

SOUTHERN PACIFIC RESERVE REDEVELOPMENT PLAN

**CITY OF TUCSON
PLANNING DEPARTMENT**

MAY 1979

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Adopted by Mayor and Council - May 14, 1979 - Resolution 10799

FORMAL ACTION

Mayor and Council:

April 16, 1979 - Resolution No. 10781 (Blight Declaration)

May 14, 1979 - Resolution No. 10799 (Adoption)

HEARINGS

Mayor & Council:

May 14, 1979

SOUTHERN PACIFIC RESERVE REDEVELOPMENT PLAN

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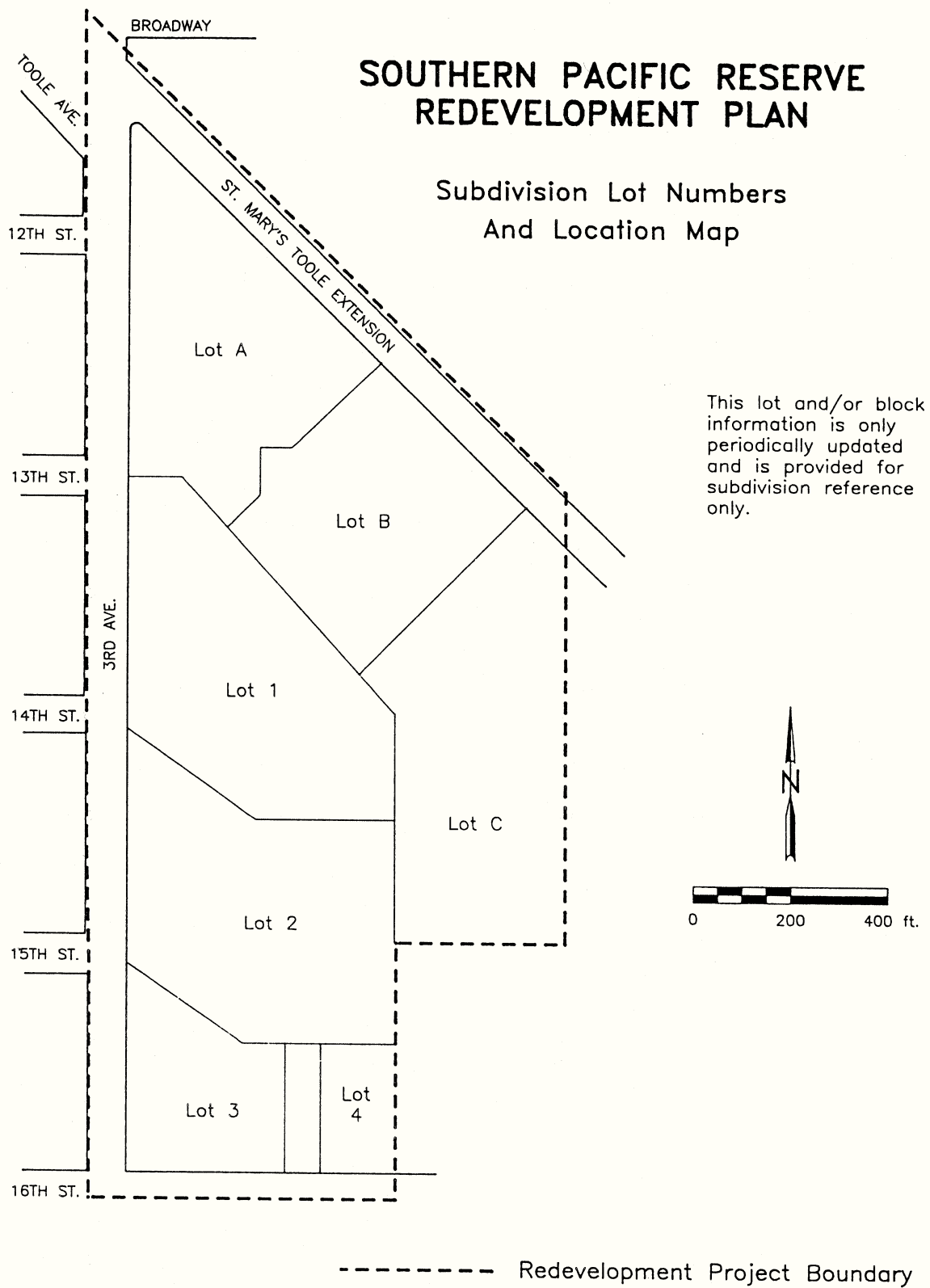
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Profile

The *Plan* area is bounded on the south by 16th Street, on the west by Third Avenue, and on the north and east by Toole Avenue. This site is approximately 33 acres.

Purpose

Southern Pacific Reserve Redevelopment Plan was a cooperative effort to help fulfill the goals and objectives of the *Old Pueblo South Plan* by providing residential opportunities while improving the image of the community and area adjacent to the Downtown. Additionally, development of this land parcel would create employment and investment opportunities on vacant and underutilized land in the inner city and have a positive effect on preserving the Armory Park Residential Historic District.

Plan Background

The *Reserve* is located east of and adjacent to the Armory Park subdivision, a designated historic district, which provided housing for the Southern Pacific Railroad workers and their families. In the 1960s, it was proposed that Armory Park would yield to a linkage of a proposed Butterfield Route Freeway between the downtown and the Airport access route I-710, (the present Kino Parkway) southeasterly along the Aviation Highway alignment.

The Butterfield Route “connection” proposal never materialized and Armory Park remained undisturbed and relatively stable. In an effort to revitalize the area surrounding the *Reserve* and provide uses supportive to downtown and the neighborhood, the *Southern Pacific Reserve Redevelopment Plan* was adopted.

As a result, the *Plan* facilitated the acquisition and construction of the transportation linkage of Toole Avenue from Broadway Boulevard south to 18th Street. This roadway mitigated the previous impacts on the neighborhood by providing a convenient access from the industrial area to the east, around Armory Park, north to the Broadway Corridor. Later, in March 1982, development opportunities were set in motion when the *Plan* property was rezoned and subdivision plat was approved and recorded to allow residential, commercial and industrial development.

The land area within the *Redevelopment Plan* boundaries was originally the Main Yard for the Southern Pacific Railroad (*Reserve*) from the late 1800s. After railroad operations moved to its present location south of 22nd Street several of the buildings were leased by various businesses in the community for goods storage and general use. Several structures began to deteriorate over the years due to lack of maintenance and occupancy. The Oil House was determined to be eligible for nomination to the National Register of Historic Places in 1980. It was partially destroyed by fire in the mid-eighties and demolished by the property owner in 1989. Other structures and improvement on the site have since been removed.

I

BOUNDARIES OF THE REDEVELOPMENT PROJECT AREA

The project area boundary is described in “Exhibit A,” attached hereto and made a part hereof, and is also shown on “Exhibit B,” Map of Existing Land Uses and Conditions of Real Property.

II

EXISTING LAND USES AND CONDITIONS OF THE REAL PROPERTY THEREIN

Existing land uses and building conditions are described in “Exhibit B,” attached hereto and made a part hereof.

III

REDEVELOPMENT PLAN OBJECTIVES AS THEY RELATE TO DEFINITE LOCAL OBJECTIVES

Objectives of the *Redevelopment Plan*, as they relate to definite local objectives as to appropriate land uses, improved traffic, public transportation, public utilities, recreational and community facilities and other public improvements, and as they relate to the proposed land uses and other building requirements in the redevelopment project area, include the following:

- A. Conformity with the *General Plan* for the City of Tucson with respect to land use, thoroughfares and redevelopment.
- B. Compliance with and fulfillment of the goals and objectives of the adopted *Old Pueblo South Plan* by providing a range of residential opportunities for all income groups, improving the image of the *Old Pueblo South* community and the adjacent Downtown, providing adequate community facilities such as street lights and sidewalks, preserving the Armory Park Residential Historic District, recognizing and reinforcing the unique qualities and scale of Armory Park, encouraging public/private cooperation, and creating employment and investment opportunities on vacant and underutilized land in the inner city.
- C. Furtherance of the attainment of goals and policies set forth in the Inner City Revitalization Study, adopted on December 23, 1974, which, among other things, identifies the need to reintroduce middle and upper income population to the inner city, particularly in areas close to the Central Business District, in order to reverse present trends of deconcentration of population, support inner city commercial and cultural activities and improve the public transportation system.
- D. Conformity and furtherance of the adopted *Plan For Downtown Tucson* specific recommendations to develop housing on the *Southern Pacific Reserve* site and construct Toole Boulevard south from Broadway.

- E. Development of innovative financing methods to reduce the cost of housing to the consumer.
- F. Encouragement of investment of private capital in inner city housing by providing assistance to private enterprise through land assemblage and removal of other impediments to feasible development.
- G. Helping to reduce downtown traffic congestion by providing housing for workers in the downtown within walking distance to jobs and/or providing an expanded resident population base to support improved inner city mass transportation programs.
- H. Provision of an expanded residential population base in support of retail and service establishments in the downtown.
- I. Provision of on-site recreational facilities as supplemental amenities to inner city higher density residential living.
- J. Prevent the recurrence of conditions of blight and overcome other existing conditions which retard the provision and rehabilitation of housing accommodations in the area.
- K. Attempt to demonstrate solar energy design and construction techniques to enhance efficient energy usage.
- L. Attempt to demonstrate innovative noise mitigation measures.

IV

LAND USE PLAN SHOWING PROPOSED USES OF THE AREA

The *Land Use Plan* and the *Alternative Land Use Plan* are shown as Exhibits C and D. They are supplemented by the Illustrative Site Plan (Principal Land Use) and the Illustrative Site Plan (Alternative Land Use) which are attached as Exhibits E and F. All four Exhibits are attached hereto and made a part hereof. The Illustrative Site Plans indicate how the project area might be developed and particularly emphasizes the design objectives to be attained in a mixed use development. They also demonstrate a compatible relationship with the adjoining Armory Park Neighborhood.

V

STANDARDS OF POPULATION DENSITIES, LAND COVERAGE AND BUILDING INTENSITIES IN THE AREA AFTER REDEVELOPMENT

Residential land uses and building requirements will be governed by the R-3 High Density Residential Zone (City of Tucson *Land Use Code* Section 2.3.6.2). Commercial land uses and

building requirements will be governed by the C-1 Local Business Zone (City of Tucson *Land Use Code* Section 2.5.3.2). Industrial land uses and building requirements will be governed by the I-1 Light Industrial Zone (City of Tucson *Land Use Code* Section 2.7.2.2). Related provisions of the *Land Use Code*, including the Lot Development Option, the Residential Cluster Project Section and the Board of Adjustment may also be utilized. More specifically, the *Plan* proposes to achieve the following:

A. Land Use

1. Principal Land Uses

The major emphasis of the project will be development of between 250 to 350 dwelling units of various types along Third Avenue and approximately 10 acres of light industrial uses developed to the east of the housing. A commercial center of two to three acres is also contemplated as shown in the Illustrative Site Plans. Appropriate area will be designated for interior vehicular circulation, open space, land use, buffering, parking, loading and pedestrian circulation.

2. Alternative Land Use

Based on the final selection of the commercial center location, commercial or residential uses may be alternatively developed.

B. Population Densities

The estimated 250 to 350 dwelling units on approximately 21 acres of land will produce a gross density of between 12 to 17 dwelling units per acre. Assuming an average household size of 2.6, the population density could range from 31 to 44 persons per acre for the project's residential aspect.

C. Land Coverage

Project development will result in almost complete coverage of existing vacant land surface by structures or paving, excepting decorative landscaping in conjunction with the development, areas of screen landscape planting, and the landscaped berm area separating the residential and industrial/commercial uses. Additionally, at least 500 square feet per dwelling unit shall be devoted to usable public and private open space and recreational uses, including landscaped areas, recreation courts, pedestrian plazas, courtyards, balconies and similar spaces.

VI

PROPOSED CHANGES IN ZONING ORDINANCES AND MAPS, STREET LAYOUTS, STREET LEVELS AND GRADES, BUILDING CODES AND ORDINANCES

A. Zoning Changes

Existing zoning on the site includes the R-4, R-3, B-2 and I-1 zones. It is intended that portions of the site as shown in the *Land Use Plan*, Exhibit C, will be rezoned to the R-3, I-1 and B-1 zones. Alternative zoning changes are shown in the *Alternative Land Use Plan*, Exhibit D, to allow for the alternative location of the commercial center in the southern portion of the redevelopment project. In either case, rezoning will be carried out prior to commencement of construction of new development on the appropriate portions of the site in accordance with legally established procedures of the City of Tucson.

B. Street Changes

The *Land Use Plan* and Illustrative Site Plan show the extension of Toole Boulevard southward utilizing a 90 foot right-of-way to provide access for the industrial and possibly the residential portion of the redevelopment project. No other street changes are anticipated.

C. Building Codes and Ordinances

The project will not result directly in the modification or change of any existing building codes or other ordinances, except portions of the zoning map of the City of Tucson. Changes currently being considered in existing codes may be utilized if approved.

VII

KIND AND NUMBER OF SITE IMPROVEMENTS AND ADDITIONAL PUBLIC UTILITIES REQUIRED TO SUPPORT NEW LAND USES AFTER REDEVELOPMENT

Site improvements could include construction and paving of streets and parking areas, provision of curbs and sidewalks; installation of street lights and/or relocation and preservation of existing street lights, relocation or replacement of the railroad spur line and provision of sewer and water lines. Recreational facilities may be funded as site improvements to enhance marketability or to be provided by the redeveloper(s) of the site improvement and project construction, utilities may be relocated, realigned or replaced. Adequate gas, electrical, water, sewer and telephone services are all available at project boundaries. No additional public utility capacity will be required to support new land uses. Extension of Toole Boulevard may be part of the project's development but funded separately as part of the City's Capital Improvement Program or other sources of funding.

VIII

PROPOSED METHOD AND ESTIMATED COST OF LAND ACQUISITION AND SITE PREPARATION, AND ESTIMATED PROCEEDS OR REVENUES FROM DISPOSAL OF LAND TO REDEVELOPERS

Acquisition appraisals of any properties necessary to be acquired will be prepared by competent independent appraisers as the basis for negotiations for the acquisition of such project lands at their fair market value. If agreement on purchase price cannot be reached, condemnation suits will be initiated, with fair market value to be fixed by the courts. After acquisition or other control of project land is assured, sites will be prepared for new development in accordance with the *Plan*, including installation of project improvements to serve the area.

Several alternative land acquisition programs are possible, depending upon the extent to which project funds can be budgeted for land acquisition and upon the willingness of the project area property owners to enter in to alternative nonacquisition agreements with the City of Tucson, whereunder objectives of the redevelopment plan would still be attained. The Land Acquisition Map, attached hereto as "Exhibit G" and made a part hereof, shows areas to be acquired or controlled for use in accordance with the *Redevelopment Plan*. All of areas A, B, C and D could be acquired.

The estimated maximum cost of acquisition of land in the project area, excluding improvements, is \$2,200,000. Site preparation and related costs are estimated to be \$400,000. Land sale proceeds for redevelopment in accordance with the *Plan* are estimated to be at least \$1,400,000. This figure could possibly be more depending on the amount of land actually acquired or sold, the amount of commercial uses developed in the project, the use of nonacquisition agreements and the potential for all land costs to be recouped over an extended period of time.

IX

PROPOSED METHOD OF FINANCING THE REDEVELOPMENT PROJECT

Project expenditures in excess of proceeds from the sale of land to developers will be paid by the City of Tucson from a variety of sources, including but not limited to: appropriations from Housing and Community Development Act grants; the Capital Improvements Program; donation of land by the City; private gifts or donations; various other Federal grant-in-aid programs, solar energy development assistance; and other special fund sources that are, or may become, available to the City of Tucson, including tax increment financing.

X

**FEASIBLE METHODS PROPOSED FOR THE RELOCATION OF FAMILIES TO BE
DISPLACED FROM THE REDEVELOPMENT AREA**

No resident families will be displaced from the redevelopment project area as a result of redevelopment activities.

XI

REDEVELOPER'S OBLIGATIONS AND DESIGN OBJECTIVES

A. Time for Completion

The redeveloper(s) shall begin and complete the development of the land for the uses required by this *Redevelopment Plan* and the construction of improvements agreed upon in the disposition contract within a reasonable period of time to be provided for in the disposition contract between the City of Tucson and the redeveloper(s).

B. Mortgage Insurance

The redeveloper(s), with the assistance of the City of Tucson, shall secure and obtain FHA mortgage insurance, or an alternative form of mortgage insurance satisfactory to the City of Tucson, for all residential and supporting commercial land uses in the redevelopment project.

C. Design Objectives

The redeveloper(s) will be required to meet certain design objectives enumerated below, subject to design review and approval by the City of Tucson, in order that sound and attractive development be achieved and to ensure that the new development is properly integrated into the area. The City of Tucson will consult with various individuals and groups, including representatives of the Armory Park Neighborhood Association for their input prior to commencement of final design of the project.

1. Provide an attractive urban environment with a scale, form, texture, building material, color, landscaping and spatial relationship that blends harmoniously with adjoining areas and preserves the setting of nearby historic properties in the adjacent Armory Park Residential Historic District.
2. Provide a residential environment that involves a variety of housing types and styles and a mixture of income groups and family types.
3. Provide for well-designed open spaces in relation to new buildings, including appropriately screened and landscaped parking areas.

4. Provide maximum separation and protection of pedestrian access routes from vehicular traffic arteries and optimum internal pedestrian circulation routes within the development.
5. Provide building orientation and siting in order to incorporate landscaping, open space and pedestrian circulation concepts as integral parts of overall design.
6. Provide adequate setbacks and/or acoustical shielding from automobile and railroad traffic noise.
7. Provide adequate measures to address railroad vibration.
8. Provide a sensitive relationship between the project uses through careful use of location, bulk and height when siting the industrial and commercial buildings.
9. Otherwise reflect standards of quality and excellence required for acceptance of the concept through Site Plan Review and Lot Development Option procedures.
10. It is expressly understood that approval of any site or architectural plans (including landscaping, signing and lighting) by the City of Tucson is solely at the discretion of the City, and applies to any and all features shown thereon; that any subsequent additions, deletions, or other modifications thereof are required to be resubmitted by the redeveloper(s) for approval before actual construction can occur; and furthermore, that the regulations and controls of this *Plan* as they pertain to land use will be implemented where applicable by appropriate covenants and other provisions in the agreement for land disposition and conveyance executed pursuant thereto. The covenants shall run with the land for a period of 20 years and for a subsequent period of 20 years; provided, however, that after the first period of 20 years the Mayor and Council may, after public notice and hearing, terminate covenants for all or part of the second period of 20 years if it is found that there no longer exists justification to maintain the use of the site for predominantly inner city residential purposes.

D. Sale, Lease, or Reconveyance

The redeveloper(s) of project land shall not sell, lease or otherwise transfer such land at any time prior to the completion of the redevelopment thereof without the prior written consent of the City of Tucson.

E. Nondiscrimination

No person shall, on the grounds of race, creed, color, sex, handicapped or national origin, be excluded from participation in, be denied the benefits of, or be subjected to, discrimination in the sale, lease, use or occupancy of any portion of this redevelopment

project area. Appropriate covenants running with the land which will prohibit such restrictions shall be included in the disposition instruments.

XII

GRANTING OF VARIANCES IN THE EVENT OF HARDSHIPS

Where unnecessary hardships, practical difficulties or consequences inconsistent with the general purposes of this *Plan* result from the literal interpretation and enforcement of restrictions and limitations imposed by this *Plan*, the City of Tucson, upon receipt of a verified application from the owner of the property affected, stating fully the grounds of the application and facts relied upon, and upon its own further investigation, may grant adjustments of variance under such conditions and safeguards as it may determine, consistent with the general purposes and intent of this *Plan*, provided that in no instance will any adjustments or variances be granted that will change or alter the land uses or other basic requirements of the *Redevelopment Plan*.

XIII

PROCEDURES FOR CHANGES IN APPROVED PLAN

The approved *Plan* may be amended by the City of Tucson upon compliance with requirements of the law provided that in respect to any land in the project area previously disposed of by the City of Tucson for use in accordance with the *Redevelopment Plan*, the City receives the written consent of the owner of such land whose interests therein are materially affected by such amendment.

