Land Use and Implementation Plan Scope
Land Use and Development Implementation Plan Project Goals

- Analyze properties within the ¼ mile focus area to best prepare them for the appropriate land use plan, zoning, and design.
- Identify subareas with unique characteristics and concerns.
- Collect and review input from stakeholders regarding their concerns, issues and priorities for development along the streetcar line.
- Prepare an innovative and solution-oriented land use approach that leads directly to legislative amendments that expedite high-quality development.
- Identify areas along the streetcar line where higher density/intensity mixed-use development is appropriate.
- Recommend policies and standards for the legislative process to seek development approval.
- Prepare planning area supplemental strategies on streetscapes, parking and affordable housing.
- Identify financing mechanisms to implement the land use plan.
• Week-long charrette in January
• Nearly 50 meetings
• More than 650 conversations
And here is what we heard:
“Our community is supportive of higher intensity land uses along the streetcar corridor............
...... as long as “it is done right.”
Doing it Right...
Streetcar Land Use Plan
Design Charrette Followup Meeting

Streetcar Corridor Neighborhoods
Streetcar Land Use Plan
Design Charrette Followup Meeting

Streetcar Corridor Neighborhoods
Streetcar Land Use Plan
Design Charrette Followup Meeting

Streetcar Corridor Character Areas
Downtown Entertainment District

• This Activity Center includes **thriving** cultural, gastronomic, commercial and entertainment activities located in **historic landmarks**.

• It supports **mixed-use** opportunities at different scales.

• **Historic Warehouse Art District** includes lofts, live-work spaces and mixed-uses. Emerging artists find affordable living, gallery and studio/work space.

• There is **walkable connectivity** to 4th Avenue, the Downtown Central Business District, Armory Park, and the Historic Warehouse Arts District.

• The **streetscape** is developed and coordinated. It has wide sidewalks, a vibrant public realm, and well-maintained shading landscape.

• Through partnership efforts, the **Ronstadt Transit Center** is now a mixed-use, high-quality, safe, efficient, and vibrant hub of multi-modal transit.

• **New housing** serves a variety of ages and income levels. The design and massing at the edges respects adjoining neighborhoods.

• Parking is controlled with **no negative impact** on adjacent residents.

• There is a plentiful supply of **bicycle parking**.
Downtown Central Business District

• A vibrant district with **expanded employment and commerce**.

• It also includes **thriving cultural institutions**: the Tucson Museum of Art, the Museum of Contemporary Art, the Children’s Museum, the Historic Fox Theater, the Temple of Music and Art, the Scottish Rite Temple, and El Centro Cultural de las Americas.

• Vacant and under-utilized parcels are infilled with high-quality, high-density **mixed-use development**, with **active** ground-floor and office/residential above.

• A well-connected **public realm** offers a shaded walkable environment.

• Living streets include **safe bicycle** routes and well-controlled automobile traffic.

• Development at the edges is **sensitive and respectful** to surrounding historic districts and provides appropriate transitions.
Downtown Cultural/Convention District

- Signature theaters and meeting spaces are all within steps of vibrant hotels, commerce, shopping and entertainment.
- It is supported by mixed-use development offering a variety of housing opportunities, retail, restaurants, and cafes.
- Existing mid-century modern buildings, large open spaces, landscape features, and streetscapes are honored and well-maintained.
- New development is respectful of, provides massing and height transitions to, the historic barrios to the south.
- Parking in the convention area is compacted in structures, freeing land for the development of a Cultural and Convention destination
- Walking promenades, bicycle routes and living streets provide connectivity to adjacent districts.
- High-quality contemporary development is sensitive to adjacent historic neighborhoods.
- Design derives from Sonoran architectural elements, themes, and principles.
Implementing the Vision
Streetcar Land Use Plan
Design Charrette Followup Meeting

Historic Properties
Streetcar Land Use Plan
Design Charrette Followup Meeting

Downtown Entertainment District – Existing Land Uses
Downtown Entertainment District – Vacant/Underutilized Land
Downtown Central Business District – Existing Land Use
Downtown Entertainment District – Vacant & Underutilized Land
Downtown Cultural/Convention District – Vacant & Underutilized Land
Streetcar Land Use Plan
Design Charrette Followup Meeting

Streetscape
Streetscape Design Manual

- Will govern what **private improvements** are permissible **within the public ROW** (geared toward private development)

- Scheduled to be **implemented in late 2013** following **stakeholder outreach**, city staff, and mayor and council review

- Will provide detail to developer and consultant on **process for application and approval**, and provide city **staff** with **standards for review**
Streetscape Guiding Principles

- Character / Historic Preservation / Heritage and Culture
- High Quality and High Functioning Streetscapes / Activated
- Pedestrian Connectivity
- Parking Needs
- Bicycle Infrastructure Needs
- Sustainability of streetscape elements
Implementation Strategies

• Balance uniformity with uniqueness/character
• Well planned use of TREs for street activation
• Use of long lasting and regionally appropriate materials
• Thoughtful balance of modes of transportation and infrastructure
• Use of cost effective sustainable practices
Furnishing Zone
Tree Grates
Planters Seating, etc..

Pedestrian Clear Zone
To remain unobstructed

Frontage Zone
Dining Display Signage, etc..

General Streetscape Zones and Amenities
General Streetscape Zones and Amenities
TRE in Extended Furnishing Zone

- CLEAR ZONE
- EXTENDED FURNISHING ZONE (T.R.E.)
- FREE STANDING SHADE STRUCTURE
- SET BACK FROM BOC
TRE in Frontage Zone

- Extended Clear Zone
- Extended Furnishing Zone
- Pedestrian/Traffic Buffer
- Unobstructed Circulation Around Dining Area
- Awning in R.O.W.
- Frontage Zone (T.R.E.)
Parklets in Parking Zone
Downtown – Streetscape Typologies
Downtown – Streetscape
Downtown – Exiting Streetscape Conditions
Downtown – Entertainment District

* IMAGE COURTESY OF FORS & NORRIS DESIGN
Downtown – Proposed Materials

- 4X9 WEATHERED STEEL TREE GRATES
- RED BRICK PAVED WALK w/ CONCRETE BANDS
Downtown – Entertainment District Materials

Paver - Phoenix Brick Yard
Color: Navajo Red Brick
Size: 4x8
Pattern: Basket Weave / Herringbone

Paver - Phoenix Brick
Jumbo Brick #3221 - Flashed
Herringbone Pattern

Concrete -
Finish: Smooth / Medium Broomed
Cultural/Convention District – Streetscape Typologies
Cultural/Convention District - Cushing Street
Cultural/Convention District - Cushing Street

- 6' WALK
- BUMP-OUTS AT CORNERS
- BRICK PAVERS
- TREE GRATES
- TREE PLANTERS
- 8-10' WALK
Cultural/Convention District – Granada Avenue
Cultural/Convention District – Granada Avenue

- WIDEST PED BLVD – INTO FRONTAGE OF FUTURE MIXED USE
- CONTEMPORARY DESIGN, PAVING & MATERIALS
- NODES
Cultural/Convention District – Granada Vignette

MIXED USE DEVELOPMENT ACTIVATING STREET

PEDESTRIAN NODE REQUIRING A T.R.E.

FRONTAGE & PED ZONE (PUBLIC ACCESS EASEMENT)

FURNISHING ZONE (WHOLE OF ROW)
**Cultural/Convention District – Granada Materials**

- **Wide Walks and Planting Beds**
- **Nodes / Parklets Adjacent to Walkway**
- **Decorative Hardscape (Santa Cruz Motif)**
- **Art & Interpretive Design**
- **Hardscape Colors / Materials Blend Spaces**
Shade - Trees
Shade – Awnings (Zero Lot Line)
Shade – Pedestrian Portal (Zero Lot Line)
Shade – Arcade (Zero Lot Line)
Shade – Free Standing Pergola (Zero Lot Line)
Pedestrian Street Lighting Alternatives
Street Tree Grate and Planting Detail

- **Concrete Paving**: (Smooth Finish)
- **Concrete Banding**: (Smooth Finish)
- **Clay Brick Pavers**: (Basket Weave)
- **1" Sand Base**: Compacted AB 95%
- **3" Conduit/Sleeving**: (Irrigation, Lighting, Etc.)
- **Rusted Steel Planter Box**
- **Rusted Steel Tree Grate with Expandable Tree Trunk Opening**: (4’X9’)
- **2’ Water Harvesting Curb Cut**
Concrete and Pavers in Streetscape
Concrete and Pavers in Streetscape
Concrete and Pavers in Streetscape
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City Partnerships and Funding Mechanisms for Streetscape

• City can pay for **some improvements** for the corridor, but nothing is currently funded

• City can facilitate formation of improvement districts to **share in the costs and benefits**

• Areas with **vision** in place likely to have **priority on CDBGs**

• **Potential local partnerships** for local improvements—merchant associations and institutions

• City can **use new development to help pay for improvements**

• Use of possible/proposed **2014 Pima County Pedestrian Bond**
Regulatory/Land Use Recommendations

Development Strategy – Downtown Character Areas
Streetcar Land Use Plan
Design Charrette Followup Meeting

Development Strategy – Regulations
Streetcar Land Use Plan
Design Charrette Followup Meeting

Legend
- Major Streets
- Interstate 10
- Tucson Western Streetcar Line
- Tucson 4th Streetcar Line
- Downtown Entertainment District
- Downtown Cultural District
- Central Segment
- Central Segment (4th Avenue Business District)
- Eastern Terminus
- Main Gate
- Central Segment (University Boulevard)
- Quarter Mile Focus Area

Character Areas
- Eastern Terminus
- Main Gate
- Central Segment (University Boulevard)
- Central Segment (4th Avenue Business District)
- Downtown Entertainment District
- Downtown Cultural District

Overlay Districts
- Downtown Links Urban Overlay District (Proposed)
- Downtown Core Subdistrict
- Greater Infill Incentive District
- Main Gate Urban Overlay District
- UA Campus Planning Area
- Rio Nuevo Business District
The Downtown is governed by existing hard zoning and the Downtown Core District of the Greater Infill Incentive District. With a few exceptions, both are generally working well.
Downtown is also governed by the *Rio Nuevo and Downtown Zone*. It covers largely the same area as the Downtown Core of the GIID but has the additional elements of Design Principles, Criteria, and Design Review through the DRB.
RECOMMENDATION: Regulatory Structure

1. There is complexity and the confusion created by multiple layers of overlay zones Downtown. Zoning Rules should be simplified and merged to the maximum extent possible. Rio Nuevo & Downtown Zone (RND) and Downtown Core of GIID should be merged and include the RND’s mandatory design review process.

2. Move to a parcel-based, hot-link GIS mapping system of regulatory requirements. That way developers and neighbors could understand the specific requirements of a given site without having to understand the layers that make up those requirements.
3. Expand Downtown Links UOD to subsume the central portion of the Infill Incentive District and reframe the IID area requirements through a new public process.
4. Complex overlays create ambiguity. For example, which overlay zone trumps the other where an HPZ zone overlaps with IID? This occurs in El Presidio at the Museum of Art parcels, as well as in Armory Park on a few parcels including the Children’s Museum and the Temple of Music and Art. The UDC text should clarify how these overlays interact with each other where HPZ and IID overlap. (There is currently a Planning Commission sub-committee studying the IID.)
Development Strategy – COT-owned Land (All the parcels shown in color)
Community Planning Process

Ronstadt Transit Center Site
Redevelopment, City of Tucson

Prepared by: Poster Frost Mirto
May 24, 2013

RECOMMENDATION: Development Agreements

1. The large quantity of City-owned parcels provides an opportunity for the City to promote and guide new development.

2. In the past, the City has not always been successful in crafting tight development agreements to benefit downtown and the city as a whole.

3. The Team believes that the City and Rio Nuevo should more assertively utilize development agreements to specify project content and to utilize a professionally-led design review process to ensure the highest quality and most appropriate development on parcels owned by the City of Tucson and the Rio Nuevo Multipurpose Facilities District.
Development Strategy – Downtown Development/Redevelopment Sites
Development Opportunities

1. In the Streetcar Team’s analysis, except as noted, zoning and the regulatory environment do not seem to impede development.

2. Recent incentives (GPLET, for example) seem to be a significant stimulus for development.

3. But ultimately, development is constrained by the marketplace: feasibility depends on the cost/value of land and construction vs. potential sales and rental income.

Development Strategy – Downtown Development/Redevelopment Sites
Development Opportunities

1. The Streetcar Team has prepared a site-by-site analysis of each of the 30 available downtown sites to identify each site’s unique issues.

2. A Streetcar route-wide development support organization (like DTP) should be initiated to work with developers to address the individual problems and obstacles of individual sites.

Downtown Sites

**DOWNTOWN PARCELS WITH DEVELOPMENT OPPORTUNITIES**
(Refer to the key map for site locations)

(1) - Herbert Block
Ownership: Dorothy Powell Revocable Living Trust
Zoning: OCR-2 and C-3
Overlays: Downtown Core IID, RND
History and Current Status: Peach Properties was selected to develop a UA student housing project at this site, but they declined to proceed. They are currently considering a boutique hotel project.

(2) - Brewery Block
Ownership: Broadway Fifty Assoc LLC (Peach Properties), Broadway Brewery LLC, Serenity Holdings LLC (CODAC), RSA Holdings Limited Partnership (Peach Properties)
Zoning: C-1, C-3, OCR-2
Overlays: Downtown Core IID, RND
History and Current Status: There was a proposal by Joel Valdez (UA Senior VP for Business Affairs) to acquire and demolish the buildings located east and west of Herbert for graduate student housing. With the renovation of the old Safeway store by Peach Properties and CODAC’s investment in its facility, a two block-wide comprehensive development is unlikely to happen at this time.

(3) - 140 E Broadway
Ownership: Lewis Hotel LLC
Zoning: OCR-2
Overlays: Downtown Core IID, RND
History and Current Status: The site is currently used as a surface parking lot and it has a small infill potential.

(4) - Access Tucson Block
Ownership: COT, 124 E Broadway LLC (Fenton), Wavelab downtown LLC, Odd Hall LLC
Zoning: OCR-2
Overlays: Downtown Core IID, RND
History and Current Status: A plan was prepared for a community media center incorporating the vacant and underutilized parcels. The site has development potential, but the different property owners are not likely to agree on a development strategy without single ownership. It is likely that the Odd Fellows Hall property (Grygutis/Fuller/Downtown Kitchen/Etherton Gallery) parking will stay as is.
EXAMPLE:

(16) - 33 E Congress and 41 E Pennington
Ownership: Pueblo Parking LLC
Zoning: OCR-2, C-1, C-2
Overlays: Downtown Core IID, RND
History and Current Status: The current uses on these two adjacent parcels are a single-story parking garage and a surface parking lot. It will be a development opportunity when parking income is exceeded by land development values. It is more likely to be developed by a developer ground lease from the property owner.

Development Strategy – Downtown Development/Redevelopment Sites
The parcels located in Barrio El Membrillo are not appropriately zoned for retaining the fragile historic character of this small area (R-2, C-3, and Greater IID). The Team recommends a comprehensive study of all land along the I-10 Frontage Road from Cushing Street to South Tucson. This area may be best addressed through a PAD process outside of the Streetcar Land Use and Development Plan.
The Greater TCC area is the largest single development opportunity in downtown. Right now it is a “dead zone.” It needs a comprehensive joint COT/Rio Nuevo effort to reinvigorate this area. The proposed ULI study and the Pima County Bond ‘Stravenue’ arts proposal is a strong start. This area should also be the a “Special Policy Area” effort.
Housing in downtown Tucson is driven by the marketplace. Tucsonans are used to paying $1.10/sf/mo for rental housing. At that rental rate, no new housing will be built downtown. Student housing (in suites) rents for $1.65/sf/mo. That rental rate is why we are seeing so much student housing. When the non-student rental market can pay those premium Streetcar route rates, then we will see much more housing construction. 1 East Broadway will be a test of that market.
How do we maintain market rates for Tucson’s middle income work force?

The Streetcar Planning Team recommends offering one or more COT or RN parcels along the Streetcar route for potential LIHTC (workforce) housing and to use an RFP process to identify Private/Non-Profit developer partner(s). The next LIHTC application cycle is March 1. The development agreement should mandate quality design and construction.
Incentivize the development of the Warehouse Arts District.

Work with WAMO, TPAC and others to promote live-work spaces and other arts-oriented uses in the Warehouse Arts District.

Please fill out this form to be added to the waiting list.

The Steinfeld Warehouse Community Arts Center and WAMO (Warehouse Arts Management Organization) are opening up a waiting list for 7 affordable live/work apartments within the historic Steinfeld Warehouse currently under renovation at 101 W. Sixth Street. Units will be ready in the spring to summer of 2014 and will be filled on a first come first served basis.

The Steinfeld Warehouse Community Arts Center will be a mixed-use property with art studios, retail, 7 affordable live/work apartments, and a performance & events space in the courtyard. Because these are subsidized affordable live/work spaces, the rents are variable:

• One-bedroom Units at $555
  • including all utilities
  • 810 square feet
  • with an income cap at $21,000 for 1 person or $24,000 for two people.

• One-Bedroom units at $600
  • including all utilities
  • 810 square feet
  • with an income cap at $25,200 for 1 person or $28,800 for two people.

• Two-Bedroom unit at $755
  • including all utilities
  • 950 square feet
  • with an income cap at $28,800 for two people, or $32,400 for three people, or $35,940 for four people.

An Equal Housing Opportunity Community.
Industry Trends

• Communities are starting to look at private management as a way to decrease amount of general fund transfer needed to cover cost of operation

• Repurpose space for other uses

• Identifying new revenue streams
Building Upon Progress

• Organizational
• Procedural
• Cosmetic
• Successful 2013 Gem, Mineral and Fossil Showcase
• Modern Streetcar
• Management Options Team
TCC’s Position in the Industry

Five tiers of Convention Centers

• Major National Centers
• Emergent National Powers
• Prime Visitor Destinations
• Regional Centers
• Niche Market
Challenges

- Management
- Customer Service
- Flexibility of Contracts
- Dead Zone

Tucson Convention Center
Strengths

• Overall size and multiple uses
• Location
• Availability of parking
• Weatherproof
Next Steps and Vision

Next Steps

Short Term

Management

Basic Cosmetic Improvements

Marketing

Continued Customer Service Improvement

Tucson Convention Center
Next Steps and Vision

- Needs Assessment
- Identify Funding
- Prioritize Work
Next Steps and Vision

Next Steps

Longer Term

- Activation of all spaces including plaza through programming and planning
- Long Term Ground Leases for A, B and C parking lots resulting in commercial and residential redevelopment
- Use ground lease revenue for facility maintenance
- Parking garage/s

Tucson Convention Center
Parking
Parking Policy and Management for Downtown Tucson

• **Policy** on Parking Requirements for Private Sector Development (already discussed).

• **Management** of City of Tucson-owned Parking Facilities and Assets (On-Street and Off-Street), largely through ParkWise, a division of the Department of Transportation.
Downtown Tucson as BOTH an Urban Village AND a Regional Destination

• Anticipated development associated with streetcar operations will increase total demand for parking.

• Balance accommodating this growth while encouraging use of other modes.

• Encourage reduction in car trips and storage among those living and working going to school within walking or bicycling distance of Streetcar line, while maintaining parking convenience for visitors from around the region. (achievable through a: policies on private development and b: management of inventory through pricing)
Parking in Downtown

• Approx. **15,000 spaces** (7,266 in garages, 4,652 in lots, and 2,200 on-street). We’d like to see the surface parking GO AWAY! (for mixed-use Transit-Oriented Development).

• **ParkWise controls** 3,096 garage spaces, 959 surface lot spaces, and 2,200 on-street spaces = **6,255** or about **42%** of Downtown parking.

• Most evening and weekend parking falls under **ParkWise** control. Private garages and lots serve mostly weekday daytime employees and visitors. Three east-end garages now filling up for 2nd Saturdays.

• **Convention Center surface parking**: 1,032 City-owned but not under ParkWise control.

• **Residential Permit Programs** protect neighborhoods from overflow parking from Downtown core.
City-owned Public Garages in Downtown
City-owned Surface Lots in Downtown
Economic Development Impact of City’s Investment in Parking Garages

- 3 ParkWise garages built since 2005, all part of mixed-use developments, more mixed-use in character over time.
- Significant capital costs. Centro Garage: $17,700 per space.
- Public garages not financially feasible for the private sector, given Tucson’s market for parking.
- City has contributed this infrastructure. On-street parking revenue and non-indebted garage revenue subsidizes newer garages.
Economic Development Impact of City’s Investment in Parking Garages

- **Revival of East End of Downtown** would not have been possible without these investments, along with the **promise of the Streetcar**.
- One North Fifth, Depot Plaza
- 5th/Congress Development
- Plaza Centro/The Cadence: residential and retail
- Two possible boutique hotels on Broadway
- Also supports south end of 4th Avenue.
Pennington Street Garage

- Opened in 2005
- Built on site of aging, obsolete City Hall Annex and a surface lot.
- 749 parking spaces
- 1st Mixed-Use Garage Facility
- World-renowned Restaurant Café Poca Cosa
- ParkWise parking office
- Downtown Tucson Partnership office
- Primary garage for Downtown Entertainment and Events
- Parks 375 Daytime Employees
Depot Plaza Garage

- Opened in 2009
- 294 underground spaces on two levels (147 public + 147 resident).
- Allows for two buildings to be constructed on top.
- 56-unit new MLK Apartments; 96-unit renovated One North Fifth market-rate apartments
- 10,000 sq. ft. of retail

Parking
Centro Garage at Plaza Centro

- Opened in 2011
- Constructed on an unused empty lot
- 378 parking spaces, 50% committed to Cadence Residents
- 456 student housing units
- 12,000 sf. Retail/Office
- Streetcar stop in front
- Next to 4th Avenue underpass
- Bicycle Parking and Car-Sharing

Parking
City/State Garage

- Built in 1983
- Not mixed-use; parking stand-alone
- 1,283 spaces
- Serves Daytime Government Employees
- Approximately 50% occupied
- Across Granada/Congress from streetcar stop
- Great potential to serve new development across Congress St.
Future Parking Garages may support Continued Economic Development

- Development of TCC Area will likely require construction of a garage to replace surface parking lots.
- Ronstadt Transit Center redevelopment.
- Other lots may be developed privately with parking to support residential.
- More planning is necessary.
Parking Rates in Downtown/UA Area

- **Meters:** $0.50/hour in Downtown; $1.00/hour near UA. Downtown Rate increasing to $1.00/hour, April 1, 2014. Enforcement Mon-Fri, 8am-5pm. On-street should cost at least as much as off-street parking to incentivize turnover of street parking.

- **Garages:** First-hour free, then $1.00/hour. Flat-rate pricing evenings and weekends: $3 or $5. Monthly permits ranging from $55 to $85.

- **Lots:** Monthly permits from $15 to $50. Some have meters. Lots are generally free evenings/weekends.

- **Residential Permit Program (RPP):** $48/year for 8am-5pm enforcement; $72/year for 24/7 enforcement.

- **Employee Permits (on-street):** $275-$300/year Downtown.

- **Meter Exemption Program for Apartment Residents:** $60/$90 per year (existing customers who were at RPP rate) to $80/$120 per year (1st-timers). Will increase each year to discourage on-street parking by residents in commercial areas.
Investments in Parking Infrastructure

- ParkWise is investing $1.2M in late 2013 to upgrade the Access Control and Revenue Control Equipment at five of its garages. This will improve customer service and parking convenience.

- ParkWise is replacing the Downtown parking meters (coin-only) with “Smart” meters that accept multiple forms of payment and can be accessed wirelessly by smart-phone.
Managing our Parking Inventory

- Protect valuable on-street spaces.
- Balance need for on-street parking with TRE’s/Parklets
- Car-sharing.
- Offer range of off-street permit alternatives. Walk further to/from cheaper parking.
- Encourage further adoption of Residential Permit Program in neighborhoods.
- Creative allocation of spaces by day/night/weekend to maximize utility of our inventory.
- Discourage on-street parking by apartment residents in the commercial core through appropriate pricing.
- New smart meters and updated garage “PARCS” equipment will allow for demand-based pricing in the future.
Parking
Update the Downtown Parking Master Plan

• 2004’s 5-Year Plan needs updating!
• Next phase of a Streetcar Corridor Parking Master Plan, which was
• Begun this year with a study of parking in the 4th Avenue area
Meeting Dates

Community meetings
Western Terminus (Origins) –
Date/Time: Monday, August 26th 6:00 PM
Location: Public Works Building, 201 N Stone Av., Basement Conf. Rm. C

Planning Commission Presentation: Aug. 21, 6 pm
Mayor & Council Presentation: Sept. 10
Historic Commission: TBD

Next Steps