

ELEMENT 6: CONSERVATION, REHABILITATION, AND REDEVELOPMENT

VISION The vision for conservation, rehabilitation, and redevelopment is to create a sense of community pride throughout the region by preserving and protecting existing historic buildings, districts, and neighborhoods. The *Vision* document honors adopted neighborhood plans and policies and maintains the integrity, stability, identity, aesthetic character, security, and amenities within each neighborhood. Preservation of neighborhoods will be considered on an equal basis with overall community goals.



New uses for historic buildings preserve continuity with the past.

Historic districts and older neighborhoods will be revitalized through a combination of public and private rehabilitation and conservation efforts. Archaeologic, historic, and cultural sites will be preserved. Active, cooperative relationships will be maintained between diverse communities by sharing common goals for the betterment of all people of the region.

All areas of the region will be rejuvenated, as necessary, through maintenance programs and new infill development which is compatible in scale and use with existing development. Existing community facilities and housing will be maintained or rehabilitated to continue to provide neighborhood amenities and services. Vacant and disinvested portions of the community will be revitalized through a combination of rehabilitation and new development.

Commercial and industrial districts will be encouraged to undertake renewal through programs and incentives directed toward their renovation.

The vision for redevelopment is to eliminate or improve deteriorated areas within the region by offering incentives for commercial and residential development or redevelopment; provide a variety of integrated land uses, housing types, and price ranges; and offer opportunities for the development or redevelopment of vacant and underutilized property to enhance the community. For some communities, redevelopment plans will be assisted by establishing a framework for legal support, by marketing programs to the public and to potential investors, and by soliciting development proposals.

New living, working, shopping, and recreational projects will be integrated within existing activity centers. Public cultural and social activity centers will be greatly enlivened and made more

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vibrant by landscaping and designing redevelopment projects to be compatible with the Sonoran Desert and the culture of the Southwest. The use of solar energy and water-saving design techniques will be particularly encouraged.

Renovation of landmark structures renews neighborhood character.



Livable Tucson Goals

Safe Neighborhoods

Includes how safe people feel in their neighborhoods, crime policing, and risk perceptions.

Infill and Reinvestment, Not Urban Sprawl

Includes well-planned growth, the management of sprawl, and development in the city's core, rather than on the periphery.

People-Oriented Neighborhoods

Includes designing new neighborhoods and investing in old neighborhoods to promote a mix of commercial and residential uses, a pedestrian focus, landscaping and aesthetics, and interaction among residents.

Respected Historic and Cultural Resources

Includes the preservation and celebration of local landmarks, buildings, neighborhoods, archaeological treasures, open spaces, cultures, and traditions that make Tucson unique.

Strong Local Businesses

Includes the local economy, particularly small, Tucson-based businesses.

Successful Downtown

Includes the cultural and commercial aspects of the city center.

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Introduction The Conservation, Rehabilitation, and Redevelopment Element identifies policies that Tucson uses to address and prioritize the community's needs for programs to maintain and upgrade Tucson's built environment.

The Conservation, Rehabilitation, and Redevelopment policies describe the City's commitment to ensuring that the community's residential, commercial, office, mixed-use, and industrial developments remain viable and that areas containing deteriorating structures have access to assistance. These policies supplement and reinforce *General Plan* Element 2, Land Use, which guides land uses to appropriate locations throughout the community; *General Plan* Element 13, Economic Development, which supports appropriate business development within Tucson; and currently adopted redevelopment plans.

Background Approximately 56,000 housing units in Tucson (26 percent of the total housing stock) are 50 years old or older. Many are in need of maintenance and plumbing and electrical upgrades. By 2010, the number of units 50 years old or older is expected to top 87,000. These units are of concern because they were constructed in the post-war years when the housing boom resulted in modest housing construction quality that does not meet today's building standards and because older housing units tend to be occupied by low-income households. Increasing the value of these units by upgrading them could price them out of the affordable housing range. Many nonresidential units were constructed during the same time period. Some of these office, commercial, and industrial developments show signs of deterioration. Additionally, most are not equipped to handle the high-tech and service-based businesses on which Tucson's economy increasingly depends.

An overall theme of these policies is to promote the continued viability of existing development within the city. For Tucson, this means exploring opportunities for the rehabilitation and redevelopment of structures that are nearing the end of their economic usefulness and ensuring the continued maintenance of sound structures.

Policy 1: Promote neighborhood identity and visual character.

- Supporting Policies**
- 1.1 Encourage neighborhood associations to record, publicize, and disseminate to potential developers and the City Planning Department the list of features characterizing their area.
 - 1.2 Encourage neighborhood associations, in coordination with appropriate governmental agencies, to provide signage that identifies sites of historic or environmental significance in the area.

Action

- 1.2.A *Identify neighborhoods eligible for listing on the National Register and assist them with applications to the State Historic Preservation Office; if already listed as a National Register District, evaluate the advantages of local historic district designation.*

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Supporting Policy 1.3 Support residential infill and redevelopment that reflect sensitivity to site and neighborhood conditions and adhere to relevant site and architectural design guidelines.

- Actions***
- 1.3.A *Review and revise, as necessary, the City's Design Compatibility Report requirements to assure the following key features continue to be addressed.*
- 1.) *Site context;*
 - 2.) *Building scale and height;*
 - 3.) *Views and scenic resources;*
 - 4.) *Recreational amenities;*
 - 5.) *Schools;*
 - 6.) *Bicycle and pedestrian circulation, including pedestrian connections to site amenities and adjacent neighborhoods;*
 - 7.) *Access to transit; and*
 - 8.) *Other site and architectural design considerations as outlined in policies and the Design Guidelines Manual.*
- 1.3.B *Review and revise, as necessary, the City's Environmental Resource Report requirements to assure the following key site features continue to be addressed.*
- 1.) *Native vegetation;*
 - 2.) *Washes and topography;*
 - 3.) *Wildlife habitat;*
 - 4.) *Views and scenic resources;*
 - 5.) *The neighborhood's archaeologic, historic, or cultural resources, particularly if the neighborhood is a City-designated Historic District or eligible for the National Register of Historic Places;*
 - 6.) *The site's open space and trails amenities; and*
 - 7.) *Other site and environmental considerations as outlined in policies and the Design Guidelines Manual.*

Supporting Policies 1.4 Promote upgrades to neighborhood infrastructure, including sidewalks and street lighting, and improvements to the existing housing stock.

1.5 Encourage builders/developers to incorporate neighborhood recommendations into proposed development plans to produce site designs, buildings, signage, and landscaping plans that are compatible with overall neighborhood character.

- Actions***
- 1.5.A *Require builders/developers to notify and offer to meet with affected neighborhood associations and property owners regarding rezoning requests.*
- 1.5.B *Investigate ways to improve design compatibility by formalizing neighborhood review of development plans for those sites not requiring a rezoning.*

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1.5.C Encourage City agencies, particularly the Departments of Planning and Transportation in coordination with the Office of Citizen and Neighborhood Services, to notify affected neighborhood associations of rezoning requests and major public improvement projects.

Supporting Policy 1.6 Encourage and assist residents and neighborhood businesses to pursue projects that will improve the image and environmental and aesthetic quality of the neighborhood. Examples include housing rehabilitation, street and alley cleanup, traffic calming, bus stop enhancements, street tree planting, public open space, and park improvements.

Policy 2: **Protect established residential neighborhoods by supporting compatible development, which may include other residential, mixed-use infill and appropriate nonresidential uses.**

Supporting Policies 2.1 Support nonresidential uses, including limited industrial and park industrial, where the scale and intensity of use will be compatible with adjacent uses, including residential development and neighborhood schools and businesses.

2.2 Support the intensification and redevelopment of underutilized areas for mixed uses if there is sufficient land area to accommodate the proposed uses at a scale appropriate to the surrounding residential areas.

2.3 Investigate tax strategies and other financial incentives that encourage redevelopment of underutilized land, provided such strategies do not negatively impact neighborhood residents.

Policy 3: **Promote the continued physical and economic viability of the city's neighborhoods and commercial districts.**

Supporting Policies 3.1 Encourage programs that preserve and strengthen the distinctive physical character and identity of individual neighborhoods and commercial districts in the community.

3.2 Target for revitalization, through Action Plans, older neighborhoods and commercial areas which exhibit stress in the form of transitioning land uses, changing ownership patterns, and physical deterioration.

3.3 Provide for the continued economic viability of existing neighborhoods and commercial districts by promoting safety and maintenance programs and by encouraging appropriate new development.

Policy 4: Support appropriate locations for commercial and office uses, with priority for development and redevelopment within the existing urbanized area, in order to use and improve existing infrastructure, increase pedestrian activity and transit use, retain small businesses, and meet residents' needs for goods and services in a cost-effective and equitable fashion.

Supporting Policies

- 4.1 Consider the conversion of residential structures to nonresidential uses or higher density residential uses where:
- 1.) Safe and appropriate access generally can be provided from a major street;
 - 2.) Required parking, loading, and maneuvering can be accommodated on site;
 - 3.) Screening and buffering of adjacent residential properties can be provided on site; and
 - 4.) Impacts on neighboring residential properties can be adequately mitigated.
- 4.2 Support neighborhood-related commercial uses accessible from adjacent neighborhoods and located at the intersections of arterial streets, arterial and collector streets, or collector streets.
- 4.3 Support residentially-scaled neighborhood commercial and office uses along collector streets if the building is residentially scaled; the site design is pedestrian oriented; the use will not generate significant auto traffic from outside the neighborhood; and the hours of operation are limited. In new master planned communities, these residentially-scaled commercial and office uses may be located along local streets.
- 4.4 Support the limitation of drive-through facilities and auto-related uses, such as the sale, rental, service, or repair of vehicles in pedestrian-oriented districts. Banks, restaurants, and pharmacies that provide in-car service should assure that the drive-through design will not conflict with pedestrian circulation.
- 4.5 Encourage the redevelopment of current strip commercial development that will improve traffic flow, pedestrian mobility and safety, and streetscape quality.
- 4.6 Promote public-private partnerships and shared investments in connection with future street projects. When right-of-way acquisition diminishes market viability for affected businesses, expansion to additional parcels to provide consolidated access and improved parking, including shared parking and other site amenities, may be considered.
- 4.7 Consider the expansion of commercial areas into adjoining residential areas when logical boundaries, such as existing streets or drainageways, can be established and adjacent residential property can be appropriately screened and buffered. Commercial expansions or consolidations, especially in conjunction with street widening, may be an appropriate means to preserve the vitality of the street frontage and adjacent neighborhood.

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4.8 Promote incentives for development that provide commercial goods and services in areas that currently lack and need these services.

4.9 Promote incentives to encourage the conversion of existing large, underutilized parking areas to other uses conducive to the promotion of activity centers and nodes.

Policy 5: Provide assistance to neighborhood groups for streetscape improvements, including traffic calming devices, tree plantings, and other visual improvements in and adjacent to the right-of-way.

Policy 6: Promote strategically located mixed-use activity centers and activity nodes in order to increase transit use, reduce air pollution, improve delivery of public and private services, and create inviting places to live, work, and play.

Supporting Policy 6.1 Enhance the Downtown retail core as the primary regional activity center for finance, culture, and government, complemented by a mixture of land uses to support Downtown housing that is compatible with the adjacent Downtown's historic residential neighborhoods.

Actions

6.1.A *Continue to support the overall policy direction for Downtown revitalization and plan boundaries provided in the Plan for Downtown Tucson as amended.*

6.1.B *Support implementation of key adopted plans, such as the Downtown Land Use and Circulation Study (Barraza – Aviation Parkway), City Center Vision, Arts District Plan, and the Downtown Pedestrian Implementation Plan.*

6.1.C *Retain and support existing historic residential uses and locate new residential opportunities in the Downtown.*

6.1.D *Promote upgrades to neighborhood infrastructure, including sidewalks and street lighting, that are compatible with the historic character.*

6.1.E *Promote retail and other private sector development through the Rio Nuevo Project that will complement and support the existing Downtown fabric.*

6.1.F *Promote the location of new major governmental, cultural, and educational facilities in the Downtown area, as part of Rio Nuevo.*

Supporting Policy 6.2 Promote historic neighborhoods, historically significant structures and sites, and the development and retention of residential uses in the greater Downtown.

Action

6.2.A *Review and update, as necessary, the Historic Preservation Zone process to assure adequate protection of historically significant buildings and neighborhoods.*

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Supporting Policies 6.3 Promote appropriately located and scaled high-density residential uses in and near the Downtown to support Downtown services and retail and provide incentives to attract new commercial and other support services to the Downtown.

6.4 Support Downtown development and redevelopment of street level retail or other pedestrian-oriented land uses, such as galleries, restaurants, and cinemas.

Actions 6.4.A *Promote revitalization of the Warehouse District for the development of a diversity of arts-related land uses and special cultural events.*

6.4.B *Promote City participation in the construction of multiuse parking structures that support intermodal opportunities and ground level retail.*

6.4.C *Promote public-private partnerships to enhance building facades and streetscapes.*

Supporting Policies 6.5 Promote land use, transportation, and urban design improvements that will link the Downtown activity center, Fourth Avenue, the Warehouse District, and the University of Arizona and enhance the historic and cultural quality within the greater Downtown. Continue to work with the University of Arizona, private developers, and neighborhood groups to enhance these linkages and Downtown design character.

6.6 Promote redevelopment, including the demolition of substandard structures, which encourages the assemblage of larger parcels for mixed-use activity center or node development.

Actions 6.6.A *Investigate zoning overlay zones for areas suitable for redevelopment or enhancement.*

6.6.B *Investigate mechanisms to assist existing businesses to remain in business on-site after redevelopment or property upgrades.*

Supporting Policy 6.7 Promote residential development with densities that complement the size and intensity of the center or node, while providing transitions to lower density residential uses. For example, high- and medium-density development can support and reinvigorate regional activity centers, while appropriate medium- and low-density infill can complement the scale and character of neighborhood activity nodes.

Policy 7: **Promote industrial development and redevelopment that will contribute to Tucson's overall economic vitality, environmental quality, and community character.**

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- Supporting Policies***
- 7.1 Encourage expansion, redevelopment, and relocation incentives for clean industries that have little or no negative impact on the area's air quality, groundwater quality and supply, and waste disposal.
- 7.2 Promote the rehabilitation and adaptive reuse of former industrial buildings, such as those in the Warehouse District, and the reclamation and redevelopment of abandoned industrial sites. Warehouse District land uses and intensities should be compatible with the existing industrial character, historic resources, and current and proposed arts uses.
- 7.3 Promote the reclamation of former landfill sites for the following four major categories of potential reuse.
Parks, recreation, and open space;
Historic, cultural, and educational uses;
Solid waste facilities; and
Diversified development, including enclosed structures and accessory uses when state of the art engineering techniques are used.
(See *Land Use Study for City of Tucson Landfill Sites*, 1998, for further information on reuse criteria, remediation, and public involvement recommendations.)
- 7.4 Promote industrial redevelopment that complies with economic development policies in Element 13 of the *General Plan*.

Policy 8: Improve vacant land parcels, designated for redevelopment through formal procedures, to promote the economic enhancement of the City, as well as the health, safety, and welfare of its residents.

- Supporting Policies***
- 8.1 Develop and utilize redevelopment plans to promote careful redevelopment of areas in the community that are vacant and underutilized.
- 8.2 Address the special needs of areas that are experiencing blight or potentially hazardous conditions which affect the health, safety, and welfare of local residents.
- 8.3 Promote sensitive redevelopment of areas within the community which are in a process of transition and reflect a need for reinvestment, particularly along arterial streets and in the Downtown area.

Policy 9: Identify, evaluate, and protect archaeological and historic resources.

- Supporting Policies***
- 9.1 Pursue programs to meet all state and federal requirements required to maintain the City's status as a Certified Local Government (CLG) and funding eligibility therein.
- 9.2 Develop priorities for State of Arizona Heritage Fund projects and other ongoing funding sources in coordination with Pima County and other jurisdictions.
- 9.3 Foster the continued enhancement and expansion of Tucson's existing historic districts and landmark areas.

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- 9.4 Encourage designation of additional city, county, and national historic districts and landmarks.
- 9.5 Continue to strengthen Tucson's Historic Preservation Zone regulations to provide additional protection to the city's historic resources.
- 9.6 Promote the preservation and enhancement of Tucson's historic architecture in keeping with applicable rehabilitation standards.
- 9.7 Continue to utilize and enhance historic resources as an important element in Arts District development and as a stimulant for Downtown's economic revitalization.
- 9.8 Continue to promote state tax legislation that improves the opportunity for private property owners to preserve archaeological and historic resources.
- 9.9 Pursue the development of a local heritage fund for the preservation and enhancement of Tucson's cultural resources and to provide matching funds for state and federal grant programs.
- 9.10 Encourage the revitalization of historic commercial areas and corridors in keeping with historic preservation goals.

Policy 10: Promote professional development and efficient, cost-effective management of city cultural resource and heritage programs.

Supporting Policies

- 10.1 Develop a focused, specific plan and management program for heritage and cultural resources, in cooperation with the Tucson-Pima County Historical Commission.
- 10.2 Continue to utilize and expand the professional expertise of the Tucson-Pima County Historical Commission to accomplish Tucson's responsibilities as a CLG.
- 10.3 Establish formalized relationships between the City, Pima County, and other regional jurisdictions in order to share professional knowledge and responsibilities for the identification and protection of archaeological and historic resources.
- 10.4 Specify processes, policies, and oversight responsibility for the treatment and preservation of cultural resources under City ownership or lease.
- 10.5 Identify grant sources, such as the Arizona Heritage Fund and the Federal Historic Preservation Fund, and pursue project funding in a coordinated manner.