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CONGRESS STREET
CIRCULATION STUDY
TUCSON, ARIZONA

PREPARED BY

P S O M A S

333 EAST WETMORE ROAD, SUITE 450
TUCSON, AZ 85705
PH. (520) 292 2300

PREPARED FOR



201 NORTH STONE AVENUE
TUCSON, AZ 85701

PSOMAS PROJECT NO. 7TUS130104

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1. INTRODUCTION

The purpose of this study is to evaluate vehicular circulation in and around Congress Street in the context of the numerous ongoing and future changes in downtown Tucson. Significant changes in transportation alternatives, infill development, and conversion of streets to two-way traffic is underway in the area, and is expected to continue for several years. This study will consider potential benefits and issues associated with the implementation of several vehicular circulation changes. The alternatives include potential full-time or part-time closures of selected roadways on the eastern end of the downtown area, and will be evaluated for both short-term and long-term operations. In addition to vehicular operational analyses, the potential impacts on bicycle and pedestrian operations, business access, and business operations will be evaluated for each alternative. Figure 1 shows the downtown area.



Figure 1. Downtown Tucson

2. EXISTING CONDITIONS

2.1. ROADWAY NETWORK

While Congress Street serves as the main arterial into the downtown area from the east, there are a number of roadways in the project area which are critical for circulation and access. Figure 2 shows the roadway network as well as the direction(s) of travel provided by each roadway (one-way or two-way). Table 1 lists some additional characteristics of the major roadways in the project area.



Figure 2. Existing Roadway Network

Table 1. Roadway Characteristics

Location			Direction of Travel	On-Street Parking?
Street	From	To		
Alameda Street	Church Ave	Stone Ave	WB	No
	Stone Ave	6th Ave	WB	Yes
Pennington Street	Church Ave	Stone Ave	EB	No
	Stone Ave	Scott Ave	EB	Yes
	Scott Ave	6th Ave	EB/WB	Yes
	6th Ave	Toole Ave	EB/WB	No
Congress Street	Church Ave	Stone Ave	WB	Yes
	Stone Ave	6th Ave	WB	Yes
	6th Ave	Arizona Ave	WB	Yes
	Arizona Ave	Toole Ave	WB	Yes
Broadway Blvd	Church Ave	Stone Ave	EB	Yes
	Stone Ave	Scott Ave	EB	Yes
	Scott Ave	Arizona Ave	EB	Yes
	Arizona Ave	Toole-Congress-4th	EB	Yes
	Toole-Congress-4th	Euclid Ave	EB/WB	No
Toole Avenue	6th Ave	Congress / 4th	EB/WB	Yes
Church Avenue	Alameda Ave	Pennington St	NB/SB	No
	Pennington St	Congress St	NB/SB	Yes
	Congress St	Broadway Blvd	NB/SB	Yes
Stone Avenue	Alameda Ave	Pennington St	SB	Yes
	Pennington St	Congress St	SB	No
	Congress St	Broadway Blvd	SB	Yes
Scott Avenue	Alameda Ave	Pennington St	NB/SB	Yes
	Pennington St	Congress St	NB/SB	Yes
	Congress St	Broadway Blvd	NB/SB	Yes
6th Avenue	Alameda Ave	Pennington St	NB/SB	Yes
	Pennington St	Congress St	NB/SB	Yes
	Congress St	Broadway Blvd	NB/SB	Yes
Arizona Avenue	Pennington St	Congress St	NB	No
	Congress St	Broadway Blvd	NB/SB	No
5th Avenue	Toole Ave	Congress St	NB/SB	TBD
	Congress St	Broadway Blvd	NB/SB	No
Herbert Avenue	Congress St	Broadway Blvd	NB/SB	No

Note that between Congress Street and Broadway Boulevard, both Arizona Avenue and Herbert Avenue are alleys. Arizona Avenue has a 26-foot right-of-way owned by the City of Tucson. In addition, Herbert Avenue is closed to vehicular traffic at Congress Street.

2.2. TRAFFIC VOLUMES

Traffic volumes were collected at 18 location by the Pima Association of Governments in 2010, and again in 2013 during the closure of Congress Street for the Streetcar construction. At the time when the counts were collected, Congress Street was closed from Toole Avenue to Arizona Avenue. In addition, Congress Street was also closed from Church Avenue to Granada Avenue, and there were nighttime closures of Broadway Boulevard from Church Avenue to Granada Avenue. The closure diagram is included in Appendix A, and the volumes are shown in Table 2.

As seen in the table, the total volume in the downtown area was approximately 14% lower in 2013 with the Streetcar construction than it was in 2010. This may be partially due to the general decrease in traffic volumes noted around the City in recent years, but the severe drop in volumes illustrated in the table is most likely a result of the roadway closure, which drivers decided to avoid by taking alternate routes around or into downtown.

As shown in the table, volumes along both Congress Street and Broadway Boulevard decreased during the closure on both the west and east ends of downtown. Volumes on 4th Avenue also decreased significantly. However, volumes on the north/south roadways into and out of downtown increased, including on Stone Avenue (at the north end), 6th Avenue, and Granada Avenue. At the east end of downtown, which is the focus of this study, volumes significantly increased on Toole Avenue just north of Congress Street. This represents drivers being diverted from Congress Street as they enter downtown from the East. Consequently, traffic volumes on Pennington Street and Alameda Street also increased, more so on the latter.

Table 2. Traffic Volumes

Location			Count Date	PAG ADTs	Total % Change
Street	From	To		Volume (veh/day)	
St. Mary's Road	I-10 WB front	Granada Ave	October 2010	28,760	-19%
St. Mary's Road	I-10 WB front	Granada Ave	March 2013	23,357	
6th Street	Stone Ave	6th Ave	November 2010	20,514	-4%
6th Street	Stone Ave	6th Ave	March 2013	19,796	
Alameda Street	Granada Ave	Stone Ave	March 2010	5,609	39%
Alameda Street	Granada Ave	Stone Ave	March 2013	7,812	
Alameda Street	Stone Ave	6th Ave	November 2010	3,653	109%
Alameda Street	Stone Ave	6th Ave	March 2013	7,626	
Pennington Street	Stone Ave	Toole Ave	November 2010	2,891	8%
Pennington Street	Stone Ave	Toole Ave	March 2013	3,122	
Congress Street	I-10 WB front	Granada Ave	November 2010	36,731	-35%
Congress Street	I-10 WB front	Granada Ave	March 2013	23,803	
Congress Street	Stone Ave	6th Ave	November 2010	15,475	-88%
Congress Street	Stone Ave	6th Ave	March 2013	1,862	
Broadway Blvd	Stone Ave	6th Ave	November 2010	20,680	-40%
Broadway Blvd	Stone Ave	6th Ave	March 2013	12,386	
Broadway Blvd	Toole Ave	Euclid Ave	November 2010	34,999	-15%
Broadway Blvd	Toole Ave	Euclid Ave	March 2013	29,745	
Toole Avenue	Stone Ave	6th Ave	March 2010	10,313	-12%
Toole Avenue	Stone Ave	6th Ave	March 2013	9,043	
Toole Avenue	6th Ave	Congress St	November 2010	7,770	50%
Toole Avenue	6th Ave	Congress St	March 2013	11,658	
Granada Avenue	Franklin St	Alameda Street	February 2010	10,090	-13%
Granada Avenue	Franklin St	Alameda Street	March 2013	8,802	
Granada Avenue	Congress St	Cushing St	November 2010	5,122	18%
Granada Avenue	Congress St	Cushing St	March 2013	6,036	
Stone Avenue	6th St	Franklin St	November 2010	20,228	13%
Stone Avenue	6th St	Franklin St	March 2013	22,958	
Stone Avenue	Broadway Blvd	6th Ave (5 Pts)	February 2010	8,462	-27%
Stone Avenue	Broadway Blvd	6th Ave (5 Pts)	March 2013	6,179	
6th Avenue	6th St	Congress St	November 2010	5,465	80%
6th Avenue	6th St	Congress St	March 2013	9,821	
6th Avenue	Broadway Blvd	Stone Ave (5 Pts)	November 2010	6,077	27%
6th Avenue	Broadway Blvd	Stone Ave (5 Pts)	March 2013	7,728	
4th Avenue	6th St	Congress St	October 2010	6,611	-45%
4th Avenue	6th St	Congress St	March 2013	3,611	
2010 Total				249,445	-14%
2013 Total				215,339	

2.3. BUSINESSES AND LAND USES

There are dozens of businesses located along Congress Street and Toole Avenue, shown in Figure 3 and listed in Table 3. There are several restaurants and shops as well as a yoga studio, banks, a barber shop, the Tucson Indian Center, and a few bars/night clubs along the roadway between Stone Avenue and Toole Avenue. The Ronstadt Transit Center, Hotel Congress, The Screening Room, and the Rialto Theater are also located along the same segment of Congress Street. Hotel Congress also has frontage on Toole Avenue. Other businesses along Toole Avenue between Congress Street and Pennington Street include the Historic Train Depot, the Amtrak station, and Maynard's Market.



Figure 3. Parcel Map - Existing Businesses

Table 3. Existing Businesses

East Congress Street, north side

East Congress Street / North Stone Avenue

Parcel street address		Business or use
1	E Congress St	US Bank
15	E Congress St	V Thai Cuisine
21	E Congress St	TBD
25	E Congress St	TBD
33	E Congress St	Parking garage
41	E Pennington St	Parking lot
61	E Congress St	Sapphire
63	E Congress St	On a Roll Sushi
63	E Congress St	TBD
63	E Congress St	Jimmy John's
63	E Congress St	John Wesley Miller Bldg

East Congress Street / North Scott Avenue

Parcel street address		Business or use
87	E Pennington St	Tree planters
97	E Congress St	The Partnership
97	E Congress St	Pima County TeenCourt
97	E Congress St	Tucson Indian Center
111	E Congress St	TBD
113	E Congress St	TBD
121	E Congress St	TBD
125	E Congress St	TBD
127	E Congress St	The Screening Room
135	E Congress St	A Steak in the Neighborhood
137	E Congress St	Empire
145	E Congress St	Hydra

East Congress Street / North 6th Avenue

Parcel street address		Business or use
215	E Congress St	Ronstadt Transit Center
245	E Congress St	TBD
	E Congress St	Yoga Oasis
	E Congress St	Sacred Machine
	E Congress St	Cricket
	E Congress St	Xoom
	E Congress St	TBD
	E Congress St	TBD
	E Congress St	Sparkroot

East Congress Street / North 5th Avenue

Parcel street address		Business or use
311	E Congress St	Hotel Congress

East Congress Street, south side

East Congress Street / South Stone Avenue

Parcel street address		Business or use
2	E Congress St	JP Morgan Chase
20	E Congress St	Engberg Anderson, Inc?
56	E Congress St	Demolished
	E Congress St	Demolished
	E Congress St	Demolished
	E Congress St	Demolished
	E Congress St	Demolished
	E Congress St	Demolished
	E Congress St	TBD

East Congress Street / South Scott Avenue

Parcel street address		Business or use
98	E Congress St	Wig-O-Rama
	E Congress St	Grill
108	E Congress St	TBD
118	E Congress St	Vaudeville
120	E Congress St	TBD
128	E Congress St	TBD
130	E Congress St	Chicago Store

East Congress Street / South 6th Avenue

Parcel street address		Business or use
	E Congress St	Crescent Tobacco / Newsstand
	E Congress St	Iguana Café
216	E Congress St	Headliners Barbershop
220	E Congress St	Studio 220
222	E Congress St	TBD
250	E Congress St	Buffalo Exchange

East Congress Street / South Arizona Avenue

Parcel street address		Business or use
256	E Congress St	Sharks Night Club
	E Congress St	TBD - Hub?
	E Congress St	Hub

East Congress Street / South 5th Avenue

Parcel street address		Business or use
	E Congress St	Several storefronts, TBD, in Rialto block
318	E Congress St	Rialto Theater
320	E Congress St	TBD

East Congress Street / South Herbert Avenue

Parcel street address		Business or use
350	E Congress St	COT vacant land

Table 3 (cont'd). Existing Businesses

Toole Avenue, north side

Toole Avenue / East Pennington Street

Parcel street address			Business or use
370	N	Toole Ave	The Historic Depot, including Amtrak station, Maynard's Market, others
374	N	Toole Ave	Specific shops and addresses TBD
396	N	Toole Ave	
400	N	Toole Ave	
410	N	Toole Ave	
414	N	Toole Ave	
418	N	Toole Ave	
440	N	Toole Ave	

Toole Avenue, south side

Toole Avenue / East Pennington Street

Parcel street address			Business or use
345	E	Toole Ave	The MacArthur Building

Toole Avenue / North 5th Avenue

Parcel street address			Business or use
45	N	5th Avenue	COT vacant land
311	E	Congress St	Hotel Congress

In addition to the businesses and service providers located in the area, The Cadence, a new student housing development, was recently constructed along Toole Avenue between Congress Street and Broadway Boulevard. The MLK apartments are also located in the area, on 5th Avenue just north of Congress Street.

2.4. PARKING

There is an abundance of parking located along Congress Street and nearby. Figure 4, which is an excerpt of a map developed by ParkWise, shows the location of existing on-street parking as well as parking lots and parking garages. As seen in the figure, metered on-street parking is located along each block of Congress Street in the project area, as well as along Toole Avenue and many of the adjacent side streets.

The Centro (1) and Depot Plaza (2) parking garages are located in the project area. In addition, the Pennington Street garage (3) is one block north of Congress Street on Scott Avenue. Each garage provides monthly parking passes as well as paid hourly parking.

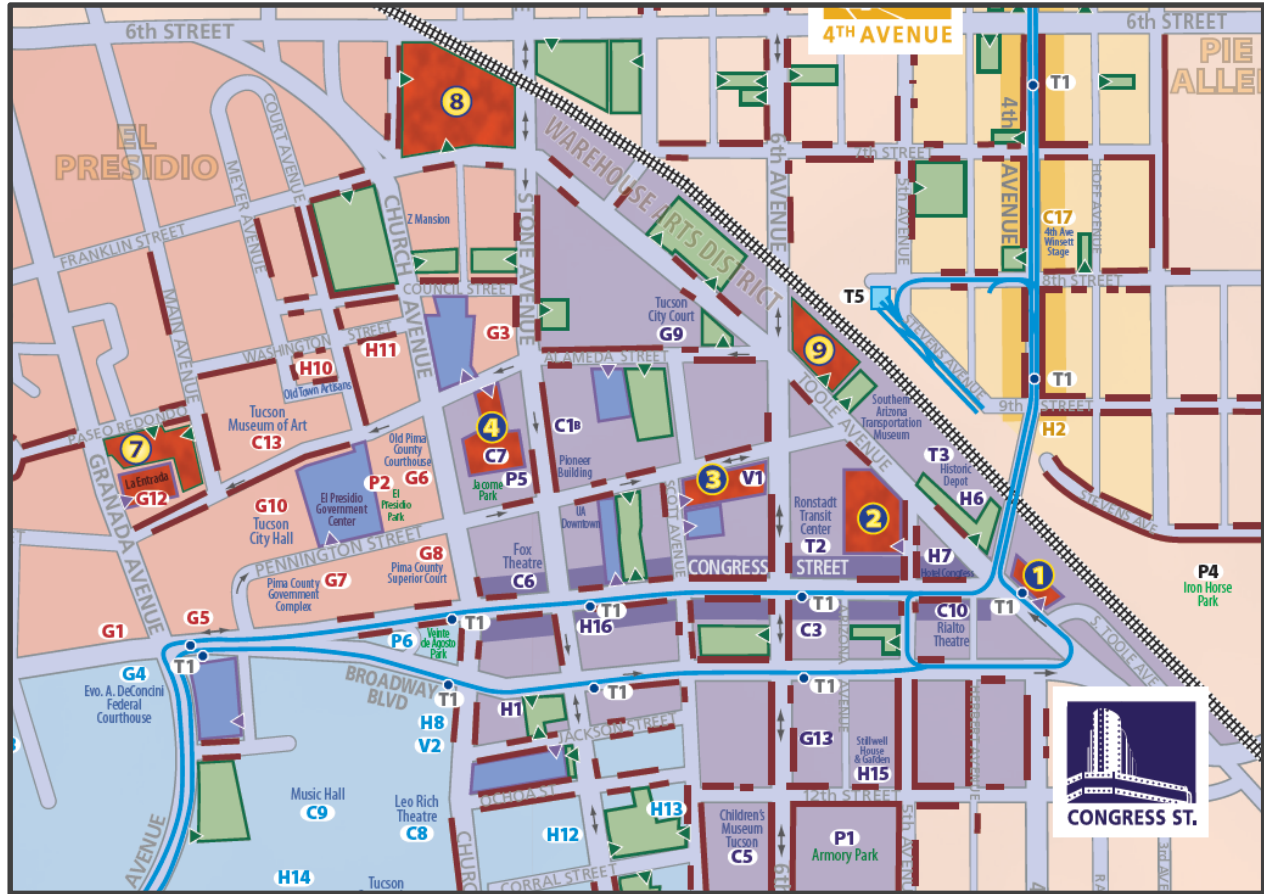


Figure 4. Existing Parking

3. PLANNED PROJECTS

3.1. TRANSPORTATION INFRASTRUCTURE

3.1.1. Modern Streetcar

The Modern Streetcar projects consists of the construction of a 3.9-mile streetcar route which connects Downtown Tucson, the 4th Avenue District, and the University of Arizona, as well as additional areas of major social and commercial activity. The Streetcar tracks are located within existing traffic lanes, so the streetcars will ride with regular vehicular traffic. Much of the construction is completed, and the Streetcar is expected to be fully operational in the summer of 2014. Figure 5 shows the Streetcar route.

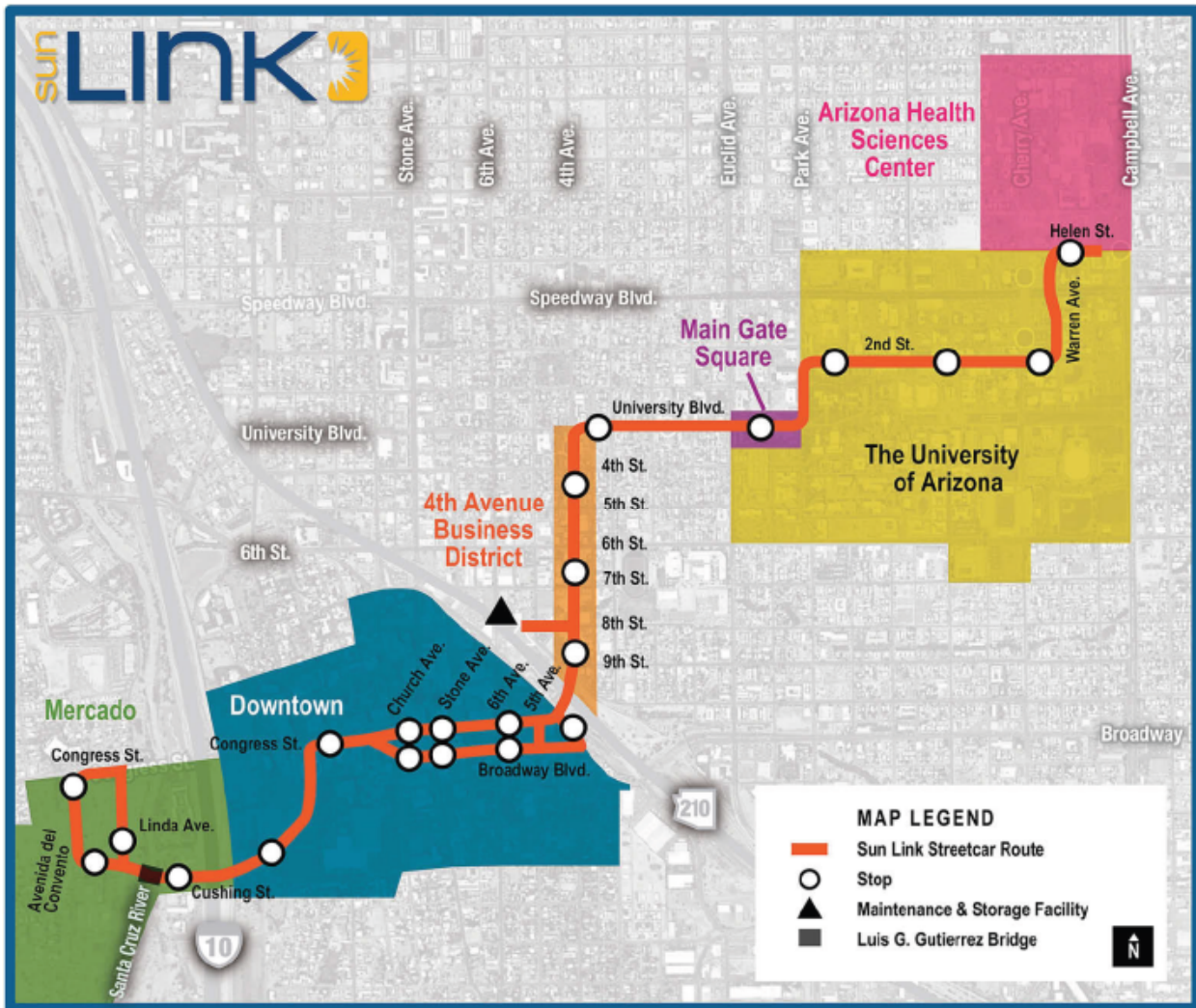


Figure 5. Modern Streetcar Route

3.1.2. 4th Avenue/Toole Avenue/Congress Street Intersection Improvements

Psomas recently completed a study at the intersection 4th Avenue, Toole Avenue, and Congress Street which evaluated recommendations made in the 2011 Road Safety Assessment (RSA)¹. Of the 12 recommendations analyzed in the study, nine were recommended for implementation to improve safety for all users at the intersection. The recommended improvements (which have either already been constructed or are expected to be constructed in the near future) include:

- Install a bicycle lane or shared lane markings on Congress Street between South Toole Avenue and North Toole Avenue
- Consider using pedestrian recall at the intersection so that the pedestrian crossing phase is shown each time without requiring activation
- Remove the Broadway bus lane and construct a two-way cycle track in its place

Other recommended improvements are not likely to have a significant effect on operations, and include installing signs, providing off-street options for cyclists, and installing pavement markings to identify safe Streetcar crossing locations for cyclists.

3.1.3. 6th Avenue Conversion to Two-Way Traffic

For many years, 6th Avenue has served as an exit from Downtown Tucson, operating as a one-way (northbound) only street from Broadway Boulevard to Drachman Street. This roadway is currently being converted to a two-way roadway through the entire segment, serving traffic into and out of Downtown Tucson. Portions of the conversion have already been completed.

3.1.4. Ronstadt Transit Center Reconfiguration

The Ronstadt Transit Center recently went through some upgrades to improve the safety and viability of the site, but many feel that the site is underutilized. In addition, there are vacant parcels north of the existing site (Figure 6). After years of debate over what was the best course of action to revitalize the site, opposing sides have realized that the Transit Center should remain downtown, but additional development and improvements should be constructed to improve the overall use and viability of the site². To that end, the City of Tucson recently advertised a request for proposals for the redevelopment of the site. The RFP states that the project should incorporate a transit center with similar or improved uses (when compared to the existing transit center), private development featuring a mix of uses, and public open space. The RFP is included in Appendix B.

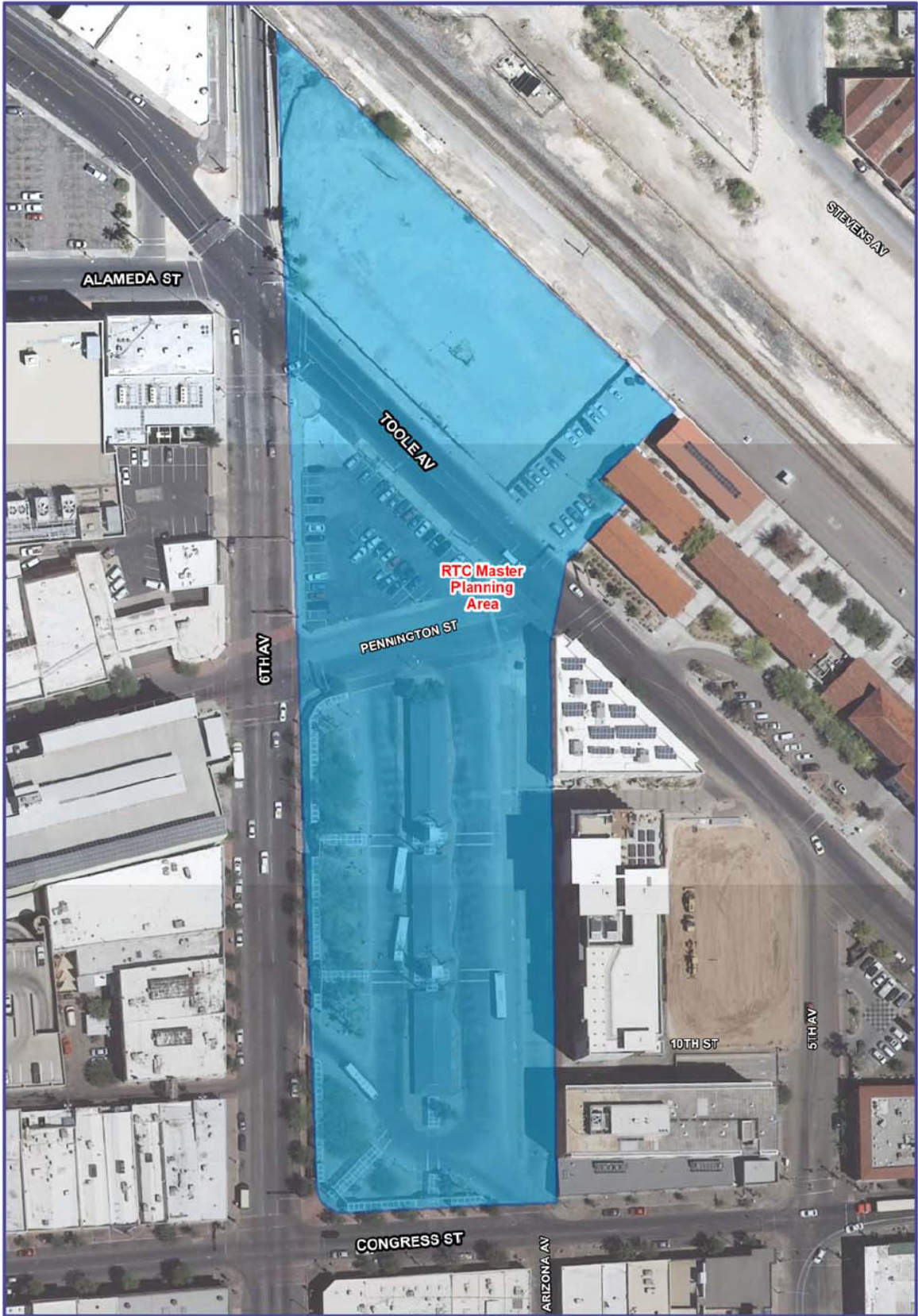


Figure 6. Ronstadt Transit Center Site

However, a study completed by Poster Frost Mirto in May 2013 provided some general goals for the redevelopment of the Ronstadt Transit Center, including:

- Accommodate new development for a variety of uses while providing efficient and pleasant downtown transportation for all Tucsonans
- Become a transportation center, providing access for transit, bicycles pedestrians, car share, taxis, etc.
- Coordination with Sun Tran to be consistent with their short- and long-term operational plans
- Improve level of service, efficiency, comfort, and convenience for transit users
- Ensure that the uses planned for the site are able to be supported by surrounding community
- Provide open space with sense of community ownership
- Provide safe and pleasant connection between site and Modern Streetcar stops
- Integrate the aesthetics into the community to promote pride and ownership
- Ensure mix of day and night uses
- Provide safe and efficient traffic circulation in and around the site
- Maintain or redevelop connection to historic downtown features

The Poster Frost Mirto report includes a discussion of previous reports and plans for the redevelopment of the transit site, two of which are shown in Figures 7 and 8. However, the City plans to provide an open request for proposals, choosing to not yet narrow down or eliminate any possibilities for the redevelopment of the site before a consultant is chosen.

3.1.5. Downtown Links

Downtown Links includes the construction of a four-lane, 30-mph roadway north of the Union Pacific Railroad tracks which will serve as a bypass route around the downtown area. The new roadway will connect Barraza-Aviation Parkway from Broadway Boulevard to I-10, providing access for all modes to and around Downtown Tucson. Included in the project are more bicycle/pedestrian-friendly underpasses, railroad crossings, and sidewalks as well as additional connections to existing paths and bikeways. Figure 9 shows the roadway alignment, parts of which are already under construction.

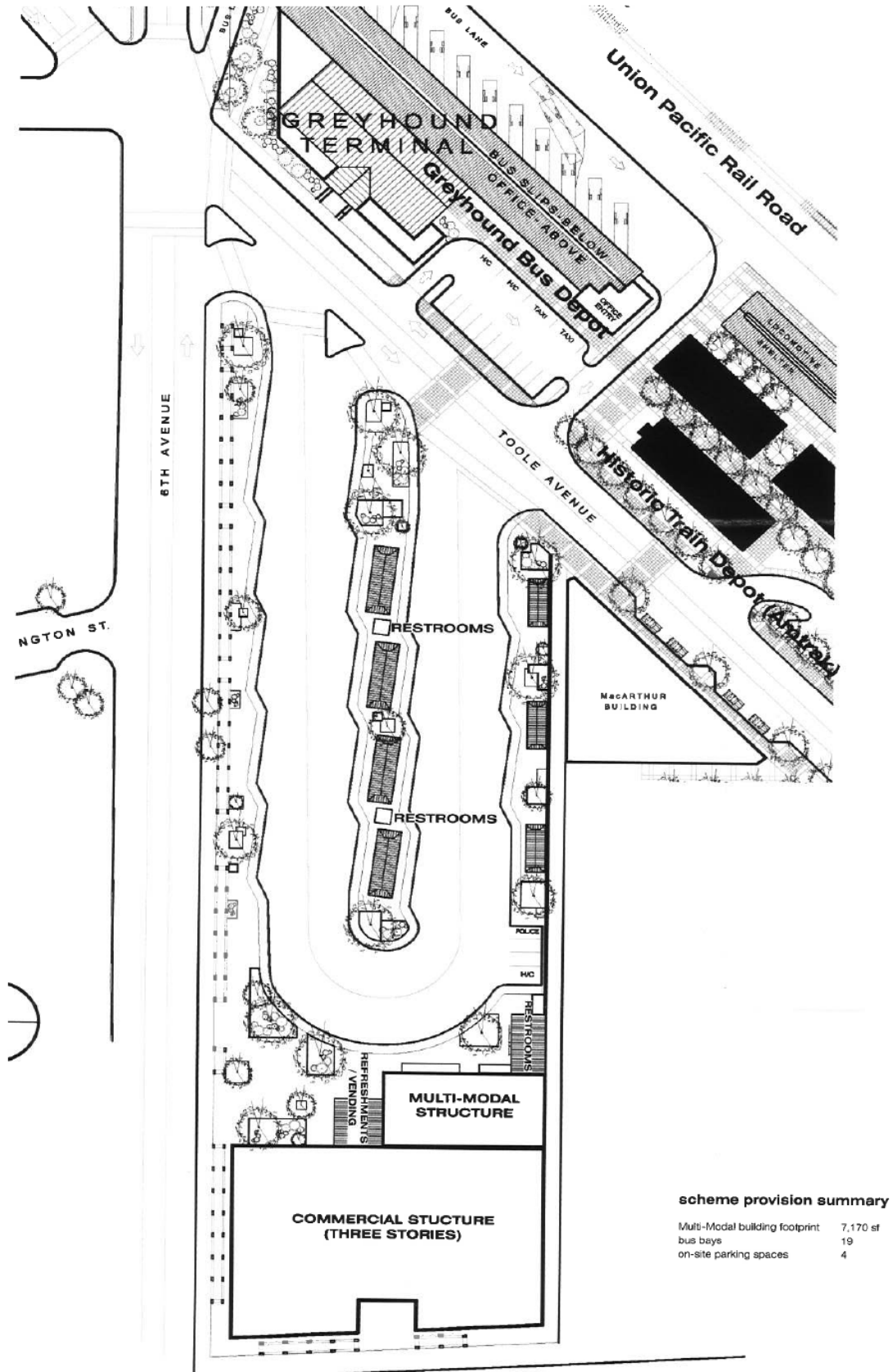


Figure 7. Potential RTC Redevelopment Plan (2005 Burns Walk Hopkins)

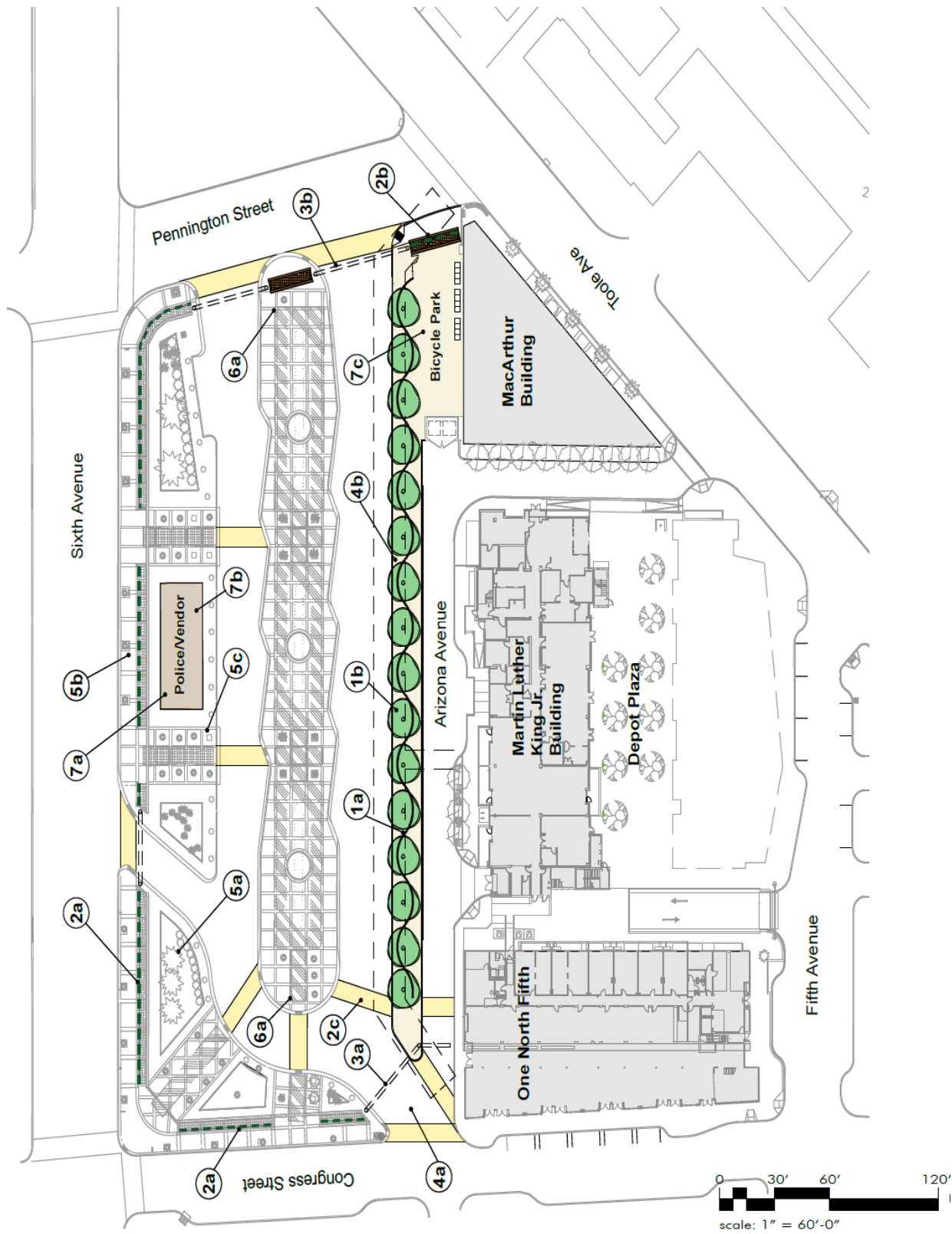
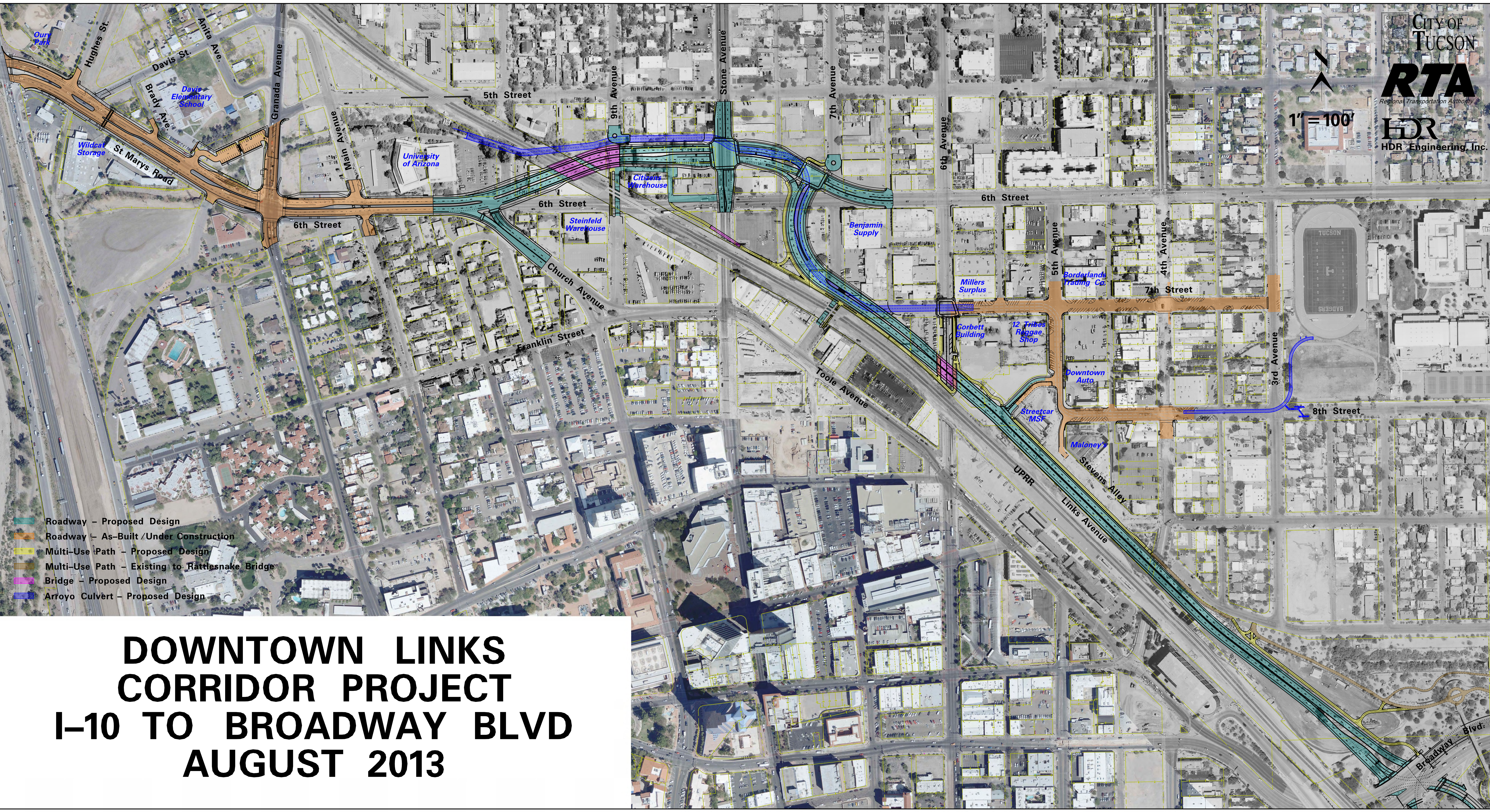


Figure 8. Potential RTC Redevelopment Plan (2009 Poster Frost Mirto)

1" = 100'



- Roadway - Proposed Design
- Roadway - As-Built /Under Construction
- Multi-Use Path - Proposed Design
- Multi-Use Path - Existing to Rattlesnake Bridge
- Bridge - Proposed Design
- Arroyo Culvert - Proposed Design

DOWNTOWN LINKS CORRIDOR PROJECT I-10 TO BROADWAY BLVD AUGUST 2013

3.2. LAND DEVELOPMENT

After a long period of little to no development, which coincided with the nation-wide recession, new developments have begun arriving in Downtown Tucson in the past couple years. In addition, there are plans for a several additional developments in the near future. Table 4 shows the short-term planned developments, some of which have already opened.

Table 4. Planned Downtown Developments

ID #	Project	Location	Comment
1	Steinfeld Warehouse	SW corner of 6th Street and 9th Ave	WAMO leasing to tenants. Xerocraft is the first tenant.
2	Franklin Lot	North of Franklin between 9th Ave and Stone Ave	Town West holds an active Development Agreement and has been assembling other land to the west
3	Block 175	Bounded by Franklin/Council/Court/Church	Industrial Development Authority of City of Tucson, interested in development
4	Council Street Lots	NW corner of Stone and Council	IDA wishes to develop these
5	61 E. Congress	NW corner of Congress and Scott	Nightclub renovation and re-branding (H2O)
6	Arizona Hotel	West side of 6th Ave between Pennington and Congress	Redevelopment of historic two-story building opposite RTC, retail ground floor
7	Ronstadt Transit Center improvements	At RTC	Safety improvements funded by FTA
8	Ronstadt Transit Center redevelopment	At RTC	Proposed mixed-use transit center utilizing current RTC footprint, plus Madden and Toole Lots.
9	Depot Plaza phase 2	MLK courtyard - 5th Ave and North Toole	Stiteler proposing pop-up retail/pavilions
10	Maynards Market	Toole Ave north of Congress	Renovation and repositioning with deli and other fresh food options
11	Saint House	Congress east of Arizona Ave	Opened August 15 at 260 E. Congress
12	Pizzeria Bianco	Congress west of 5th Ave	Opening in November between HUB and Playground
13	Marriott/AC Hotel	NW corner of 5th and Broadway	135 rooms, 7 stories, with 218 parking space-garage
14	Connect Co-working space	Rialto block	2nd Floor of Rialto Building, opening in December; new building behind Rialto Building proposed
15	Good Oak Bar	Rialto block	Opening in the Fall in the Rialto Block
16	The Cadence	Bounded by Herbert/Toole/Broadway	456-unit student apartments with 12,000 sq. ft. of retail; apartments opened August 21
17	One East Broadway	SE corner of Stone and Broadway	Mixed-use building at Stone and Broadway. Apartments, parking, office (RTA/PAG), and retail.
18	Plaza San Agustin	East of Stone between Ochoa and Corral streets	Developer interested in building this 12-year-old vision for the parking lots across from St. Augustine
19	County Parking Lot on Broadway	Broadway between Scott and 6th Ave	County seems interested in getting this site developed
20	Julian Drew Project	SW corner of 5th and Broadway	Potential small hotel built on 18-space surface lot
21	Broadway/Arizona Ave	SW corner of Arizona Avenue and Broadway	Proposed multi-story apartment/hotel building
22	210 E. Broadway	Broadway between 5th Ave and Herbert Ave	Cartel Coffee Lab and 3rd business add to Thunder Canyon
23	Powell Lot/4th and Broadway	SW corner of 4th Ave/Broadway	Likely to be developed in the next five years, probably mixed-use with some form of housing
24	The Herbert	12th Street and 5th Avenue	143 units of market-rate apartments opening Fall 2013

As seen in the table, several new housing developments are moving into the downtown area as well as a number of mixed-use developments. Figure 10 shows the location of the projects listed in the table. As seen in the figure, a majority of the developments are on the east end of the downtown area, and are located along or within one block of the Modern Streetcar line.



Figure 10. Planned Downtown Developments

4. LITERATURE REVIEW OF DOWNTOWN STREET CLOSURES

Over the last several decades, hundreds of cities have implemented downtown street closures, creating transit or pedestrian malls. A transit mall is closed to average vehicles, but allows buses, trams, and other transit services to continue to operate on the otherwise closed street. Taxis and delivery vehicles are also sometimes allowed in these areas. Pedestrian malls typically do not allow any motor vehicle traffic, and in some cases, even require that cyclists walk their bikes.

After the first pedestrian mall was constructed in Kalamazoo, Michigan in 1959, approximately 200 streets in North American downtown areas were closed to traffic and converted to transit or pedestrian malls. Of those, approximately 30 remain closed to traffic today³. A more recent report completed by the Downtown Fresno Partnership states that 89% of pedestrian malls in the United States were unsuccessful⁴. The majority of cities where one or more downtown streets were closed to create pedestrian-friendly areas reported negative economic impacts in the area, including an increase in vacancies and reduced sales. In many locations, not many residents lived downtown, so the areas would be deserted after work, attracting crime and loiterers⁵. However, some cities reported positive impacts, including increased retail development and foot traffic.

Downtown street closures have been reopened in many cases, but with varying degrees of success. Most cities experienced growth in the reopened area of downtown, including new restaurants, retail, and offices. Customers returned to the area, rent typically increased, and new, higher-end chain stores and restaurants moved in. However, the timeline for these improvements also varies, with some cities experiencing new investment almost immediately, and others seeing a return to the downtown area occurring at a much slower rate. A few cities have not seen the same success when reopening a street closure, instead experiencing slow and limited retail development and minimal changes in vacancy rates. The following sections include examples of downtown street closure successes and failures.

4.1. EXAMPLES OF SUCCESSFUL DOWNTOWN STREET CLOSURES

The Pedestrian and Transit Malls Study conducted in 2008 listed a number of keys for the survival of a pedestrian mall, which is a typical byproduct of a downtown street closure, including:

- Large population of residents and tourists
- Wide variety of active uses
- Regularly hosts special events
- Centralized or coordinated retail management
- Strong anchors to generate foot traffic as well as delineate the closed roadway
- Well-planned and adequate parking adjacent to the area
- Located in a college town
- Incorporates efficient public transit

The Downtown Fresno study listed a number of findings concerning pedestrian malls and their success, including:

- Of the successful pedestrian malls, 80% are in areas with populations under 100,000
- Certain indicators contribute to the success of a pedestrian mall, such as:
 - Presence of a major anchor such as a university
 - Located near a beach
 - Short length (1-4 blocks)
 - Located in a major tourist destination

As discussed in the following sections, some of the more successful downtown street closures include many of these characteristics. In addition, it is important that a street closure is not too long and not too wide, or pedestrians will not be drawn to the area⁶. In the examples which follow, many of these characteristics for success are included, particularly a strong, nearby resident/student population, sufficient parking nearby, and both permanent and reoccurring entertainment options (such as movie theaters and street performers, respectively).

4.1.1. Madison, WI – State Street

One example of a successful pedestrian mall is the State Street Pedestrian Mall in Madison, Wisconsin (Figure 11). The mall is eight blocks long, and connects the University of Wisconsin campus with the State Capitol. The two blocks nearest the university campus are a pedestrian mall, and the other six blocks operate as a transit mall. The mall was constructed in the early to

mid-1970s, and despite attempts to reopen State Street to general car traffic, get rid of the buses, and add on-street parking, the pedestrian mall continues to be successful⁷.



Figure 11. State Street Pedestrian Mall – Location Map

In the six blocks nearest the Capitol, the street is 24 feet wide, centered in the right-of-way, and has 21-foot sidewalks on either side. Half of each sidewalk is dedicated to pedestrians, and the other half is designated for amenities, including sidewalk cafes, public art, bus shelters, and trees. Vehicular use is not completely restricted in this area; buses, delivery vehicles, and taxis are allowed, but the vehicles are closely monitored to minimize any impact to the pedestrian environment of the area. Bicycles are also allowed in the six block area nearest the Capitol. Figure 12 shows a street-level view of the mall in this area.

Closer to the University, the State Street mall only serves pedestrians. Bicycles must be walked in those two blocks. Food and crafts vendors often reside in the area near the University, and throughout the pedestrian mall, the permanent restaurant, entertainment, and shopping establishments are supplemented by numerous activities. Concerts are given during the summer, a farmer's market operates throughout the year, and portions of State Street are often closed completely for special events.

The State Street Pedestrian Mall is successful for a number of reasons, including:

- Supportive land uses in the surrounding areas (residential, University of Wisconsin, major employment center at Capitol Square)
- Manageable distance (less than one mile from end to end)
- Attracts residents and tourists
- Special events to draw visitors and maintain interest in the area



Figure 12. State Street Pedestrian Mall – Street View

4.1.2. Boulder, CO – Pearl Street

Pearl Street was the original main street in Boulder, Colorado, dating back to the mid-19th century. Pearl Street was always a commercial area, but as the city grew, crime increased, shopping centers were constructed on the edges of town, and the downtown area began to deteriorate⁸. In 1970, the Colorado Governor signed the “Public Mall Act,” which allowed cities to close roadways for the construction of pedestrian malls. In the same year, the Central Area General Improvement District (CAGID) was established by the City of Boulder. The CAGID aimed to provide parking and other improvements for a 35-block area of downtown, including Pearl Street. Figure 13 shows the entire downtown area, and Figure 14 shows a street-level view of the Mall.

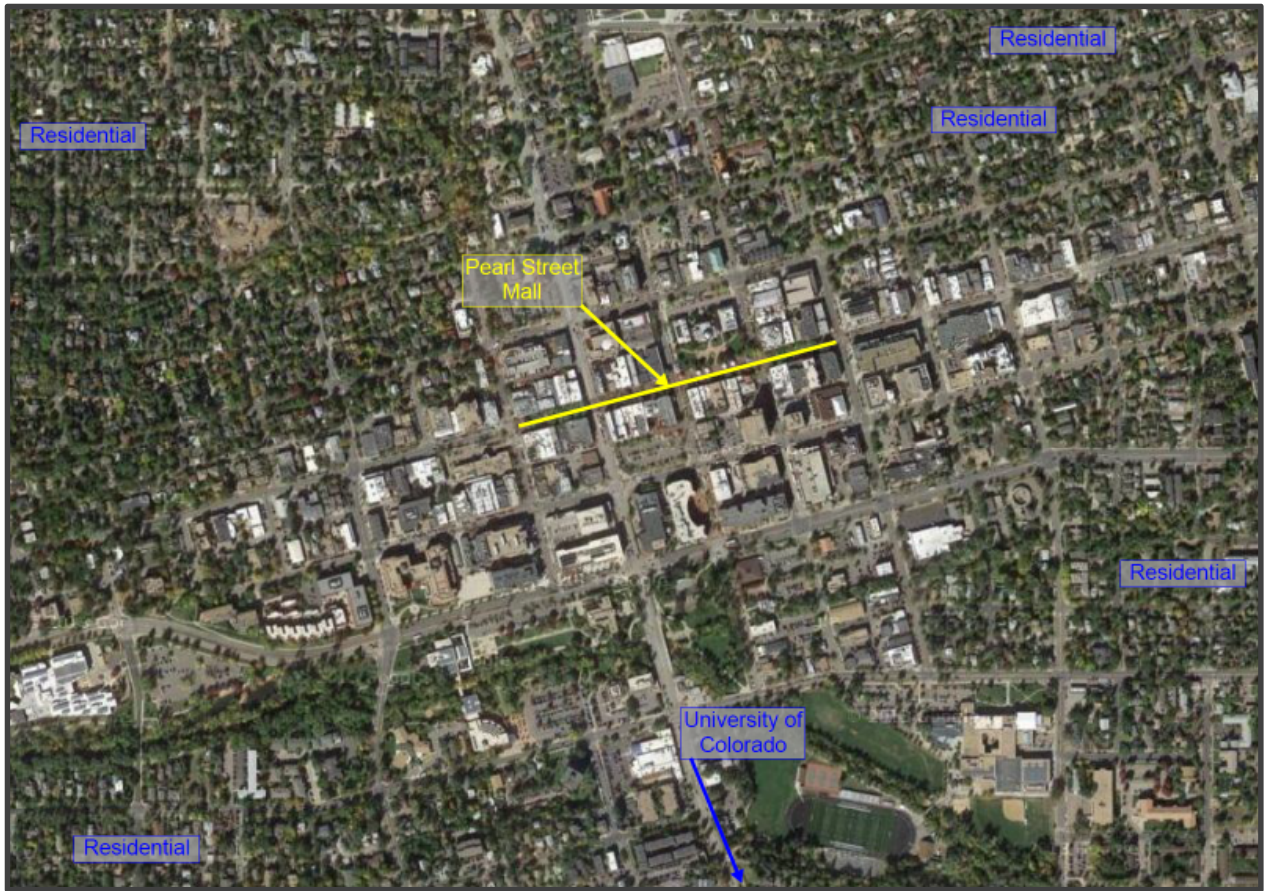


Figure 13. Pearl Street Mall – Location Map



Figure 14. Pearl Street Mall – Street View

The Pearl Street Mall was established in June 1976 (then called the Downtown Boulder Mall⁹) despite concerns over lack of parking and impacts to businesses. However, drivers and shoppers adjusted, and the area is thriving. One interesting aspect of the Mall is that the (generally) north-south roadways which intersect Pearl Street in the area remain open to vehicular traffic. Two of the three intersecting roadways include on-street parking in the blocks near the Mall, and all three include brick pavers at their respective intersections with Pearl Street, as shown in Figure 15.



Figure 15. Pearl Street Mall and Broadway Street

In addition to the permanent shops and restaurants along Pearl Street, the Mall hosts many events, festivals, parades, and celebrations including Colorado University's Homecoming Weekend¹⁰. The entire downtown area includes hundreds of shopping and dining options, as well as nearly 400 services (i.e. medical, fitness, consulting, education, travel, religious, etc.). Some of the additional features which have helped make the Pearl Street Mall a success include:

- Family Gathering Area which provides an area for children to play while adults can sit and relax/rest
- Proximity to University of Colorado campus (less than one mile)
- Five parking structures within one block of Pearl Street

- Flower displays
 - Tulips from Netherlands every spring
 - Winter-blooming pansies and other annual flowers throughout the year
- Pop-jet fountain (Figure 16)
- Extensive maintenance¹¹
 - Daily cleaning and trash removal
 - Graffiti removal
 - Furniture and structure repair
 - Snow removal
 - Customer service



Figure 16. Pearl Street Mall – Pop-Jet Fountain

One aspect of the customer service provided for the Pearl Street Mall is the extensive information listed on the Downtown Boulder website. The site includes maps of dining, shopping, services, and parking locations. The maps are also interactive; when selecting a business, other nearby dining, shopping, and service destinations are listed. The website also provides information about various transportation options, including transit, bicycling, and carpooling, which are likely useful for both residents and visitors.

In addition the services and amenities associated with the Pearl Street Mall, the City of Boulder introduced a smoking ban earlier this year for the area, stating that the ban would protect people from secondhand smoke and reduce litter (cigarette butt removal is a significant task for maintenance staff). Since the ban has gone into effect, some business owners have reported positive impacts, and the time needed to clear cigarette butts has been considerably reduced¹².

4.1.3. Santa Monica, CA – Third Street Promenade

The Third Street Promenade was originally converted from a commercial district to a pedestrian mall in the 1960s, and was known as the Third Street Mall or “The Old Mall.” When a new regional shopping center was constructed nearby in the 1980s, the Mall became isolated and felt unsafe due to the lack of pedestrian activity. The area underwent a redesign and was reopened in 1989 as the Third Street Promenade¹³. Figure 17 shows the location of the Promenade, and Figure 18 shows a street-level view of the area.

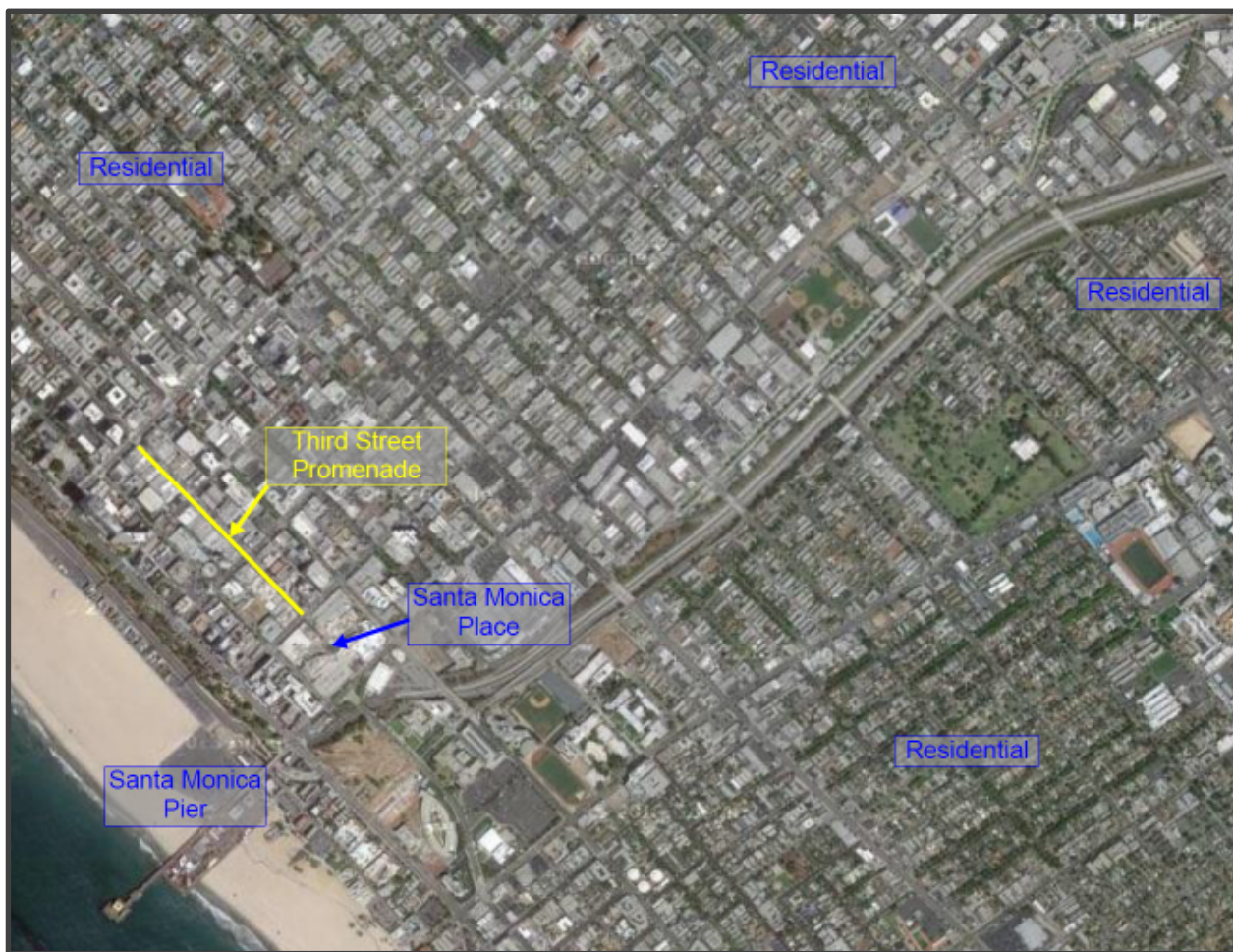


Figure 17. Third Street Promenade – Location Map



Figure 18. Third Street Promenade – Street View

Business owners along the three-block segment of Third Street initially felt that the lack of vehicular traffic was destroying their businesses, so the City of Santa Monica initially constructed a road through the Promenade and blocked it off at the ends with removable bollards. However, after a one-weekend test of the area as a pedestrian mall, the experiment was determined to be successful and the road was permanently closed to vehicular traffic. The City also established Downtown Santa Monica to manage the Promenade, which developed an enhanced maintenance program after becoming a Property Based Assessment District in 2007. Design guidelines were developed to promote the preservation of historic buildings, ensure that new developments include a pedestrian element, and encourage property owners to add pedestrian amenities such as trees, benches, lighting, banners, and landscaping, among others.

Features of the Third Street Promenade include:

- Hundreds of shops, cafes, and restaurants along the Promenade and on adjacent blocks with a wide variety of offerings (Figure 19)
- A large mall (Santa Monica Place) located at the southeast end of the Promenade

- Parking structures on every block
- Street performers
- Art galleries, live theaters, and movie theaters¹⁴
- Less than ½ mile from the Santa Monica Pier
- Ambassador Program¹⁵
 - Provides information/directions for visitors
 - Escort visitors and employees to/from vehicles upon request
 - Aid with vehicle trouble

The Third Street Promenade became successful after the revitalization effort 25 years ago, when careful attention was paid to all aspects of the pedestrian experience. The available attractions along the Promenade, along with shopping, dining, special events, and other pedestrian amenities, have helped draw locals and tourists to the area. In addition, because there are no vehicles in the area, the Promenade has drawn pedestrians from other parallel streets where crash risks are much higher. The Third Street Promenade is also well maintained, with maintenance operations running 24 hours a day. Each of these aspects has contributed to the continued success of this pedestrian mall in downtown Santa Monica.

4.2. EXAMPLES OF UNSUCCESSFUL DOWNTOWN STREET CLOSURES

In addition to keys to survival for transit/pedestrians malls, the *Pedestrian and Transit Malls Study*, listed a number of common problems for a downtown street closure/pedestrian mall, including:

- Lack of visibility and access for retail
- Retail mix deteriorates over time
- Uncomfortable and/or threatening environment
- Attracts loiterers and transients
- Unattractive area/poor maintenance

A common theme throughout the literature is that without an existing thriving commercial area in place, the creation of a pedestrian (or transit) mall cannot generate foot traffic on its own. In addition, the aesthetics, streetscape, and land uses must easily accommodate pedestrians while creating a welcoming atmosphere.

Downtown Santa Monica WALKING MAP

LEGEND

Visitor and Bus Information:

- Visitor Information Center**
1920 Main Street, Suite B 9 a.m. – 6 p.m.
800.544.5319 or 310.393.7593
- Visitor Information Cart**
1300 Block of Third Street Promenade
- Visitor Information Kiosk**
1400 Ocean Avenue 10 a.m. – 5 p.m.
- Big Blue Bus: The Transit Store**
223 Broadway
Bus passes, schedules & information

Police Sub-Station
350 Santa Monica Pier | 310.458.8450

Restrooms in Parking Garages
Lower level, enter through alley
(2nd Court or 3rd Court)

- Parking Structure 4**
Attendant on duty
- Parking Structures 1, 2, 3 & 6**
No attendant

Public Parking

Bike Center

Parks/Recreation

Public Buildings
Library 601 Santa Monica Blvd.
Post Office 1248 5th Street
Fire Station 1444 7th Street

Public Art - Dinosaur Sculptures

MAP COVERS APPROXIMATELY
ONE SQUARE MILE – NOT TO SCALE

downtown
santa monica
third street
promenade

downtownsm.com

Downtown Santa Monica

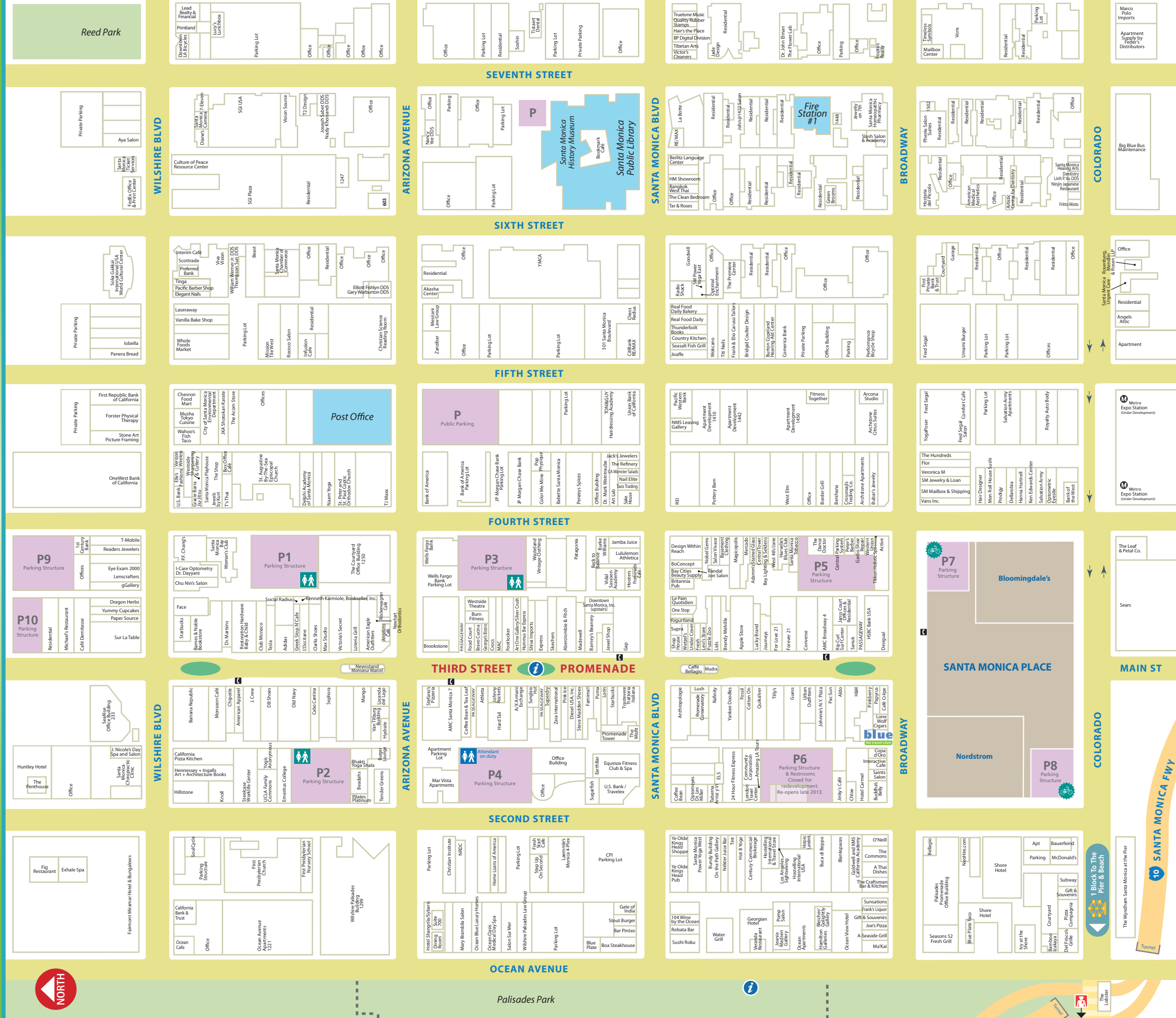
@DTSantaMonica

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700 Block
600 Block
500 Block
400 Block
300 Block
200 Block
100 Block

1100 Block 1200 Block 1300 Block 1400 Block 1500 Block 1600 Block



As discussed in the following sections, many downtown street closures were implemented to create pedestrian malls in the 1960s as part of a fad that was sweeping the country. In many cases, the downtown pedestrian mall was created in an attempt to compete with suburban malls located on the outskirts of town.

4.2.1. Buffalo, NY – Main Street

When the light rail system was first constructed along Main Street in Buffalo in 1984, the roadway was also closed to vehicular traffic to create a pedestrian/transit mall¹⁶. The mall included approximately 1.2 miles of Main Street, as shown in Figure 20. Almost from the beginning of the road closure, the reasoning behind the project was questioned, and there was a push to restore vehicular traffic to this major downtown artery¹⁷. After Main Street was closed to vehicular traffic, vacancy rates along that segment increased by 27% and property values decreased by 48%¹⁸. Mayor Bryon Brown recently stated that the road closure “essentially killed retail in downtown Buffalo,”¹⁹ and Senator Charles Schumer said that closing Main Street was “...a punch in the gut of Buffalo’s economic development.”

There are a number of potential reasons why closing Main Street to vehicular traffic has been unsuccessful, including:

- Retail focus shifted from destination goods/services to convenience goods/services
- Limited/poor access options
- Closure is too long (1.2 miles)
- Perceived safety concerns
- Difficulty traveling around downtown

In addition to contributing to the decline of retail businesses and the downtown area in general, the closure of Main Street has also been credited with declining ridership on the light rail system because there are fewer employees downtown that would typically use the system. Figure 21 shows Main Street before construction started on the Cars Sharing Main Street project.

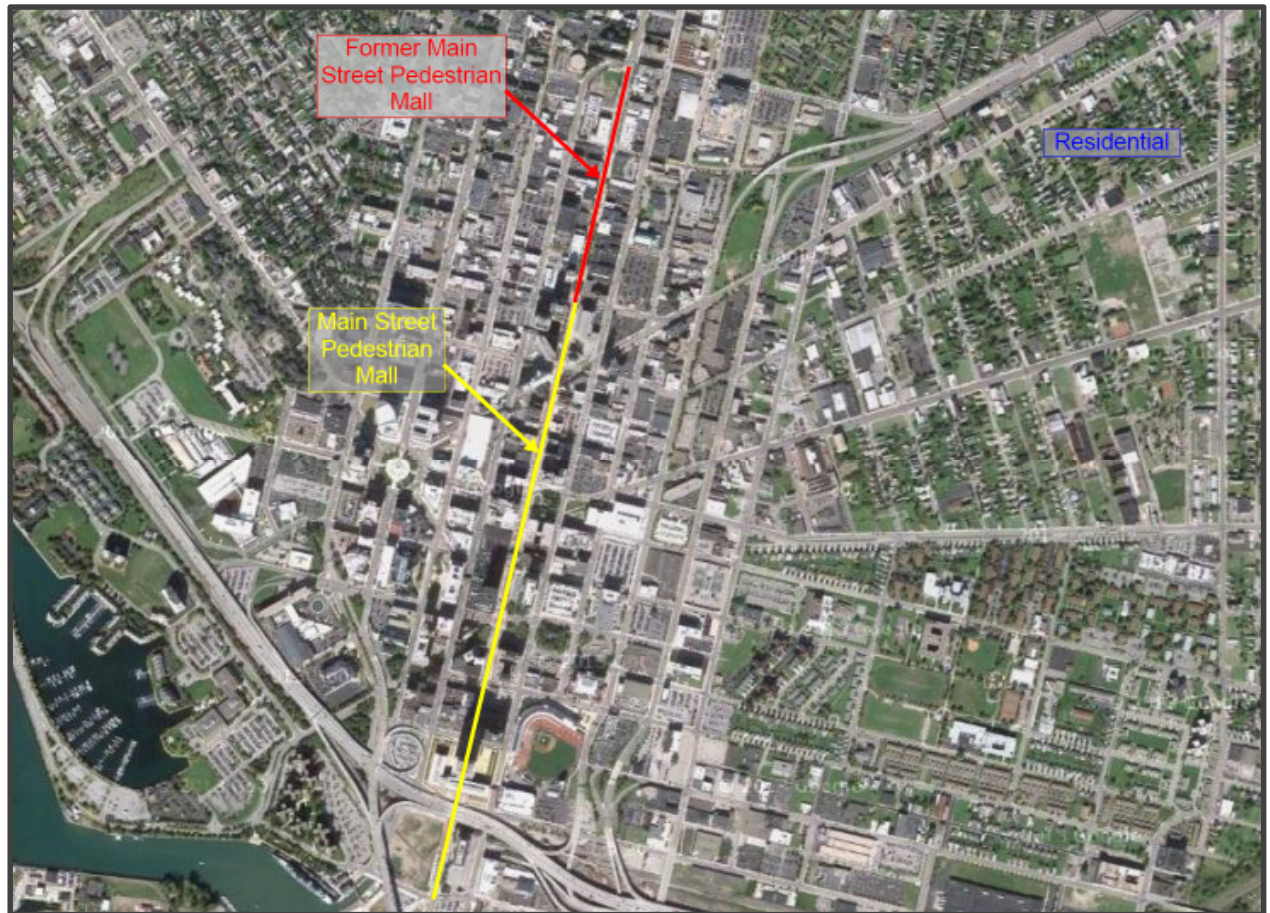


Figure 20. Main Street – Location Map

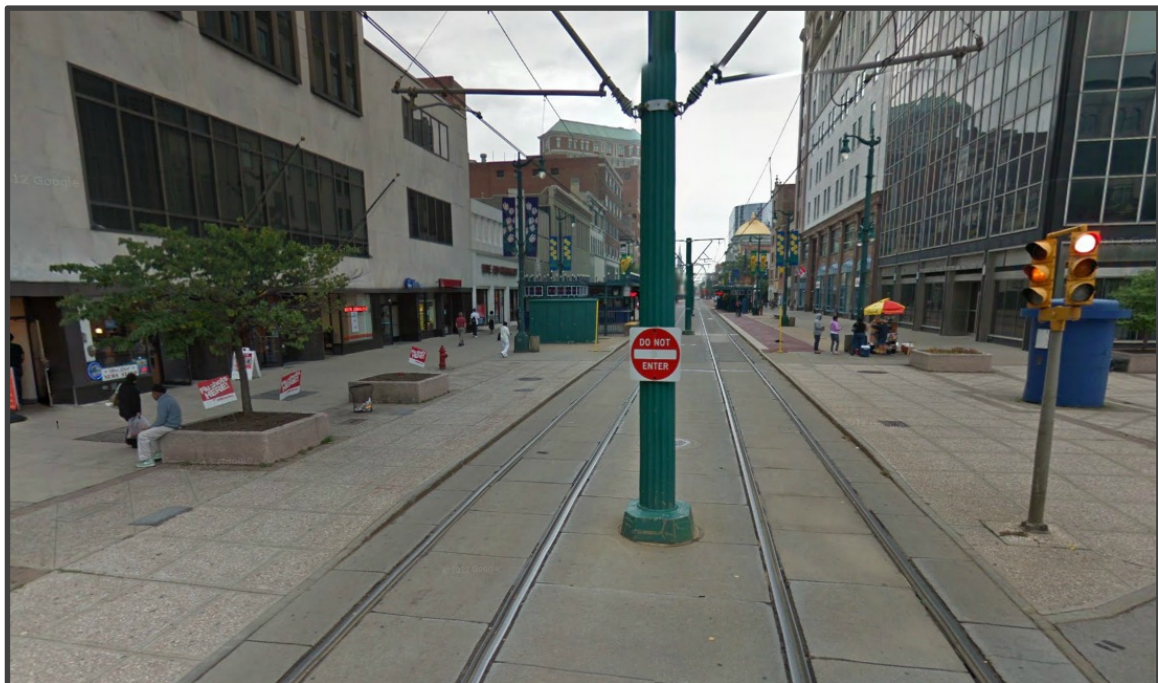


Figure 21. Main Street – Street View (as transit mall)

Cars Sharing Main Street is led by the City of Buffalo, and has been working to rebuild Main Street as one which will serve all users²⁰. The primary objective of the project is to reopen Main Street to two-way vehicular traffic along the entire segment of the pedestrian/transit mall. Some other elements of the project include:

- Provide on-street parking spaces and loading spacing along both sides of the roadway
- Remove old infrastructure, including pavement, sidewalks, curbs, planters, benches, pavers, trees, signage, and lighting
- Construct new sidewalks and pavement
- Replace light rail track bed
- Install new pedestrian signals with count-down timers

The Cars Sharing Main Street project aims to increase multi-modal access options and transit ridership, stimulate economic development, and improve the overall quality of life in downtown Buffalo. Construction has already been completed for the northernmost (700) block (between Goodell Street and Tupper Street), and should be nearing completion for the 600 block, between Tupper Street and Chippewa Street. Figure 22 shows the completed section of Main Street, which will serve as a template for the remainder of Main Street which will also be converted to allow vehicular traffic. Significant new investments have already begun to arrive in the 600 and 700 blocks.



Figure 22. Main Street – Street View (700 block after reopening)

4.2.2. Chicago, IL – State Street

In 1979, a nine-block section of State Street was closed to vehicular traffic in an attempt to create a more pedestrian-friendly atmosphere which could mimic and compete with suburban shopping centers²¹. Bicycle traffic was also prohibited. However, the area allowed buses, taxis, and delivery vehicles. Figure 23 shows the location of the closure, which was removed in 1996 after having been deemed a failure²². Instead of creating a thriving commercial area, stores along the mall began to fail. In the time since vehicular traffic has been restored, the area is thriving, continuing to attract new businesses, residents, and visitors²³ (Figure 24).



Figure 23. State Street – Location Map



Figure 24. State Street – Street View (after reopening)

The following potential reasons have been given for the failure of the State Street road closure:

- Little to no activity at night
- The wide sidewalks gave a deserted appearance, even with pedestrians
- Despite low crime rate, the area was perceived to be dangerous
- Bus fumes detracted from the ambiance of outdoor cafes
- Poor mix of retail at time of inception (discount stores, adult bookstores and theaters, strip clubs, etc.)
- Seven major department stores closed during State Street closure²⁴
- Poor design aesthetics

The State Street Renovation Project, completed in 1996, included²⁵:

- Extensive public outreach
- Addition of new housing units to improve mixed-use character in the area
- Emphasis on cultural and education resources in the area
- Emphasizing upper-story reuse
- Consideration of the creation of a Historical District to provide financial incentives
- Rehabilitation of vintage structures
- Addition of trees and sidewalk planters to delineate pedestrian area
- New subway entrances to match historic buildings (Figure 25)



Figure 25. State Street – Subway Entrances

Since the completion of the State Street Renovation project and the reintroduction of vehicular traffic to the roadway, the area has become busy once again. However, it is difficult to determine the reason(s) for this occurrence. It may be that people are more likely to visit the area since they can drive directly there or even that the area no longer seems deserted with vehicles back on the roadway. It was likely combination of several things, including design and development efforts, some of which may have even been successful attracting more users without the addition of vehicular traffic.

4.2.3. Sacramento, CA – K Street

Similar to the State Street Pedestrian Mall in Chicago, five blocks of K Street (8th Street to 12th Street) were closed in the 1960s, and the area was defined as a pedestrian mall²⁶. The change was part of the trend sweeping the nation at the time, where downtown road closures were implemented to help the adjacent shops compete with suburban malls. Unfortunately, as large

department stores (which served as anchors) began to move out of downtown to the suburban malls located near suburban populations, other downtown stores began to fail. In 1987, light rail was added to K Street, creating a transit mall²⁷. However, with the area continuing to fall into disrepair and businesses continuing to fail, K Street was reopened to vehicular traffic in 2011²⁸. Figure 26 shows the location of the now-reopened K Street closure. In addition, Figure 27 shows K Street as a transit mall.



Figure 26. K Street – Location Map

Several aspects contributed to the failure of the K Street closure, despite the fact that it remained in place for over 40 years. Those contributing factors include:

- Lack of visibility for businesses
- Insufficient anchor businesses
- Poor retail mix
- Lack of maintenance
- Deserted feeling at nighttime
- Lack of outdoor dining and seating areas
- Lack of strong residential customer base in downtown



Figure 27. K Street – Street View (as transit mall)

The new, reopened K Street includes extra-wide sidewalks and only two lanes of traffic, which are shared between general vehicular traffic and the light rail system (Figure 28). Therefore, while the roadway will not ever become a major thoroughfare, it serves as a balance between vehicular activity and pedestrian friendliness. The project to reintroduce vehicles also aimed to promote a safe environment and improve traffic circulation. Since the reopening of the roadway to general vehicles, new stores have begun to move in, but not simply because of the increased traffic and exposure; the City also established a financing method which would be used to entice development projects in the community.



Figure 28. K Street – Street View (after reopening)

5. ANALYSIS OF ALTERNATIVES

After discussions with multiple departments in the City of Tucson, a list of alternatives for changes in the downtown circulation was developed. Those alternatives are:

- No build
- Congress Street Closure, Toole Avenue to 6th Avenue
- North Toole Avenue Closure, Congress Street to 5th Avenue
- Congress Street Event/Weekend Closure
- Arizona Avenue Closure, Congress Street to Broadway Boulevard

These alternatives are discussed in further detail and evaluated in the following sections.

5.1. NO BUILD

This alternative assumes that none of the circulation changes listed above will be constructed or implemented. Aside from the projects discussed in Section 3.1, the no build alternative assumes no changes in the roadway network.

5.1.1. Vehicular Traffic Impacts – Short Term

This alternative would not have any impacts on the existing traffic circulation in the downtown area for either local or regional traffic.

5.1.2. Vehicular Traffic Impacts – Long Term

This alternative would not have any impacts on the existing traffic circulation in the downtown area for either local or regional traffic. The projected 2040 volumes generated by PAG are shown in Figure 29. The volumes assume two-way operations on 6th Avenue, a reduction to two lanes on Stone Avenue from Toole Avenue to Alameda Street, and a road diet on Church Avenue to include one through lane per direction and a two-way left turn lane.

5.1.3. Impact on Bicycle and Pedestrian Use

If the roadways remain open as they are today, there would be no impact on bicycle and pedestrian use related to this project. As previously discussed, there are some planned improvements in the area, and there may be additional improvements in the future if demand continues to increase, but those are independent of this project.



Figure 29. 2040 Traffic Volumes – No Build

5.1.4. Impact on Bus Circulation

Again, if there are no changes to the roadway network in the downtown area, there would not be any changes to bus circulation due to this project. There may be adjustments to the bus routes in the future, particularly with the construction and operation of the Modern Streetcar and the potential redevelopment of the Ronstadt Transit Center.

5.1.5. Impact on Business Access

Under the no build alternative, access to businesses would remain mostly unchanged. Other projects which may be developed and constructed in the future could potentially change access to individual businesses, but given the relatively built-out nature of the area and limited right-of-way, it is not likely that access would change much, if at all.

5.1.6. Economic Impacts to Businesses

Without any changes to the existing circulation, any potential economic impacts to businesses would not be related to this project. As traffic volumes (of all modes) increase, businesses may see an increase in patronage, particularly considering the easily accessible parking facilities located nearby as well as the Streetcar route. However, if the roadways which provide access to those businesses become overly congested, drivers may take other routes, and stores may lose customers. Note that these potential impacts are possible without making any changes in the area.

5.2. CONGRESS STREET CLOSURE, TOOLE AVENUE TO 6TH AVENUE

This alternative consists of permanently closing three blocks of Congress Street between Toole Avenue and 6th Avenue. The Streetcar would continue to operate in the easternmost block of the closure, between 5th Avenue and Toole Avenue. In addition, buses could also be permitted if desired.

5.2.1. Vehicular Traffic Impacts – Short Term

This alternative would have the most significant impacts on both local and regional traffic. Drivers which typically use the on-street parking on Congress Street would have to either park along the side streets (where parking is available), or use the parking garages in the vicinity and walk to their destinations.

Regional traffic would experience increases in travel distance and likely travel time with this alternative. Instead of continuing west on Congress Street once entering downtown, drivers would travel north on Toole Avenue, then west along Pennington Street, south on 6th Avenue, and again west on Congress Street. This route travels directly past the Ronstadt Transit Center on Pennington Street, which is where most of the buses enter and exit the center, potentially causing additional delays. However, the route is the shortest for drivers wishing to access I-10 via Congress Street (or areas in the southwest part of downtown). Drivers could also access Alameda Street or Franklin Street via Toole Avenue, depending on their destination.

5.2.2. Vehicular Traffic Impacts – Long Term

Impacts to local traffic in the long term would be similar to those in the short term; drivers wishing to access businesses in the area along Congress Street would have to find on-street parking along side streets or would have to park in the nearby garages.

Regional traffic would likely not experience as significant of an impact in the long term due to the construction of Downtown Links, a downtown bypass route providing access to I-10. Drivers wishing to travel to points at the west end of downtown would likely continue to travel through downtown, and would therefore still be affected by the closure of Congress Street. However, other drivers wishing to access I-10 would potentially use the new Downtown Links corridor, bypassing downtown completely. Figure 30 shows the projected 2040 volumes with the closure of Congress Street. In addition, the model indicates that traffic volumes on Downtown Links between Broadway Boulevard and 6th Street would increase by approximately 4,000 vehicles per day if Congress Street were to be closed (when compared to the no build scenario).

In addition, the figure shows that the volumes on Broadway Boulevard east of Toole Avenue, on Toole Avenue between Broadway Boulevard and Congress Street, and along the 4th Avenue underpass will decrease significantly when compared to the no build scenario. Volumes on Toole Avenue north of Congress Street and on 6th Avenue between Congress Street and Toole Avenue are expected to increase significantly. This represents traffic which would have to bypass the Congress Street closure.



Figure 30. 2040 Traffic Volumes – Congress Street Closure

5.2.3. Impact on Bicycle and Pedestrian Use

The extent of the impact on bicycle use with this alternative would depend on the decision of whether or not to allow bicycles to ride through the area. If cyclists are forced to dismount, they will likely choose an alternate route, possibly the same detour that vehicles would follow around the closure. However, there would still be some potential major conflicts. Cyclists would have to beware of the Streetcar tracks in the area between 5th Avenue and Toole Avenue. In addition, the existing conflict between left-turning cyclists and through traffic on Toole Avenue would be worsened, since both vehicular travel lanes would be forced onto Toole Avenue. This could act as a deterrent to cyclists. However, if bicycle parking was added in the area, it could help encourage customers to ride their bikes to patronize the businesses along Congress Street and nearby instead of driving.

The street closure would allow pedestrians to wander through the area, visiting businesses without having to be concerned about vehicular traffic. However, as would be the case for cyclists, pedestrians would have to be aware of the Streetcar, which would continue to run through the easternmost block of the closure, and could be a safety hazard.

5.2.4. Impact on Bus Circulation

There are currently seven bus routes which travel along Congress Street between Toole Avenue and 6th Street, each of which accesses the Ronstadt Transit Center. Buses arriving from the east would have to be rerouted to Toole Avenue and Pennington Street to access the transit center. It could also be decided to allow buses through the closed area of Congress Street, although other cities which have allowed buses along roadway closures have found that it serves to worsen the experience of pedestrians in the area and may lead to a sharp decline in visitors/shoppers in the area.

5.2.5. Impact on Business Access

Direct vehicular access to businesses located along Congress Street would experience a significant impact with this alternative. While there are parking garages nearby, many customers are used to using on-street parking immediately in front of their destination, and may not be willing to park further away and walk. Transit access would not change, but pedestrian access would be improved.

Delivery vehicles will still have access from Arizona Avenue, 5th Avenue, Herbert Avenue, and Toole Avenue, but may have to detour to access their destinations. In addition, if deliveries typically occur on Congress Street, they could either be relocated to the back side of the business (which may require agreements for parking lot/driveway sharing between adjacent businesses), or special provisions could be made to allow delivery vehicles along the closed portion of Congress Street. Delivery vehicles could be allowed during all hours if desired, or (more appropriately), could be allowed only during specified hours when bicycle and pedestrian use is at its lowest. Enforcement of the time restrictions would be crucial to maintain order and safety along Congress Street; if pedestrians assume there will not be any vehicles in an area, they will not look for any, which could create a safety hazard.

5.2.6. Economic Impacts to Businesses

The closure of Congress Street between Toole Avenue and 6th Avenue could have a significant impact to businesses in the area, either positive or negative. In many cases of downtown roadway closures around the country, businesses faced a decline in patronage, which many blamed on the lack of pass-by vehicular traffic. The decline had a snowball effect in many cases; as owners were put out of business, fewer and fewer people were drawn to the area, which then caused more businesses to fail. In addition, it was noted in the literature that the inclusion of buses in a pedestrian-focused area was detrimental. Even if buses are not allowed on Congress Street with this alternative, the Ronstadt Transit Center is located in the block just east of 6th Avenue, potentially serving as an unpleasant source of exhaust.

Conversely, some cities have created thriving pedestrian-focused areas by closing a few blocks of a downtown roadway, which have in turn continued to attract new businesses. Some of the critical aspects of the success stories were discussed in Section 4.1, including a well-balanced retail mix, strong arts and/or entertainment anchors, and both a resident and tourist population with easy access to the area. The Rialto Theater is a significant draw, located at Congress Street and Herbert Avenue, and Hotel Congress across the street also serves as a location for live entertainment. New housing developments have recently been constructed in the area, which could provide a solid customer base for economic development.

5.3. NORTH TOOLE AVENUE CLOSURE, CONGRESS STREET TO 5TH AVENUE

For this alternative, Toole Avenue would be closed to vehicular traffic north of Congress Street. The roadway could be converted to an outdoor plaza, with some of the area potentially used by Hotel Congress to expand their existing patio dining area.

5.3.1. Vehicular Traffic Impacts – Short Term

In the near-term, this project would have a notable impact on local traffic volumes, and possibly slightly less of an impact on regional traffic. Drivers wishing to access the Historic Depot would be detoured slightly out of their way to 5th Avenue. In addition, regional traffic which would typically travel north on Toole Avenue would also travel to 5th Avenue, then could continue north on Toole Avenue as they do today. Because those drivers would be making a free right turn movement onto 5th Avenue, the impact to those drivers would be minimal along Congress Street.

However, there are ongoing discussions with property owners along 5th Avenue about potential additional development, which could impact traffic flow. In addition, in order to provide ingress and egress for the Historic Depot site, the closure would not be able to extend all the way to 5th Avenue (see Section 6.3.5). Furthermore, having to maintain site access south of 5th Street would maintain the three-way intersection of 5th Avenue and Toole Avenue, which could result in delays for those vehicles which are using 5th Avenue as a detour route from Congress Street.

5.3.2. Vehicular Traffic Impacts – Long Term

With the addition of Downtown Links in the long term, it is expected that traffic volumes on Toole Avenue will not grow at the same rates as other roadways in the downtown area. Local traffic would still use the roadway, and would therefore experience some negative impacts if Toole Avenue were to be closed. However, the impact to regional traffic would likely be reduced, since many of those drivers will likely use Downtown Links to travel north and avoid the downtown area altogether.

The PAG model indicates that without the Toole Avenue closure, Downtown Links will carry 37,733 vehicles per day. If Toole Avenue were to be closed, volumes on Downtown Links between Broadway Boulevard and 6th Street would increase by approximately 1,000 vehicles per day. This minimal increase (approximately 2.5%) is further indication that once Downtown Links is constructed, most traffic on Toole Avenue will be local, downtown traffic. Figure 31 shows the projected 2040 traffic volumes with the closure of Toole Avenue.

As seen in the figure, volumes on Congress Street are expected to increase with the Toole Avenue closure, particularly between Toole Avenue and 5th Avenue. In addition, volumes on 5th Avenue between Congress Street and Toole Avenue would nearly double as drivers detour around the closure and travel back to Toole Avenue north of 5th Avenue.



Figure 31. 2040 Traffic Volumes – Toole Avenue Closure

5.3.3. Impact on Bicycle and Pedestrian Use

Under existing conditions, pedestrians are able to cross Toole Avenue at Congress Street using a marked crosswalk at the signalized intersection. In addition, pedestrians cross along many areas of Toole Avenue north of Congress Street. Pedestrian access would not change with this alternative, and pedestrians would likely continue to cross as they do today. Depending on the use of the closed roadway, it may or may attract additional pedestrians.

Bicyclists would likely perceive a benefit with this alternative, particularly concerning safety. Under existing conditions, a major concern is the conflict between cyclists making a left turn from northbound Toole Avenue onto westbound Congress Street and vehicles continuing north on Toole Avenue. The closure would eliminate that conflict, since all vehicles would be forced

to either turn right onto 4th Avenue or left onto Congress Street. This could potentially increase bicycle use in the area if less confident cyclists feel it is safer for them to ride than it is currently.

Considering current operations for cyclists and features which have made it easier for cyclists to travel through this area without having to dismount and walk their bikes, it is assumed that cyclists would be allowed to ride along the closed section of Toole Avenue. However, if cyclists are forced to dismount, this may decrease ridership, particularly because cyclists are not typically able to find alternate routes as easily as vehicles.

5.3.4. Impact on Bus Circulation

This alternative would have a notable impact on bus circulation. Under existing conditions, there are eight bus routes which travel along Toole Avenue north of Congress Street, all of which stop at the Ronstadt Transit Center. However, the Transit Center is accessible via Congress Street, so buses traveling from the east into downtown would be able to simply continue west instead of diverting onto Toole Avenue. Buses traveling from the north on Toole Avenue would not have to change their path with this project to access the transit center.

While 6th Avenue is currently a one-way northbound roadway, it is being converted to a two-way roadway and should be completed in the near future. Therefore, outbound buses will be able to use 6th Avenue to travel south, or to reach either Congress Street to travel west or Broadway Boulevard to travel east. While bus circulation would certainly change, alternate routes are and will be easily accessible.

5.3.5. Impact on Business Access

The block of Toole Avenue between Congress Street and 5th Avenue currently provides vehicular access to Maynard's Market and the Historic Train Depot (Figure 32). With this project, the parking lot circulation would have to be reevaluated at the Historic Depot in order to allow drivers to enter and exit from Toole Avenue north of 5th street (where a one-way egress is currently located). This segment of Toole Avenue does not provide direct access to any other businesses or developments.



Figure 32. Historic Train Depot Access Locations

5.3.6. Economic Impacts to Businesses

Because accessing Maynard’s Market and the Historic Train Depot would be slightly more complicated than under existing conditions, it is possible that some business could be lost. However, the train station itself will not be affected by the closure, since people that wish to travel long distances by train will continue to do so no matter how they must access the station. Those riders, along with customers who live or work nearby would not necessarily be affected by the closure, either, providing a strong customer base. In addition, considering the proximity of parking structures and on-street parking, it would still be relatively easy for customers to access the area. While case studies have shown that businesses often suffer without vehicular pass-by traffic, Maynard’s Market is a specialty shop which serves as a destination in itself.

Hotel Congress could potentially experience an increase in business with the closure of Toole Avenue if it is able to make use of some of the space as an outdoor dining area. If the area were converted to something akin to a park, it could attract users who may then decide to venture into the hotel or Maynard's Market to eat. In addition, if drivers who previously used Toole Avenue were forced onto Congress Street, even only for the block between Toole Avenue and 5th Street, they may see a restaurant or other business that they would not have otherwise seen, and could decide to visit said business thus creating increased business on Congress Street.

5.4. CONGRESS STREET EVENT/WEEKEND CLOSURE

This alternative consists of closing Congress Street only for special events, and potentially on weekends. The closure is similar to what has occurred during the semiannual Club Crawl, Tucson's largest music festival, when the same segment of Congress Street has been blocked off to allow attendees to enjoy a club-type atmosphere extending into the roadway. The analysis assumes that for this alternative, the closure would span the segment of Congress Street between Toole Avenue and 6th Avenue.

5.4.1. Vehicular Traffic Impacts – Short Term

During a temporary event closure, both local and regional traffic entering downtown from the east would be diverted from Congress Street onto Toole Avenue. This may result in delays which would not otherwise be experienced, but only for the duration of the closure (including setup and take-down times). In addition, education and advertising efforts can help minimize the amount of regional traffic during the closure which would need to be diverted, hopefully limiting the traffic to mostly local traffic, specifically those who are traveling to the event. Lastly, while it is an inconvenience, drivers are accustomed to experiencing additional delays near major events. Therefore, while the closure may result in some temporary congestion in the area (particularly on Toole Avenue), it is not expected that the closure would have any lasting impacts on traffic patterns.

5.4.2. Vehicular Traffic Impacts – Long Term

As discussed in the previous section, the temporary closure of Congress Street for events is not expected to have a lasting impact of traffic volumes or patterns in the area. In addition, education and advertising efforts can allow regional travelers to avoid the area altogether during the event/closure.

5.4.3. Impact on Bicycle and Pedestrian Use

If it is determined that cyclists are not allowed on the closed section of roadway, bicyclists would be forced to detour around the closure. Westbound cyclists on Toole Avenue could potentially use Herbert Avenue to travel south, or could otherwise travel north along Toole Avenue to Pennington Street, then south along 6th Avenue back to Congress Street (or further south, if desired). Depending on the nature of the closure, temporary bike parking could be erected during the closure at either end of the closed segment. This would serve as an incentive for visitors to still ride their bikes to the event, then have a place to park while enjoying the event/area on foot.

The street closure would allow pedestrians to wander through the area, visiting businesses without having to be concerned about vehicular traffic. However, the Streetcar would continue to run through the easternmost block of the closure, which may be unexpected and could be a safety hazard. Previous closures of Congress Street for large events have drawn up to 30,000 pedestrians to the area.

5.4.4. Impact on Bus Circulation

During the closures, buses which typically use Congress Street would likely travel along Toole Avenue to Pennington Street, then could travel back to Congress Street via 6th Avenue. Signage and education are critical to let riders know when and where bus stops will be placed during the temporary detours.

5.4.5. Impact on Business Access

Access to businesses along Congress Street between Toole Avenue and 6th Avenue during the closures would be restricted, since the typically available on-street parking would be blocked off. If deliveries were planned during the closures, Arizona Avenue, 5th Avenue, and Herbert Avenue each provide access to/from Broadway Boulevard, and 5th Avenue also provides access north of Congress Street via Toole Avenue.

5.4.6. Economic Impacts to Businesses

As previously discussed, removing pass-by vehicular traffic can be detrimental to businesses. However, the closures would likely be associated with large-scale events, which draw thousands of people to the area, many of whom would otherwise not be there. Bars have reported that Club Crawl nights are the busiest of the year for them. Further, during an event such as Club Crawl or Second Saturdays, attendees are not in a hurry and are able to easily access all of the businesses in the area.

5.5. ARIZONA AVENUE CLOSURE, CONGRESS STREET TO BROADWAY BOULEVARD

This alternative consists of prohibiting vehicular traffic on Arizona Avenue, providing access for only pedestrians and bicycles.

5.5.1. Vehicular Traffic Impacts – Short Term

Traffic volumes were not collected for Arizona Avenue, so a detailed analysis is not available. However, because Arizona Avenue is an alley, it is not expected that it serves a significant local traffic volume. If drivers currently use the alley as a cut-through route between Congress Street and Broadway Boulevard, they can just as easily use 5th Avenue or 6th Avenue. Regional traffic does not likely use Arizona Avenue, and would therefore not experience any impacts.

5.5.2. Vehicular Traffic Impacts – Long Term

Because Arizona Avenue is an alley and therefore does not serve significant traffic volumes, it is not expected that closing the roadway would have a significant long-term impact on local or regional traffic volumes.

5.5.3. Impact on Bicycle and Pedestrian Use

Arizona Avenue is currently open to bicycle and pedestrian use, but the closure would remove potential conflicts with vehicles. This may slightly increase bicycle and pedestrian use, but because the surrounding businesses are accessible via alternate routes, pedestrian use would not likely see a significant increase on Arizona Avenue. Cyclists may use the alley as a vehicle-free alternate to 5th Avenue and 6th Avenue between Congress Street and Broadway Boulevard, so bicycle use may increase if Arizona Avenue were closed.

5.5.4. Impact on Bus Circulation

Closing Arizona Avenue would not have any impact on bus circulation.

5.5.5. Impact on Business Access

Closing Arizona Avenue between Congress Street and Broadway Boulevard would create some issues with access to the businesses. Arizona Avenue is currently used for deliveries and trash pickup (Figure 33). Because of the limited area surrounding the businesses which use the alley for their trash pickup, it would be very difficult to move the pickup to another location. Therefore, it may be likely that the closure could not be complete, but would instead have to allow for trash pickup. Deliveries could potentially move to the adjacent streets. In order to minimize conflicts or impacts on traffic, both deliveries and pickups should be carefully timed to occur during periods of low vehicular, pedestrian, and bicycle traffic.

5.5.6. Economic Impacts to Businesses

Under existing conditions, there is only one parking area with access from Arizona Avenue, and it appears to be reserved for employees only. It is then assumed that customers for the businesses along Arizona Avenue would not be inconvenienced if the roadway was closed. If the closure draws additional cyclists or pedestrians, they may venture into the businesses in the area, but not many have access directly from Arizona Avenue. Therefore, it is not expected that the closure would have any significant economic impact on businesses.

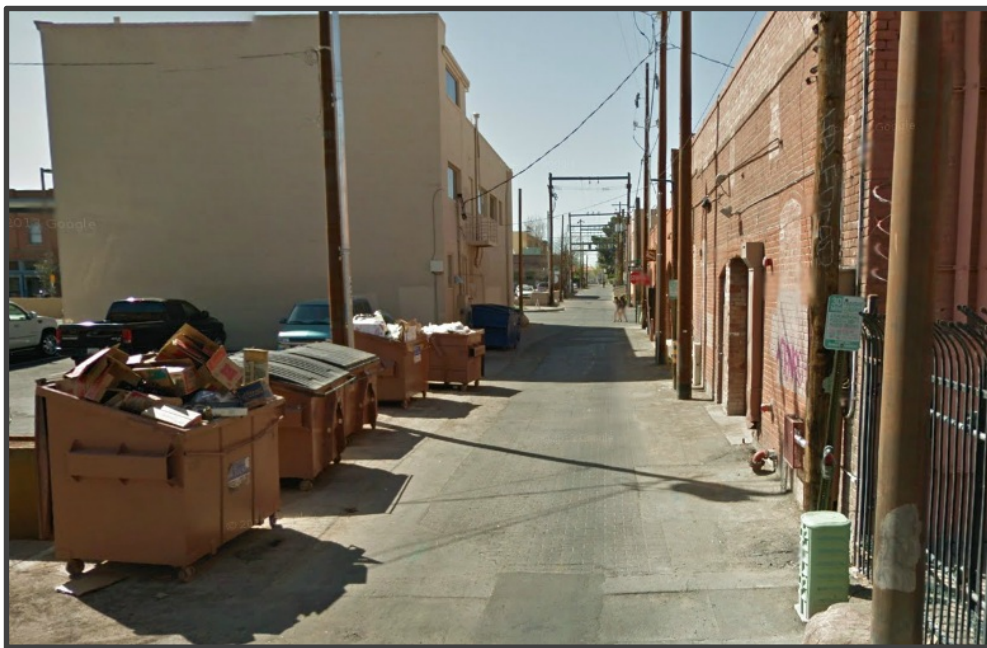


Figure 33. Trash Pickup Along Arizona Avenue

5.6. COMPARISON OF ALTERNATIVES

The matrix shown as Table 5 includes rating information for each of the categories discussed in the previous sections as well as for the cost of each alternative. As seen in the table, the no build alternative will not have any impact on any of the characteristics of the area. Each of the build alternatives has areas where the changes would be positive and some where the changes may have negative impacts. For example, the full closure of Congress Street would maintain good bus circulation, but would not be ideal for business viability or access. On the other hand, closing Arizona Avenue would maintain good business access and viability, but would only have minor positive impacts on the bicycle and pedestrian environment.

The no build alternative would not have any associated costs aside from typical maintenance costs. The closure of Arizona Avenue would have the lowest costs of any of the build alternatives, which is why it is shown to have a higher rating than the other build alternatives. The full closure of either Congress Street or Toole Avenue would likely have more up-front costs than the weekend/event closure of Congress Street, but with the latter alternative, the City (or other responsible entity) would incur significant costs with each closure for temporary signs, traffic control, and flaggers/traffic control officers.

Table 5. Alternative Rating Matrix

Alternative	Local Traffic	Regional Traffic	Bicycle/ Pedestrian Environment	Bus Circulation	Business Access	Business Viability	Cost
No Build	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact	No Impact
	Because there are no changes to the existing network, there would be no impacts or improvements due to this project.						
Congress Street Full Closure	Fair	Poor	Fair	Good	Poor	Poor	Fair
	Instead of parking on the street in front of Congress St businesses, drivers would detour to side streets or parking garages	Drivers would have to detour to Toole Avenue, then select an east-west roadway and eventually circle back to Congress St	Provides pedestrian refuge outside entertainment attractions (Rialto Theater, Hotel Congress), but creates new conflict between cyclists and vehicles at 4th Ave/Congress/Toole	Buses could use Toole Ave to reach Pennington Ave	Less convenient for customers without on-street parking, may also need to reconfigure areas to allow delivery access to all businesses	Eliminates pass-by traffic therefore reducing potential drop-in customers. Also makes parking less convenient.	Physical barriers, signage, education/ outreach
North Toole Avenue Closure	Fair	Good	Excellent	Good	Good	Good	Fair
	Short detour to 5th Ave, back to Toole Ave	Short detour in near term, long term regional traffic may use Downtown Links corridor instead	Would eliminate conflicts between northbound vehicles onto Toole and cyclists turning westbound on Congress St. Area itself would provide pedestrian refuge near cafes and 4th Avenue	Buses could access Ronstadt Transit Center from Congress St, or use 6th Ave to reach Pennington	Parking lot for Historic Depot would need to be reconstructed to allow ingress and egress north of 5th Avenue	Would decrease drive-by traffic for Maynard's, but street area could be used for outdoor seating for Maynard's and Hotel Congress	Physical barriers, signage, education/ outreach
Congress Street Weekend/ Event Closure	Good	Good	Fair	Good	Fair	Good	Fair
	Short detour, but would be expected by those traveling to the event	Detour to Toole Ave, then to an east-west roadway, but some drivers may use Downtown Links corridor instead	Provides temporary pedestrian refuge near entertainment center and 4th Avenue	Buses could use Toole Ave to reach Pennington Ave	Temporary restrictions on access	Temporarily eliminates pass-by traffic, but events draw additional people to the area	Would include temporary signs, traffic control, and flaggers/ traffic control officers
Arizona Avenue Closure	Excellent	Excellent	Poor	No Impact	Good	Excellent	Good
	Low volumes, therefore minimal impact		Minimal business access, not an attractive area, and does not serve a need in the network, so minimal pedestrian and bicycle volumes are expected	No buses use the roadway, no there would be no impact	Some deliveries and trash pickup use Arizona Avenue, so they would either relocate or be allowed with caution	Minimal access for customers today from Arizona Avenue, so closure is unlikely to impact business	Signage and possibly physical barriers, may need lighting improvements

6. CONCLUSIONS

Downtown road closures have been implemented around the country in cities of widely varying characteristics and populations, and have been used to create pedestrian or transit malls. As businesses along the pedestrian/transit malls have closed and many of the areas have become run down and empty, the roadways have been reopened to vehicular traffic (or are currently in the planning or construction stages to be reopened). However, there are a few cities where the closed roadways have become very successful pedestrian or transit malls.

Based on the literature review conducted for this study, there are a number of key characteristics that a downtown area/street should possess in order to construct a successful car-free zone, including:

- Large, dense population of residents and tourists
- Wide variety of active uses
- Regularly hosts special events
- Centralized or coordinated retail management
- Strong anchors to generate foot traffic as well as delineate the closed roadway
- Well-planned and adequate parking adjacent to the area
- Located in a college town
- Incorporates efficient public transit
- Short length (1-4 blocks)

However recall that pedestrian and transit malls have not yet proven to be able to generate foot traffic on their own. In cases of successful road closures, pedestrian traffic was already very significant, and was able to be built on.

There are multiple projects in different stages of development which are likely to have a significant impact on traffic and circulation in and around the downtown area. Those projects include the Ronstadt Transit Center redevelopment, the 22nd Street widening from I-10 to Tucson Boulevard, and Downtown Links. The redevelopment of the transit center has the potential to generate new trips in the downtown area, and the other two projects are likely to attract a significant number of vehicles who wish to bypass the downtown area. Bypass trips in particular would reduce trips along Congress Street at the east end of the downtown area, which would in return reduce the number of vehicles which would be displaced by a roadway

closure. Therefore, it would likely be beneficial to reevaluate the alternatives in this study after those projects have been completed, in particular Downtown Links (due to its proximity to the project area).

While the eastern end of Downtown Tucson possesses many of the qualities needed for a successful downtown road closure, it does not yet have the densities which would generate enough foot traffic to maintain the economy of the businesses along Congress Street. A closure on Arizona Avenue or potentially Toole Avenue would be more likely to be successful given the existing residential densities. In addition, pedestrian enhancements could be added to Arizona Avenue to provide an additional, attractive alternative route for pedestrians and cyclists without closing the alleyway completely. As more large-scale residential developments are constructed in eastern Downtown Tucson, and if Streetcar ridership becomes significant, Congress Street may develop enough foot traffic to be able to sustain a complete road closure, and could be evaluated again in the future. As other development and roadway projects are completed, more opportunities may be available for roadway closures. In the interim, the following improvements could potentially be implemented:

- Close Toole Avenue north of Congress Street
- Provide weekend and/or special event closures on Congress Street
- Construct pedestrian enhancements along Arizona Avenue

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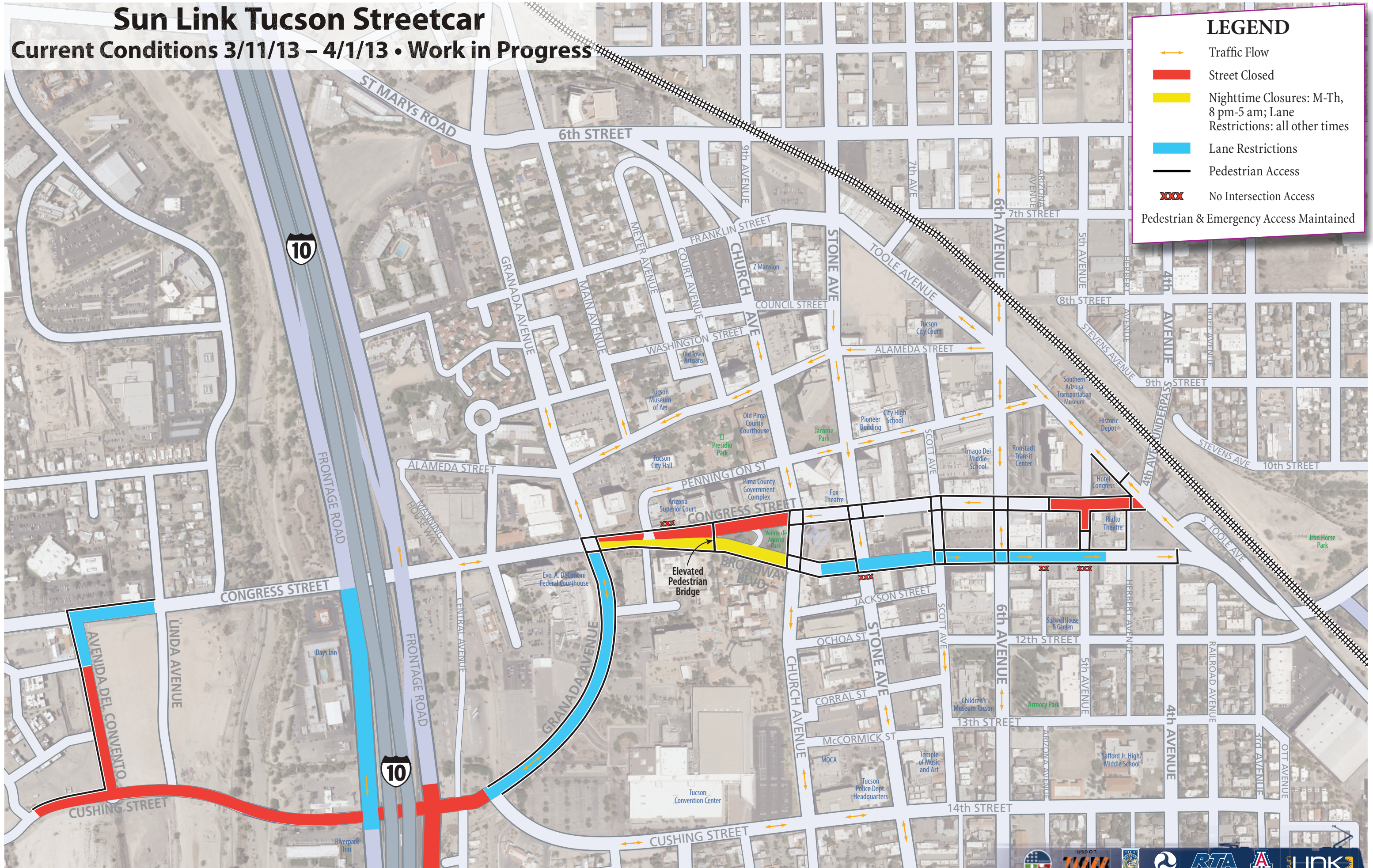
8. APPENDIX A: CONGRESS STREET CLOSURE

Sun Link Tucson Streetcar

Current Conditions 3/11/13 – 4/1/13 • Work in Progress

LEGEND

-  Traffic Flow
 -  Street Closed
 -  Nighttime Closures: M-Th, 8 pm-5 am; Lane Restrictions: all other times
 -  Lane Restrictions
 -  Pedestrian Access
 -  No Intersection Access
- Pedestrian & Emergency Access Maintained



9. APPENDIX B: RFP FOR RONSTADT TRANSIT CENTER

CITY OF TUCSON

REQUEST FOR PROPOSAL

REQUEST FOR PROPOSAL NUMBER: 140983
PROPOSAL DUE DATE: APRIL 29, 2014 AT 4:00 P.M. LOCAL AZ TIME
PROPOSAL SUBMITTAL LOCATION: Department of Procurement
255 W. Alameda, 6th Floor, Tucson, AZ 85701

MATERIAL OR SERVICE: RONSTADT TRAINSIT CENTER JOINT
DEVELOPMENT PROJECT : PHASE I

PRE-PROPOSAL CONFERENCE DATE: MARCH 20, 2014
TIME: 12:45 PM
LOCATION: CITY HALL, 1ST FLOOR CONFERENCE ROOM
255 W. ALAMEDA, 1ST FLOOR, TUCSON, AZ 85701
SITE VISIT IMMEDIATLEY FOLLOWING

CONTRACT OFFICER: DAN LONGANECKER, CPPB
TELEPHONE NUMBER: (520) 837-4125
Dan.Longanecker@tucsonaz.gov

A copy of this solicitation and possible future amendments may be obtained from our Internet site at: <http://www.tucsonprocurement.com/> by selecting the Bid Opportunities link and the associated solicitation number. The City does not mail out Notices of available solicitations via the U.S. Postal Service. Email notifications are sent to those interested offerors who are registered with us and who have selected email as their preferred delivery method. To register, please visit www.tucsonprocurement.com, click on Vendors, then click on Vendor Registration. To update an existing record, click on Vendors, click on What's New?, and read the section titled "Notice of Solicitations." You may also call (520) 791-4217 if you have questions.

Competitive sealed proposals for the specified material or service shall be received by the Department of Procurement, 255 W. Alameda, 6th Floor, Tucson, Arizona 85701, until the date and time cited.

Proposals must be in the actual possession of the Department of Procurement at the location indicated, on or prior to the exact date and time indicated above. Late proposals shall not be considered. The prevailing clock shall be the City Department of Procurement clock.

Proposals must be submitted in a sealed envelope. The Request for Proposal number and the offeror's name and address should be clearly indicated **on the outside** of the envelope. All proposals must be completed in ink or typewritten. Questions must be addressed to the Contract Officer listed above.

****ALERT****

The City of Tucson has implemented additional security procedures in City Hall. All visitors will be required to enter only through the north side doors facing Alameda Street. When attending a meeting or delivering a solicitation response to City Hall, please allow ample time to go through the security screening process.

Visitors will be required to do the following:

- Pass through metal detectors / security wands;
- Purses and bags will be searched by security personnel;
- Obtain a visitor's pass

PUBLISH DATE: FEBRUARY 28, 2014

Introduction

The City intends to select a Joint Development Partner for the 4.7-acre Ronstadt Transit Center Project Area using a two-phased Request for Proposals (RFP) evaluation process as follows:

Phase I: Submission of Statements of Qualifications: The City will evaluate Offeror's Statements of Qualifications (SOQs) and experience in providing similar services and general project approach. The Proposal Evaluation Requirements within this RFP state the information that the City is requesting as a basis for evaluation in Phase I. Phase I evaluation may include interviews.

It is the City's sole discretion to proceed to Phase II. If the City proceeds into Phase II, a shortlist of those Offerors who are deemed most qualified and experienced will be invited to participate in Phase II. At the conclusion of Phase I, the list of all Phase I offerors will be made public. Offerors invited to proceed to Phase II will be identified. Contents of submittals and evaluation information from Phase I will be made public at this time.

Phase II: Submission of Detailed Project Proposals: If the City proceeds into Phase II, successful Phase I Offerors will be provided with detailed scope of services and evaluation requirements. The City may also further define any other Terms and Conditions for a development agreement which may include, but not be limited to, Insurance, Performance Surety and/or Fidelity Bonds, Key Personnel, Conflict of Interest, Federal Transit Administration (FTA) Joint Development requirements, etc. Offerors will be given sufficient time in which to prepare and submit a proposal response.

The Phase II selection process may include, but is not limited to: written proposal response, site visits, discussions, interviews, negotiations, public presentation(s) and a design competition.

Phase II will be evaluated separately from Phase I. There will be no carry forward of scoring or ranking. The evaluation committee from Phase I will also evaluate Phase II.

Should the City decide to enter into a development agreement, it shall make an award that is deemed to be in the City's best interest. Award is contingent upon approval of the negotiated agreement by the Tucson Mayor and Council and the FTA.

Estimated Project Timeline:**

Issuance of Phase I Document: March 1, 2014

Completion of Phase I Evaluation and Shortlist: June 1, 2014

Issuance of Phase II Document: July 1, 2014.

Due Date for Phase II Responses: October 1, 2014.

Completion of Phase II Evaluation: January 1, 2015.

Negotiations and Recommendation for Award to Mayor and Council: March 1, 2015.

****Dates are approximate only****

Project Overview

The City of Tucson seeks a qualified development team to plan, design, construct, and own, lease, and/or manage components of an integrated transit/mixed-use center on the 4.7- acre project area site, which includes the existing Ronstadt Transit Center (RTC) and two additional parcels currently used for parking. (See Project Site Map attached.) The first phase of the RFP process is focused on identifying a short list of qualified development teams, while Phase 2 will focus on project specifics and design.

The project will need to be developed per Federal Transit Administration (FTA) guidance on joint development, including the provision that the City will need to maintain satisfactory continuing control over the joint development project by ensuring that it continues to have a public transportation purpose. (See links to FTA guidance documents.)

Project Purpose & Goals

To create a distinctive, multi-modal transit center and mixed-use development that contributes to an active, economically robust downtown.

Uses & Character

The project should incorporate (1) a transit center with similar or improved services, (2) private development featuring a mix of uses, and (3) public open space, which are thoughtfully integrated and serve a diversity of people working, living, and visiting downtown. Examples of types of land uses that are encouraged include housing, retail, daily services (e.g., daycare, grocery, pharmacy), employment, educational uses, and recreation and entertainment venues.

The project should incorporate community open space that is urban in character, well integrated with surrounding uses, highly visible to and actively used by people of all ages, includes some natural features, and has a clearly responsible entity in charge of its programming and maintenance.

The design of the project should create a signature destination that integrates the arts, recognizes the community's cultural diversity, includes sustainable/environmentally sensitive design, activates the streetscape, and offers architecture responsive to the urban historic fabric and views. Sensitivity to the needs of downtown neighborhoods, transit users, adjacent properties, and local downtown businesses is important.

Transportation & Infrastructure

The project should incorporate establishment of the Ronstadt Transit Center as an adaptable hub that can serve multiple modes of transportation over time, including, but not limited to, public buses, shuttles, bicycles, and pedestrians. It should provide connections to the modern streetcar and Amtrak inter-city rail, and should accommodate complementary programs and facilities such as bike share, car share, drop-offs, and taxis.

The project should enhance the physical infrastructure and facilities for current bus riders and increase the appeal of transit to new riders. Examples of improvements identified by community members as desirable include incorporation of retail, food, and services; better designed bathrooms; air conditioning; shade; drinking fountains; and a play area.

The project should provide pedestrian and bicycle connectivity to surrounding uses; to walkways/alleys, roadways, and bikeways; to adjacent residential and commercial areas; and to transportation modes, such as between the bus facilities and the modern streetcar line at the southern boundary of the RTC project area and the Historic Train Depot at the northeastern end of the property.

The project should be based on thoughtful site design that considers not only access and egress, but also contributes to improving surrounding multi-modal transportation circulation.

Financial & Economic Vitality

The project should be delivered in a timely manner providing a sufficient infusion of private investment to economically benefit public transit, the City's tax base, and downtown revitalization efforts.

Communication & Participation

The project team should be committed to regular, collaborative meetings and communication with the City and other agencies, and community engagement with stakeholders. (Links regarding stakeholder outreach are included.)

Planning Guidance

Plan Tucson, the City's General and Sustainability Plan approved by voters in November 2013, provides policy direction relevant to this project. For example, the first policy in the Land Use, Transportation, & Urban Design Element is:

Integrate land use, transportation, and urban design to achieve an urban form that supports more effective use of resources, mobility options, more aesthetically-pleasing and active public spaces, and sensitivity to natural resources and neighborhood character.

Imagine Greater Tucson, a regional visioning process undertaken in 2011/2012, articulates support for investment in downtown and mixed-use, transit-oriented development.

A recently completed Urban Land Institute Advisory Service Panel focusing on downtown Tucson provided additional data and recommendations in support of development in the RTC project area.

Links to these and other relevant plans and initiatives are provided.

Tucson Context

As a continuously inhabited settlement for the last 12,000 years, Tucson's history and culture run deep. Spanish, Mexican, Native and Old West influences are evident in the architecture, lifestyle, traditions and cuisine. Tucson was formally founded in 1775, about the time the nation's forefathers were signing the Declaration of Independence. Locally, the city is still called the Old Pueblo for the adobe fortress or "presidio" that marked its early borders. Over the past three centuries, Tucson has grown from a Native American farming community, to Spanish outpost, to dusty frontier town, to bustling territorial days' railroad hub, to today's Southwestern metropolis of one million people. The city is rich and diverse. with many attractions for the whole family, close proximity to an international border, 350 days of sunshine for outdoor adventures and recreation, an extensive art and cultural scene, world class accommodations and spas, and a burgeoning culinary scene.

Site Context

Tucson's downtown core is the place to experience the boundless cultural and outdoor festivals of the city, such as the Gem, Mineral and Fossil Show; All Souls Procession; El Dia de San Juan Festival; Festival of Books; Fourth Avenue Street Fair; and Tucson Meet Yourself. Downtown Tucson boasts a vibrant community with numerous museums, including the Tucson Museum of Art, the Children's Museum, and

the Museum of Contemporary Art. The Downtown Arts District includes theaters, restaurants and performance spaces. Downtown supports a ballet, a symphony, an opera company and a jam-packed calendar of live music and performing arts choices.

Downtown Tucson has a unique role to play in the 21st-century development of the region. In addition to being the financial, governmental, administrative, legal, cultural and entertainment center, downtown also offers the most convenient and extensive transit connections supported by higher density housing, compact development, and a pedestrian-oriented environment.

Beginning this summer, a 3.9-mile modern streetcar route will connect downtown's major activity centers: The University of Arizona (UA), Arizona Health Sciences Center, University Main Gate Business District, Fourth Avenue Business District, Congress Street. Shopping and Entertainment District, and the Mercado District. More than 100,000 people live and/or work within a block of the modern streetcar line. The streetcar project has already triggered transit-oriented development, including new retail, office and residential development and redevelopment. To date, more than \$800 million has been invested by the public and private sectors. Fifty (50) new restaurants, bars and cafes; over 1,500 new multi-family housing units (including 68 units at the new MLK Apartments for the disabled and elderly just east of the RTC); and 58 new retail businesses have been constructed along the route over the past two years. Additionally, there has been significant corporate business expansion near the streetcar route, including a new headquarters for UNS Energy Corporation, with more than 500 employees; Providence Service Corporation; and Mister Carwash Headquarters. Also multiple co-working and start-up spaces have been established or are planned in the downtown area.

Along with undertaking the streetcar project, the City has promoted downtown redevelopment through a variety of infrastructure projects and economic development incentives, such as property tax abatements, permit fee waivers, and regulatory relief. Combined with an overall push to enhance business ties south of the international border, downtown Tucson is full of new business opportunities. An estimate of investment in the downtown area as of February 2014 is over \$600 million by the public sector and over \$300 million by the private sector.

Site Specifics

The project area site is composed of three City-owned parcels located at the northeast corner of the intersection of Congress Street and Sixth Avenue, in the heart of downtown Tucson. The largest of the three parcels serves as the Ronstadt Transit Center (RTC), an FTA-funded property located directly adjacent to the new modern streetcar route, situated in the middle of the City's entertainment district. A second, triangle-shaped parcel (Triangle Lot), which is also an FTA-funded property, sits to the north of the RTC at the southeast corner of the intersection of Sixth and Toole avenues and provides paved surface parking for a nearby business. The third property (Toole Lot), in which Highway User Revenue Funds (HURF) are invested, lies directly north of the Triangle Lot and west of the Historic Train Depot within the Historic Warehouse Arts District. The parcel is currently used as unpaved surface parking. The size of the total project area is 4.7 acres, with the RTC 2.3 acres, the Triangle Lot 0.98 acres, and the northern parcel 1.42 acres. The zoning for all three parcels is OCR-2, which allows for a wide number of commercial and residential uses. (See links regarding OCR-2 zoning.) The maximum building height allowed is 300 feet.

The project area site, with prominent northern views, is located in the section of downtown Tucson that has received the greatest amount of recent public and private investment. It is bordered by multi-story residential and commercial to the east, Congress Street with its new streetcar line and popular restaurant and nightlife destinations to the south, commercial along Sixth Avenue to the west, the Union Pacific Railroad and future Downtown Links four-lane roadway project directly to the north, and the Historic Train Depot and heavy rail station to the northeast. The Historic Train Depot, which lies to the east of the Toole

Lot, was built in 1907 by the Southern Pacific Railroad. In 1998, the City purchased the entire depot property from the Union Pacific Railroad, which had absorbed the Southern Pacific. Restoration of the main depot building and the three adjacent buildings to their 1941 modernized Spanish Colonial Revival architectural style was completed in 2004. The Depot currently is home to Tucson's Amtrak station, shops, offices, the Southern Arizona Transportation Museum, and a restaurant.

The project area site conditions include:

Existing Transit Center: In 1991, the RTC opened as part of a city-wide network of transit centers. After a substantial community process, the current complex was constructed with its arcade of brick salvaged from the storefronts that were demolished to make room for the center. (Link with RTC Photos provided.) The RTC serves as a major destination and transfer point to and from other parts of the city. The center includes a currently unstaffed information booth, covered waiting area, restrooms, and other amenities. Ronstadt is open 365 days a year, with hours of operation on weekdays from 4:45 a.m. to 12:00 a.m., and weekends and holidays from 5:45 a.m. to 9:30 p.m. Recently, a variety of facility improvements was completed to improve safety, security and comfort for the center's users.

In 2004, \$1.4 million of FTA grant funds were allocated for improvements within the Historic Depot and RTC areas. A change in scope has allowed these funds to be used on adjacent street improvements that will upgrade and enhance the existing transit center. The first phase of the enhancement process is the two-way conversion of 6th Avenue, including new asphalt and striping on 6th Avenue between Toole Avenue and Congress Street and new signals and ADA ramps at the Pennington Street and Toole Avenue intersections. The second phase, which is still in design, will realign the Pennington Street/Toole Avenue intersection at 90 degrees for better bus access and will include new traffic signals, ADA ramps, and crosswalks for improved connectivity to and from the Toole Avenue lot. (Link regarding these RTA improvements provided.)

Utilities: Due to the age of utilities in the downtown area, there are potential unknowns as to the exact location and condition of existing utilities. Any redevelopment needs to consider utility relocations, access to utilities, fire flow and metering capacity in addition to space allocation for metering equipment. There are water lines on the east and west side of the existing RTC. A section of water line in the Toole Avenue area has not been upgraded. Wastewater lines are located within the streets surrounding the site, including 6th Avenue, Congress Street, Arizona Avenue, and Toole Avenue. There is a Tucson Electric Power line along Arizona Avenue.

Environmental: As part of the City's due diligence, all three parcels have been assessed environmentally, and links for the environmental reports are provided. During any future construction, impacted soil and groundwater may be encountered. Both the RTC and the Triangle Lot, which were historically the location of automotive shops and a gas station, have had underground storage tanks removed. In addition, there is a perched aquifer in the project area where diesel impacted groundwater may be encountered between 30 and 60 feet below ground surface. Handling of potentially contaminated soil and groundwater needs to be considered when developing construction scopes. The adjacent property (MLK Apartments) encountered diesel impacted soil and groundwater at approximately 40-60 feet below ground surface depending on the location. When caissons were drilled, impacted soil and groundwater was removed to enable rebar to be placed and concrete to be poured. This media was then sampled and stored onsite prior to disposal. Environmental monitoring of the site during construction, in addition to the handling and disposal of the impacted soil and groundwater, totaled approximately \$600,000. A soil vapor survey is also recommended to assess the potential for vapor intrusion from volatile compounds into structures.

Archaeological: RTC has been archaeologically cleared for development - no further investigations are needed. The Toole Lot was partially excavated in 2006, but there still remains a strong possibility that significant archaeological remains are present. It is recommended that an archaeological monitor be

present during ground disturbing activities. The Triangle Lot has not been cleared archaeologically. It is recommended that an archaeological site records check and excavation plan be prepared before development of this lot proceeds.

Historic Resources: Platted in 1872, sections of Blocks 83 and 92, now housing the current RTC, were annexed as part of the original two-square-mile City of Tucson. They remained largely undeveloped until the arrival of the Southern Pacific Railroad in 1880. Following the arrival of the railroad, Tucson's central business district experienced rapid growth, particularly in areas around and adjacent to the Southern Pacific Railroad Depot. As a result, the surviving architecture within and around the RTC traces the transformation of downtown Tucson in less than a century from a Mexican crossroads town of vernacular adobe row houses to an Anglo-American commercial center of modern concrete and glass towers.

Circulation and Transit: Existing transit service in downtown is provided by Sun Tran, Cat Tran, the Downtown Loop, and very soon by Sun Link. Sun Tran is the regional transit provider and offers a variety of services, including fixed local and express bus service and paratransit. Sun Tran's service in downtown is characterized by local bus service operating on the street network and express bus service operating to and from downtown Tucson and the UA. Most service to downtown utilizes the RTC, which has been in operation since 1991. The RTC currently handles approximately 7,800 boardings daily and 7,300 alightings daily for a total of approximately 15,100 passenger trips daily serving over 20 routes from Sun Tran. (Link to 2014 Sun Tran Comprehensive Operational Transit Analysis provided.)

Cat Tran service is provided by the UA Department of Parking and Transportation Services on five routes that circulate to, from, and within the UA campus. Access to some of the Cat Tran routes is restricted to permit holders and UA affiliated area residents with "courtesy" passes. The Downtown Loop is a shuttle circulator that operates in downtown Tucson and provides service Monday to Friday from 6:30 a.m. to 6:30 p.m. Service is free and is funded by the City of Tucson ParkWise program.

Roadway facilities in downtown range from Interstate 10 (I-10) to the principal street grid network made up of Congress Street and Broadway Boulevard, Church Avenue, Stone Avenue, 6th Avenue, Granada Avenue, and Toole Avenue; and 6th Street, Alameda Street, and Cushing Street. I-10 is located on the west side of downtown and provides north/south service through the central core until changing to a northwest/southeast direction south of downtown. Access to downtown from I-10 is primarily provided by the Congress Street/Broadway Boulevard one-way couplet. These roadways provide a direct connection between I-10 and the Barraza-Aviation Parkway, which extends southeast from downtown parallel to I-10.

North/south circulation through downtown is provided by Stone and 6th avenues, which in addition to 4th Avenue, offer grade separated north/south connections underneath the Union Pacific Railroad.

City Development Process

The project site area is located within the Rio Nuevo District Overlay Zone (RND), as well as the Downtown Core Subdistrict of the Infill Incentive District (DCS-IID). Development within the RND is required to comply with the RND standards provided in the Unified Development Code (UDC) Section 5.11. Projects within the DCS-IID may utilize the Modification of Development Regulations (MDR) process to obtain waivers for certain development standards. The City will assign a staff member from the Planning and Development Services Department (PDSD) to shepherd the project through the review and permitting process.

Potential City Incentives

Following are City incentives currently available to developers if they meet certain requirements:

Government Property Lease Excise Tax (GPLET): The GPLET can provide up to eight (8) years of property tax abatement. This incentive is available for projects located in the Central Business District that

result in a property value increase of at least 100%. The amount abated cannot exceed the economic benefit created by the project. To become "government property," the City will take ownership of the property for the duration that the owner wishes to be relieved of tax obligations

Primary Jobs Incentive: The Primary Jobs Incentive assists Tucson in its efforts to bring quality jobs and investment into the region. The incentive provides up to a 100% credit of construction sales tax to qualifying expenses such as job-training, the project's public infrastructure improvements, and/or offsets to impact fees. The City will also waive building permit fees. Eligible projects must invest a minimum of \$5 million in facilities or equipment and create 25 jobs that pay average wages of at least \$52,400, and cover at least 75% of employee health insurance premiums.

Site Specific Sales Tax Incentive: The City may apply project-generated tax revenues to qualifying public expenses such as job training or public infrastructure improvements. Projects must create significant and quantifiable economic benefits to be considered. The amount of sales tax revenue applied cannot exceed the economic benefit created by the project.

Tucson Community Development Loan Fund: The City of Tucson has a \$20 million Housing and Urban Development (HUD) 108 loan fund that can be used as gap financing for projects that create jobs for low and moderate income persons, eliminate blight, or meet urgent community needs. Tucson Community Development loans carry highly competitive interest rates with fixed terms up to 20 years. Eligible activities include real property acquisition, rehabilitation of real property, relocation, clearance and demolition, site preparation, public facilities improvements, issuance costs, capitalized interest, and reserves.

Tucson Industrial Development Authority (TIDA) Bonds and Loans: The TIDA may provide financing of projects whenever appropriate and where traditional sources of funding may not be available. Projects must serve a public purpose and meet eligibility requirements of the TIDA. The TIDA places an emphasis on new and expanding businesses where sources of traditional capital are not available.

Downtown Infill Incentive District: A \$10,000 building permit fee waiver per project and a construction sales tax credit for public right-of-way improvements are available for developments in this district. Flexible development options in the Greater Infill Incentive Subdistrict relieve property owners from parking, loading, and landscaping standards as well as from certain other dimensional requirements and allow height increases up to 60 feet in more restrictive zones if the development supports transit- and pedestrian-oriented development. Developers can also benefit from a streamlined Planned Area Development rezoning process. Developments in the Downtown Core Subdistrict may receive up to 100% reduction in parking requirements as well as loading, setback, and landscaping reductions.

Other Potential Incentives

Following are incentives from sources other than the City that may be available to developers if they meet certain requirements

New Market Tax Credit: New Market Tax Credits (NMTC) are offered to qualifying projects in distressed and severely distressed areas through Certified Community Development Entities. ("Severely distressed" is when the income is less than 60% of the AMI, poverty above 30%, and unemployment over 1.5 times the national rate.) The RTC project area lies within an area designated as "severely distressed." Projects can receive tax credits under the NMTC program of 39% of qualifying expenses including acquisition costs. Generally NMTCs are appropriate for projects that are predominantly commercial in scope and for which expenses exceed \$5,000,000. (As defined by the tax code, no exclusively residential housing projects fit under this program, but projects with over 20% of the income derived from commercial sources are acceptable.) "Sin" businesses such as bars are excluded from this tax credit.

Low Income Housing Tax Credit. The Low Income Housing Tax Credit (LIHTC) Program is an indirect Federal subsidy used to finance the development of affordable rental housing for low-income households through HUD. Federal housing tax credits are awarded to developers of qualified projects. Developers then sell these credits to investors to raise capital (or equity) for their projects, which reduces the debt that the developer would otherwise have to borrow. Because the debt is lower, a tax credit property can in turn offer lower, more affordable rents. Provided the property maintains compliance with the program requirements, investors receive a dollar-for-dollar credit against their Federal tax liability each year over a period of 10 years. The amount of the annual credit is based on the amount invested in the affordable housing.

Other funding, loans and/or joint ventures with Rio Nuevo and Pima County IDA may also be explored by the developer.

INSTRUCTIONS TO OFFERORS

1. DEFINITION OF KEY WORDS USED IN THE SOLICITATION:

For purposes of this solicitation and subsequent contract, the following definitions shall apply:

City: The City of Tucson, Arizona

Contract: The legal agreement executed between the City and the Contractor/Consultant. The Contract shall include this RFP document incorporated herein by reference, all terms, conditions, specifications, scope of work, Amendments, the Contractor's offer and negotiated items as accepted by the City.

Contractor/Consultant: The individual, partnership, or corporation who, as a result of the competitive solicitation process, is awarded a contract by the City.

Contract Representative: The City employee or employees who have specifically been designated to act as a contact person or persons to the Contractor, and is responsible for monitoring and overseeing the Contractor's performance under this Contract.

Director of Procurement: The contracting authority for the City, authorized to sign contracts and amendments thereto on behalf of the City.

May: Indicates something that is not mandatory but permissible.

Offeror: The individual, partnership, or corporation who submits a proposal in response to a solicitation.

Shall, Will, Must: Indicates a mandatory requirement. Failure to meet these mandatory requirements, if they constitute a substantive requirement, may, at the City's sole discretion, result in the rejection of a proposal as non-responsive.

Should: Indicates something that is recommended but not mandatory. If the Offeror fails to provide recommended information, the City may, at its sole option, ask the Offeror to provide the information or evaluate the proposal without the information.

2. PRE-PROPOSAL CONFERENCE: If scheduled, the date and time of a Pre-Proposal conference is indicated on the cover page of this document. Attendance at this conference is not mandatory. Written minutes and/or notes will not be available, therefore attendance is encouraged. If an Offeror is unable to attend the Pre-Proposal Conference questions may be submitted in writing. Offerors are encouraged to submit written questions, via electronic mail or facsimile, at least five days prior to the Request for Proposal due date to the Contract Officer listed above. The purpose of this conference will be to clarify the contents of this Request for Proposal in order to prevent any misunderstanding of the City's position. Any doubt as to the requirements of this Request for Proposal or any apparent omission or discrepancy should be presented to the City at this conference. The City will then determine the appropriate action necessary, if any, and may issue a written amendment to the Request for Proposal. Oral statements or instructions will not constitute an amendment to this Request for Proposal.

3. INQUIRIES: Any question related to the Request for Proposal shall be directed to the Contract Officer whose name appears above. An offeror shall not contact or ask questions of the department for whom the requirement is being procured. The Contract Officer may require any and all questions be submitted in writing. Offerors are encouraged to submit written questions via electronic mail or facsimile, at least five days prior to the proposal due date. Any correspondence related to a solicitation should refer to the appropriate Request for Proposal number, page and paragraph number. An envelope containing questions should be identified as such, otherwise it may not be opened until after the official proposal due date and time. Oral interpretations or clarifications will be without legal effect. Only questions answered by a formal written amendment to the Request for Proposal will be binding.

4. AMENDMENT OF REQUEST FOR PROPOSAL: The Offeror shall acknowledge receipt of a Request for Proposal Amendment by signing and returning the document by the specified due date and time.

5. FAMILIARIZATION OF SCOPE OF WORK: Before submitting a proposal, each offeror shall familiarize itself with the Scope of Work, laws, regulations and other factors affecting contract performance. The Offeror shall be responsible for fully understanding the requirements of the subsequent Contract and otherwise satisfy itself as to the expense and difficulties accompanying the fulfillment of contract requirements. The submission of a proposal will constitute a representation of compliance by the Offeror. There will be no subsequent financial adjustment, other than that provided by the subsequent Contract, for lack of such familiarization.

6. PREPARATION OF PROPOSAL:

A. All proposals shall be on the forms provided in this Request for Proposal package. It is permissible to copy these forms as required. Facsimiles or electronic mail proposals shall not be considered.

B. At a minimum, your proposal should include the signed Offer and Acceptance form, signed copies of any solicitation amendments, completed Price Page and your response to all evaluation criteria.

- C. The Offer and Acceptance page shall be signed by a person authorized to submit an offer. An authorized signature on the Offer and Acceptance page, Proposal Amendment(s), or cover letter accompanying the proposal documents shall constitute an irrevocable offer to sell the good and/or service specified herein. Offeror shall submit any additional requested documentation, signifying intent to be bound by the terms of the agreement.
 - D. The authorized person signing the proposal shall initial erasure, interlineations or other modifications on the proposal.
 - E. In case of error in the extension of prices in the proposal, unit price shall govern when applicable.
 - F. Periods of time, stated as a number of days, shall be in calendar days.
 - G. It is the responsibility of all offerors to examine the entire Request for Proposal package and seek clarification of any requirement that may not be clear and to check all responses for accuracy before submitting a proposal. Negligence in preparing a proposal confers no right of withdrawal after due date and time.
 - H. The City shall not reimburse the cost of developing, presenting, submitting or providing any response to this solicitation.
 - I. Offeror must list any subcontractors to be utilized in the performance of the services specified herein. For each subcontractor, details on respective qualifications must be included.
7. **TAXES:** The City of Tucson is exempt from federal excise tax, including the federal transportation tax.
8. **PROPOSAL/SUBMITTAL FORMAT:** An original and 12 copies (13 total) of each proposal should be submitted on the forms and in the format specified in the RFP. Offerors shall also submit one electronic copy of the proposal on cd, disc or zip disc in MS Office 2003 or .pdf format. Any confidential information shall be submitted on a separate cd, disc or zip disc. The original copy of the proposal should be clearly labeled "Original" and shall be single-sided, three hole punched and in a binder. The material should be in sequence and related to the RFP. **The sections of the submittal should be tabbed, clearly identifiable and should include a minimum of the following sections: the completed Offer and Acceptance Form, all signed Amendments, a copy of this RFP document and the Offeror's response to the Evaluation Criteria including the completed Price Page.** Failure to include the requested information may have a negative impact on the evaluation of the offeror's proposal.
9. **PUBLIC RECORD:** All proposals submitted in response to this Request for Proposal shall become the property of the City and shall become a matter of public record available for review subsequent to the award notification.
10. **CONFIDENTIAL INFORMATION:** The City of Tucson is obligated to abide by all public information laws. If an Offeror believes that any portion of a proposal, offer, specification, protest or correspondence contains information that should be withheld, a statement advising the Contract Officer of this fact should accompany the submission and the information shall be so identified wherever it appears. The City shall review all requests for confidentiality and may provide a written determination to designate specified documents confidential or the request may be denied. Price is not confidential and will not be withheld. If the confidential request is denied, such information shall be disclosed as public information, unless the offeror submits a formal written objection.
11. **CERTIFICATION:** By signature on the Offer and Acceptance page, solicitation Amendment(s), or cover letter accompanying the submittal documents, Offeror certifies:
- A. The submission of the offer did not involve collusion or other anti-competitive practices.
 - B. The Offeror shall not discriminate against any employee or applicant for employment in violation of Federal or State law.
 - C. The Offeror has not given, offered to give, nor intends to give at any time hereafter, any economic opportunity, future employment, gift, loan, gratuity, special discount, trip, favor, meal or service to a public servant in connection with the submitted offer.
 - D. The Offeror hereby certifies that the individual signing the submittal is an authorized agent for the Offeror and has the authority to bind the Offeror to the Contract.
12. **WHERE TO SUBMIT PROPOSALS:** In order to be considered, the Offeror must complete and submit its proposal to the City of Tucson Department of Procurement at the location indicated, prior to or at the exact date and time indicated on the Notice of Request for Proposal page. The Offeror's proposal shall be submitted in a sealed envelope. The words "SEALED PROPOSAL" with the REQUEST FOR PROPOSAL TITLE, REQUEST FOR PROPOSAL NUMBER, PROPOSAL DUE DATE AND TIME and OFFEROR'S NAME AND ADDRESS shall be written on the envelope.
13. **LATE PROPOSALS:** Late proposals will be rejected.
14. **OFFER AND ACCEPTANCE PERIOD:** In order to allow for an adequate evaluation, the City requires an offer in response to this solicitation to be valid and irrevocable for ninety (90) days after the proposal due date and time.

- 15. WITHDRAWAL OF PROPOSAL:** At any time prior to the specified solicitation due date and time, an offeror may formally withdraw the proposal by a written letter, facsimile or electronic mail from the Offeror or a designated representative. Telephonic or oral withdrawals shall not be considered.
- 16. DISCUSSIONS:** The City reserves the right to conduct discussions with offerors for the purpose of eliminating minor irregularities, informalities, or apparent clerical mistakes in the proposal in order to clarify an offer and assure full understanding of, and responsiveness to, solicitation requirements.
- 17. CITY OF TUCSON BUSINESS LICENSE:** It is the responsibility of the Contractor to have a City of Tucson Business License throughout the life of this contract or a written determination from the City's Business License Section that a license is not required. At any time during the contract, the City may request the Contractor to provide a valid copy of the business license or a written determination that a business license is not required. Application for a City Business License can be completed at <http://www.tucsonaz.gov/etax>. For questions contact the City's Business License Section at (520) 791-4566 or email at tax-license@tucsonaz.gov.
- 18. AWARD OF CONTRACT:** Notwithstanding any other provision of the Request for Proposal, the City reserves the right to:
- (1) waive any immaterial defect or informality; or
 - (2) reject any or all proposals, or portions thereof; or
 - (3) reissue the Request for Proposal.

A response to this Request for Proposal is an offer to contract with the City for a development agreement based upon the terms, conditions and Scope of Work contained in the City's Request for Proposal. Proposals do not become contracts unless and until they are executed by the City's Mayor and Council and the City Attorney. A contract has its inception in the award, eliminating a formal signing of a separate contract.

- 19. PROTESTS:** A protest shall be in writing and shall be filed with the Director of Procurement. A protest of a Request for Proposal shall be received at the Department of Procurement not less than five (5) working days before the Request for Proposal due date. A protest of a proposed award or of an award shall be filed within ten (10) days after issuance of notification of award or issuance of a notice of intent to award, as applicable. A protest shall include:
- A. The name, address, and telephone number of the protestant;
 - B. The signature of the protestant or its representative;
 - C. Identification of the Request for Proposal or Contract number;
 - D. A detailed statement of the legal and factual grounds of protest including copies of relevant documents; and
 - E. The form of relief requested.

PHASE I: SUBMITTAL REQUIREMENTS

I. PROPOSAL SUBMITTAL REQUIREMENTS (listed in relative order of importance)

1. Qualifications and Experience
2. General Project Approach

II. PHASE I REQUIREMENTS SPECIFIC TO EVALUATION CRITERIA: The narrative portion and the materials presented in response to this Request for Proposal should be submitted in the same order as requested and must contain, at a minimum, the following:

1. Qualifications & Experience

- A.** Description of firm(s) and team members (include resumes)
- B.** Demonstration of experience with projects of similar scale and complexity that include such elements as:
 1. Transit facility planning using best practices
 2. Transit-oriented, mixed-use development
 3. Development and construction in urban setting
 4. Interactive community planning and public involvement processes
 5. High quality architecture and design; compatibility with historic elements and surrounding area
 6. Property leasing and management
- C.** Indicate experience working with FTA joint development guidance and/or FTA more generally, and experience with NEPA
- D.** Evidence of successful execution of similar projects and benefits yielded by those projects
- E.** Evidence of financial capacity to deliver project

2. General Project Approach

Description of the team's (1) overall concept for development of the site and achievement of project benefits, (2) general approaches to community engagement and collaboration, and (3) conceptual execution of the joint development, including general funding/financing approach and estimated project timeline.

PHASE I: EVALUATION CRITERIA

2. Proposer's Qualifications & Experience:

- A.** Do the development team and the specific individuals assigned to the project have the technical and management expertise and experience to successfully undertake the project?
- B.** Have the proposed development team members worked together on prior projects similar to this joint development project?
- C.** Is transit facility planning experience clearly demonstrated?
- D.** Does the team have a track record of successfully financing, developing, constructing, and managing comparable projects?
- E.** Has the team provided evidence of financial capacity to undertake this project in a timely manner?

3. Proposer's General Project Approach:

- A.** Is the proposed overall project concept consistent with the City of Tucson's goals for the development?
- B.** What are the likely public transportation benefits of the joint development concept?
- C.** What are the likely economic development benefits of the joint development concept?

III. GENERAL

A. Shortlist:

Phase I: The City reserves the right to shortlist the offerors on Qualifications and Experience. However, the City may determine that shortlisting is not necessary. At the City's discretion, shortlisted firms may be invited to participate in Phase II.

Phase II: Will be defined in Phase II.

B. Interviews:

The City reserves the right to conduct interviews with some or all of the offerors at any point during the evaluation process. However, the City may determine that interviews are not necessary. In the event interviews are conducted, information provided during the interview process shall be taken into consideration when evaluating the stated criteria. The City shall not reimburse the offeror for the costs associated with the interview process.

C. Additional Investigations:

The City reserves the right to make such additional investigations as it deems necessary to establish the competence and financial stability of any offeror submitting a proposal.

D. Prior Experience:

Experiences with the City and entities that evaluation committee members represent and that are not specifically mentioned in the solicitation response may be taken into consideration when evaluating offers.

E. Multiple Awards:

To provide adequate contract coverage, at the City's sole discretion, multiple awards may be made.

PHASE I SUBMITTAL

TO THE CITY OF TUCSON:

The Undersigned hereby attests that the information provided in response to Phase I is true and correct.

For clarification of the Phase I submittal, contact:

Company Name

Address

City State Zip

Signature of Person Authorized to Sign

Printed Name

Title

Name: _____

Title: _____

Phone: _____

Fax: _____

E-mail: _____

ATTACHMENTS AND LINKS

Attachment

Project Site Map

Links

The links for the following documents are provided together on the City of Tucson Office of Integrated Planning website at www.tucsonaz.gov/OIP. Click on "Project and Activities" in the left-hand column, and then click on Ronstadt Transit Center project link in the middle column. For direct access to the RTC project page and the reference links, click on <http://www4.tucsonaz.gov/integrated-planning/joint-development-ronstadt-transit-center-project-area>

Federal Transit Administration

FTA Guidance on Joint Development, Circular, 2013

FTA's Notice of Final Agency Guidance on Eligibility of Joint Development Improvements under Federal Transit Law (72 FR 5788, Feb. 7, 2007)

FTA's Policy on Transit Joint Development (62 FR 12266, Mar. 14, 1997)

FTA Circular 5010.1D - Grants Management Requirements

FTA Circular 9300.1B - Capital Investment Program Guidance and Application Instructions:

FTA Circular 4220.1F - Third Party Contracting Guidance

Public Participation

Community Planning Process, Ronstadt Transit Center Redevelopment, City of Tucson, May 24, 2013, prepared for the City by Poster Frost Mirto

Meeting summaries, handouts, and list of contacts and participants for the Stakeholder Meetings, Dec. 2013 - February 2014, on the Joint Development of the Ronstadt Transit Center Project Area

Relevant Plans & Initiatives

Plan Tucson, City of Tucson General & Sustainability Plan, approved by voters in 2013

Imagine Greater Tucson, a vision for the Greater Tucson Region, based on more than two years of input and participation by over 10,000 people in the community.

Urban Land Institute Briefing Book and Final Report, documents produced for and by an Urban Land Institute Advisory Service Panel focused on downtown Tucson, 2013

Modern Streetcar, an approved four-mile modern streetcar line connecting the University of Arizona to the 4th Avenue commercial district, downtown and the redevelopment area west of downtown.

Streetcar Land Use Plan Charette Results

Historic Warehouse Arts District Master Plan, plan for area nearby RTC, 2004.

Downtown Links, an improvement project that will provide multi-modal 'links' between Barraza-Aviation Parkway and Interstate 10, Broadway Boulevard and the 4th Avenue shopping district, and Downtown and neighborhoods to the north.

Downtown Tucson Intermodal Plan, a draft of a report prepared in 1999 as an urban revitalization plan for an area that included among other properties the Ronstadt Transit Center.

Existing Zoning (Office Commercial Residential - 2)

OCR-2 Purpose Statement

OCR-2 Permitted Use Table

OCR-2 Development Standards

Ronstadt Transit Center Photos

Ronstadt Transit Center Improvements, Project Update, 2014

Environmental Reports

Phase II Soil Investigation Report, Southern Pacific Transportation Company, Passenger Depot Proposal Sale Parcel Site, Tucson, Arizona, 1998

Limited Site Investigation Report, Former Union Pacific Railroad Depot, 400 North Toole Avenue, Tucson, Arizona, Parcel No. 117-06-081D, 2006

Phase I Environmental Site Assessment, Ronstadt Transit Center, 215 East Congress Street, Tucson, Arizona, 2007

Phase I Environmental Site Assessment, Pennington Triangle Property, APN 117-06-083A, 126 North 6th Avenue, Tucson, Arizona, 2008

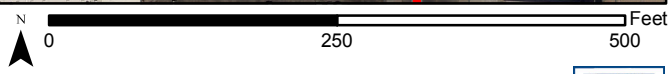
Underground Storage Tank Closure Report, Pennington Triangle Property (APN 117-06-083A), 126 North 6th Avenue, Tucson, Arizona 2009

Sun Tran Comprehensive Operational Analysis, 2014

Ronstadt Transit Center Planning Area



- RTC Planning Area
- Modern Streetcar
- Historic Southern Pacific Railroad Depot Properties
- Downtown Links Alignment
- Streetcar Stop



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