



Background & Visions for Study Area



Background and Visions for the Study Area

Several documents are provided in this section reflecting individual's and group's visions for the study area, an overview of the results of a streetcar land use planning process that has been underway for the past year, and historical documentation regarding the study area. Generally shared and agreed upon goals for the area by all stakeholders include:

- Recognizing Tucson's birthplace by furthering the intent set forth in existing plans for the west side area, such as historic and cultural facilities, plazas, and outdoor spaces.
- Creating an interesting, walkable, transit-oriented downtown with high quality development and public spaces.
- Identifying development opportunities that encourage and promote modern streetcar ridership while considering streetcar infrastructure (i.e. stop locations).
- Enhancing and connecting the cultural and natural resource assets within and surrounding this area.
- Activating the Tucson Convention Center, including its performance venues, convention facilities, outdoor spaces, and frontage along the streetcar route (currently parking lots).
- Pursuing new economic opportunities capitalizing on the close proximity to the University of Arizona in order to create jobs and diversify the economy within this area.
- Recognizing, protecting, and strengthening the unique historic neighborhoods and sites within and surrounding the area.
- Encouraging an appropriate balance of new housing and related services and amenities to attract additional residents to the area.
- Identify the appropriate types, mix, and locations for retail, hotels, attractions, and other development to attract residents and visitors to the area.



MEMORANDUM

To: Richard Miranda
City Manager

Roger Randolph
City Clerk

Date: August 15, 2013

FR: Regina Romero
Tucson City Council, Ward 1

RE: Prioritization of Projects on the Westside and the Convention Center District

I would like to schedule 20 minutes at the September 10, 2013 study session to discuss a process for prioritization of important projects for the Westside and Convention Center district.

Tucson's Mayor and Council, Rio Nuevo, Pima County, the University of Arizona and the private sector have planned many projects that have been promoted for this part of Downtown, but what's been missing is a process to prioritize project timelines. It has been suggested that the Urban Land Institute could be helpful in creating a team of outside experts to review all the existing plans and make recommendations on moving forward. I think this is an excellent idea and I believe Pima County and Rio Nuevo leaders also think this is a process worth pursuing.

Below please find projects I'm aware of that are extremely important and should be considered, but I know my colleagues and stakeholders will have more to bring to the table. My priority is to make sure that the vacant land on the Westside is used wisely to leverage private investment to pay for some of the public amenities that were envisioned in the Rio Nuevo 1999 vote. We need to maximize City of Tucson resources to make the West end of Downtown as exciting and vibrant as the East end.

Ideas and projects that should be included:

- Westside garage to spur economic development opportunities along the Streetcar;
- Request for Proposal Process to sell 30 acres of City land south of Cushing Street;
- Recognition of Tucson's Birthplace – completing Tucson Origins Heritage Park, including the re-creation of the Mission San Agustín, Mission Garden, the Carrillo House, and Native American interpretive areas and artwork;
- Visitor Center;
- Housing, multi-use retail and hotels on both sides of I-10;
- Improving Tucson Convention Center and Arena sites;
- Maintaining Greyhound location Downtown;
- Making connections - El Paso and Southwest Greenway linkage across Congress Street
- Open Space - Rancho Chukshon horse facility
- Improving trails and connectivity to Sentinel Peak Park



MEMORANDUM

Date: May 16, 2012

To: Richard Miranda
City Manager

From: Regina Romero
Councilor, Ward 1

RE: Economic Development and Planning for Westside Land

The City of Tucson's prescient assemblage and remediation of over 60 acres of vacant land on Tucson's Westside not only doubles the size of downtown but it represents an opportunity to create hundreds of short and long term jobs, to generate construction and retail sales tax to aid economic recovery and, above all, to become an exciting urban environment for all Tucsonans to enjoy.

It remains critically important to shine a spotlight on Westside economic development achievements and opportunities. There are actions that if taken immediately would maintain our economic momentum, support the Gem Show and prepare for additional development along the streetcar route.

I urge you to utilize the resources of your office, planning staff and the City of Tucson to make Westside development a priority.

Here are a few recommendations:

Gem Show 2013

It is urgent that the new Luis Gutierrez Bridge be open for business by Gem Show 2013. See attached image as an example.

Please develop a plan with Gem Show exhibitors to provide for parking on the west side and multi-modal access across the bridge to the Gem Show along the frontage road and east of I-10.

Land south of Cushing Street

We must also act now to create economic development opportunities along the streetcar route west of the bridge and south of Cushing St. which is now in limbo due to pending legal action by the state appointed Rio Nuevo board. The City of Tucson must negotiate free and clear title to the land south of Cushing and ownership of plans and construction documents for the Tucson Origins Heritage Park.

In addition, there are streetcar stops on Cushing Street and Linda Avenue that will need amenities. Please work with stakeholders to create safe, visually appealing, convenient destinations at these stops.

For the disposition of the land south of Cushing Street, I would recommend an RFP process. The development of this RFP should involve planning staff, include input from all appropriate stakeholders including neighborhoods.

Once the RFP is complete, I suggest that proceeds from the sale of this land and/or the sales taxes derived from commercial development on the site be used to fund construction of the voter-approved preservation of Tucson's Birthplace also known as Tucson Origins Heritage Park.

Tucson Origins Heritage Park includes the recreation of the Mission San Agustín, Mission Garden, the Carrillo House, the Sonoran Desert park and the Native American Interpretive area.

Westside economic development achievements

Public investment in former City-owned land now opened for development has leveraged over \$50 million in private investment in the Mission and Mercado Districts.

Rio Development, Gadsden Company, Home Builders & Senior Housing

| | |
|---|-------------------------|
| Mercado District Infrastructure | \$ 5,685,000.00 |
| Homes in Mercado District | \$ 10,300,000.00 |
| Mercado San Agustin | \$ 6,585,000.00 |
| Mission District Phase I Infrastructure | \$ 1,325,000.00 |
| Senior Housing (143 Units) | \$ 26,107,321.00 |
| Mission Gardens | \$ ~4,000,000.00 |
| | <u>\$ 54,002,321.00</u> |

CC Mayor and Council

From: Fletcher McCusker <fjmccusker@sinfoniahealth.com>
To: Lynne Birkinbine <Lynne.Birkinbine@tucsonaz.gov>, "Micheleb@rionuevo-tuc...
Date: 10/1/2013 7:07 AM
Subject: RE: Urban Land Institute Preparation

Some advance thoughts for the ultimate engagement:

The so called Westside Parcels are now owned by three governmental jurisdictions: Pima County, City of Tucson and Rio Nuevo. Immediately to the north is private development and the property is bordered by the Santa Cruz River and linear park to the east, Grande Road to the West and butts into the Santa Cruz park on the southern tip.

This land was the original Rio Nuevo footprint, at the base of Sentinel Peak (Chukson) and identified as the birthplace of Tucson, with known farming in the valley and pre-hohokam artifacts dating to 4000 BC. Tumamoc Hill maintains 21 un-excavated pit houses where researchers have found pottery from all of southern Arizona, indicating this site was a gathering place, not unlike a Mayan Temple.

This is also the site of the Primera Vista, or first view of the Spanish travelers by native American look outs and became the site for Father Kino's orchard, a convento, well house and mill and a settlers home.

The 1999 Rio Nuevo plan contemplated this area as museums, archeological tourist sates, a native American village, a reconstructed Mission Gardens, and reproduced historical buildings. Significant funds were spent in site preparation and eradication of the prior landfill and, in fact, a zoning overlay and some construction drawings were completed and approved by the city in 2007.

Shortly thereafter Rio Nuevo went broke and the legislature took control of all Rio Nuevo projects. The Mission Gardens survived, acquired by Pima County, and built by a tireless not for profit called Friends of Tucson's Birthplace.

The new Rio Nuevo board and Ward 1 have been working to identify manageable projects on these parcels that could come close to the original plans. The work will not get done now without some outside funding and the government jurisdictions have considered the privatization of some or all the parcels in order to create a private/public partnership that develops the land.

What the jurisdictions have agreed as the first step is a review of the buildable sites, both in terms of engineering but also in terms of desirability as a building site. All 3 jurisdictions agree that the funds can be raised, with private sector participation, to re-imagine the original Rio Nuevo.

There is consensus agreement that some sort of historical preservation and presentation is a must given the history of the property. We would all like to save the Mission Gardens, the Convento and Carrillo House projects. Other areas of the site seem suited for commercial development, but what kind of development? What we want the ULI to help do is to imagine a complete set of projects that create a mixed use commercial development, rich with historical assets, and create a downtown attraction adjacent to the new light rail. Developers have suggested a hotel, an open air market, residential, equestrian and equestrian arena, parking, a theatre, a visitors center with shuttle service to Tumamoc Hill, etc, etc.

There are numerous stakeholders including the barrio neighborhoods, city, county and Rio Nuevo, the private developers already in the area and others that will want input into the process. It is our hope that the ULI submit one "Master Plan" not only showing the highest and best use but also creating private developer interest capable of funding the project(s).

Rio Nuevo has started some of the engineering work with WLB and the three governments have agrees to share the ULI cost.



Menlo Park Neighborhood Association position statement for the vacant properties in Menlo Park bounded on the north by Congress Street, on the east by the Santa Cruz River, on the south by 22nd Street and on the west by Mission Road/Grande Avenue (Map attached)

Revised December 4, 2012

Summary

Shaping this document is the unique historic position of Menlo Park as the Birthplace of Tucson and the longest continually farmed and occupied area in the US.

With the assimilation and remediation of vacant land in Menlo Park on Tucson's west side, the size of Tucson's downtown has doubled. The construction of the Modern Streetcar is underway, and the long promised revitalization of downtown is becoming a reality. Menlo Park represents a significant portion of this burgeoning development zone.

Proposition 400, which led to the creation of the Rio Nuevo Project, was approved in 1999 and includes the area at the eastern base of "A" Mountain. Prop 400 directs the Rio Nuevo Project to be "a multi-faceted development project, including cultural and recreational amenities and improvements, unique historic re-creations, new and expanded museums, and mixed-use developments." Realization of this vision of historical re-creations is already underway in the form of Tucson Origins Heritage Park (TOHP). The rich cultural heritage of Menlo Park is embodied in the completed construction documents already drawn up for TOHP. As designed, TOHP showcases historically significant activities of the area. Under the direction of Friends of Tucson's Birthplace a major component of TOHP, the Mission Garden, is currently under development.

The extension of specialized elements and features of Downtown into Menlo Park presents an opportunity to create an environment which welcomes residents as well as visitors, and creates a sense of historical place, community, and a vibrant community of local businesses, pedestrian and bicycle-friendly spaces, and interesting attractions. Menlo Park residents have a definite vision of how this opportunity can be realized.

Our Vision

Development of the land inside the above-described boundaries shall be driven by “Smart Growth” principles. Smart Growth advocates regional architecture, native landscaping, green building principles, transit-oriented development around streetcar stops, a range of housing that includes affordable housing for working class families, a variety of housing types and styles, enjoyable public spaces for people of all ages to enjoy, historic preservation/reconstruction sites, and a public market (Mercado) that offers small, locally-owned businesses.

The site shall host many residential and local retail opportunities around both the modern streetcar line and designated public spaces. The streetcar line, a linchpin for development of the neighborhood, enters Menlo Park via Cushing Street over the new Luis G. Gutierrez bridge and loops through the west side along Avenida del Convento, Congress St., and Linda Ave.

A permanent Mercado adjacent to the streetcar line on the south side of Cushing St. near the Luis Gutierrez bridge would give local vendors, artisans, restaurateurs, and other entrepreneurs an attractive, affordable, place to conduct business. The Mercado should be designed in conjunction with other highly desirable destinations, such as museums, bookstores, a boutique hotel, and an interpretive center for TOHP. The site should include space for nonprofit and community groups, a weekly farmers’ market, and a park where children can play and elders can rest comfortably. A well-designed Mercado will become an exciting destination for Tucsonans and visitors who value locally owned businesses and could include a tourist information center for the Santa Cruz valley area.

The site should have a cultural center with a permanent fiesta park to host family events, as well as regional historic and cultural celebrations, such as El Dia de San Juan. The park shall include an equestrian performance arena with links to equestrian trails and must be visible and accessible from Congress St. and/or Mission Road/Grande Ave.

The site shall have housing that remains affordable for working class families. Developers must bring an affordable housing strategy to the Request for Proposals (RFP) stage of the process to ensure that a substantial amount of housing remains permanently affordable to people earning 80 to 125 percent of the Tucson Area Median Income. Strategies may include smaller and simpler units with shared facilities (e.g. common laundry), partnerships with non-profits, partnerships with downtown employers, and alternative forms of ownership, such as community land trusts and limited equity cooperatives. All affordable housing shall be fully integrated with market-rate housing.

While we understand that the planning for the development of the land north of Cushing St has been accomplished and approved, the Menlo Park Neighborhood Association (MPNA) must be invited to and participate in the design/development processes prior to actual construction.

Menlo Park residents recommend the following development and design principles for the described area. The Menlo Park Neighborhood Association pledges to be as flexible as possible with these principles if the above goals are accomplished.

Land Use

The vacant acreage shall include the following uses: viable local retail, residential, a Mercado, community facilities and unique public spaces, especially historic preservation/reconstruction projects.

- Residential uses shall be located throughout the development in various forms to create a human presence
- Locally owned business and retail shall be located throughout the development, typically on the ground floor with residential space or spaces above
- Ecologically/historically sensitive restoration of historical resources
- Historically accurate landscape restoration that encourages environmental education, international ecotourism, and invites non-invasive, passive community recreation

Design

Architectural design should be consistent with and honor the existing architecture of Menlo Park (Craftsman, Bungalow, Mission Revival, Art Deco, Adobe Territorial styles, including the Mercado District which is currently under construction.) All visible building materials should reflect Tucson's historic building materials (adobe, burnt adobe, black basaltic "A" Mountain rock).

- Building heights should be at a maximum of no more than 50' feet along Congress Street and Avenida del Convento and gradually decrease towards the southern and eastern boundary. Heights should be reduced along the perimeter of TOHP, especially the Convento
- Public Art (locally designed and approved and consistent with design overlays)
- Leadership in Energy and Environmental Design (LEED) building standards strongly encouraged
- Universal design encouraged for some units
- Staggered building heights with a maximum height of 50 feet
- All event areas, plazas and public buildings shall be handicapped accessible
- Development plans should consider the mitigation of traffic noise emanating from I-10

Parking

- Parking requirements should be minimal and some cases should not be required (i.e. for residential units in proximity to the street car stop)
- Contained, small-business oriented parking areas – interior
- Underground or semi-underground parking
- Underground or encased, hidden, camouflaged parking structures
- Angled street parking

- Surface parking shall be located in the rear of business and/or residential structures.

Circulation

- Street car stops should be surrounded by transit-oriented local businesses
- Street car line shall extend to Congress and be considered for future extension by the City
- There shall be interior walkways that connect each project site to the Santa Cruz River, to Congress Street, to Avenida del Convento, and Tucson Origins facilities
- Streets shall have wide sidewalks and reduced vehicular travel lanes to slow traffic and to encourage pedestrian activity
- Reducing the speed and volume of traffic on South and North Grande, and throughout the neighborhood shall remain a funding and implementation priority of the City
- Streets shall be designed to be bicycle friendly

Residential

- A minimum of 15 to 30 percent of housing units shall be affordable to the working class (80-125% of Area Median Income), depending on proposed densities
- Residential units shall be dispersed throughout the site
- Residential units are encouraged above retail
- Live-work units are encouraged
- Various residential types are encouraged to allow housing choices
- Private yards shall be kept minimal to encourage use of and allow for larger open area, naturally landscaped public spaces
- Plans for apartment buildings shall be submitted to the MPNA prior to the City of Tucson approval authority to assure that diversity of apartment types is maintained, i.e. senior, family, market rate, affordable, student.

Commercial

- Mercado should anchor the development and have the following:
 - A charter that benefits the public good
 - Only locally owned businesses and foster the creation of new businesses
 - Should anchor the creation of a market district that has places to gather including a venue for music and festival, for people of all ages; the market district should offer additional market-related activities such as museums, a seasonal farmers market and places for kids to play and adults to relax
 - A food court housing locally owned eateries and a public seating/picnic area
 - Should incorporate other interested local farmers markets into the design of the market
- Boutique hotel, neighborhood cantina, bookstore, businesses with extended hours and a financial institution are desired
- Dispersed office uses are encouraged

Landscaping and Open Space

- Planned development shall include a carefully designed balance between landscaped open space and building density.
- The Sonoran Desert Park, the area extending eastward from the Tucson Origins Heritage Park to the Santa Cruz River and extending from the southern edge of Mission Garden to 22nd Street/Starr Pass Blvd. must be maintained as an open space parkland area, as it is essential to native plant and native wildlife connectivity, and because it is situated on top of land fill it is unsuitable for any type of constructed infrastructure. Open space is the highest and best use of this area. As a native vegetation park adjacent to a major downtown area it will be unique in the United States.
- All planted landscaping elements should consist primarily of native vegetation.
- Landscape elements shall complement and blend in with TOHP and the development to the west of this site
- Vegetation should be utilized to shade buildings and pedestrian spaces
- Open, inviting and park-like space adjacent to the Santa Cruz River should be enhanced and maintained
- San Juan Steps for equestrian and pedestrian access to the river shall be incorporated
- Trees shall line all streets and pedestrian paths, irrigated by reclaimed water
- Restoration of riparian vegetation on Santa Cruz River

Approach

- Multiple builders – a variety of styles that fit into a comprehensive plan congruent with Menlo Park historic architecture
- Retail and residential development projects, whether privately funded or taxpayer funded should be submitted to the MPNA for review and comment prior to submittal to the approval authority

Linkages and Buffers

- There shall be a minimum of two stations for the street car line with one being near Congress Street and existing bus lines
- Shall be consistent with west side design principles, which stress strong connectivity to neighboring developments and the greater downtown
- Shall provide safety and security for pedestrians and bicyclists.
- Artwork at the West End street car station shall be on Congress St.

Green Building/Energy Efficiency

Green building principles shall be incorporated into the overall design, following LEED Standards to increase the marketability of the development and serve as a model for other areas.

Neighborhood Resources and Neighborhood Protection

Use of the remaining vacant land shall provide community amenities for Menlo Park neighborhood. Developers shall mitigate the negative impacts of increased development and density (traffic, crowding, access to parking during festivals, increased

property values, etc.) in the Menlo Park neighborhood. The Menlo Park Neighborhood Association therefore desires the incorporation of the following amenities for the neighborhood:

- Public market/Mercado
- Prevention of obstruction of solar rights, consistent with current legal and community concerns, is essential
- Gathering space/amenities for families and elders
- Affordable housing
- Art studios with community art resources (kiln, pottery shop, painting studios)
- Wireless outdoor internet to be available in parks and plazas
- The completion of Tucson Origins Heritage Park.

Unacceptable Elements

- No big box buildings
- No buildings higher than 50 feet.
- No national chains, such as fast food/drive thru's, or stand-alone drugstore/pharmacies
- No obstruction of view to cultural amenities, e.g. the Convento, "A" Mountain, Tumamoc Hill, St. Augustine Cathedral and Mission Garden
- No monotonous design
- No obstruction of viewsheds, with retention of full visibility of cultural amenities
- No construction of arena-type facilities that would create potential for increased noise pollution

Land south of Cushing Street

- For land south of Cushing Street, an RFP process shall involve City planning staff and appropriate stakeholders: i.e. Friends of Tucson's Birthplace, and Menlo Park residents. The sale of land and/or sales tax from commercial development shall be used to fund construction and development of the voter-approved preservation of TOHP. TOHP includes the re-creation of the Mission San Agustin, Mission Garden, Carrillo House, Sonoran Desert Park, and the Native American Interpretive area.
- Create economically viable cultural facilities along the streetcar route west of the Luis Gutierrez Bridge and south of Cushing Street.
- Timing is a high priority. Performance clauses shall be created in a development agreement with the City to ensure that development keeps pace with the momentum of other current projects and the modern streetcar line.

Conclusion

As we look to a dynamic future for downtown, Menlo Park residents believe it is critical that government and business leaders acknowledge and celebrate the rich cultural heritage of Tucson's west side. Archeological excavations have revealed that the land near the base of "A" Mountain has been used for agriculture for over 4100 years, - the longest known history of cultivation in the United States. Menlo Park is indeed the birthplace of Tucson, and therefore the residents of Menlo Park believe it is incumbent on the City of Tucson to honor this fact through appropriate and innovative development of the neighborhood.

This position statement builds on previous statements and guidelines developed by and for Menlo Park including:

- 1) *Position Statement on Rio Nuevo (Westside) submitted by the Coalition of Westside Neighborhoods in August 1999*
- 2) *Position Statement on Traffic (June 11, 2003) developed at the June 2003 Charette on Traffic conducted with the Transportation Department and the Sonoran Institute and submitted to the City of Tucson Transportation Department*
- 3) *Position Statement on Cultural/Commercial Area of Rio Nuevo (Westside) submitted by MPNA on April 13, 2004, developed at the Cultural/Commercial Charette of March 6, 2004*
- 4) *Position Statement on Open Space Surrounding Rio Nuevo Westside, unanimously adopted on March 8, 2005 and submitted to Rio Nuevo Office and Hargreaves Associations.*
- 5) *Position Statement for the vacant City owned land near Congress Street and I-10, previous drafts, 2012*

Friends of Tucson's Birthplace*

Position Statement

Prehistoric/Historic Preservation within Development Plans

Areas of our interest/concern:

Tucson Origins Heritage Park (TOHP) and all its voter-approved (Prop 400-approved in 1999) components, listed below:

Mission Garden

San Agustín Mission Complex (convent, chapel, granary, gravesites, and walls)

Cultural Plaza

Festival area

Heritage/Native American Plaza

Interpretive Center

Santa Cruz Restoration

Scuk Son

Carrillo House

Sonoran Desert Park

Other structures and areas of prehistoric/historic importance not yet identified under the National Register of Historic places.

Our Position and Requests

First and foremost, prehistoric/historic structures and areas must be protected and preserved from inappropriate development. We do support development that will maximize educational opportunities and tourism amenities using plans already developed, approved and paid for. We also anticipate additional plans may be needed. These plans must meet all Environmental Protection Agency standards.

The prehistoric/historic structures and areas exist in a context or environment that will either enhance and amplify, or distract and degrade their importance. Negative aspects can be in the form of discordant architecture and landscape, overwhelming noise, tasteless commercialism and/or the lack of recognition of the historical importance, among other

things. Our position is to support those elements of development that enhance the context of these attractions and to oppose those elements that distract from or degrade them.

FOTB recognizes that development and preservation can and must coexist. Indeed, we hold these positions, not only for the inherent value of preserving a community's prehistory and history, but also for the potentially symbiotic commercial value that a major collection of cultural/historical tourism sites will offer within walking/biking/streetcar distance of major convention sites and of commercial ventures along the modern streetcar route.

Therefore, as significant stakeholders in the area we maintain that the unparalleled pre-historic and historic cultural environmental resources identified as the Tucson Origins Heritage Park and the Sonoran Desert Park be afforded full protection and that these treasures be developed in a manner consistent with the provisions in the National Environmental Policy Act of 1970 (4-USC-4321-4347), the National Historic Preservation Act of 1966 (PL 665), and the Native American Graves Protection and Repatriation Act of 1990 (PL101/601) and that the surrounding properties be developed through the adoption of the following recommendations:

- a. FOTB has input prior to any designs of projects being done adjacent to or within a buffer zone. **

Recommendation: FOTB has a seat at the table of any committee or process that is formed.

- b. A limitation be placed on building heights surrounding TOHP measured in feet not in stories.

Recommendation: Buildings in the buffer zone be no higher than 2 stories (20 feet) and beyond the buffer zone no higher than 4 stories (40 feet)

- c. Setbacks and stepbacks be established to ensure protection of prehistoric/historic sites.

Recommendation: Building walls be set back a minimum of 20 feet from the TOHP property lines

Stepbacks (see b. above)

- d. FOTB is at the table during discussions leading to decisions about the types of business activities allowed in proximity to prehistoric/historic sites.

Recommendation: Businesses permitted in the buffer zone of TOHP must not be franchised fast-food establishments, night-clubs and bars not serving food.

Lighting at these establishments must follow the Dark Skies Ordinance expectations and should not impinge on TOHP property

- e. FOTB be at the table during discussions leading to decisions about the type of architecture allowed within the buffer zone surrounding prehistoric/historic sites.

Recommendation: Any walls of businesses in the buffer zone facing TOHP must be built to reflect some part of the history of the site.

- f. Approved buildings within this buffer zone require signage showing people where to find the prehistoric/historic attractions.

Recommendation: Historical information and direction signs similar to the ones directing people to Sentinel Peak should be required on buildings leading from Cushing St to TOHP and its elements.

- g. Space(s) be provided in buildings within this buffer zone for displaying interpretive materials regarding TOHP prehistoric/historic attractions.

Recommendation: Space in one or two adjacent buildings be provided to be occupied by

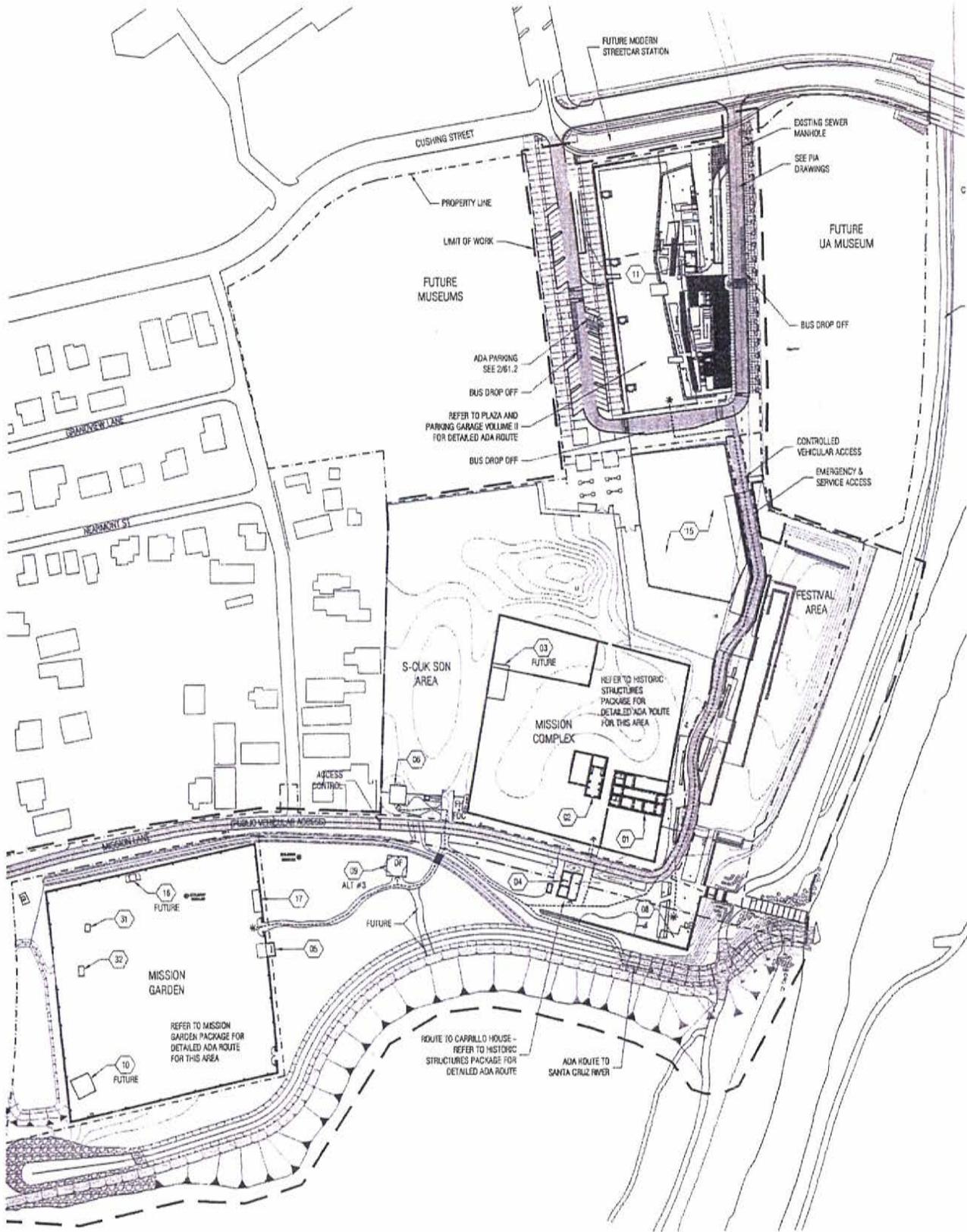
1. an information center and gift center
2. a display area for artifacts, photos and a place for videos to be shown to visitors

- h. Any businesses within the Mercado development and any commercial development south of Cushing Street, including those utilizing GPLET, include a requirement for contributions to Friends of Tucson's Birthplace to use for developing and maintaining Tucson Origins Heritage Park.

Recommendation: Either a flat fee up front, an annual contribution, or the formation of a localized TIFE.

- * a 501 c(3) organization whose mission is **"to preserve, re-create and authentically present the historic structures and landscapes to the regional community and visitors in the area known as Tucson's Birthplace"**

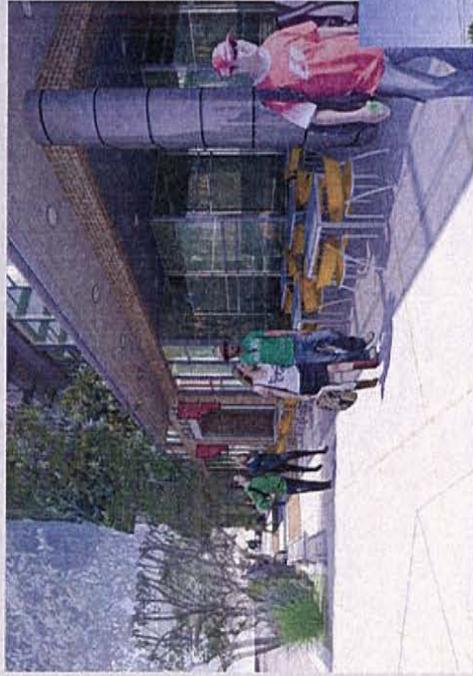
**a buffer zone is an area of land from the property line of TOHP extending at least 100 feet out.



1 OVERALL PROJECT PLAN
 0 40 80 160
 SCALE: 1" = 80'
 N

Streetcar Land Use Planning
Process Results
Presentation
to
Mayor
and
Council

Planning and Economic Development along the Modern Streetcar Route



September 10, 2013



- **Week-long charrette in January**
- **Nearly 50 meetings**
- **More than 650 conversations**

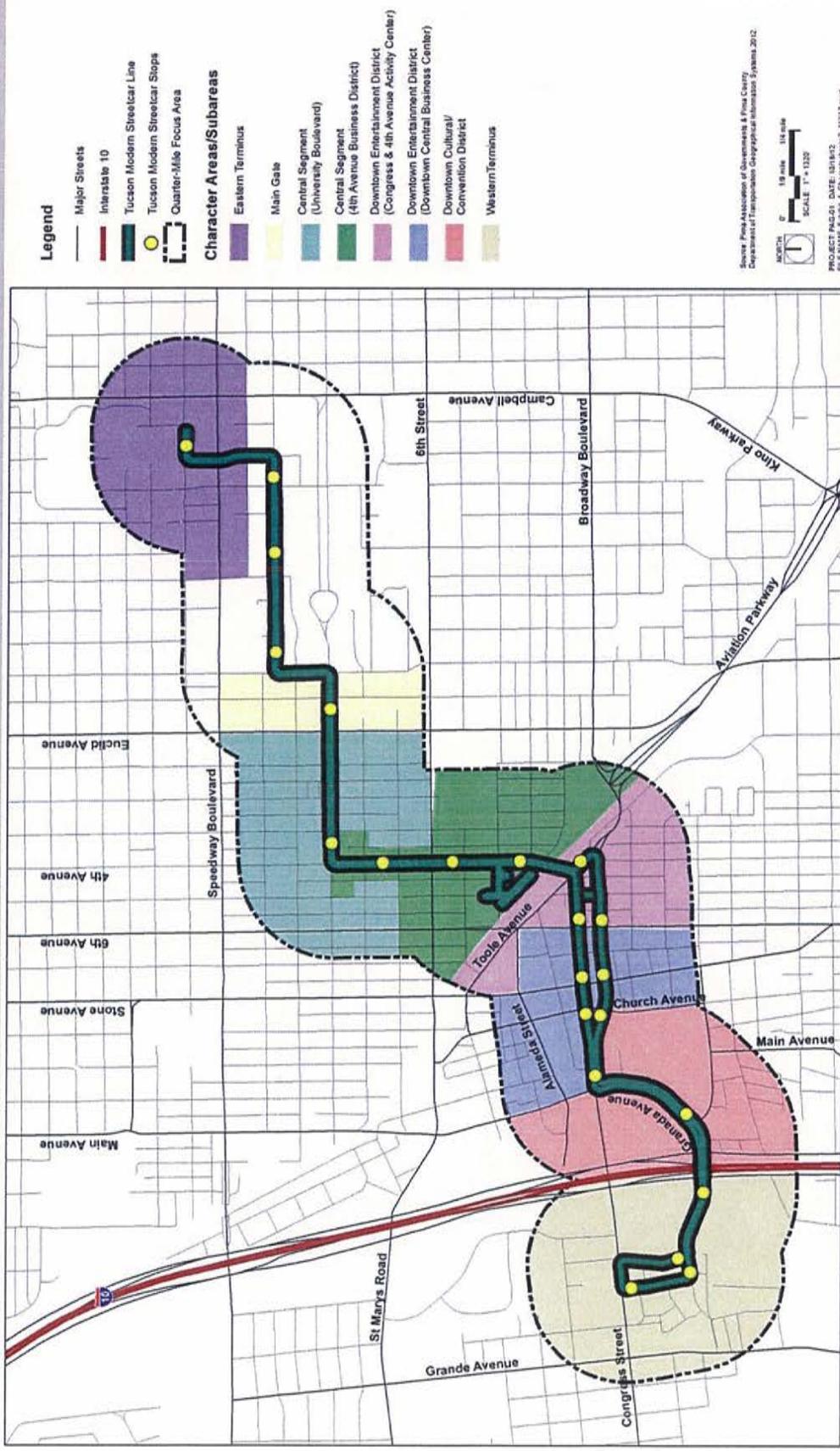
We have been listening....



September 10, 2013

***“Our community is supportive of
higher intensity land uses along
the streetcar corridor.....”***

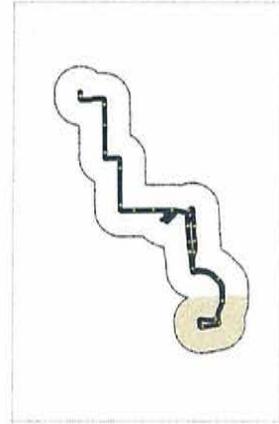
.....as long as “It is done right.”



Streetcar Corridor Character Areas



September 10, 2013



Origins Gateway (Western Terminus)

- The area that is now Menlo Park and Barrio Kroeger has been occupied continuously for **4,000 years** making it the oldest continuously-inhabited neighborhood in the US. This area **anchors the Streetcar**.
- It is a **vibrant** activity center filled with **opportunity**.
- It has a **Heritage Park**, offering a window into Tucson's past.
- It has a network of quality **urban and rural open spaces**.
- It is a **fiesta center**, hosting regional historic and cultural celebrations.
- It has a home-grown authentic **public mercado**.
- It is a center for **ecology, equestrian activity, and bicyclists**.
- It includes a **variety of housing types** affordable to all income ranges.
- It provides access to **quality employment** and retail services.
- It is respectful of, protects, and strengthens **fragile adjacent neighborhoods** and the cultural identity of the Tucson Origin's area.
- Development is sensitive to areas **demographics (70% Hispanic) and history**.

Design Guidelines

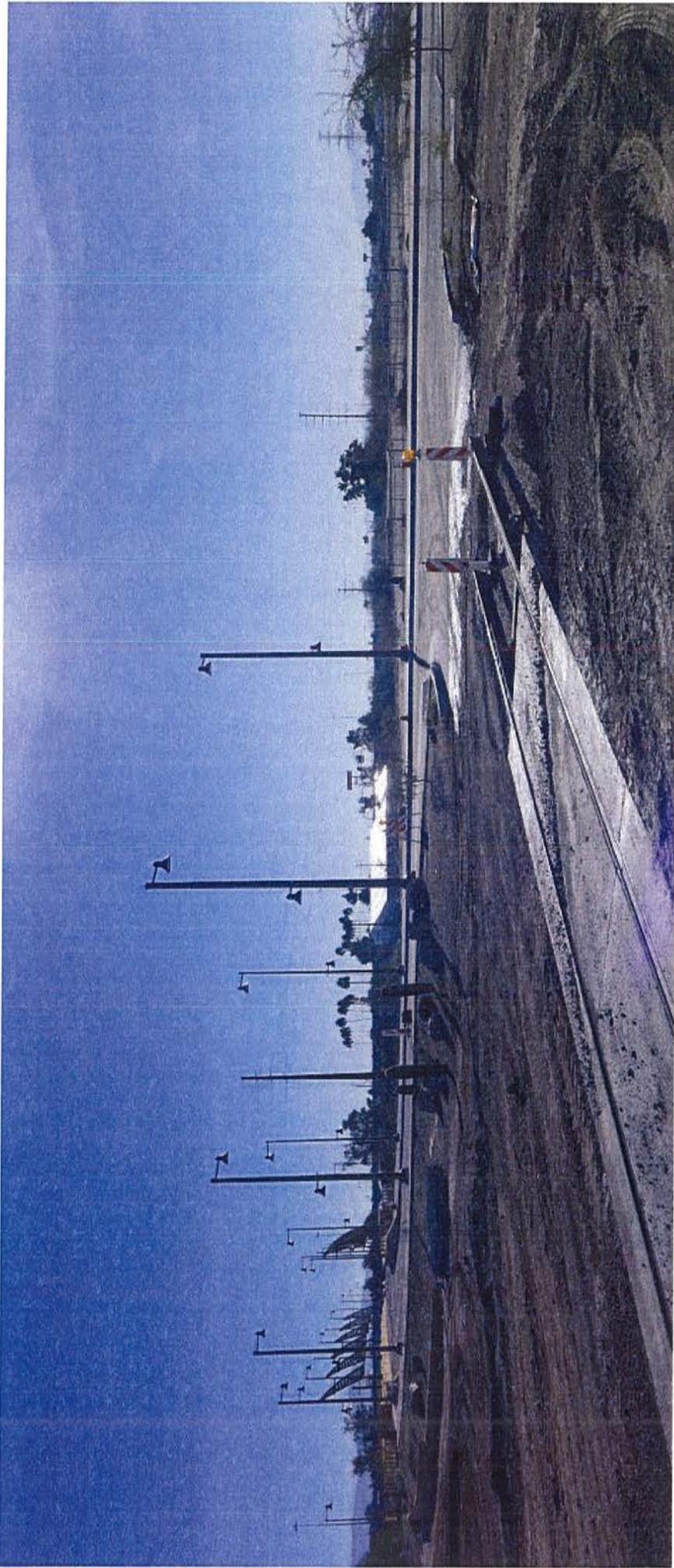
- Mixed Use
- Public Realm Definition
- Compatibility
- Building Heights/Setbacks/
Transitions
- Green Building
- River Park Treatment
- Architectural Styles/Treatments
- Landscape and Buffering
- Open Space



Origins Gateway (Western Terminus)



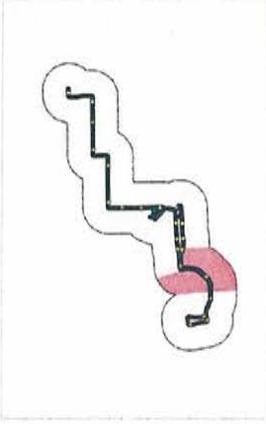
September 10, 2013



Origins Gateway (Western Terminus)



Origins Gateway (Western Terminus)



Downtown Cultural/Convention District

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



photo by Tucson Historic Preservation Foundation

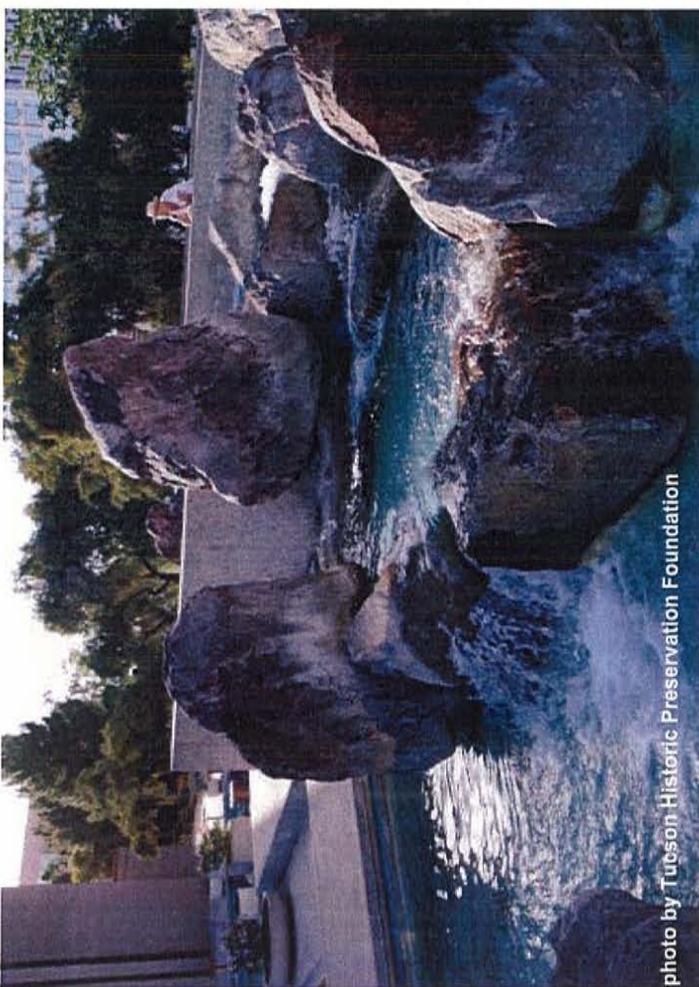
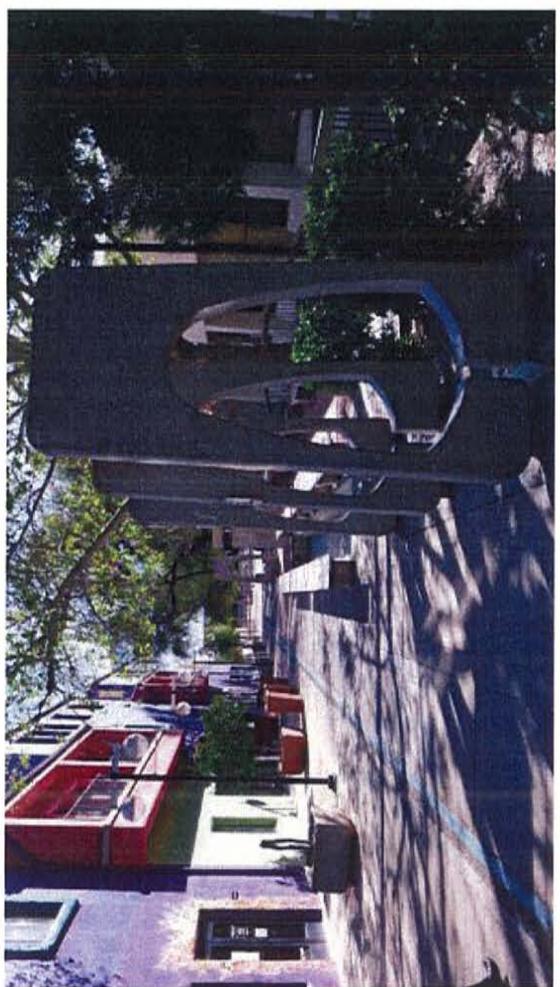


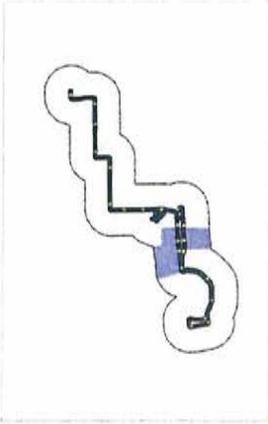
photo by Tucson Historic Preservation Foundation



Downtown Cultural Convention District

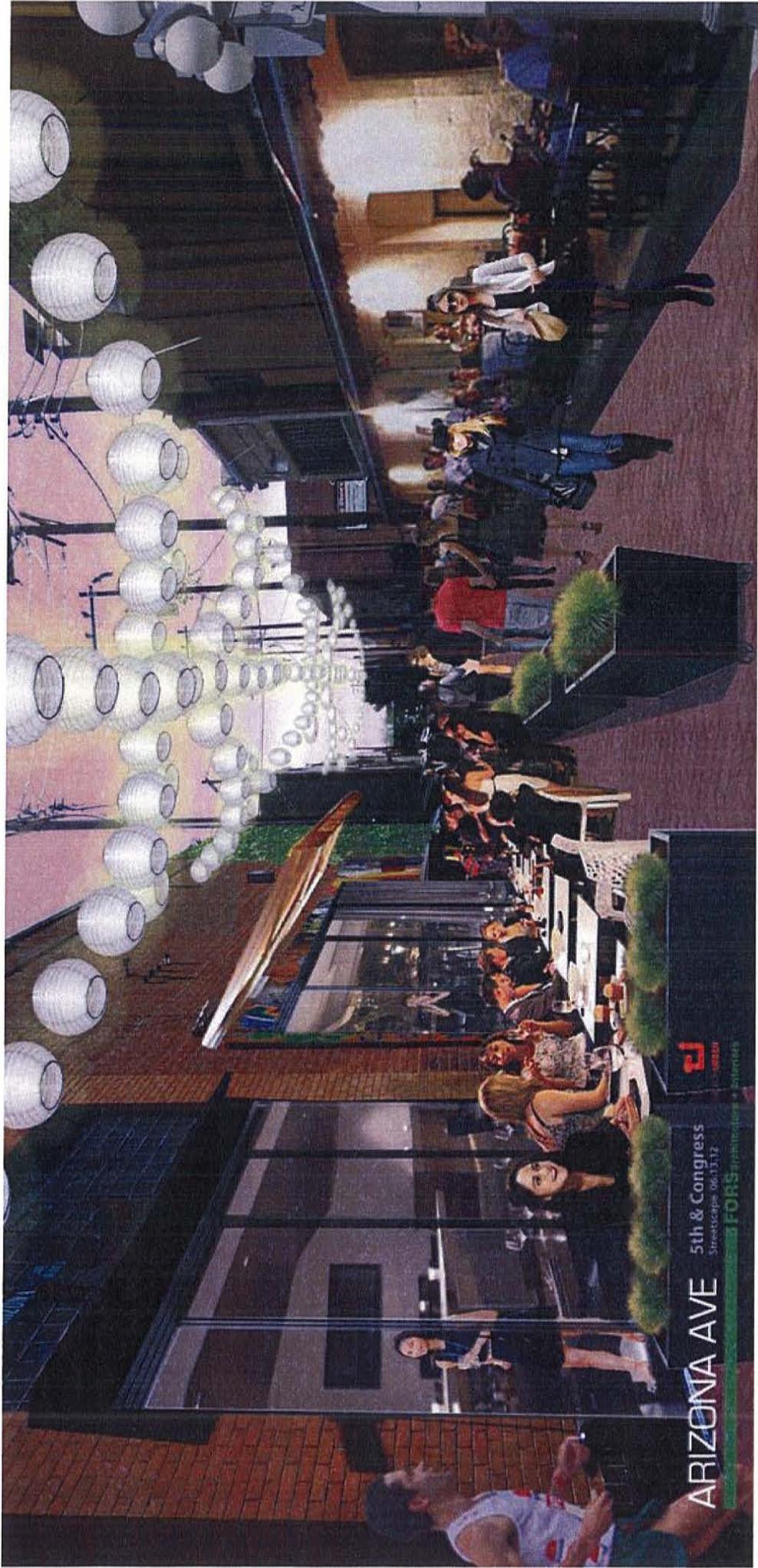


Downtown Cultural Convention District

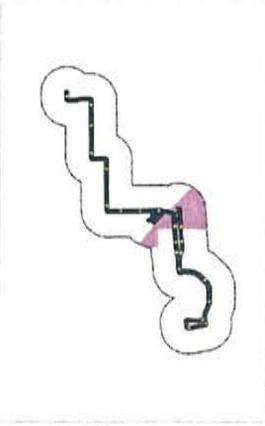


Downtown Central Business District

- A vibrant district with **expanded employment and commerce**.
- It also includes **thriving cultural institutions**: the Tucson Museum of Art, the Museum of Contemporary Art, the Children’s Museum, the Historic Fox Theater, the Temple of Music and Art, the Scottish Rite Temple, and El Centro Cultural de las Americas.
- Vacant and under-utilized parcels are infilled with high-quality, high-density **mixed-use development**, with **active** ground-floor and office/residential above.
- A well-connected **public realm** offers a shaded walkable environment.
- Living streets include **safe bicycle** routes and well-controlled automobile traffic.
- Development at the edges is **sensitive and respectful** to surrounding historic districts and provides appropriate transitions.

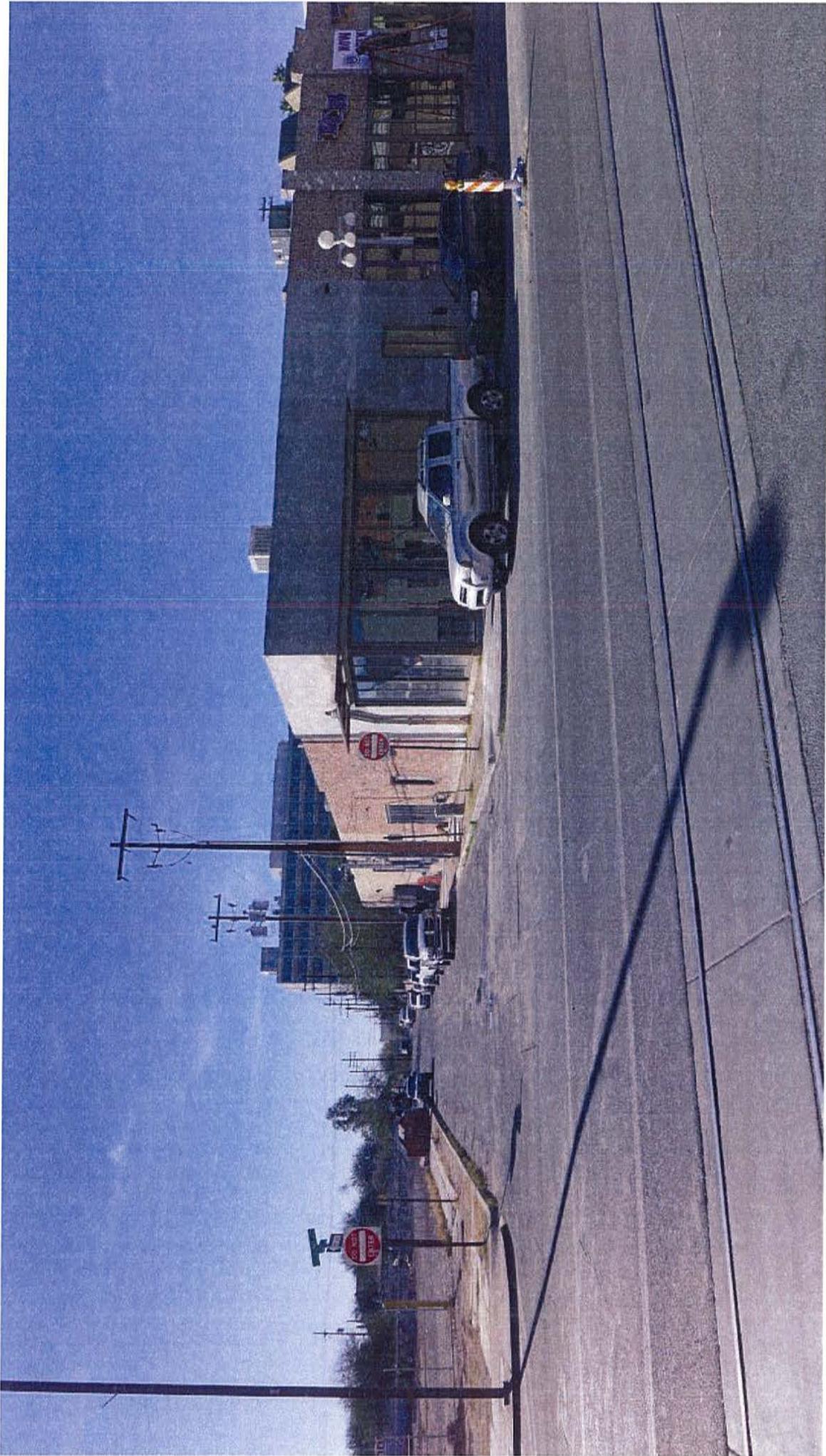


Downtown Central Business District



Downtown Entertainment District

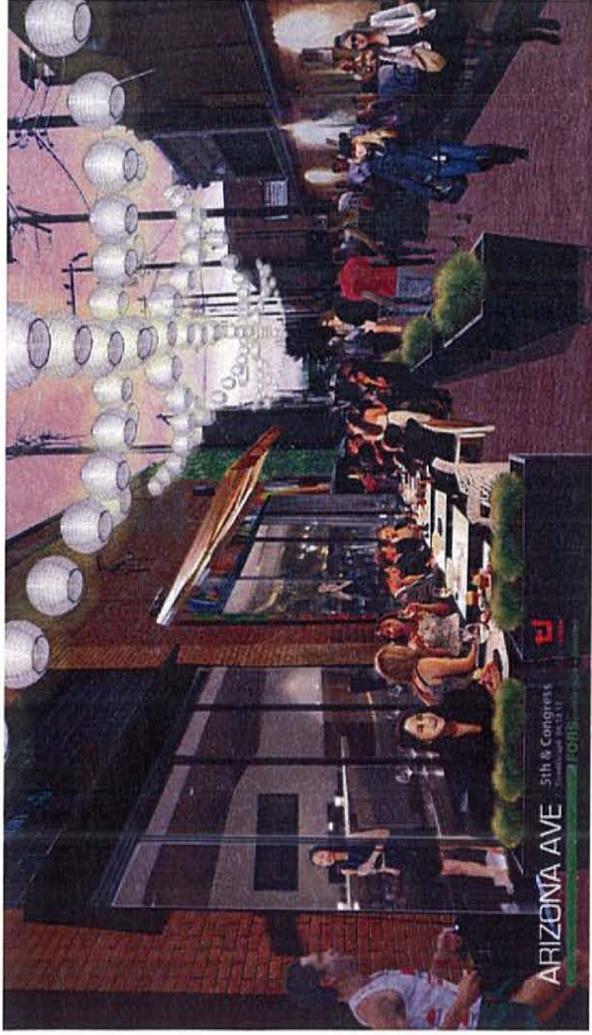
- This Activity Center includes **thriving** cultural, gastronomic, commercial and entertainment activities located in **historic landmarks**.
- It supports **mixed-use** opportunities at different scales.
- **Historic Warehouse Art District** includes lofts, live-work spaces and mixed-uses. Emerging artists find affordable living, gallery and studio/work space.
- There is **walkable connectivity** to 4th Avenue, the Downtown Central Business District, Armory Park, and the Historic Warehouse Arts District.
- The **streetscape** is developed and coordinated. It has wide sidewalks, a vibrant public realm, and well-maintained shading landscape.
- Through partnership efforts, the **Ronstadt Transit Center** is now a mixed-use, high-quality, safe, efficient, and vibrant hub of multi-modal transit.
- **New housing** serves a variety of ages and income levels. The design and massing at the edges respects adjoining neighborhoods.
- Parking is controlled with **no negative impact** on adjacent residents.
- There is a plentiful supply of **bicycle parking**.



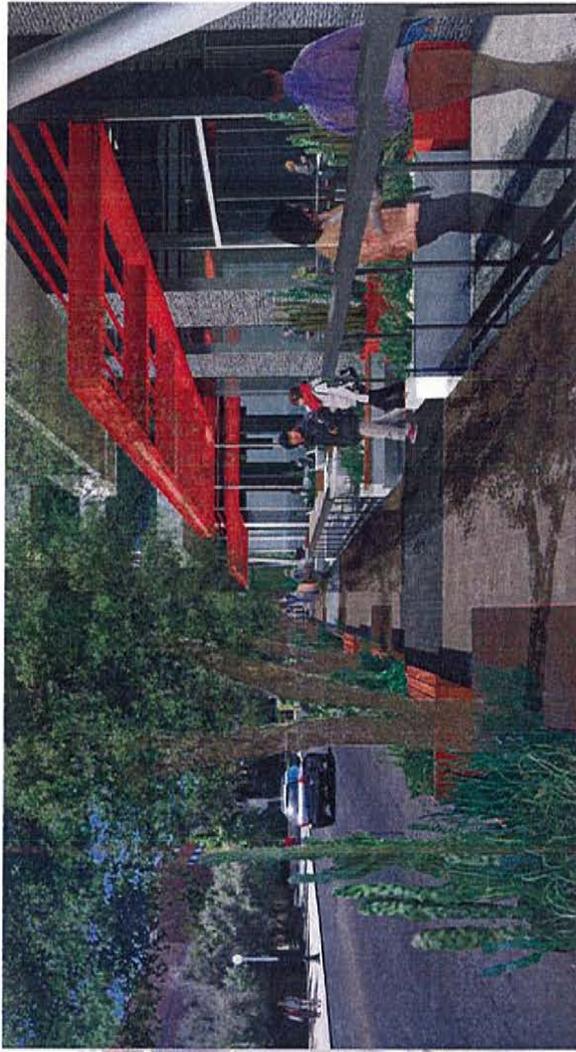
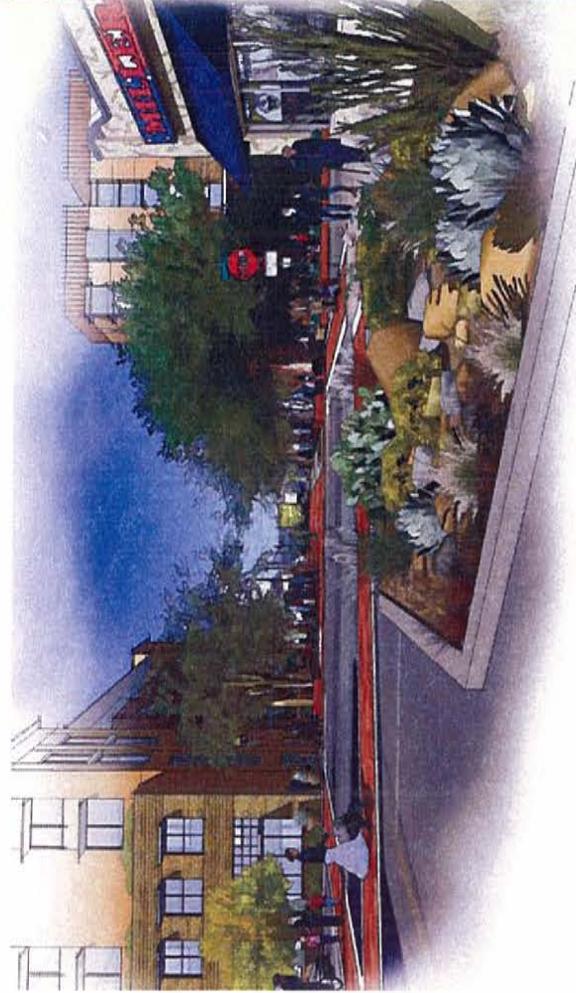
Downtown Entertainment District



Downtown Entertainment District

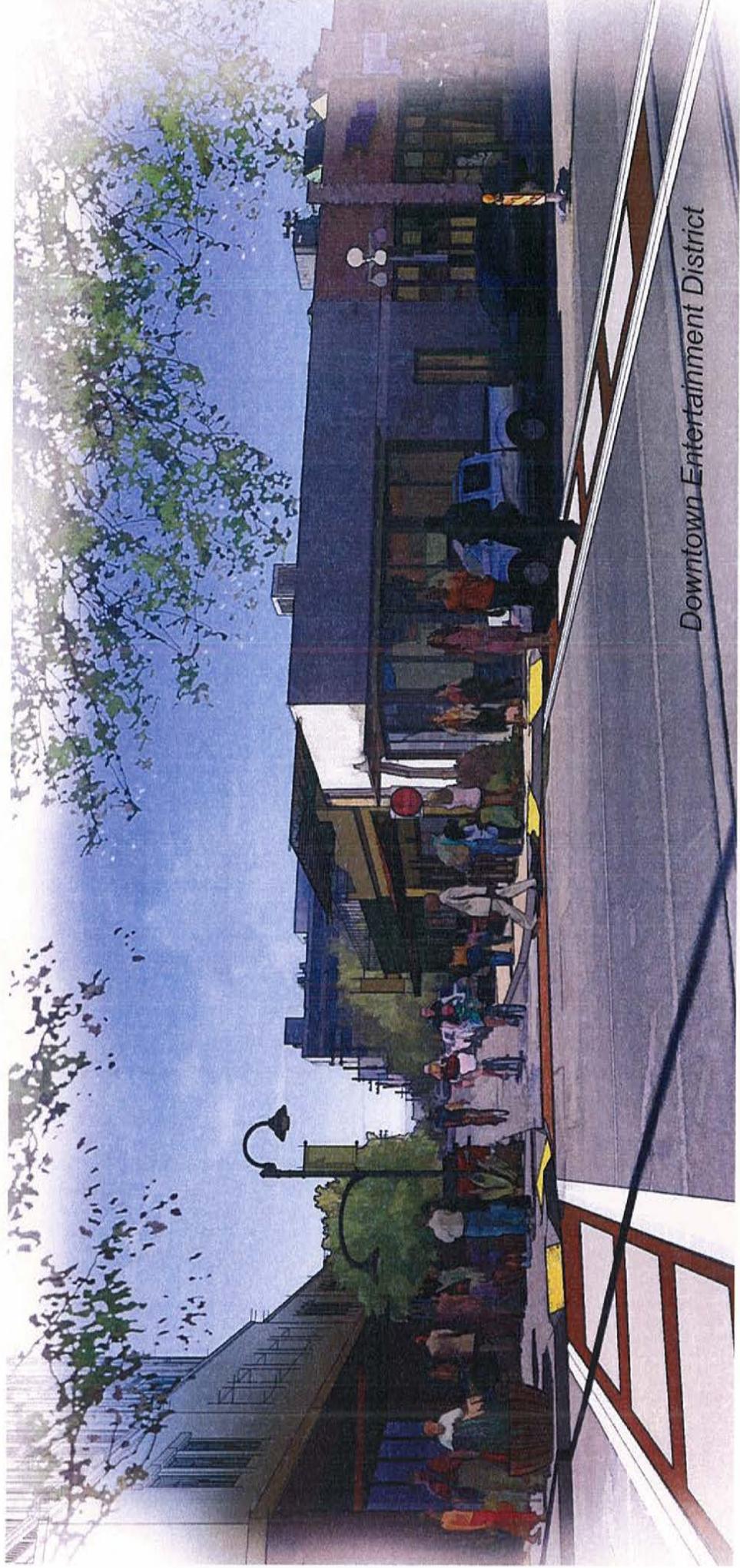


Implementing the Vision: Design Standards, Partnerships and Funding Strategies



Importance of Streetscape Standards

- A high quality continuous streetscape is critical to the success of the Streetcar
- The streetcar construction includes the streetcar infrastructure **from curb to curb**; does not include the streetscape
- **The public realm** includes the sidewalk areas, the face of buildings and even the first floor inside of buildings



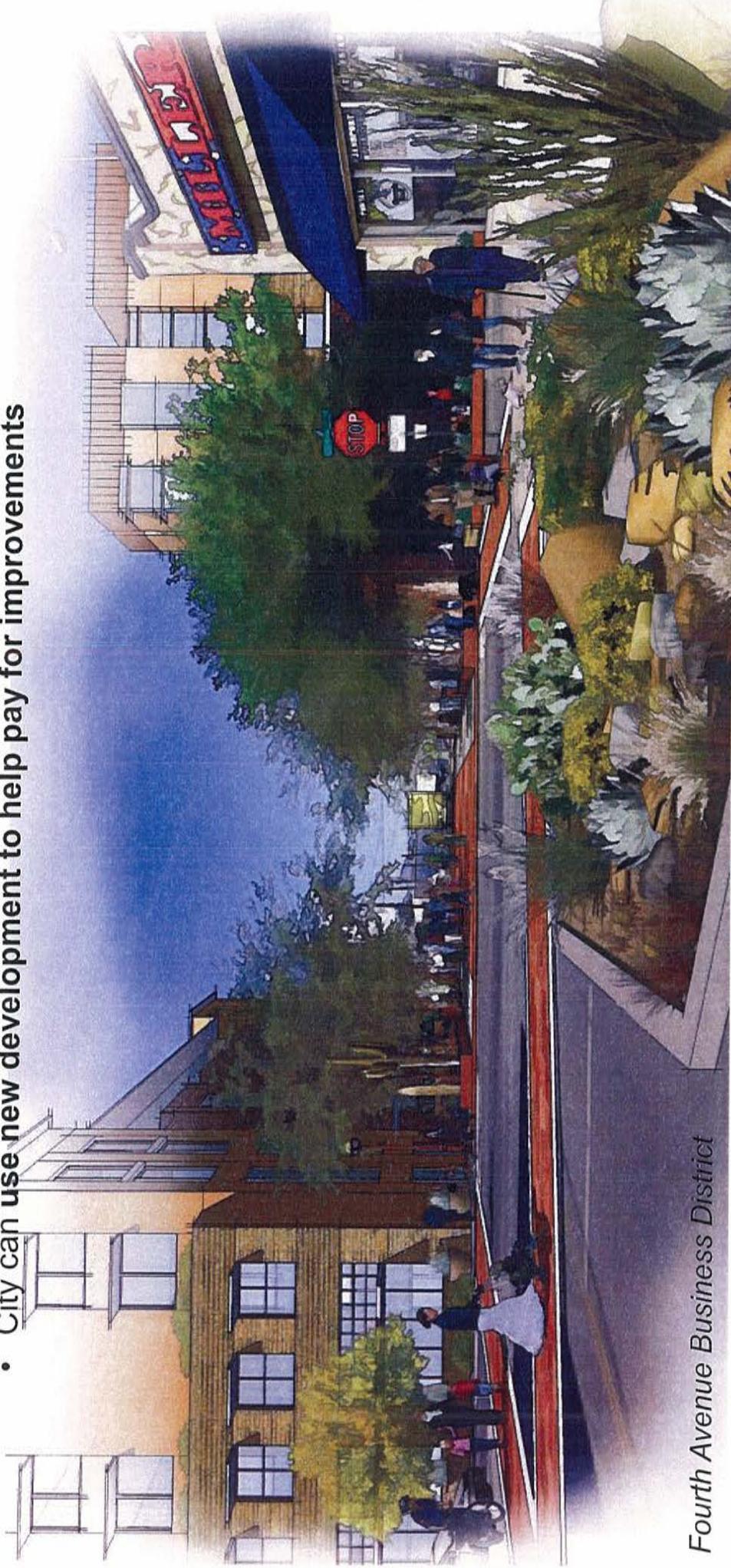
Successful Public Realm Principles

- Streets and buildings work together to form public rooms
- **Positively affect the character of the public realm** through building setbacks and different massing approaches
- **Ensure transparency of the façade**, and active uses on the ground floor

Getting all of these things right, and working together, is critical to the success of the streetcar



- **City Partnerships and Funding Mechanisms for Streetscape**
- City can pay for **some improvements** for the corridor, but nothing is currently funded
- City can facilitate formation of improvement districts to **share in the costs and benefits**
- **Potential local partnerships** for local improvements—merchant associations and institutions
- City can **use new development to help pay for improvements**



Fourth Avenue Business District

Streetscape Elements that Apply to the Corridor

- Street lights
- Catenary Poles
- Curbs
- ADA ramps
- Crosswalks
- Street trees

Streetscape Elements that Apply to Character Areas

- Tree grates
- Shading
- Lighting
- Street furniture
- Paving
- Wayfinding/ Signage

Streetscape standards would apply **Corridor wide** and at the **Character Area** scale

Minimum standards for three zones: **Frontage Zone, Clear Zone, Furnishings Zone**





ARIZONA AVE

5th & Congress
Streetscape 06.13.12

FORS architecture + interiors



Downtown Central Business District

In the soaring but sobering 60s, the revitalization of the nation's cities has emerged as a monumental problem that must be solved.

—Citizens' Advisory Public Information Subcommittee, Tucson, Arizona, 18 September 1961

In the 1960s, downtown Tucson, like many urban city centers throughout the United States, was languishing. Over a decade earlier, Tucson's central business district was thriving and the city experienced an explosive population boom facilitated in part by Tucson's new role as an aviation hub. In order to accommodate Tucson's growing, largely Anglo-American population, a number of federal programs were implemented—programs that helped precipitate a rapid decline in Tucson's urban core.

While well intentioned, Federal Housing Administration programs, the GI Bill, and Federal Highway Administration programs, worked in tandem to siphon investment and business activity away from Tucson's downtown core. This was achieved by encouraging the creation of jobs, subdivisions, shopping malls, recreation facilities, roads, and even interstate highways that were either created outside the margins of the urban core or bypassed the urban core altogether. As a result, the residential core of downtown Tucson—the city's oldest neighborhood and commercial district—began to be perceived and portrayed by local elected officials, the Anglo business community, and the newspapers as “blighted.” In the eyes of these political forces, it was seen as the antithesis of a progressive modern American city, and eligible for redevelopment. However, the resulting Urban Renewal project has had a lasting imprint on the city that continues to resonate to the present day.

By 1961, the Arizona State Legislature had passed enabling legislation which permitted cities to seek “financial assistance from the Federal Government” for the purpose of urban redevelopment. The Legislature noted that “slums and blighted areas constitute a growing menace.” In Tucson, the area that was persistently seen as a growing menace was the “Old Pueblo District” —an area totaling 392 acres. The Old Pueblo District, which today represents an area that includes the Tucson Convention Center, La Placita Village and Park, Viente de Agosto Park, and a hotel and office complexes, was also one of the oldest residential and commercial areas in downtown Tucson. The area's roots can be traced to prehistoric farmers—the Hohokam—and later as home to Tucson's Spanish Presidio and many of its earliest Hispanic neighborhoods and businesses.

Despite the area's historic and cultural significance, the Old Pueblo District was a victim of the post-war move to suburbanization, with jobs, infrastructure, and federal dollars moving away from downtown areas. Perceived as a social and community liability that was costing citizen taxpayers over \$200,000 dollars a year in local law enforcement, the District became known for having the highest crime, fire, and juvenile delinquency rates in Tucson. Declining property values were also cited as an increasing concern within the Old Pueblo District. Property value assessments were based on federal government building standards including assessment of building material types, setbacks and lot

placement, and did not take into consideration Tucson's adobe architectural tradition, or building practices that mirrored those of Spanish City building ordinances. Because Tucson's historic adobe barrios did not fit the new federal, state, or city government standards, they were seen as standing in the way of progress.

The resulting "renewal" reverberates to this day. On 1 March 1966, amid considerable controversy, the citizens of Tucson voted to approve a renewal referendum for the Pueblo Center Redevelopment Project. The program's goal was to eliminate a "slum area", provide for the relocation of area occupants into "safe and sanitary" housing, provide for new business locations, provide community facilities, permit street changes, and, ironically, provide for historic preservation and restoration.

To this end, the City of Tucson acquired 224 parcels, relocated 105 businesses, 142 families and 118 individuals, and demolished 269 structures within an 80-block area. A limited amount of salvage archaeology was conducted by students of the University of Arizona Anthropology program, and a portion of the Tucson Presidio wall, the Fish-Stevens House, the Otero House, two Cordova Houses, and the Sosa-Carrillo Fremont House were also preserved or restored as part of the Pueblo Center Redevelopment Project.

Even in its earliest planning stages, there was always intense citizen interest in the preservation of historic properties and places. As part of the planning process, a portion of the original Spanish presidio wall was to be preserved, as well as six historic homes, some of which were later moved from their original locations. Although historic preservation was written into the redevelopment project, preservation activities centered on landmark properties, projects deemed "economically feasible," and properties that would "contribute to Tucson's sense of place". What this meant, was that Tucson's Sonoran vernacular architecture was not preserved in place, and instead its removal was only partially mitigated through architectural documentation and through salvage archaeology.

Archaeological efforts were conducted by University of Arizona anthropology students under the direction of Dr. William Wasley and James E. Ayres of the Arizona State Museum. Archaeological activities centered on the excavation of sites and exploratory test excavations of backyard privies, refuse pits, and wells, resulting in the recovery of artifactual materials associated with prehistoric Hohokam farmers, early Spanish residents, as well as material evidence of Territorial and early Statehood-era occupation by Hispanic, Chinese, and Anglo residents. Despite archaeological explorations within the redevelopment area, there remain numerous unexplored areas throughout the former Pueblo Center Redevelopment Project area, including the surface parking lots of the Tucson Convention Center that are likely to contain significant and extensive archaeological deposits.

In 1967, the City of Tucson Department of Community Development and Urban Renewal Division proclaimed,

The Pueblo Center Redevelopment Project is Tucson's first step toward eliminating slums and ugliness—and the attendant social evils—and replacing them with well planned, carefully designed facilities...it is expected that the example set here will serve as an inspiration and a guide to citizens in the continuing effort to create a unique, distinctive and truly unforgettable Tucson (Newlon 1967:14).

While initially it seemed that Urban Renewal would cure what ailed downtown Tucson, and indeed in many ways it did set precedent, its consequence was that instead of representing an exemplar project, it has come to represent the destruction of neighborhoods and cultural traditions, the installation of under-utilized buildings, and a distortion of Tucson's sense of place and character. As an outcome of Urban Renewal, the Tucson-Pima County Historical Commission and locally regulated Historic Preservation Zones were created to ensure the protection of remaining historic resources. Most poignantly, the relationship between the City of Tucson and its Hispanic residents has been irrevocably strained.

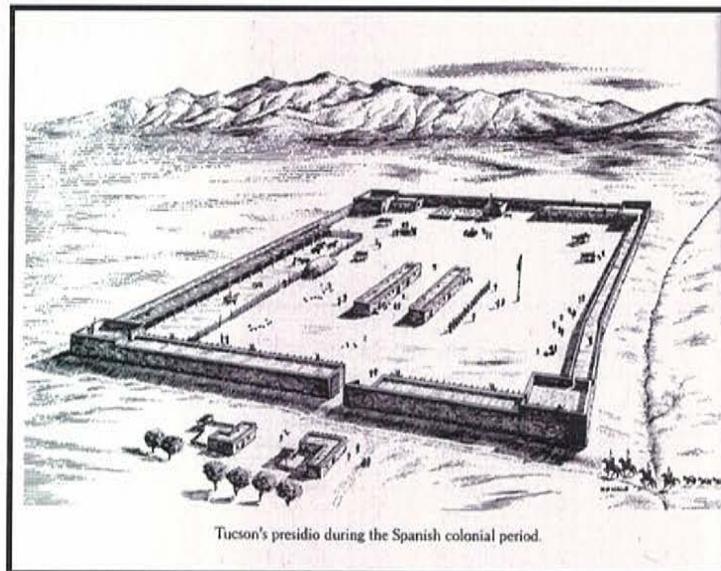
Prepared by Jennifer Levstik, Preservation Lead Planner for the City of Tucson Historic Preservation Office

Tucson's Early Streetscapes: 1775-1912

(Prepared by the City of Tucson Historic Preservation Office, 2012)

On August 20, 1775, Hugo O'Connor, an Irishman and inspector for the Spanish Crown, stopped in the Sonoran desert in a place he later named Tucson, designating it as a new frontier post for the Spanish government. O'Connor was charged by the Spanish crown with finding appropriate locations to establish new frontier communities and presidios. The main purpose for the new post was twofold—to protect Mission San Xavier del Bac, established years earlier by Jesuit Missionary Eusebio Francisco Kino, and to open an overland stage route between New Spain and California (Parkhurst et. al 2002, Sonnichsen 1987).

When originally built, Presidio San Augustine del Tucson encompassed 750 square feet and was protected by wooden palisades and, later, by adobe brick, with six-foot-high walls measuring two feet thick (Sheridan 1986). The presidio housed Spanish soldiers, their families, and settlers. It also protected settlers, soldiers, and the local indigenous population (Pima and Papago) from the Apache. Although the relationship between the Spanish and the local Pima and Papago was less than amicable, Tucson's indigenous groups hoped that by establishing new communities around the presidio the Spanish would protect them from the Apache.



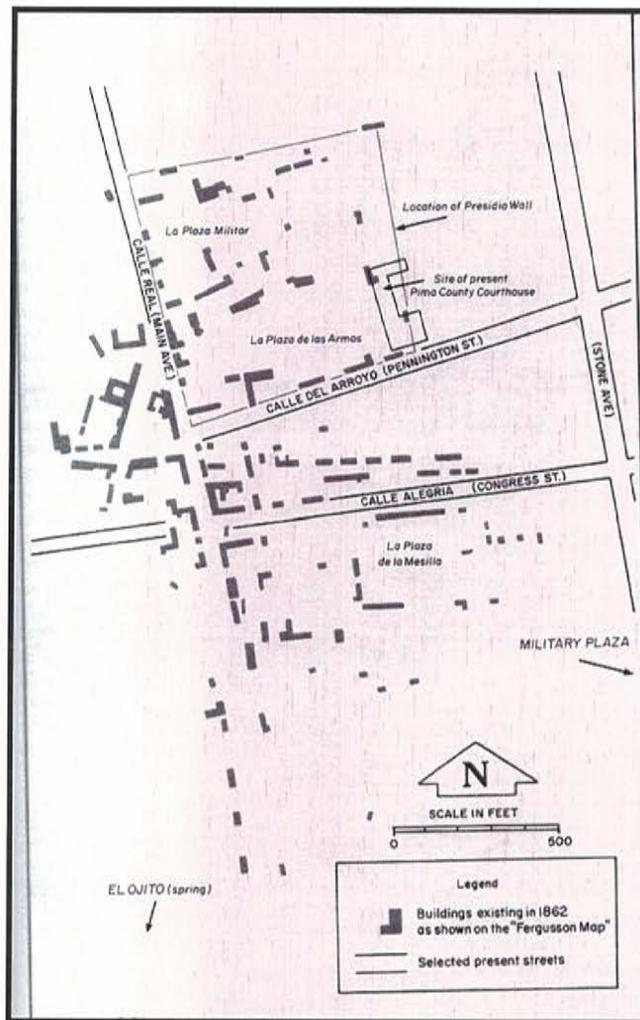
Artist reconstruction of Presidio San Augustine del Tucson. Copied from Sheridan 1986: 20.

Even at the start of the 19th century, Tucson remained a small, isolated and ethnically diverse outpost of Sonora, Mexico (Sheridan 1986). Although the Spanish crown attempted to link Tucson with other presidios in New Mexico and California, they were never truly successful and Tucson's early residents had little contact with the outside world. In 1821, when the Mexican people won independence from Spain and acquired Spain's northern territory, including Tucson, the newly formed Mexican government was unable to keep the peace in their northern outposts. Over the next two decades, as southern Arizona found itself embroiled in constant Apache depredations, the Tucson population dwindled. In the face of the Mexican government's inability to finance and protect its northern outpost, the United States government was able to expand westward into Texas, Arizona, New Mexico, and California. These territories became increasingly appealing to a government focused on manifest destiny (Sheridan 1986).

Although urban development was limited outside of the presidio walls from 1775 into the early 1800s; the California Gold Rush changed that. Beginning in 1849 Tucson became a stop for miners on the way to California. In response, local businesses grew up outside the presidio walls (Harris n.d.). With the Gadsden Purchase in 1854, the United States government acquired the region south of the Gila River, including the area encompassing the present-day city of Tucson, from the Mexican government. Lands acquired with the Gadsden Purchase became the southern portions of Arizona and New Mexico and were intended for the construction of a southern transcontinental railroad. In short order, Anglo American settlers, anticipating new business opportunities accompanying the construction of the railroad, began moving to the area. In response to these changes, The United States government established a small U.S. militia in Tucson in 1856 and militia horses were corralled at what would become the final site of St. Augustine's Cathedral. Despite the presence of the militia, Anglo American settlers arriving in Tucson encountered a largely rural Mexican town clustered around the original 1775 presidio (San Augustine del Tucson) walls and along the banks of the Santa Cruz River.

Tucson's original urban layout resembled the Spanish city model. Based on the 1573 *Law of the Indies*, Spanish royal building ordinances for settling the Americas reflected Roman town planning with a plaza as the centering device for the town. Public and religious buildings would then flank the edges of the plaza with private residences and streets radiating out from it (Nequette and Jeffery 2002). Further reflecting the Spanish ordinances, Tucson was located on a flat mesa overlooking the Santa Cruz River, established in a place with a preexisting native population, and surrounded by fortified walls (Vergegge 1993). Private residences reflected this Spanish design as well; thick adobe-walled row houses would encircle a courtyard or central plaza, protecting interior communal space. This differed from the American model of detached houses surrounded by large yards with less emphasis on communal space.

When Tucson came under control of the United States government, one of the first tasks of Major David Fergusson of the First California Volunteer Cavalry and commander of the District of Western Arizona was to create a street map of Tucson. Because land ownership records were either destroyed or nonexistent, in 1862, Fergusson, along with Tucson registrar, William S. Oury, and land surveyor, J.B Mills, created a map of Tucson, delineating property boundaries, recording street names, and identifying communal plazas. Fergusson's map captures Tucson's appearance as a small Spanish town. Tucson's main thoroughfare and oldest street was Calle Real (or Main Street) a former trail that led from Tubac to the presidio, with narrower streets and alleys radiating east and west. Streets bore Spanish names; names that referenced Tucson's presidial origins, its landscape, or local lore. Residential and commercial buildings were oriented towards the street while encircling communal plazas (Rochlin 1981, Woosley and the Arizona historical Society 2008).

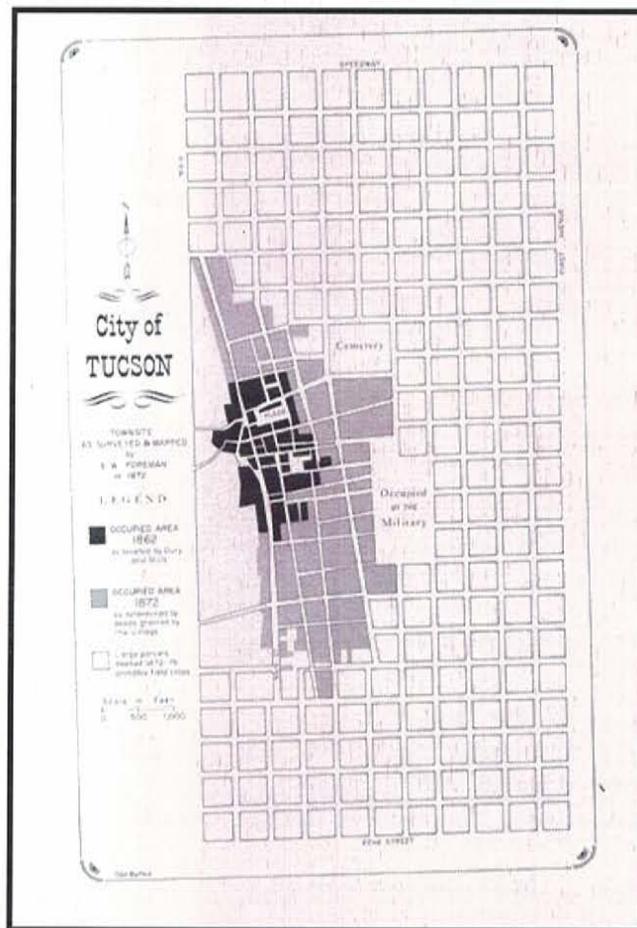


Reconstruction of Fergusson's 1862 Street Map of Tucson. Copied from Sheridan 1986:61.

Upon arrival in Tucson, the early generations of Anglo American settlers adopted local architectural styles and expressions and continued to occupy an area centered on the presidio and Calle Real. This model continued to afford the best protection from the threat of Apache attacks. Despite Apache attacks, however, Tucson continued to attract new settlers. Many of these settlers who came to Tucson in the late 1860s and early 1870s saw an opportunity to get rich through various business and mining ventures, but also saw settlement as an opportunity to bring "civilization" to Tucson. They linked their ability to get rich and Tucson's path towards progress to improving local infrastructure, including improving or creating local streets. Tucson's streets were a cause of concern for many. Pioneer and businessman Samuel Hughes noted that "streets were so cut up by ravines that a wagon could not get through" (Sonnichsen 1987). Moreover, with no department of sanitation, dead animals often rotted on the street for days before being removed. John Bourke, who served with General Crook remarked that the unsanitary street conditions led to the local method of giving visitors directions via such city landmarks as manure piles and dead burros. None of this helped Tucson dispel the widely-held notion that the city was a dirty and unsanitary town. Indeed, California journalist, J. Ross Browne, who visited Tucson, described the city as "a paradise of devils" where rampant murder and drunkenness were the

norm (Sonnichsen 1987). Such reports might have deterred less hardy visitors, but Tucson continued to expand beyond the presidio boundaries until it was incorporated in 1871—an incorporated town encompassing two square miles.

By 1870, Tucson began using chain-gang labor to improve the streets once described as “filthy in the extreme” and with greater (albeit infrequent) regulation, Tucson’s streets continued to take on a more formal—at least on paper anyway—appearance. In 1872, Sidney W. Foreman surveyed and platted the town, creating an orthogonal grid made up of north-south running avenues and east-west running streets. Foreman’s town plan differed from the earlier Spanish model, using instead the American model of William Penn where space was organized to reflect what was seen as a democratic division of land and to allow for future expansion and speculation (Nequette and Jeffery 2002). Even into modern times, Foreman’s grid serves as the model for further growth in Tucson.



Forman’s 1872 Map of Tucson (by Don Bufkin; reprinted from *The Journal of Arizona History*, vol. II, no. 3 (Autumn 1970).

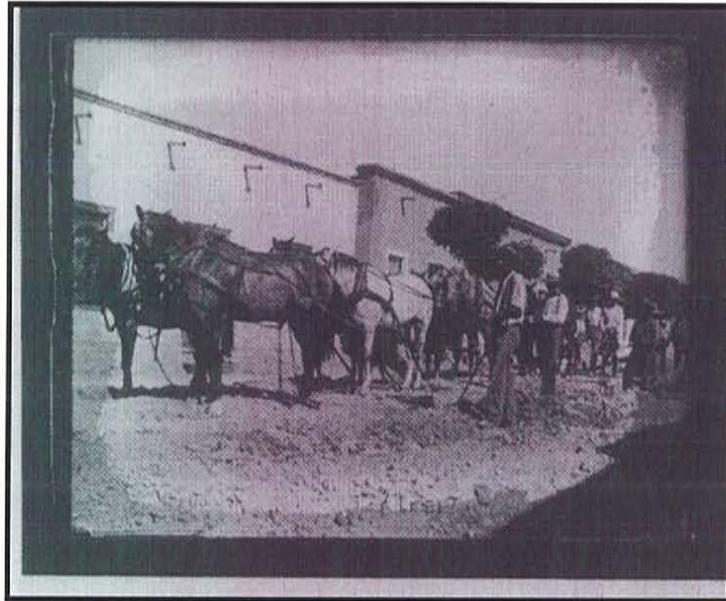
In 1873, following Foreman’s survey, new streets and new street names were created, including renaming many of the primary thoroughfares through town. Earlier Spanish street names were either translated into English or changed altogether to reflect the preference of Tucson’s newest residents and their desire to make Tucson an American city. Many of the new streets were named after local businessmen, miners, military personnel, and politicians, others who were killed by

Apaches were honored with streets bearing their name. While few streets were named after local Mexican American pioneers, even fewer were named after women and those that were, referenced women of “loose morals.” Moreover, despite a modest population of Chinese businessmen, Tucson’s Chinese community was not recognized with corresponding street names. While it is believed that Foreman was likely responsible for many of Tucson’s new street names, Samuel Hughes and businessman William Osborne have also been credited with naming or renaming Tucson’s streets after influential friends and those killed by Apache Indians (Scott 1985, Rochlin 1980, Arizona Historical Society 2011).

Despite the formalization of Tucson’s streetscape, streets continued to be dusty, unlit, and without sidewalks and sanitation continued to be a problem. By 1879, public transportation was introduced to Tucson in the form of horse-drawn carriages, but was accompanied by its own sanitation problems. By the following year however, Tucson would witness the greatest change to its urban layout. In 1880, the arrival of the railroad significantly altered the demographic and physical development of this historically Mexican frontier town (Parkhurst et. al. 2002). Not only did the location of the railroad influence the direction of Tucson’s early urban development and connect Tucson to the rest of the U.S. and Mexico, but it brought more Anglo American settlers, most notably Anglo American women. The increase in the number of Anglo American women led to a decrease in the number of Anglo-Mexican marriages. Over time this socio-economic separation led to a further decrease in ethnic cooperation and the separation of ethnic populations into distinct neighborhoods. Soon, Tucson’s Mexican American population began migrating to areas south of present-day Broadway Boulevard and west of Stone Avenue, while Tucson’s Anglo American population expanded east and north of Broadway Boulevard (Sheridan 1986, Parkhurst et. al 2002). Tucson’s street names reflected this socio-economic change as well; streets bearing the names of prominent Anglo Americans tended to mark thoroughfares through the northern and eastern sections of the city, while streets bearing the names of prominent Mexican Americans were found throughout the western and southern sections of Tucson.

The arrival of the railroad reinforced many Tucsonan’s desire to refashion Tucson as a “progressive” and distinctly American city. Besides the growing socio-economic division amongst Tucson’s citizenry, Eastern architectural styles and materials were also introduced into the desert setting. Many of the old adobes were torn down or replaced with large Victorian-style homes, or remodeled to reflect a more American appearance. City streets mirrored this change as well. By 1883, electric streetlamps hung suspended over city streets, and by 1898, many commercial buildings were fronted by sidewalks, and a mule-and-horse drawn street railway carried the public across town (Woosley and the Arizona Historical Society 2008).

Shortly after the turn of the 20th century, Tucson’s streetscape began another rapid change, led in part by Tucson’s new mayor, General Levi H Manning. Manning set to work passing and enforcing new edicts that would curb or limit many of the vices for which Tucson was well known. In addition to laws limiting gambling, drinking, and prostitution, Manning further cleaned up Tucson’s streets, put vagrants to work oiling and repairing city streets, and, in a further effort to clean up the city’s reputation, outfitted the police force with new uniforms. A year after taking office Mayor Manning made good on his campaign promise of bringing the electric streetcar to Tucson. On 1 June 1906, mule-and-horse drawn cars were replaced with two electric streetcars that traveled from the University of Arizona, through the downtown commercial district, ending at Elysian Grove (*Tucson Citizen*, 1 June 1906).



Historical Photograph of Road Repairs along Main Avenue, late 1880s. (Courtesy of the Arizona Historical Society, Tucson, photograph number: B109406).

By the time Manning finished his term as mayor, the city boasted a new and spacious hotel-the Santa Rita Hotel- and an electric streetcar. Despite the big-city appearance of the hotel and public transportation, Tucson was still a sparsely populated place with persistently dusty streets. Only the main thoroughfares-Stone Avenue and Congress Street-benefited from dust-control programs, usually water trucks to spray down the great plumes of dust brought up by the streetcars and the newly popular automobile. Finally in 1911, paving began on Stone Avenue and for many years after, only the main commercial areas had surfaced streets (Sonnichsen 1987). It was not until the 1920s that any formal dust-control programs extended to streets outside the downtown area.

Upon Arizona statehood in 1912, Tucson was well on its way to achieving a common ambition for settlements in the West: becoming an American city. During the 19th and early 20th centuries town building and planning was an important facet of Westward migration. Residents of new settlements envisioned a future in which their communities would become urban centers. Streets became a main focal point of these new settlements, especially the primary routes through a community. The streets, coupled with the commercial and residential buildings that graced them, were the means by which communities not only provided an identity for themselves but the means by which they projected their identify to others (Longstreth 1987).