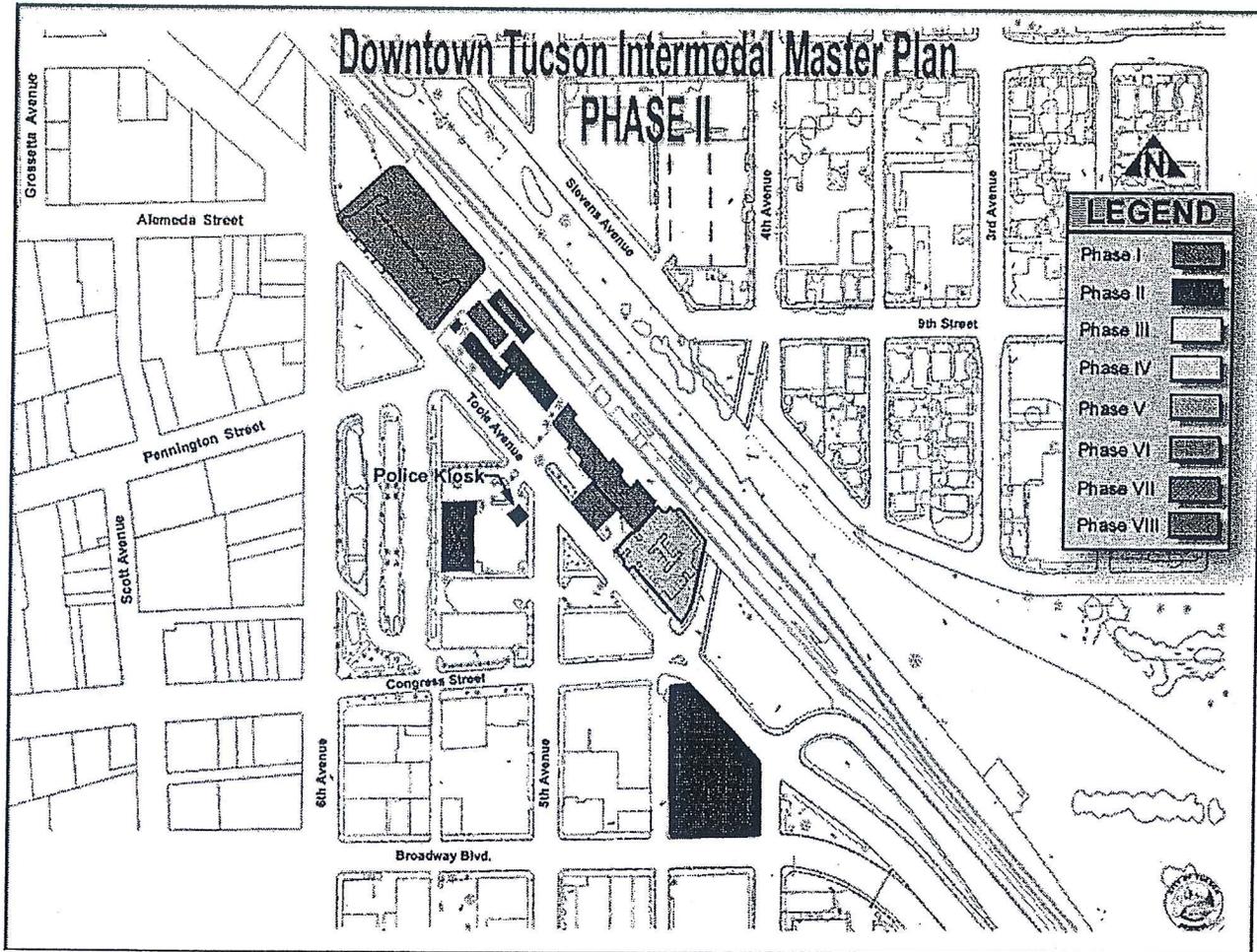
It is recommended that each phase of implementation should provide adequate parking spaces located as near the destinations as possible. Additionally, each phase should provide adequate signage, street marking to communicate the safest pedestrian crossings.



- Rehabilitate and restore the historically significant depot buildings including buildings 2281 and the main Depot.
- Demolish non-contributing structures on the depot property.
- Design and construct the new Greyhound bus terminal, bus bays, vehicular access and one floor of parking above the bus facility.
- Improve the intersection of Alameda and 6th Avenue for vehicular egress from the Intermodal Parking/Greyhound Bus Facility.
- Demolish the City Annex building.
- Expand the surface parking on the City Annex site.

Improvements provided by parallel City projects

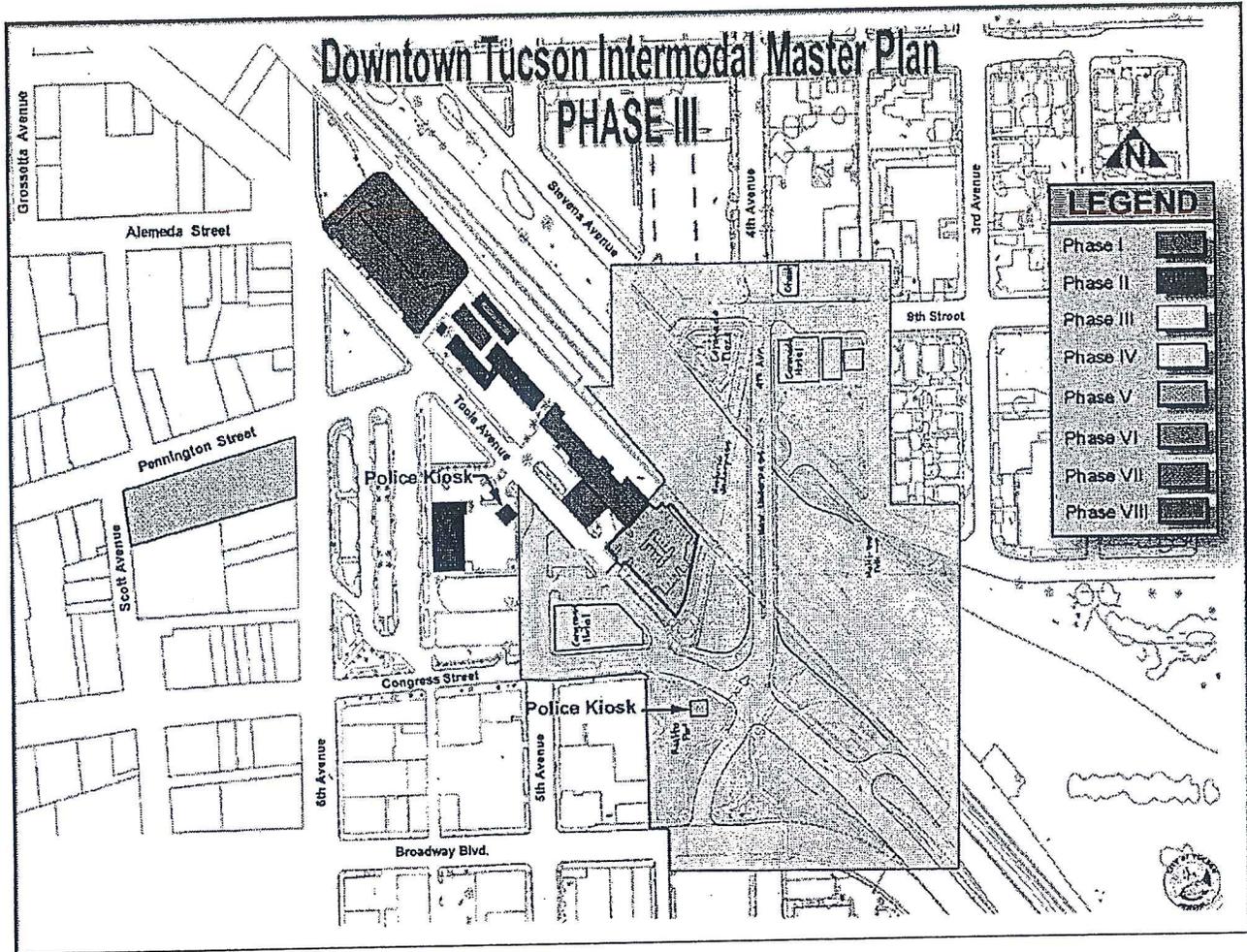
- Relocate Historic Locomotive 1673 to the recommended site.



- Rehabilitate and restore the historically significant depot buildings 2279 and 2280 and the adjacent landscape.
- Reconfigure surface parking in front of the depot buildings.
- Remove the McGuire building
- Construct 10th Street Plaza retail and police kiosk buildings

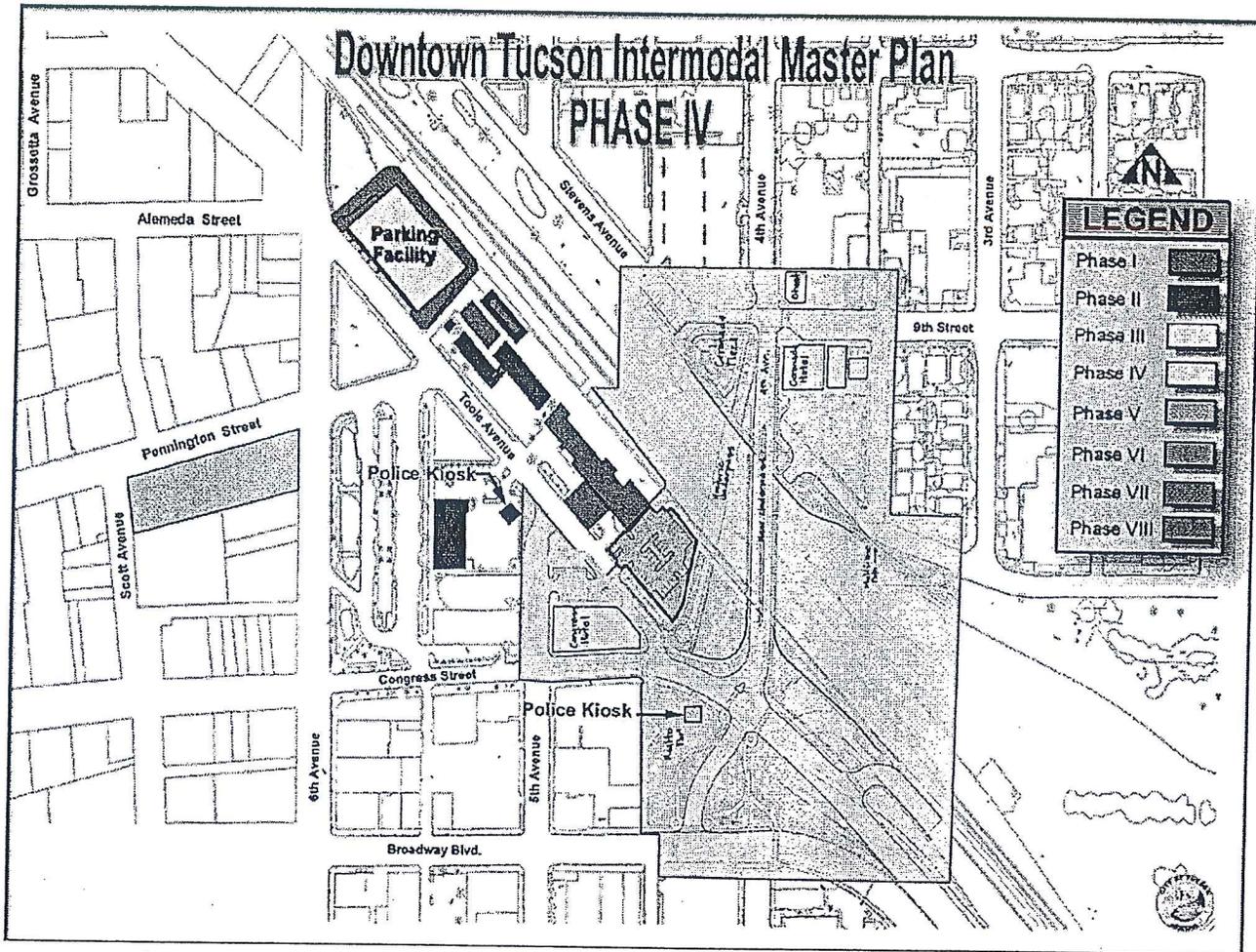
Improvements provided by parallel City projects

- Remove the existing Greyhound terminal south of Congress Street
- Construct the shelter/interpretive structure for the Historic Locomotive 1673.
- Construct the interim surface parking lot on the site southeast of the Depot building, north of the 4th Avenue Historic Underpass.



Improvements provided by parallel City projects

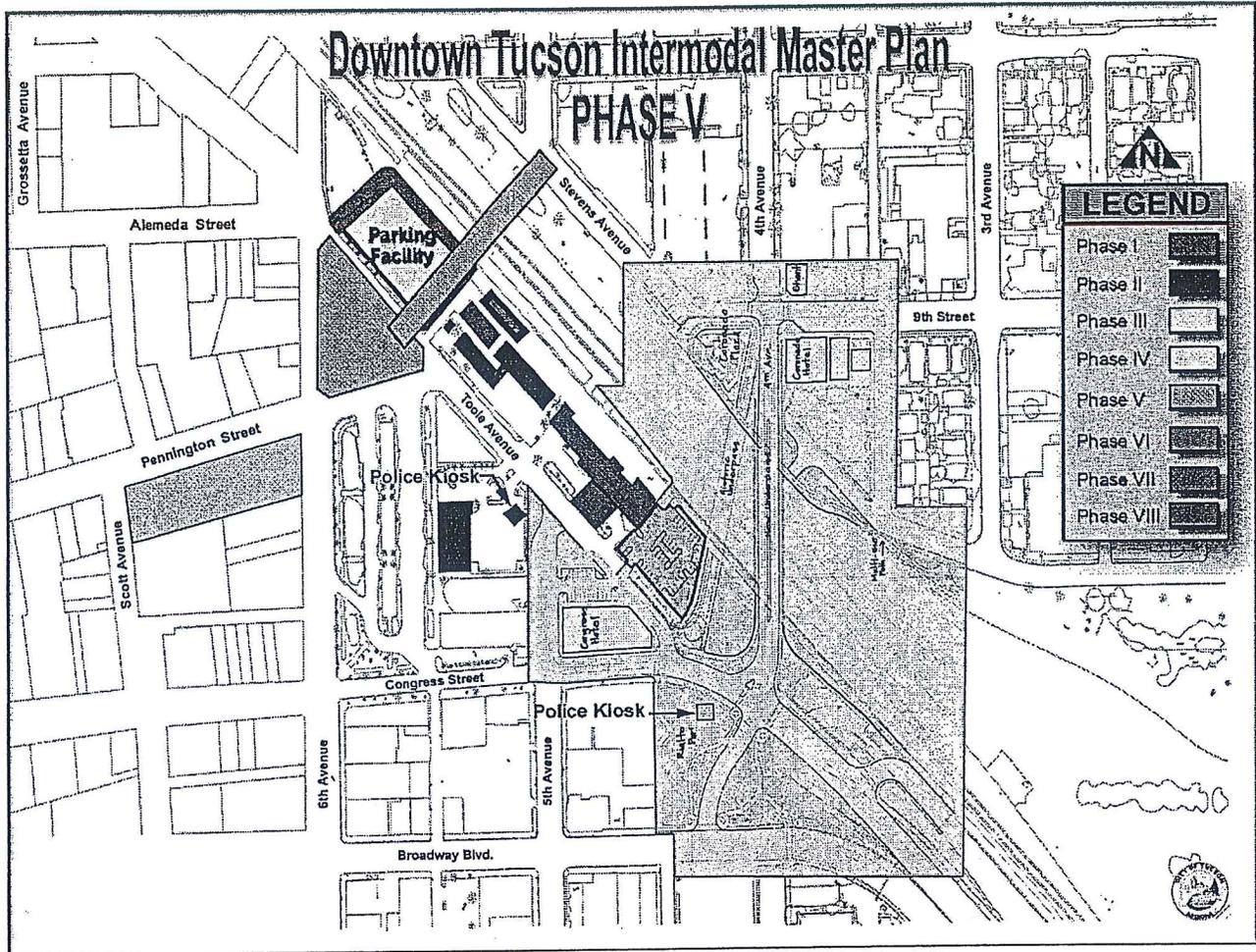
- Reconfigure the intersection of Toole and Congress Street.
- Restore the 4th Avenue Historic Underpass for bicycle and pedestrian use.
- Construct new 4th Avenue Underpass and associated open space including Rialto Park, Coronado Plaza, and multi-use paths.
- Construct the first phase of the mixed-use parking/retail building on the City Annex site with street level retail space and one floor of parking above.



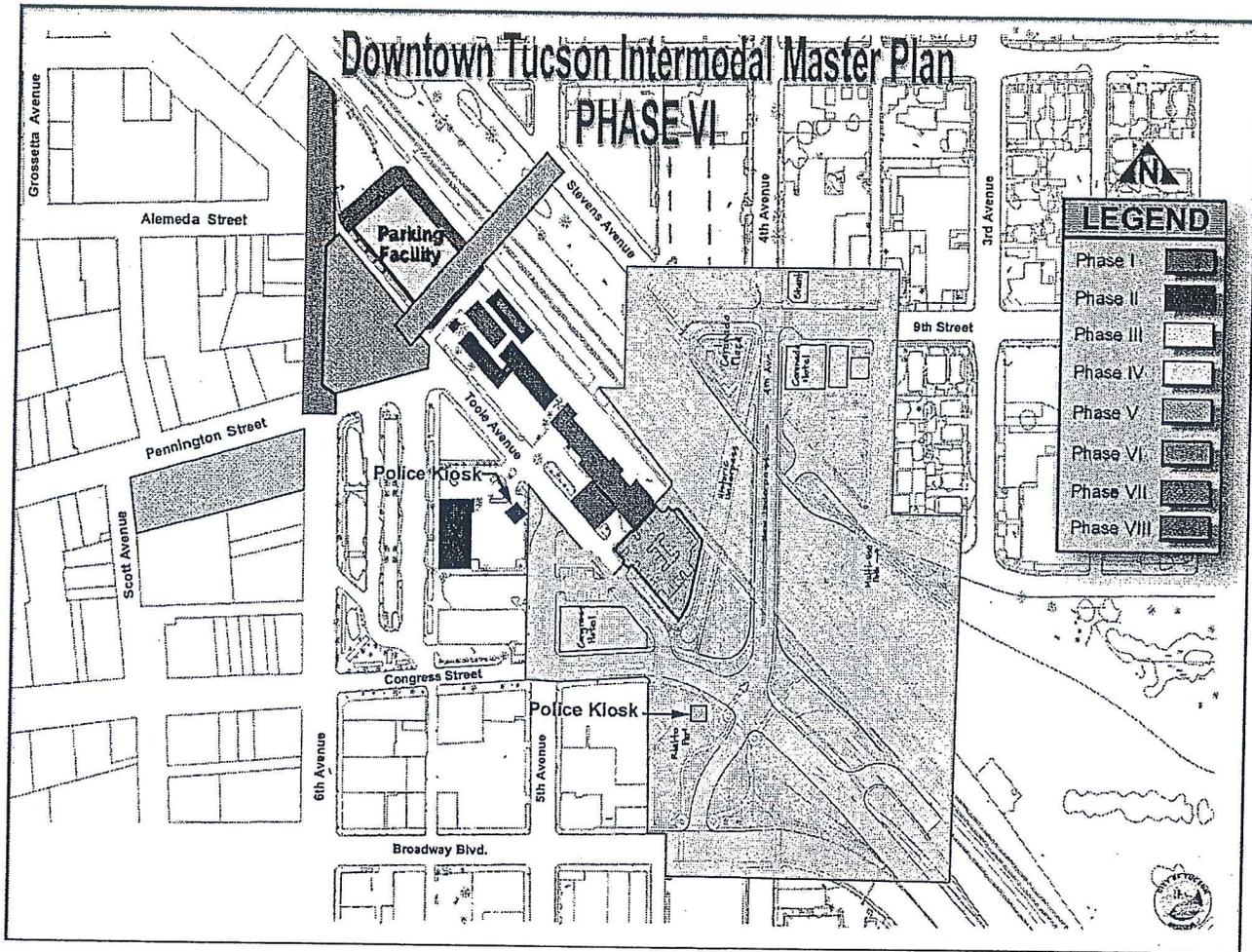
- Add two floors of parking to the Intermodal Parking/Greyhound Bus Facility.

Improvements provided by parallel City projects

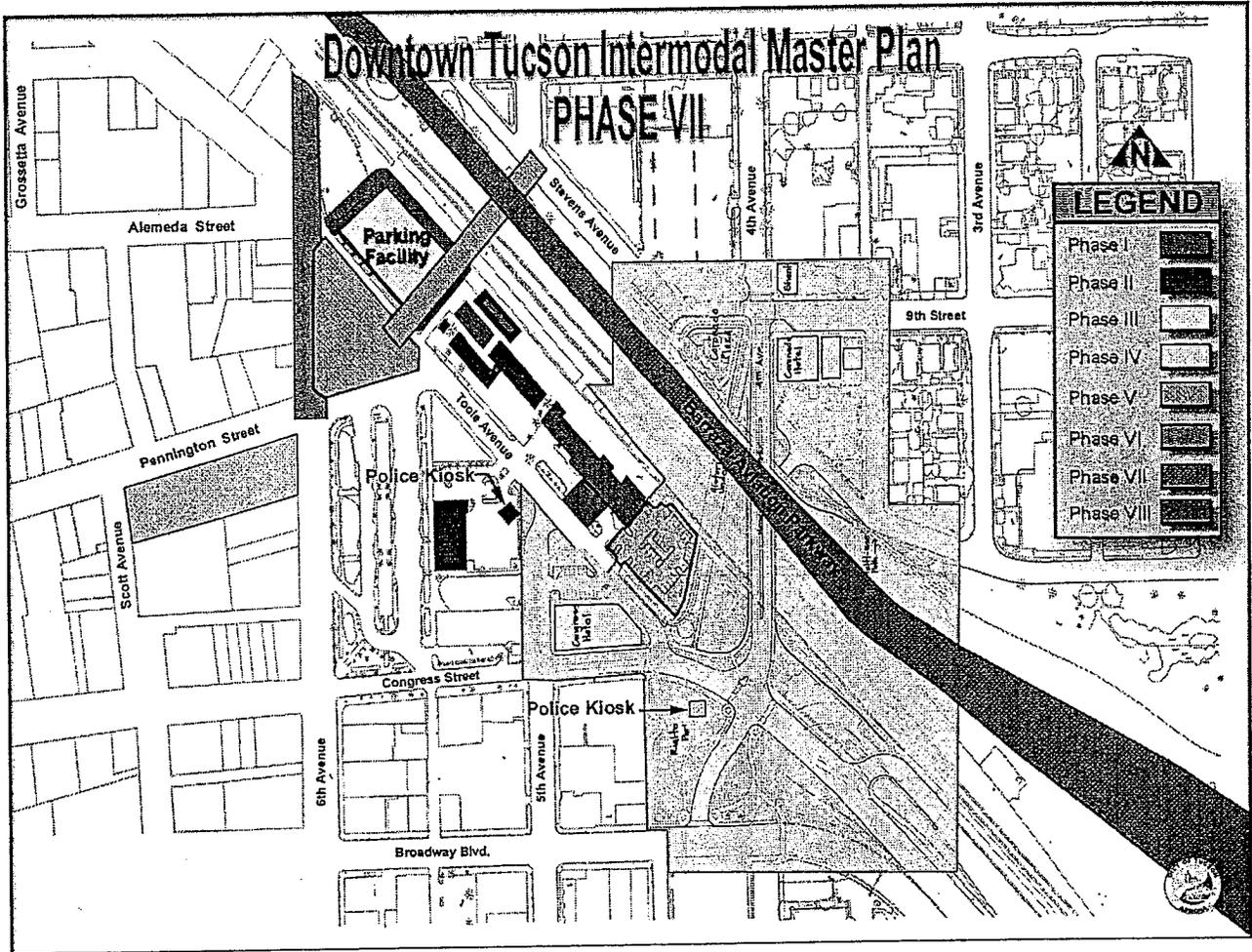
- Extend of Old Pueblo Trolley into the Depot District.



- Construct the Pennington Triangle building.
- Construct the Pedestrian Bridge over the railroad tracks and future alignment of the Barraza-Aviation Parkway.

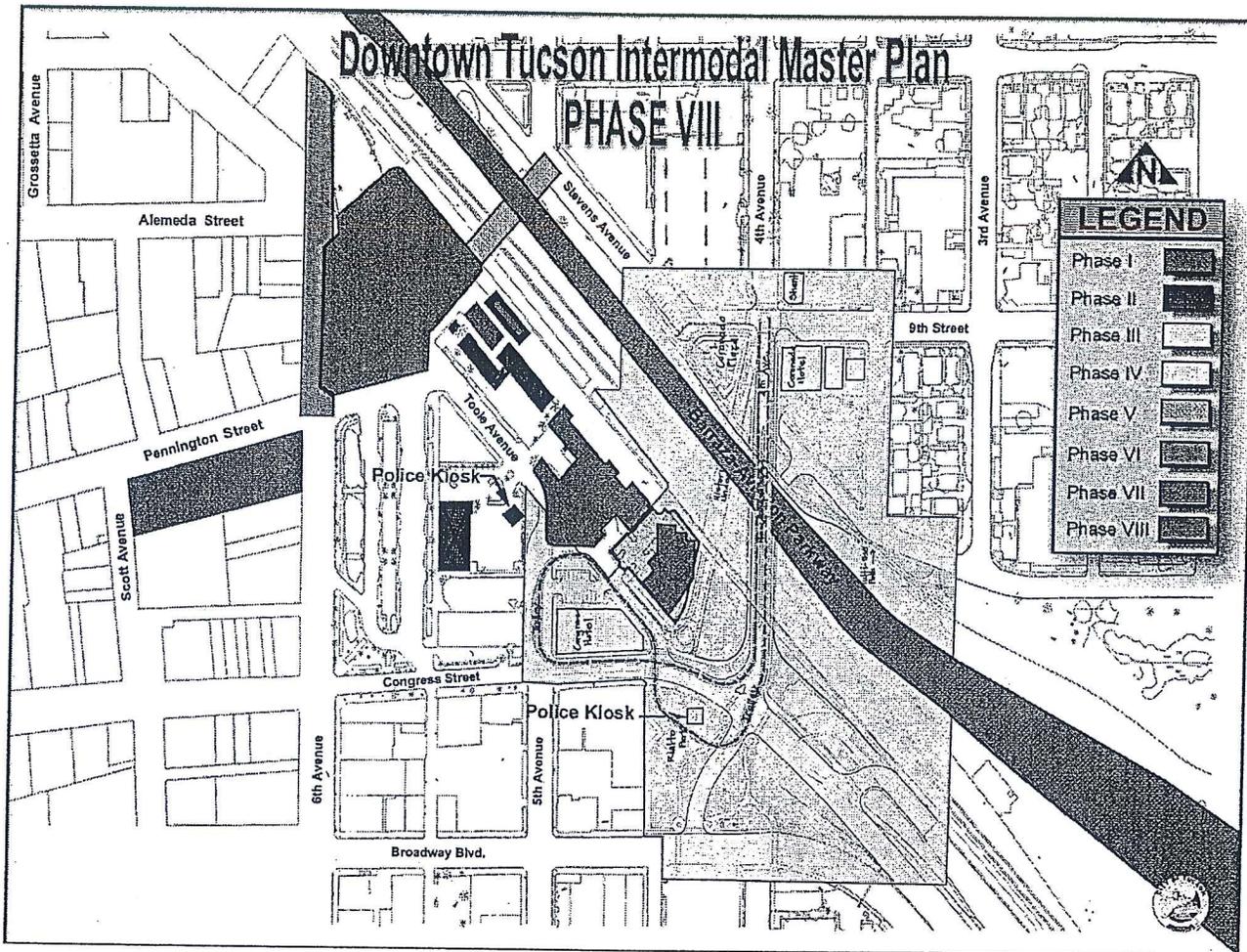


- Improvements provided by parallel City projects
- Construct the 6th Avenue Underpass



Improvements provided by parallel City projects

- Construct the Barazza-Aviation Parkway



- Construct the Commercial site, southeast of the Depot building.
- Construct the Depot Plaza.
- Complete the 10th Street Plaza.
- Realign intersection of Toole and 5th Avenue.
- Add parking levels to the mixed-use parking/retail building on the City Annex site.

D. CONCLUSION

In examining a number of multi-modal transportation facilities, the overall sentiment is that the facilities have been a tremendous success. The transportation providers that have been involved in the projects appear to have strong coordination with one another, as well as with business interests that have been involved. This coordination has had a positive impact on ridership numbers for the providers and on local businesses located at the facility and in the surrounding area.

The research also found that the initial public perception of transportation providers has been viewed both positively and negatively. The negative perception has been attributed to past transportation facilities that have at times been located in unsafe or high stress areas in downtown districts, with a significant amount of loitering, criminal activity, and other negative activities. New transportation facilities have been constructed or renovated with a number of interests involved, which has promoted a sense of pride and ownership in the transportation centers. Along with this, a significant amount of funding has been committed to security services and routine maintenance of the public facilities. These activities have contributed to the success of a number of facilities, which has promoted a positive public perception of the transportation providers involved. However, the negative perception of these facilities continues to be expressed by certain entities. Officials from a number of transportation facilities have stressed that the positive impact a transportation provider brings to a multi-modal facility far outweigh the negative perception associated with such a facility.

