TUCSON
NORTE-SUR

# Phase 1: Data & Community Input

DRAFT 12-19-22

CITY OF TUCSON

SOUTH TUCSON

# Acknowledgments

Many thanks to all who contributed to this planning effort, including City of Tucson staff from the Department of Transportation & Mobility, Planning & Development Services, Housing & Community Development, and the Office of Economic Initiatives. The City of South Tucson, and staff from the South Tucson Housing Authority. The Project Working Group and the Project Steering Committee who put in many hours providing direction on the report. Finally, all of the community members in Tucson and South Tucson that provided input through the engagement process.

## Report Prepared by:

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Consultant team:

- Living Streets Alliance
- Fehr & Peers
- Toole Design
- ECO Northwest
- Poster Mirto McDonald
- Selena Barajas & Community Ambassadors

# Community Ambassadors

## Special thanks to our Community Ambassadors:


Selina Barajas, Lead Ambassador


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Valentina Andrews


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Jenny Granados


Lucy LiBosha


Brittany Martinez


Grecia Ramirez


Edilia “Dee” Toro


Natalia Untiveros


Alexis Walters

## Honoring Community Expertise.

The Norte-Sur Ambassador Program is designed to connect residents, stakeholders, and community members to the eTOD initiative and the opportunities it presents. Although the definition of community engagement may differ and the use of the term varies depending on the scenario and community, the Norte-Sur Community Ambassador program focused on hearing diverse voices. It was important for this model to understand that there are layers of preexisting complex, community issues and not minimize them, but rather approach them during this outreach and research phase.

Many thanks to our thirteen Norte-Sur Community Ambassadors for meeting the community where they are. To avoid a “one size fits all” approach, the Tucson Norte-Sur team launched the Community Ambassador Program in Phase 1 of this project. Beginning in March 2022, thirteen Norte-Sur Community Ambassadors completed over 150 hours of outreach with neighborhoods within the proposed study area and spoke with community members. The activities included:

- 3 community engagement orientations and trainings,
- 18 pop-ups,
- 6 community dialogues,
- 6 creative connections
- 70 small businesses canvassed
- 2,000 postcards distributed.

Throughout their engagement efforts, the Community Ambassadors requested neighborhood input and feedback on the Norte-Sur project. As part of their communication strategy, Community Ambassadors would also share updates on upcoming events and initiatives. The ambassadors are trusted community members and participated in this opportunity because they care for the community they call home. It was important for the Norte-Sur team to acknowledge their community expertise. This paid community engagement program aimed to build capacity of neighborhood leaders and bridge relationships with local governments to improve transparency and communication. All of the thirteen ambassadors had a relation and connection to the Study Area; either by 1) residing and/or 2) working and/or 3) have existing ties to the identified geographic area. The intent of the program was to bring in diverse, often marginalized voices into the planning process. Needs within the Tucson community vary neighborhood by neighborhood, and integrating local knowledge and expertise matters in this process.

The Community Ambassador program expands Tucson’s Department of Treansportation and Mobility’s outreach efforts by adding an initial, tailored, community approach. The ambassadors provided intentional, in-reach opportunities; community engagement from within the Study Area. They meet residents in active community spaces and at various time frames. This model was successful in getting feedback from community members that otherwise may not have been informed and/or engaged. During the first phase of outreach and data collection, Community Ambassadors spoke to over 600 people across the Study Area regarding the Norte-Sur project. The role of the Community Ambassadors helped amplify voices from diverse backgrounds, such as in ethnicity, gender, age and sexual orientation.


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# 1.0

# EXECUTIVE SUMMARY

# A commitment to Equity.

Through creative community engagement, thoughtful land use and policy decisions, equitable investment, and the provision of affordable housing and safe and affordable transit, the Cities of Tucson and South Tucson can support thriving communities and businesses. That is the Vision of Tucson Norte-Sur.

Tucson is a special place with rich history and culture, from the Native American legacy of the Pascua Yaqui Tribe and the Tohono O'odham Nation, to the Spanish Colonial, Mexican, Anglo and other cultures' influences that have shaped the ways of life and aesthetic of the region. Some of these cultures have carried through to today from Tucson's beginnings, while some have been lost over time. The loss of culture, along with gentrification and displacement, are fears that resound in the community today. Historic decisions based in inequities have warranted these fears. This Plan aims to acknowledge historic harms, elevate voices that are typically underrepresented in planning processes, and leverage grassroots movements, to build Equitable Transit Oriented Communities.

Tucson and South Tucson are home to households that span generations. They are places of resilience, creativity, diverse cultures, rich ideas, and more. This effort strives to support what exists today, while improving infrastructure and transportation to stimulate certain kinds of development, increase access to jobs, and provide safer, more efficient, and dignified mobility options. It is critical to hear from residents first, before construction and before any major decisions. This was the unique approach to Tucson Norte-Sur - rather than coming to the public with a set plan, we have reached out to priority community groups and the public with a set of potentials, prioritizing their concerns, visions, hopes and needs for what future transit could support in their neighborhoods.

# Report Framework

The Tucson Norte-Sur Study comprises two major components: Community Engagement and Data. Both components work together - the data informs the community engagement by providing an overview of existing conditions for community members to identify key issues and develop a vision for improvement. The community engagement identifies intangible concerns and where data collection should be focused.

# Purpose & Need

The Cities of Tucson and South Tucson submitted a grant application that was awarded by the Federal Transit Administration (FTA) to conduct an analysis along a 14.5-mile corridor of future enhanced transit service. The grant project was not for transit system planning, but rather a study of the area around where the new transit might be built and where financial reinvestment and redevelopment might occur, with an eye to helping guide it into the future.

Transit-oriented Development (TOD) is a type of development that allows people to live, work, shop, and play without dependence on personal automobiles. Equitable TOD incorporates the voices of the community in which the TOD will be built so that the development reflects the vision, needs, and ideas of the area residents and businesses.

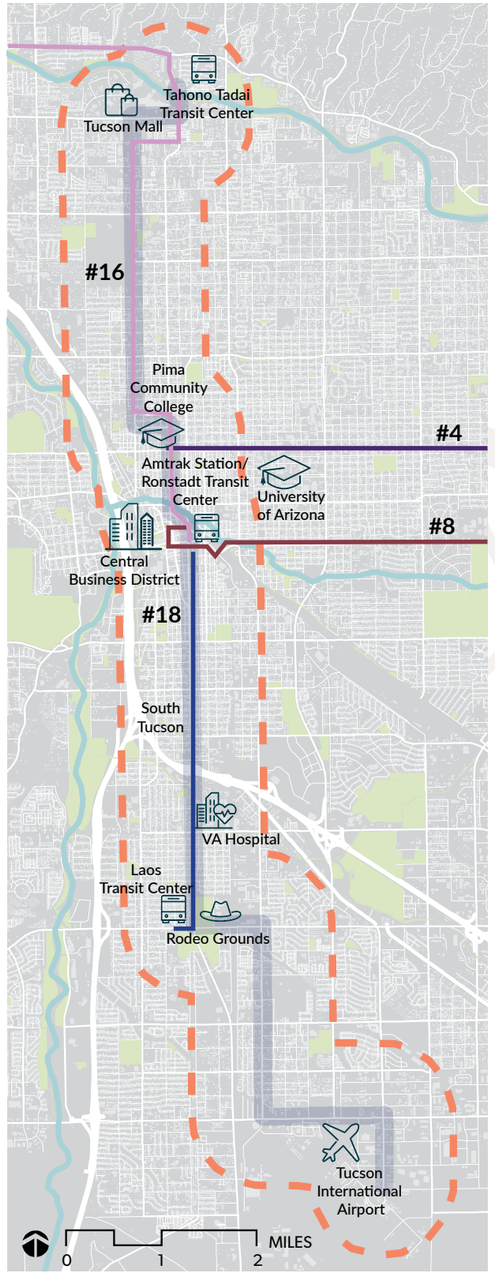
This document reflects important community discussions around such investments and changes in the use of land (i.e. "land use"), providing a foundation upon which future development - what we are calling equitable Transit Oriented Communities - can be designed and built. This document also synthesizes key technical information about the Study Area, which will also be meaningful for guiding future development.

Like the rest of the country, Tucson is in a housing crisis. Over the past several years, the cost of housing has risen dramatically in Tucson and throughout the Pima County region. Since 2017, the median rent in Tucson rose 40% and today is over $1,200. Typical home purchase values have increased at an even greater pace; from $176,199 in 2017 to $287,000 in 2021. Household incomes are not keeping up with the rising housing costs and the COVID-19 pandemic has further exacerbated and exposed existing socio-economic disparities. There is a desperate need to address housing equity and affordability in Tucson, which is a central goal in this land use and transportation planning process.

The Tucson Norte-Sur Corridor was identified in Move Tucson, the City's Transportation Master Plan, as a high priority for High Capacity Transit service to connect people to jobs, services, and their community. Existing high transit ridership, a history of disinvestment, and the potential to connect neighborhoods to major job centers are among the many reasons this corridor was identified.

# Why this Corridor?

## REGIONAL ATTRACTIONS




## TRANSPORATION ACCESS within the Study Area

The most popular transit routes run through the Study Area:

Route # 16
**1,089,000 annual riders**

Route # 8
**972,000 annual riders**

Route # 4
**943,000 annual riders**

Route # 18
**886,000 annual riders**

**11%** of households don't own a car

**15%** of all Tucson public transit ridership

*Source: 2021 SunTran Ridership Totals, 2019 American Community Suirvey*

## JOB ACCESS within the Study Area

**110,055** jobs (53% of jobs in Tucson)

**1,900** small businesses

*Source: ECONorthwest, 2019 Longitudal Employer-Household Dynamics Data*

## DEMOGRAPHICS within the Study Area

**148,896** residents (28% of Tucson)

**60%** residents are Hispanic (17% > than City of Tucson)

**74%** residents are people of color (18% > than City of Tucson)

**57%** are rent burdened households (6% > than City of Tucson)

**70%** make less than $50k annually (15% > than City of Tucson)

# Innovative Community Engagement

The Tucson Norte-Sur planning process included a wide range of community outreach and engagement strategies to help center community voices. This process acknowledges the systemic and institutionalized barriers to engagement such as languages used, the formats of receiving feedback, outreach methods, location and time of engagement events, incentive and financial support for people's time and contributions, and more. We have therefore employed outreach and engagement efforts with a specific emphasis on engaging those communities that will be most impacted by the proposed high capacity transit route as well as intentionally reaching out to—and amplifying the voices of—communities and populations that have been historically left out of planning and decision-making processes. This includes low-income families and individuals, homeowners as well as renters in the Study Area, Latino/Hispanic and Spanish-speaking communities, Native American communities, people with disabilities, youth, workers, transit riders, community support groups, small business owners, and more.

## Engagement Process

Traditional engagement is typically where public officials and consultants ask community members to come to them, in the form of open house events, online engagement, and surveys. For this planning effort, the following traditional engagement methods were employed:

- Three rounds of Open House events, strategically located throughout the Study Area (totaling 10 in-person events);

Community Dialogue at Tucson House

Community Ambassadors engage at a Pop-up at the Thrive in the '05 Earth Day Bonanza

- Online engagement through a project website, TucsonNorte-Sur.com, which featured an interactive mapping tool, a tool to submit community ideas, and a survey which received over 2,500 responses;
- Seven Focus Group meetings were a convening of subject-matter experts and stakeholders to discuss topics that were highlighted as important considerations for this project. Focus Group meetings were conducted virtually.

## Community Ambassador Program

All community engagement was not created equal. Traditional public engagement tends to amplify privileged voices– i.e., people who have the time and the resources to attend these meetings–while leaving out many others, including people raising children, working multiple jobs, facing transportation barriers or simply those who are not comfortable interacting with public officials/project staff in this format.

Following a people-centered and equity-focused approach, Tucson Norte-Sur also employed engagement methods to help address the shortcomings of traditional engagement by meeting people where they are. As an integral part of the engagement strategy, a Community Ambassador Program was developed, building on the successes of the Street Ambassador Program piloted during the Move Tucson initiative. A cohort of Community Ambassadors were recruited in an effort to more authentically and effectively engage with people who live, work, or travel in the Tucson Norte-Sur Study Area.

The Community Ambassadors carried out the following engagement activities with training and support from Living Streets Alliance and the Lead Community Ambassador.

- Six Community Dialogues: Community Dialogues were interactive, workshop-style small group convenings with groups and communities prioritized for engagement in the Tucson Norte-Sur strategic planning effort. The Dialogues aimed to facilitate participation on even footing and honor lived experience just as much as technical expertise, by working together in small groups to articulate the vision for the Study Area, arriving at shared themes and recommendations to guide the Plan.
- Eighteen Pop-up Events: A series of pop-up engagement events were hosted throughout the Study Area to reach diverse populations and to engage at-large community stakeholders in a way that doesn't require people to alter their daily routines to participate. "Pop-up" engagement stations were set up to interact with community members at everyday destinations or places where people were already convening such as transit centers, school events, and community events/festivals. In addition to sharing project information via display boards, participants filled out the project survey (on paper) and engaged with the project team via an interactive board to share their thoughts, wishes, fears, questions, and concerns regarding Tucson Norte-Sur.

Sunnyside Foundation Gives Day Pop-up

Study Area

Proposed Alignment

Figure 1: Map of Engagement Events

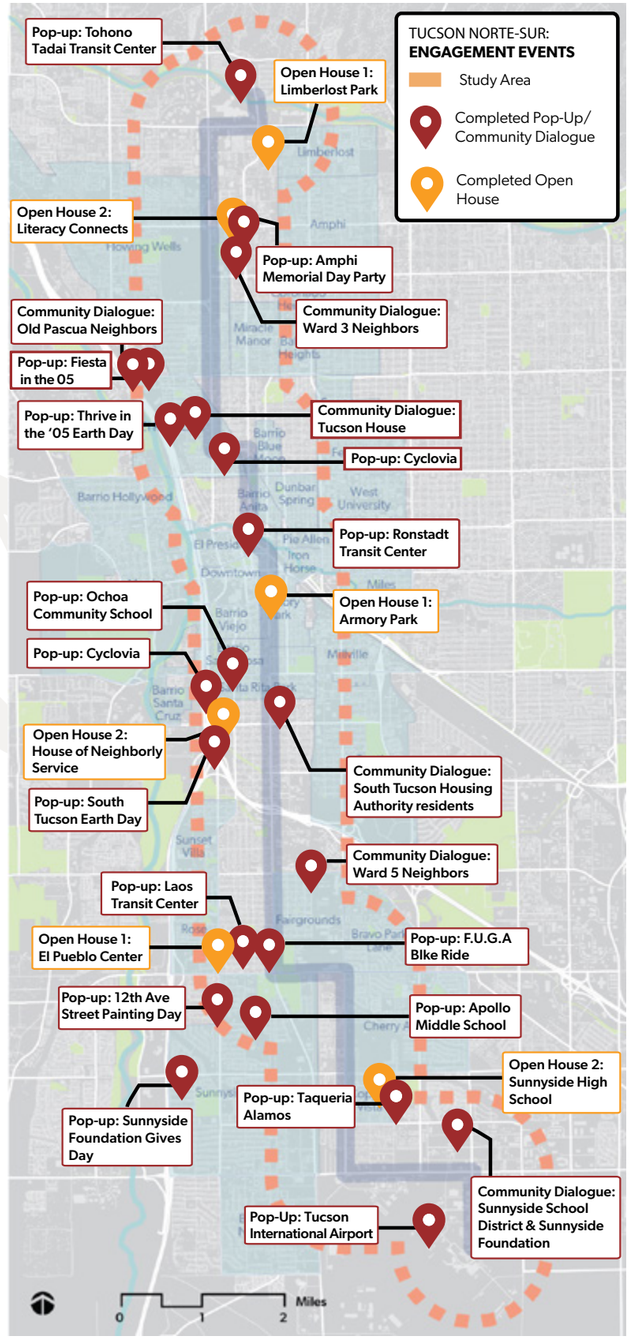
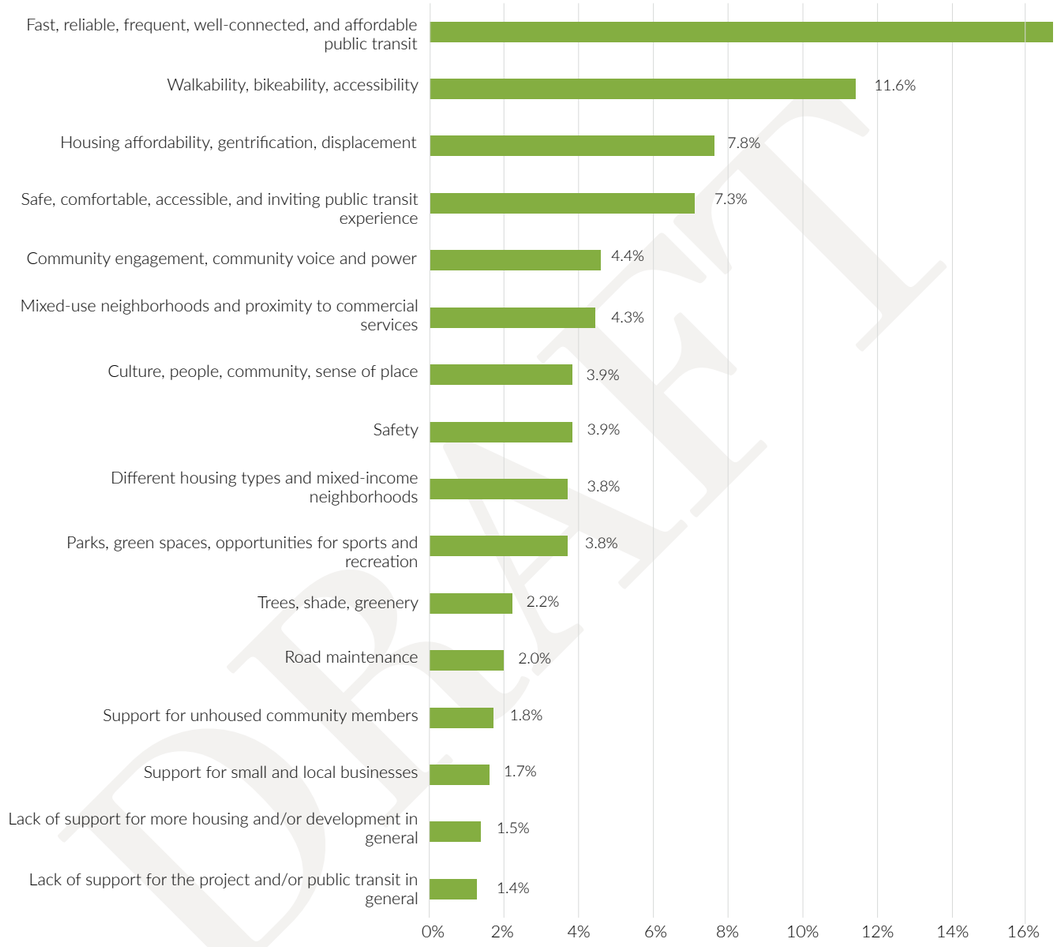


Figure 2: Top themes from all Community Engagement




## Top Themes from Engagement

The top themes from all community engagement are displayed in Figure 2 above. While thousands of public comments were collected throughout the engagement process, these are the theme statements that were mentioned most frequently at Open Houses, Focus Groups, the online/print survey, the pin the map tool on the website, Community Dialogues, and Pop-ups.

Tucson and South Tucson residents expressed desire for fast, reliable, frequent, well-connected, and affordable public transit; walkability, bikability, and accessibility; housing affordability and anti-displacement; safe, comfortable, accessible, and inviting transit experiences; continued community engagement; mixed-use neighborhoods and proximity to commercial services; culture, people, community, and sense of place; overall public safety; different housing types and mixed-income neighborhoods; parks, green spaces, recreation opportunities; trees, shade, and greenery; road maintenance; support for small and local businesses; and support for unhoused community members.

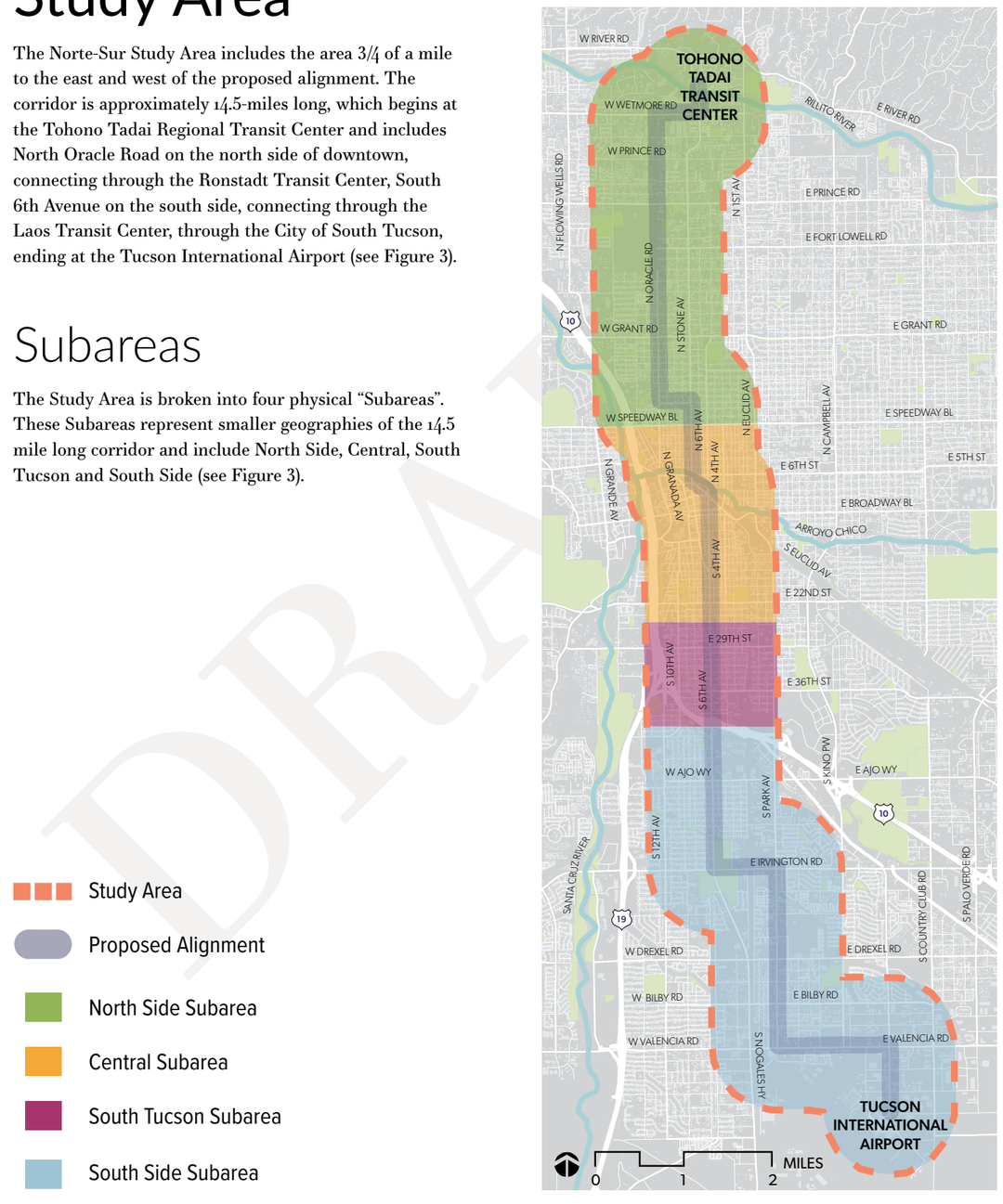
# Study Area

The Norte-Sur Study Area includes the area 3/4 of a mile to the east and west of the proposed alignment. The corridor is approximately 14.5-miles long, which begins at the Tohono Tadai Regional Transit Center and includes North Oracle Road on the north side of downtown, connecting through the Ronstadt Transit Center, South 6th Avenue on the south side, connecting through the Laos Transit Center, through the City of South Tucson, ending at the Tucson International Airport (see Figure 3).

## Subareas

The Study Area is broken into four physical “Subareas”. These Subareas represent smaller geographies of the 14.5 mile long corridor and include North Side, Central, South Tucson and South Side (see Figure 3).

Figure 3: Tucson Norte-Sur Study Area and Subareas



# Land Use Analysis

## Key Takeaways

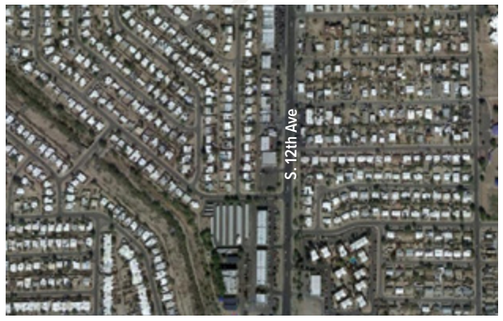
### NORTH SIDE SUBAREA:

- Predominantly single-family residential
- Highest percentage of land area in commercial use (53%)
- Most commercial uses are large-scale and/or auto-oriented
- 16% of the land area is industrial uses, which are concentrated in the southeast along the rail line

### CENTRAL SUBAREA:

- Urban node comprised of historic, multi-generational neighborhoods and shopping & entertainment districts
- Buildings with greatest massing and scale among Subareas
- Diverse mix of land uses
- 28% of all commercial uses in the Study Area, and most commercial uses are small-scale
- High concentration of civic and government uses


Small-scale commercial uses in South Tucson (Cafe Santa Rosa)




Commercial uses along arterials, low-density residential along curvilinear residential streets in the South Side

Auto-oriented Commercial Uses surrounding North Oracle Rd


Large-scale, mixed-use buildings in the Central Subarea

### SOUTH TUCSON SUBAREA:

- Highest percentage of residential, commercial, and industrial uses as a percentage of all land uses in the Subarea
- Small percentage of "other" uses (13%) suggests more rigid and separated land use regulations
- Residential uses are located on both sides of South 6th while commercial uses are concentrated along it. Most commercial uses are small-scale
- High concentration of industrial uses to the northeast suggests a continuation of the industrial uses in the Central Subarea

### SOUTH SIDE SUBAREA:

- 60% of all industrial uses in the Study Area are located in the South Side, and industrial parcels are larger than in other Subareas by 1 acre
- 38% of the Subarea is residential
- With the exception of South 6th Ave, most commercial uses are either large-scale or auto-oriented
- Commercial shopping centers are located along large arterial roads while low-density residential uses are located along more curvilinear residential streets



# Community Investment Opportunities

- There are 1,756 vacant and 1,264 underutilized parcels in the Study Area
- The average size of vacant parcels is 0.4 acres and 1.4 acres for underutilized parcels
- The North Side has the highest number and land area of underutilized parcels and the South Side follows closely behind
- 188 of the vacant parcels are owned by the City of Tucson and could potentially be developed as part of equitable transit oriented investment
- The south side has the highest number of City-owned vacant parcels of the Subareas (137)
- The South Tucson Subarea has the highest percentage of underutilized parcels (32.2%)
- Further analysis should be conducted to identify what private underutilized parcels could be strategically acquired by the Cities of Tucson and South Tucson.

Figure 4: Vacant and Underutilized Parcels by Area and Count

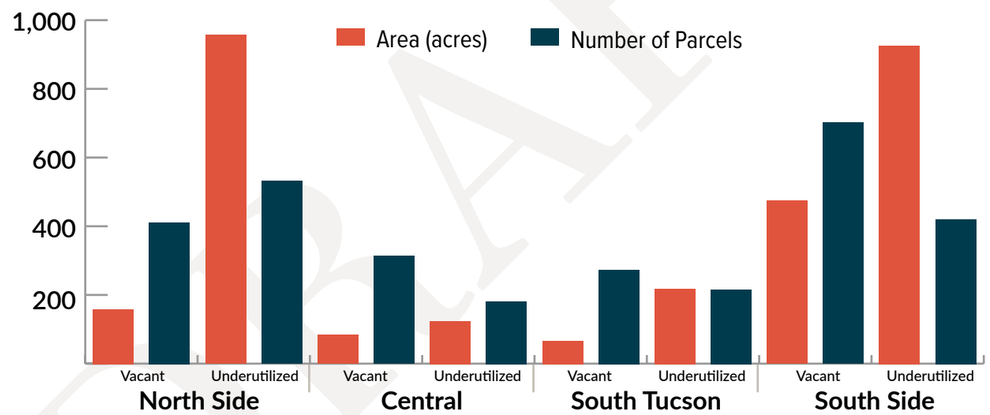
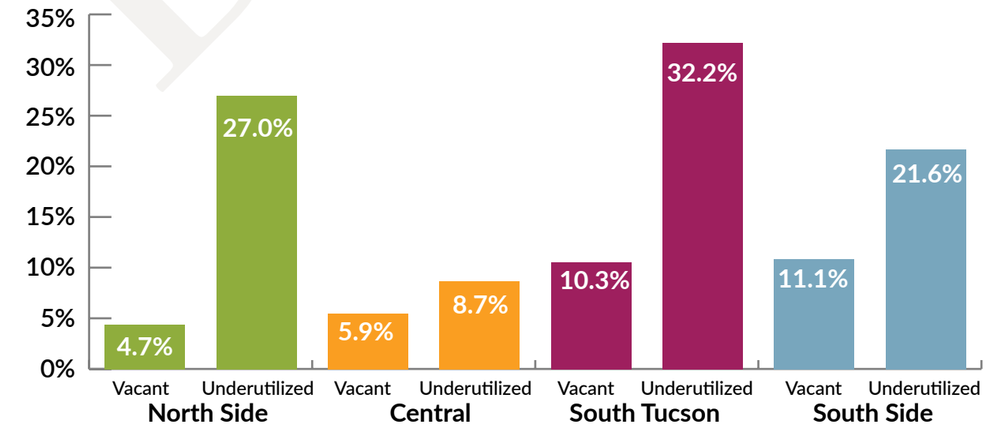



Figure 5: Percentage of Land Area that is Vacant or Underutilized



# Mobility Analysis

## Public Transit

### Key Findings

As part of the Tucson Norte-Sur planning effort, an assessment of existing transit service along the corridor was undertaken to evaluate transit usage in the Study Area today. Almost all transit routes in the City of Tucson cross through the Study Area. Importantly, there are seven core routes that serve the proposed Norte-Sur alignment, which comprise 30% of all transit ridership. Routes currently serving the proposed alignment can be seen in Figure 7. These routes serve as vital connections within the Study Area that riders depend on to access jobs, the University of Arizona, services, and amenities.

Ridership along the proposed alignment is also more consistent year round than other transit routes, signaling the demand for transit services along the corridor, as shown in Figure 6. While the demand throughout the corridor suggests the significance of maintaining service levels, there are certain areas that remain underserved, such as South Tucson, that could benefit from transit investment. Overall ridership data from 2022 highlights the return to pre-pandemic levels and, in the case of Sun Link, some lines are exceeding pre-pandemic ridership. The popularity of Sun Link demonstrates the interest among Tucson community members in higher capacity transit options.

Figure 6: SunTran 2019 Ridership by Month

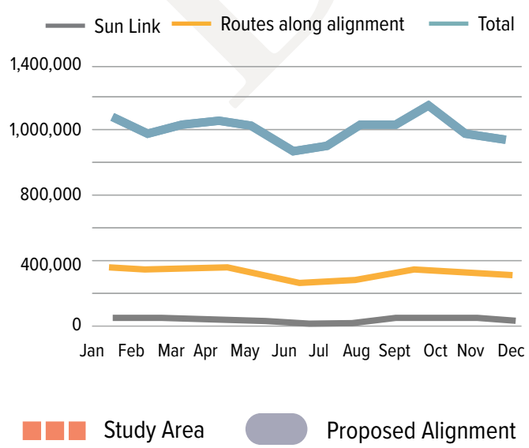
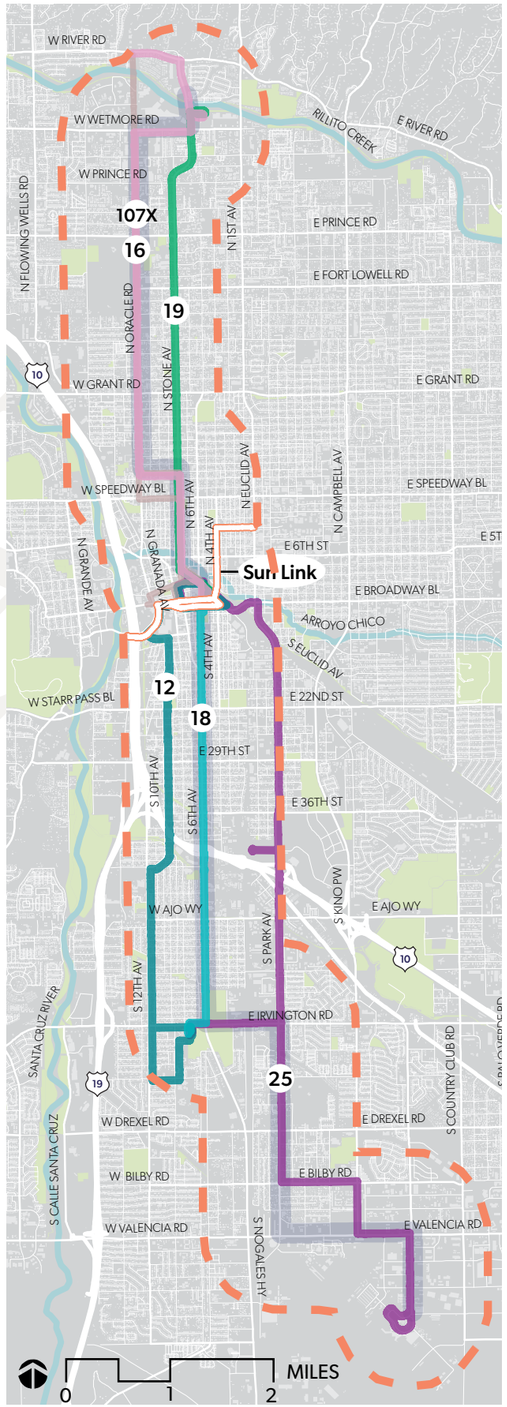



Figure 7: Transit Routes Along the Proposed Alignment






# Active Mobility

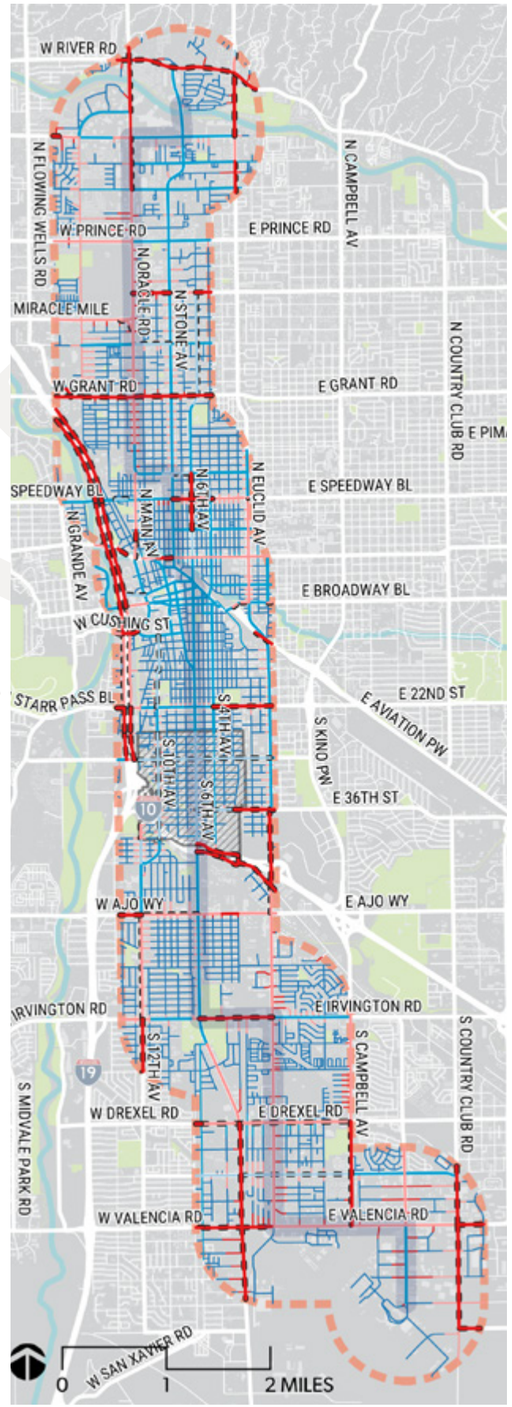
## Key Findings

The review of the Norte-Sur Study Area from an active mobility perspective revealed the following considerations and recommendations:

- Landscaping/shade trees should be added to increase user comfort, reduce the urban heat island effect, create buffers between pedestrians and motorists, and reduce motor vehicle speeds.
- Additional buffers between pedestrians and/or bicyclists and motor vehicle traffic would increase user comfort along the corridor and enhance access to potential transit stop locations.
- Additional crossing opportunities - and reduced crossing distances - in the North Side and South Side Subareas would increase access to potential transit stop locations.
- On-street bikeways in the Study Area are generally narrow and feature minimal separation from traffic. These facilities are unlikely to appeal to most casual bicyclists, which comprise the largest portion of bicyclists.
- Street lighting - including pedestrian-scale lighting - would enhance safety and security in the Study Area.
- Various portions of the Study Area are on the High Injury Network. Roadway improvements that accompany major transit investments should seek to implement Complete Street cross sections that enhance conditions for non-auto users and better manage travel speeds. Improving access to transit stops and stations areas could also have the effect of reducing vehicle speeds and reducing the severity of crashes.

In addition, the Major Streets and Routes Plan should be updated to be consistent with the Norte-Sur Corridor Strategic Plan. Any transit-oriented development-related investment should and enhance walkability by creating accessible sidewalks, safer crossings, better lighting, and improved biking infrastructure for better access to transit and to facilitate other local trips in a safer manner.

Figure 8: Active Mobility Existing Conditions



# Strengths/Weaknesses Assessment: Snapshot

## NORTH SIDE

**STRENGTH**

**The North Side Subarea has the largest number of housing units.**

*12% of all housing units in Tucson are in the North Side Subarea.*

**OPPORTUNITY**

**Increase tree canopy coverage and pedestrian comfort.**

*Sidewalk and crossing improvements on North Oracle and North Stone would make walking more comfortable.*

**WEAKNESS**

**A disproportionate number of crashes and fatal crashes happen in the North Side Subarea.**

*32% of total crashes and 46% of fatal/ severe injury crashes take place throughout the North Side Subarea, despite comprising of only 28% of total road miles.*

**THREAT**

**The North Oracle corridor was identified as at high risk of residential and commercial displacement.**

*Extra attention and thought will need to be focused on these homes and businesses to ensure minimal displacement.*

## CENTRAL

**STRENGTH**

**The Central Subarea is the most walkable within the Study Area.**

*Meaning that residents don't necessarily have to own cars and are more likely to use transit.*

**OPPORTUNITY**

**Create "car-free" zones Downtown.**

*Downtown could support "car-free" zones to promote safer walkability.*

**WEAKNESS**

**It's more expensive to live in the Central Subarea.**

*Housing prices are higher than other Subareas, and due to high land costs, the majority of new developments being built are "luxury apartments".*

**THREAT**

**Construction already creates connectivity issues Downtown.**

*Construction of the transit service will likely create additional connectivity issues Downtown.*



## SOUTH TUCSON

**STRENGTH**

**Diverse small and local businesses create a strong sense of place.**

*South Tucson is home to some of the oldest Mexican restaurants in Arizona.*

**OPPORTUNITY**

**Leverage existing local artists to beautify public improvements.**

*The strong art presence in South Tucson can continue with station area planning.*

**WEAKNESS**

**South Tucson is small in size and in population compared to most incorporated municipalities.**

*Which means it has fewer financial and staff resources available to contribute to a project of Norte-Sur's size.*

**THREAT**

**The current minimum lot size requirements limit redevelopment potential on South Tucson lots.**

*This could result in existing houses being bought, demolished, and replaced with larger single-family homes sold at a much higher price than the median household can afford.*

## SOUTH SIDE

**STRENGTH**

**A large number of major private employers are located within the South Side.**

*15% of all jobs in Tucson are in this Subarea.*

**OPPORTUNITY**

**There is a strong development opportunity for industrial uses surrounding the airport.**

*Vacant and underutilized parcels make up a large acreage of land that could potentially be feasible for more industrial uses.*

**WEAKNESS**

**The South Side's urban form is auto-oriented.**

*Low densities and commercial uses with large surface parking lots create poor walkability.*

**THREAT**

**Parking is inexpensive near the Airport.**

*The low cost of parking near the Airport may prevent people from taking transit.*

# 2.0

# INTRODUCTION

# 2.1 | PURPOSE & NEED

## Purpose

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## Need

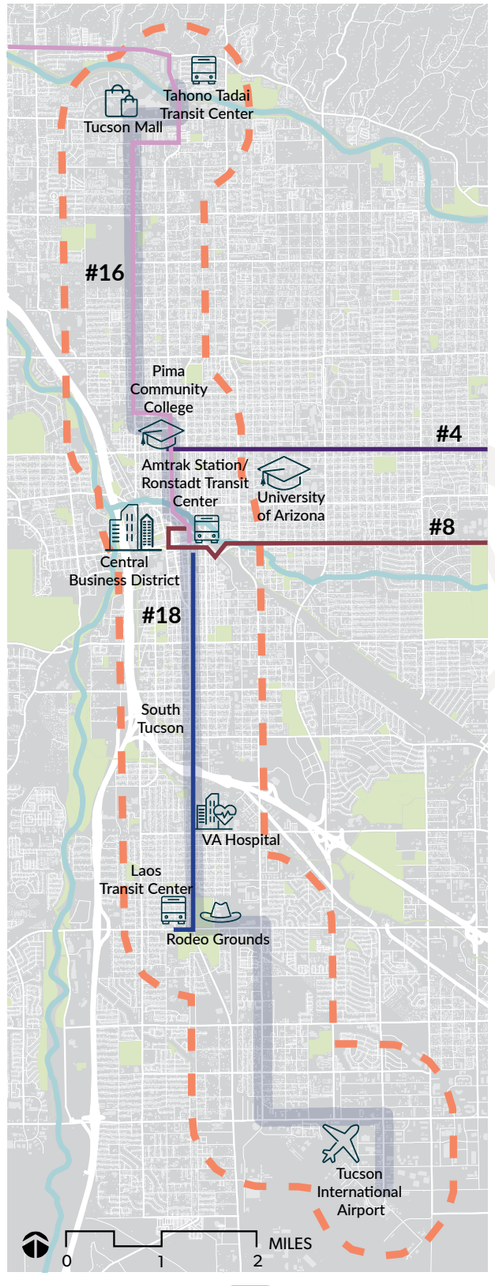
### Affordable Housing

Over the past several years, the cost of housing has risen dramatically in Tucson and throughout the Pima County region. Since 2017, the median rent in Tucson rose 40% and today is over $1,200. Typical home purchase values have increased at an even greater pace; from $176,199 in 2017 to $287,000 in 2021. Household incomes are not keeping up with the rising housing costs and the COVID-19 pandemic has further exacerbated and exposed existing socio-economic disparities. There is a desperate need to address housing equity and affordability in Tucson, which is a central goal in this land use and transportation planning process.

Mapping activity at an Open House event

## Why this Corridor?

### REGIONAL ATTRACTIONS

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## Transit Access & Investments

The Tucson Norte-Sur Corridor was identified in Move Tucson, the City's Transportation Master Plan, as a high priority for High Capacity Transit service to connect people to jobs, services, and their community. The following existing conditions in Tucson and South Tucson outline the need for eTOD in the Norte-Sur Study Area:

- Bus Route #16, which runs from the Tohono Tadai Transit Center and connects the north side through the central area, has the highest ridership in the metropolitan area.
- The proposed Norte-Sur alignment encompasses areas of the Cities of Tucson and South Tucson that have been historically under-invested, with a particularly high concentration of low-income communities of color and mobility-vulnerable residents that face the greatest transportation barriers due to age, poverty, disability, lack of vehicle access, and other factors.
- The proposed route alternatives would provide transit access to:
  - All three of Tucson's regional transit centers, the downtown central business district, Amtrak station, and the Tucson International Airport;
  - Sun Link Streetcar's 4-mile fixed route loop, connecting the University of Arizona to the east, Downtown Tucson business and entertainment districts, and the Mercado District and businesses on the west;
  - Pima Community College (PCC) downtown campus and the University of Arizona;
  - The City of South Tucson's central municipal complex and library;
  - Southern Arizona's regional VA Hospital;
  - Tucson Rodeo Grounds; and,
  - The Tucson Mall
  - Major parks and community centers: Anza Park; Armory Park and Senior Center; Rudy Garcia Rodeo Park; El Pueblo Park, Senior Center, Activity Center, and Neighborhood Center
  - Three libraries: Main Library, South Tucson, and Frank De La Cruz
  - Thirteen elementary, middle and high schools; Pima Community College Downtown Campus; El Pueblo Adult Learning Center

The proposed transit service will support a significant number of people and employers:

- Approximately 126,200 people live within the Study Area;
- Approximately 15% of the population served in the public transit system's overall service area is within the Study Area;
- 15 business clusters exist along the route, representing key industries of health care, finance, manufacturing, warehouse/distribution, aerospace, and information technology;
- 2,430 employers that employ 57,000 people, 1,900 of which are small businesses that have less than 20 employees; and,
- 17 Federal Opportunity Zones

## Development Regulations

As they function currently, the City of Tucson's and South Tucson's development regulations do not support the envisioned scope and scale of development models that best support equitable transit investments. These regulations need to be evaluated and updated to support future high-capacity Transit Oriented Development patterns with a walkable urban form, flexible uses and higher densities. All of this needs to be understood while prioritizing equity and the goal of housing affordability - a challenging task.

SunLink Streetcar Stop



# 2.2 | BACKGROUND

Since the 1950s, public investments have largely been focused on sprawling, auto-oriented development in Tucson. This is seen in the Study Area in the large amount of space allocated for parking, in the widening of streets and in the absence of sidewalks and other pedestrian infrastructure. The expansion of civic uses have resulted in the displacement of neighborhoods, the lack of housing choices for different household types or incomes, and in the long distances workers must travel to reach jobs, schools, and other important needs. This focus on auto-oriented investment has left some of the City's lowest income and most vulnerable communities with few or no options to move about the City. Car ownership is a luxury that is unattainable for many low-income residents, who rely on transit, walking and biking to get around. As a result, the Cities of Tucson and South Tucson have made a commitment to focus future investment in transit-oriented communities that are safe, walkable, bikeable, affordable, compact, healthy and resilient.

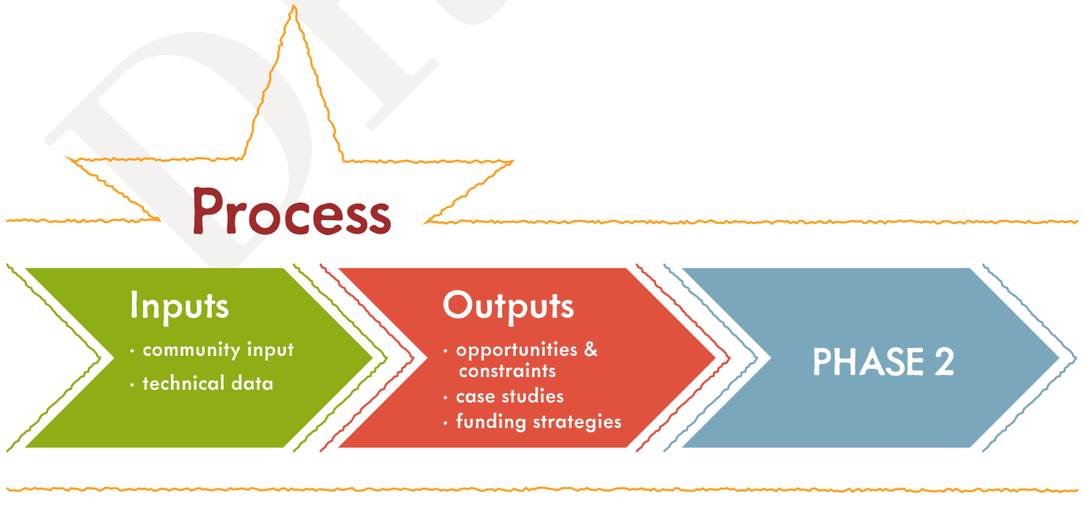
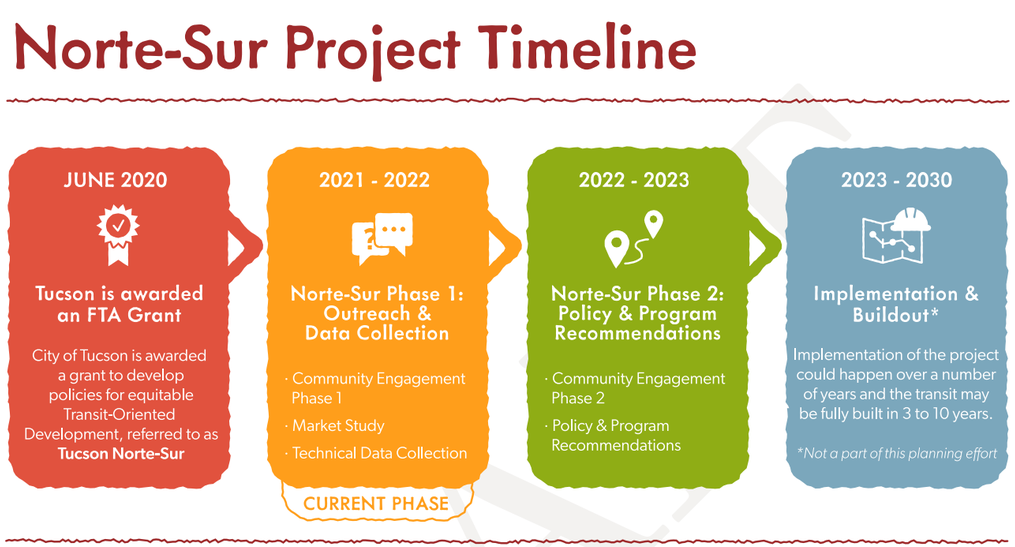



Figure 9: Process

Figure 10: Norte-Sur Project Timeline




# FTA Grant

The City of Tucson was awarded a 3 year grant in 2020 from the Federal Transit Administration's Pilot Transit-Oriented Development (TOD) Planning Program. The funding is allocated towards needed technical studies including this study, a housing market assessment, affordable housing financing study, and best practices memo.

There are two phases of the FTA Grant: Phase 1 is this study and includes:

- Market assessment that identifies vacant properties and land to purchase for future affordable housing, public space, and other amenities.
- A Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis
- Financial strategies and policies for preserving and adding mixed-income housing
- Community engagement, including engagement done through the Community Ambassador Program

Phase 2 is intended to include:

- Policy & program recommendations to allow for more housing types, and greater housing densities near transit stations
- Zoning overlays and design guidelines to improve walkability and multi-modal connections along the transit corridor, similar to the Sunshine Mile District Overlay
- Community engagement



# Study Area

The Norte-Sur Study Area includes the area 3/4 of a mile to the east and west of the proposed alignment. The corridor is approximately 14.5-miles long, which begins at the Tohono Tadai Regional Transit Center and includes North Oracle Road on the north side of downtown, connecting through the Ronstadt Transit Center, South 6th Avenue on the south side, connecting through the Laos Transit Center, through the City of South Tucson, ending at the Tucson International Airport (see Figure 11 on page 29).

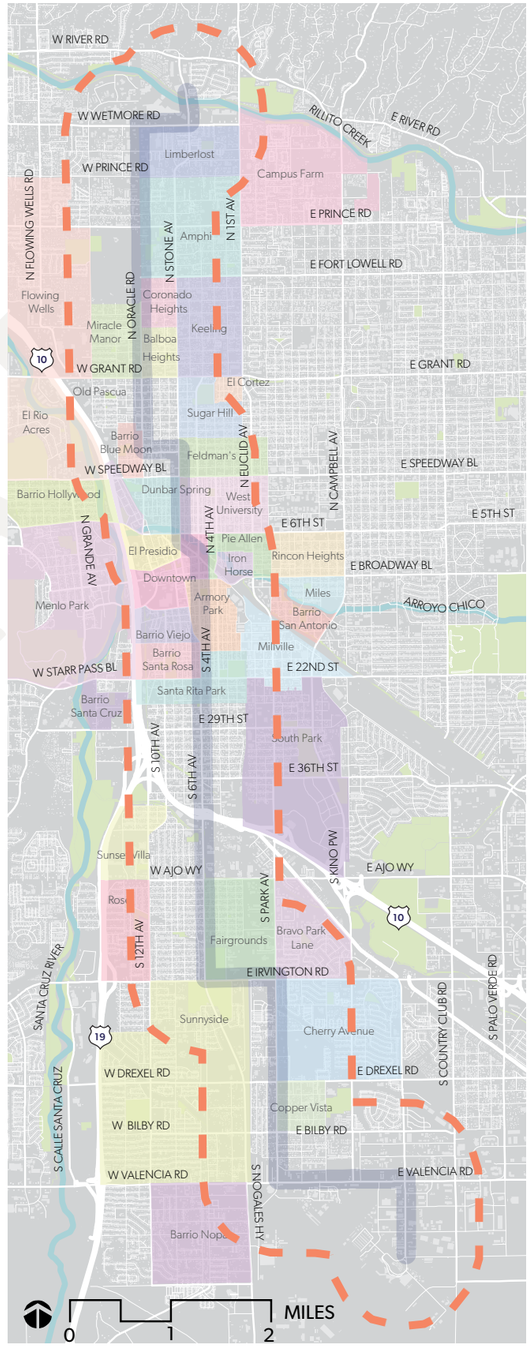
## Subareas

The Study Area is broken into four physical "Subareas". These Subareas represent smaller geographies of the 14.5 mile long corridor and include North Side, Central, South Tucson and South Side (see Figure 12 on page 30).

### NORTH SIDE

The North Side Subarea encompasses the area between Speedway Blvd and the Rillito River, and includes historic motor courts with Route 66-era neon signs along N. Oracle Rd and Miracle Mile, iconic local businesses along Stone Ave, the largest shopping destination in Tucson at the Tucson Mall, Pima Community College, a connection to the Loop Trail network, and the Tohono Tadai Regional Transit Center at the north end of the Subarea. This effort can build upon existing federally-funded initiatives, like the Thrive in the '05 efforts, to enhance housing, neighborhood investments, and public safety enhancements. An opportunity exists for this project to leverage investments that Pima Community College has made at their Downtown Campus, as well as several multi-family development projects on N. Oracle Rd.

Figure 11: Study Area Map




Study Area

Proposed Alignment

## CENTRAL

The greater  Tucson Downtown area has seen substantial investment as a result of transit-oriented development in the last 10 years. The four-mile SunLink streetcar connects downtown, the University of Arizona, 4th Avenue and the west side. In addition to the streetcar, the Ronstadt Transit Center downtown serves more than 20 bus lines. Through a combination of transportation investments, land use tools, and economic incentives, Downtown Tucson has seen substantial growth in housing, jobs and businesses since the launch of the streetcar in 2014. The Infill Incentive District, the zoning tool that has facilitated much of the development in the greater downtown area, is up for renewal in January 2023 and is currently being updated, in tandem with this effort.

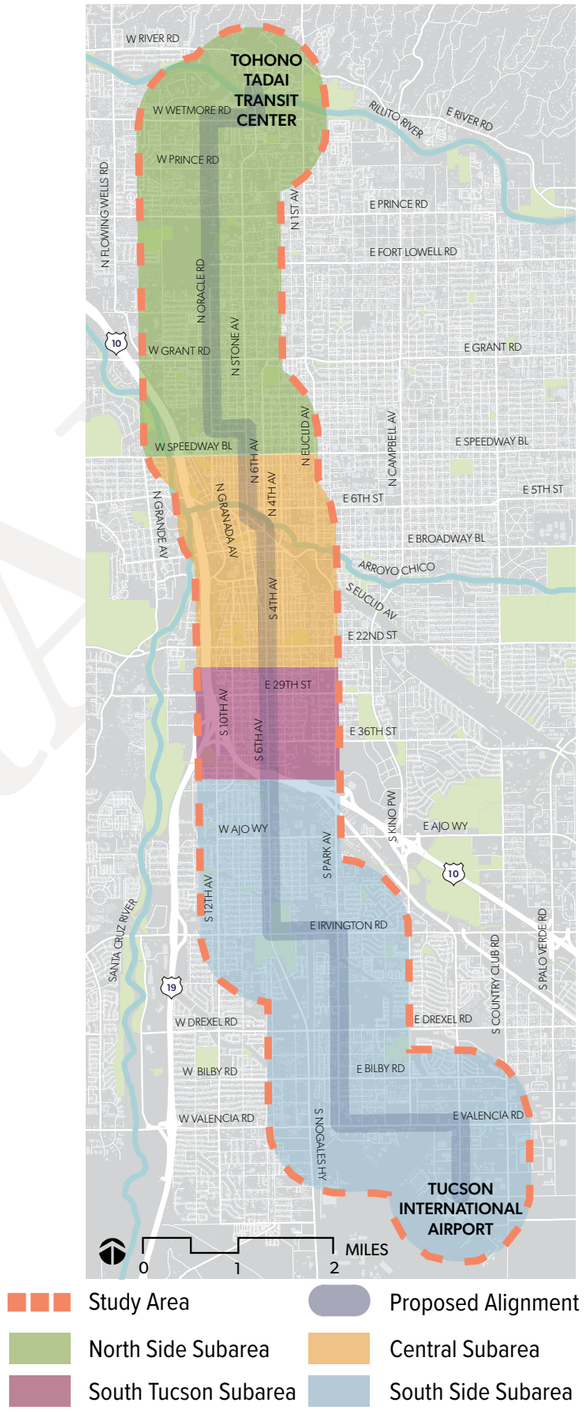
## SOUTH TUCSON

The City of South Tucson covers an area of about 1.2 square miles and is surrounded by the City of Tucson. It is located at the junction of Interstate 19 and Interstate 10 about 1 mile south of Downtown Tucson. It is bounded on three sides by two freeways and the Union Pacific railroad tracks. Incorporated in 1940 and known as the 'Pueblo Within a City', the City of South Tucson has maintained a strong and unique character and cultural heritage. South Tucson's ethnic character is evident in its widely known Mexican restaurants and its architectural styles, including colorful outdoor tile murals.

## SOUTH SIDE

The South Side Subarea has the highest acreage of all Subareas, and is bounded by I-10 on the north and the Tucson International Airport on the south. In addition to the airport, the South Side is home to many large institutions and employers, such as the Rodeo Grounds and the Veterans Hospital. The South Side alignment identified as part of the Norte-Sur Plan include S. 6th Ave, Irvington Rd, Park Ave, and Valencia Rd, each of which has its own unique character. The South Side is primarily residential and auto-oriented, but has seen substantial growth, particularly in the industrial sector, and is an emerging employment hub.

Figure 12: Tucson Norte-Sur Geographic Subareas




# 2.3 | REPORT FRAMEWORK

## What is TOD?

Transit Oriented Development (TOD) is a type of community development that includes a mixture of housing, office, retail and/or other commercial development and amenities integrated into a walkable neighborhood and located within a 1/2-mile of quality public transportation.

## TOD Promotes:

### WALKABILITY

- Walking is a safe and comfortable experience for people of all ages and abilities
- Accessible sidewalks, safe street crossings, shade trees, street lights, and calm traffic make walking a pleasant way to get around.

### PUBLIC TRANSPORTATION

- Frequent, fast, and reliable transit connects people to jobs, services or other regional destinations located further out
- Transit stops are within walking or biking distance and accessible for all

### MIXED USE & COMPACT DEVELOPMENT

- Residential & non-residential development is mixed together so that grocery stores, shops, restaurants, schools, parks and housing are all located within walking distance. This makes it easier to get to jobs, schools, services, and recreation.
- Redeveloping vacant or under-used areas near transit stops helps create compact development

Across the country, cities with substantial transit systems are working to implement TOD policies, and the market is responding. In places where good transit connects neighborhoods that offer a high quality of life, developers begin purchasing property and investing in neighborhoods which can increase rents and home prices leading to gentrification and displacement.

The missing piece in traditional TOD is equity. Therefore, it is important to bring an equity lens to TOD efforts to make sure that people with lower incomes and small businesses can afford to stay in place when new investment happens.

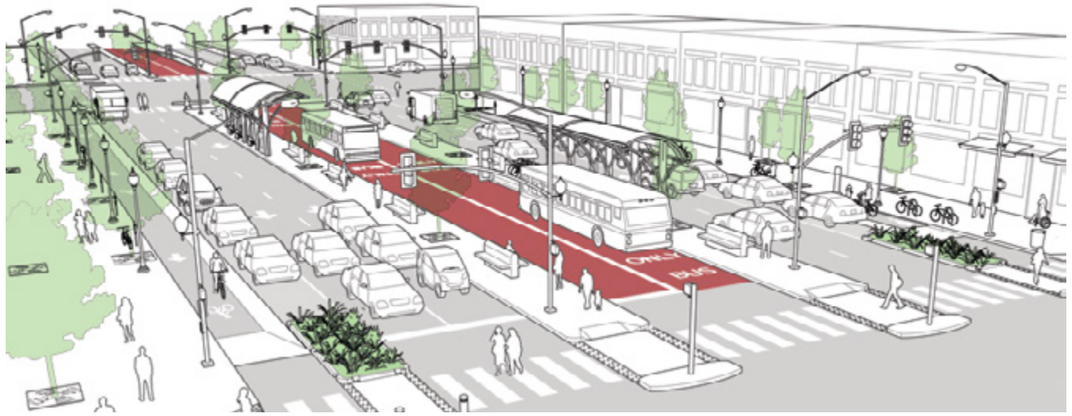


Figure 13: Transit Oriented Development Example
*Source: National Association of City Transportation Officials: Urban Street Design Guide*

## TOD in Tucson

The Tucson SunLink Streetcar represents a TOD success story with reinvestments and economic development generated around the streetcar line, including new infill development, senior and low-income housing projects. That said, impacts from increased property values (exacerbated by the current housing crisis) resulted in rent increases and higher sales prices, which in turn have caused some displacement of both residents and businesses. It is important to understand the lessons learned with the Streetcar project, and underscore the need to incorporate robust affordable housing development and strategies to prevent displacement in the Norte-Sur Study Area. Emphasizing the "E" in eTOD is critical to ensure that the people who have lived along this corridor for generations, and the business owners who have catered to those multi-generational families, can continue to thrive.

TOD in Tucson is not limited to the scale of development in the Mercado District and Downtown. Low- to medium-density infill development at the local neighborhood scale also serves as an example of TOD in Tucson. Throughout the 14.5 mile corridor, the scale and variety of TOD development should vary to respond to neighborhood context. Tucson's TOD Handbook should be consulted when considering TOD in Tucson.


Streetcar Mercado Station

Mercado District

# What is eTOD?

Equitable Transit Oriented Development (eTOD) refers to TOD efforts with a dedicated strategy to ensure that low-income residents and residents of color benefit from - and are not displaced by - the new investment and development. eTOD projects elevate community voices in decision making processes and in realizing community-focused benefits. It is a tool to drive place-based investment in marginalized communities that have experienced public disinvestment for years. It shapes development in areas where market pressures would otherwise squeeze out affordable residential, commercial, and community-serving needs.

Benefits of eTOD include:

- Preservation and expansion of affordable housing
- Protection for tenants from rising costs and displacement
- Connection of residents to jobs and economic opportunities
- Stabilization and support for small and local businesses
- Creation of healthy, opportunity-rich neighborhoods

Research shows that those who live in transit-oriented communities walk and use transit more, which contributes to better health outcomes and reduced greenhouse gas emissions. eTOD contributes to the local and regional economy through increased land values, more cost-efficient to provide infrastructure and services, and reduced household transportation costs.

## eTOD in Tucson

Tucson is using an eTOD approach for this study of the Norte-Sur Study Area, focusing on how to achieve equitable Transit Oriented Communities. This will involve the surrounding residents, businesses, and stakeholders in engagement activities in Phases 1 and 2 to directly influence and develop the final policies, strategies, and investments.

Varying scaled TOD projects in Tucson are already addressing equity and affordable housing issues. There are several Low Income Housing Tax Credit (LIHTC) projects that were built in the downtown area over the last ten years, prior to the resurgence of the market-rate housing boom. The Mercado District provides 70 affordable units within blocks of the SunLink streetcar station. The Milagro on Oracle infill project is designed to accommodate income-restricted seniors. The Hope VI project (developed in 2000) is located within 1/4 mile walk to the South 6th Ave corridor. The City of Tucson is now heavily invested in the Thrive in the '05/Choice Neighborhoods Project, which will bring hundreds of new affordable units in and around the proposed alignment in the North Side. However, given the extent of the affordability problem in the region, these efforts are not nearly enough.

Figure 14: eTOD Framework

# Report Framework

The Tucson Norte-Sur Plan is comprised of two major components: Community Engagement and Technical Assessment (see Figure 15).

## Community Engagement

### ENGAGEMENT PROCESS:

- Open Houses: Large-scale events intended for anyone in the community to attend to both inform attendees about the project and solicit feedback on data and recommendations presented
- Focus Groups: A convening of subject-matter experts and stakeholders to discuss topics that were highlighted as important considerations for this project
- Project Website: A place where community members can learn about the project, participate online through a number of interactive tools, and stay updated on the project through email newsletters
- Online and Print Survey: Surveys are a method to solicit specific feedback through curated questions to understand more about how the community feels about the project and Study Area. The Survey was available online and was also distributed on paper at Open House #2 and at the Pop-up events
- Steering Committees: Two Steering Committees provided guidance and direction throughout the planning process. The Project Steering Committee was represented by City staff from various departments and peer agencies. The Project Working Group better represented the community, and included a range of community members, stakeholders, and Community Ambassadors

### COMMUNITY AMBASSADOR PROGRAM

Which included:

- Pop-ups: "Pop-up" engagement stations were set up to interact with community members at everyday destinations or places where people were already convening such as transit centers, school events, and community events/festivals
- Community Dialogues: interactive, workshop-style small group convenings with groups and communities prioritized for engagement in the Tucson Norte-Sur strategic planning effort
- Creative Connections: Community Ambassadors got the word out about the project, the community dialogues, and heard from people in the communities they were already connected to.
- Local Business Canvassing: Community Ambassadors cavassed local businesses in each Subarea to bring awareness to the project and give business owners and employees the opportunity to give input.

## Data

Data is the compilation of all of the data collected as part of Phase 1, which included:

- Land Use Analysis: Existing land use analysis, historic development patterns, community assets/ amenities, and vacant/underutilized parcels.
- Mobility Analysis: Assessment of both transit and active mobility conditions in the Study Area.
- Market Assessment Summary: Evaluation of market conditions and development typologies in the Study Area.

## Case Studies

- Other projects and programs that represent eTOD best practices from cities across the country.

## Funding Strategies

- An outline of potential funding strategies for these robust land use and transit investments.

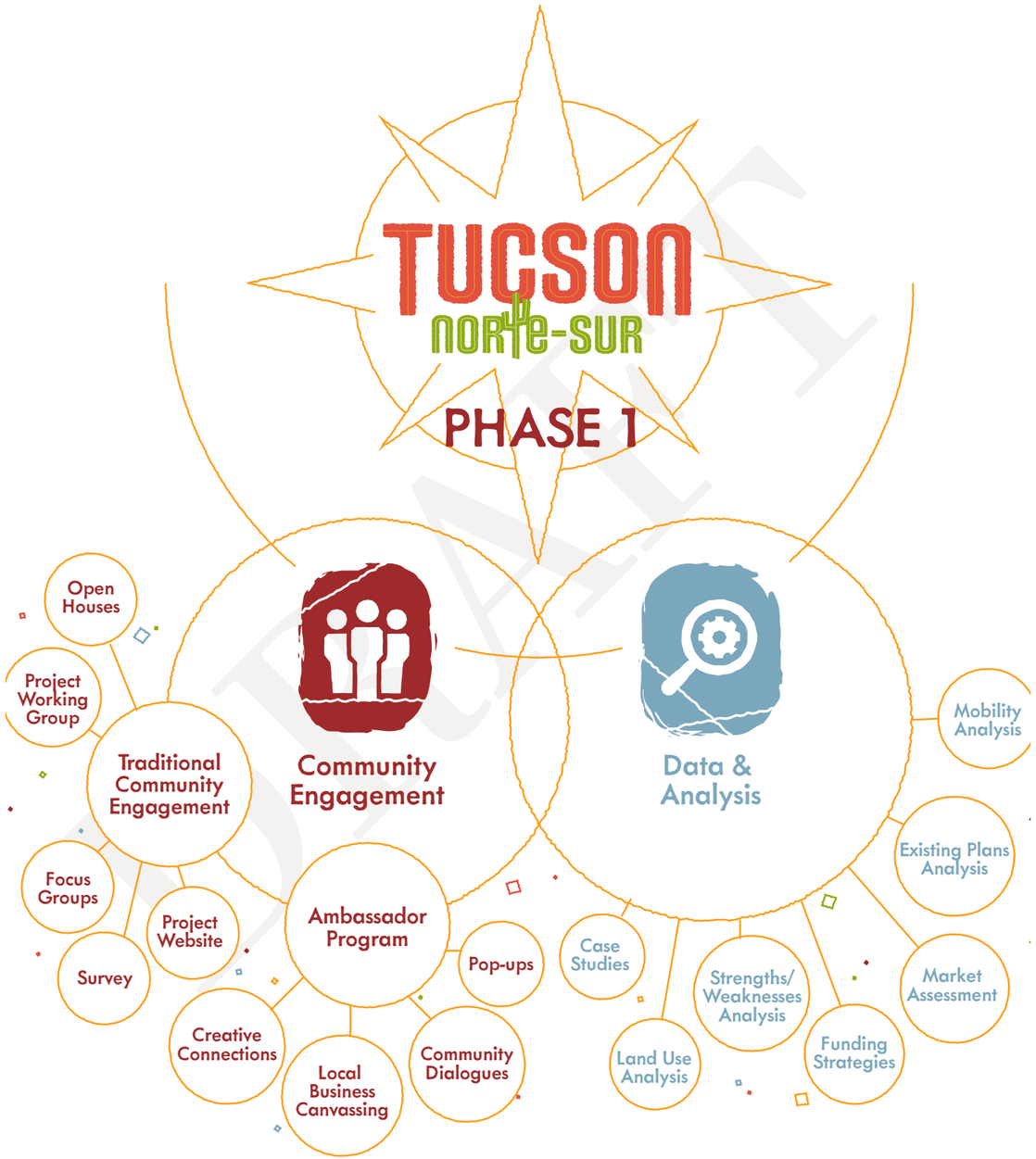



Figure 15: Tucson Norte-Sur Phase 1 Framework

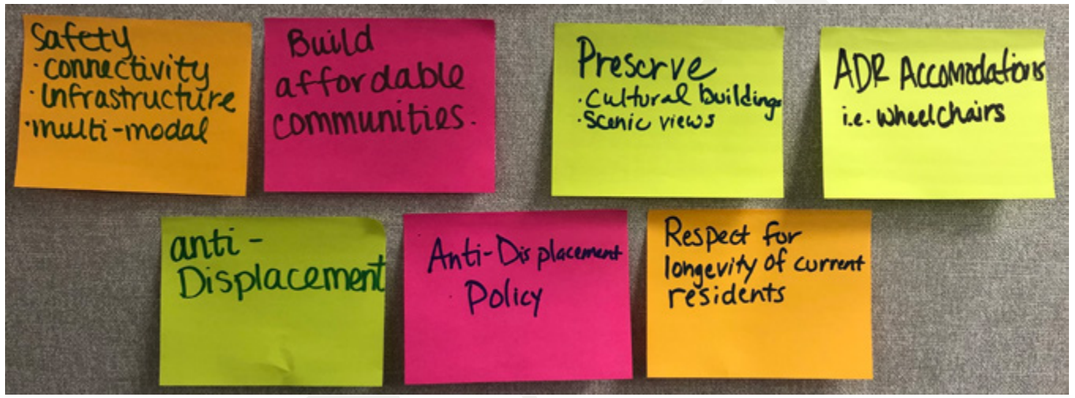
# 3.0

# COMMUNITY ENGAGEMENT

# 3.1 | COMMUNITY ENGAGEMENT THEMES

The following Themes were prioritized by the community through all engagement methods. These Themes and supporting narratives should be used as guiding principles for Phase 2 of the eTOD Study, and should be further developed into policies and land use regulations. Additional detail on comments received during engagement events are provided in Appendix 8.2. The top 10 themes are shown in Figure 16 on page 40.

Priority themes that participants shared at a Community Dialogue





Community Input from Open House 1

## 1 FAST, RELIABLE, FREQUENT, WELL-CONNECTED, AFFORDABLE PUBLIC TRANSIT

Participants across various engagement events and activities identified fast, reliable, frequent, well-connected, and affordable transit as an important priority. Many expressed that they would personally benefit from improved public transit to cut down their travel time, give them quicker access to their jobs and appointments, and allow them to more conveniently run their errands while also providing a reliable mobility option especially for people who share a car with their household members. Specific comments included a desire for more frequent schedules, extended hours (early morning, late night), extended weekend hours and service, and faster travel times and transfers. Dedicated travel lanes for public transit was notably mentioned repeatedly in comments and several comments were submitted in support of expanding the streetcar. Survey results included several comments in support of dedicated travel lanes for public transit and expanding the streetcar. While the vast majority of the transit-related comments shared via different engagement avenues were in favor of improved service, survey feedback included some comments encapsulating unsupportive attitudes towards Tucson Norte-Sur and public transit in general.

## 2 WALKABILITY, BIKEABILITY, ACCESSIBILITY

People offered a variety of comments related to creating safer and more comfortable conditions for walking and biking throughout the Study Area. These included continuous, accessible (free of obstacles, even, adequately wide, etc.), comfortable, and shaded sidewalks; streetlights; and other investments that support walking such as seating areas, water fountains, and public restrooms. Participants identified a need for safer crossings for people walking and biking, ease of pedestrian access to transit stops, and improved boarding ability on buses with bikes. Safer, and more connected facilities for biking, particularly protected bike lanes, were frequently brought up. Participants flagged additional infrastructure needs to make streets and public spaces accessible for people with disabilities. Specific comments included smooth, continuous, and wider sidewalks, curb ramps for wheelchair access, level boarding as in Streetcar stops, small rest stations, and more seating areas. Concerns around accessibility were shared at various engagement events, but were especially prominent at a community dialogue hosted at Tucson House where many residents who attended were older and used wheelchairs or mobility devices.

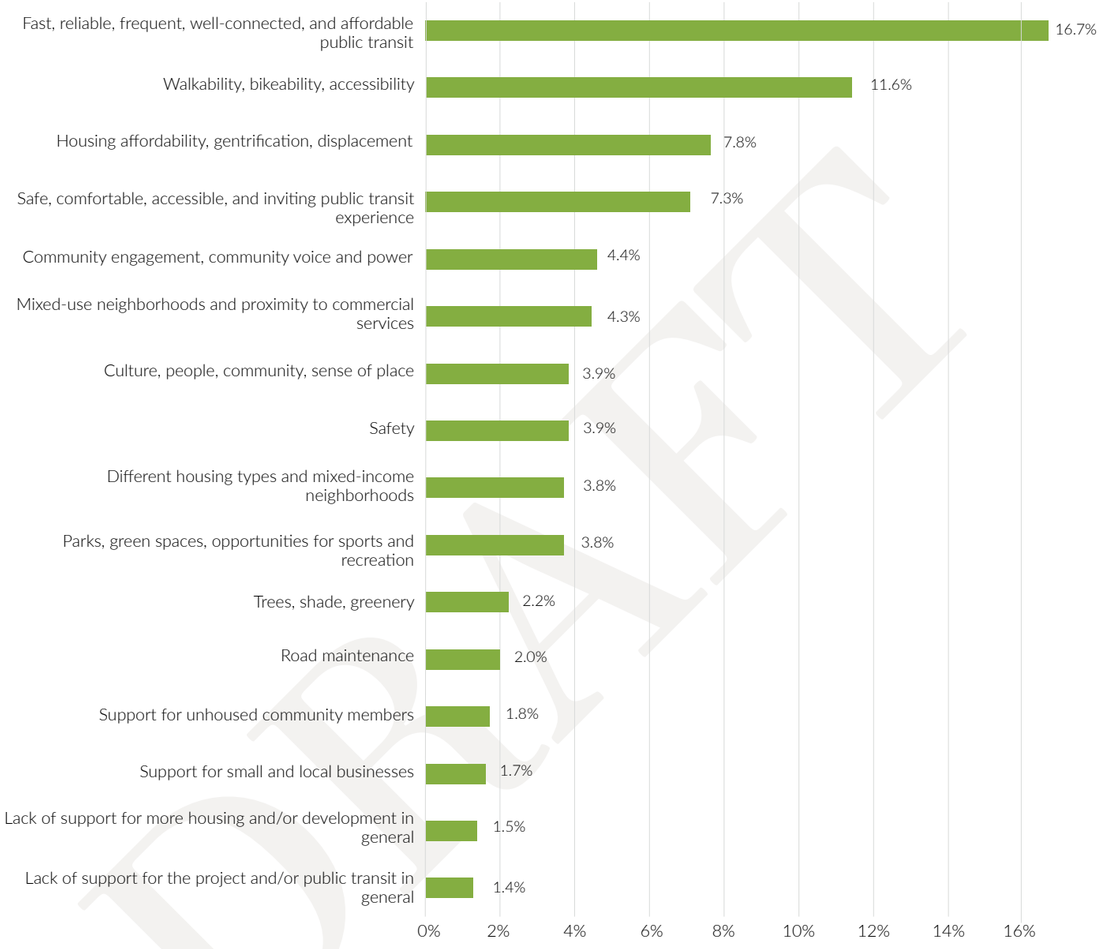
## 3 HOUSING AFFORDABILITY, GENTRIFICATION, DISPLACEMENT

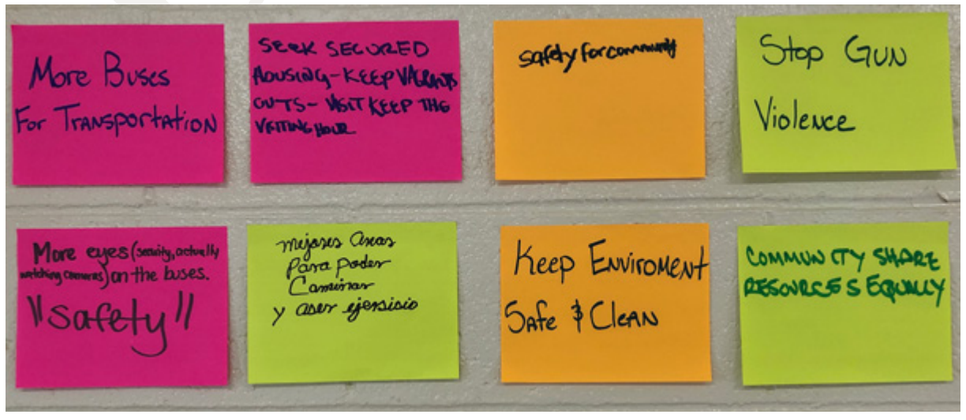
The engagement process revealed that people are concerned about increased cost of living potentially resulting in gentrification and displacement. Participants expressed a desire for preserving and increasing affordable housing –both as rentals and for ownership– for people of different income levels and demographics including older adults, unhoused people, and people with disabilities. Concerns around the possibility of increased rents and property taxes were brought up along with the need for protecting residents and families who already live in the Study Area neighborhoods from negative impacts of such housing cost escalations. Public housing, rent control or other tenant protections, successful anti-displacement programs and policies, emergency housing for unsheltered people and other measures to help address houselessness were among the specific ideas named by participants. Some participants alluded to mistrust with private developers and articulated concerns around development and real estate investment in general, citing predatory practices and inequitable investment leading to inequitable benefits. On a housing-related note, sentiments about not wanting to see any new housing or development were shared via the survey, while other survey participants expressed support for multiple types of housing at different price points including apartments, condos, townhomes, tiny homes, casitas, single-family housing.

## 4 SAFE, COMFORTABLE, ACCESSIBLE, INVITING PUBLIC TRANSIT EXPERIENCE

Participants were interested in seeing improvements to make their experience of both waiting for transit and riding transit safer, more comfortable, and more accessible for people of all ages and abilities. Shade and seating at bus stops appeared to be the top priorities, in addition to various other desired amenities including lighting, restrooms, at water-bottle filling stations, as well as wifi on transit. Cleanliness of buses and bus stops was also frequently brought up as a way to make transit more inviting. With respect to safety, people shared comments about addressing their personal safety needs such as transit security, as well as traffic safety needs such as protecting bus stops from car traffic.

Figure 16: Top themes from all Community Engagement



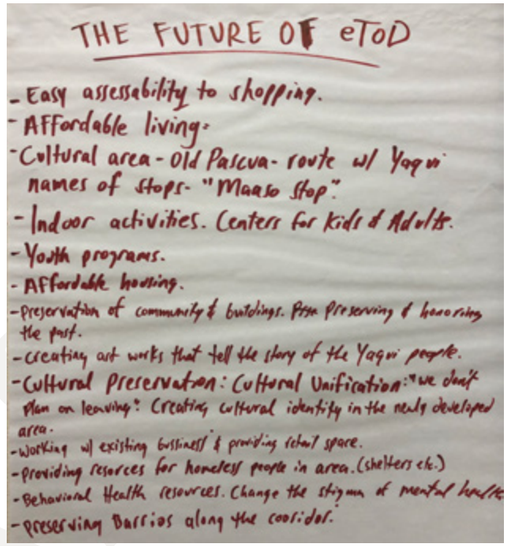




Priority themes that participants shared at a Community Dialogue

## 5 COMMUNITY ENGAGEMENT, COMMUNITY VOICE & POWER

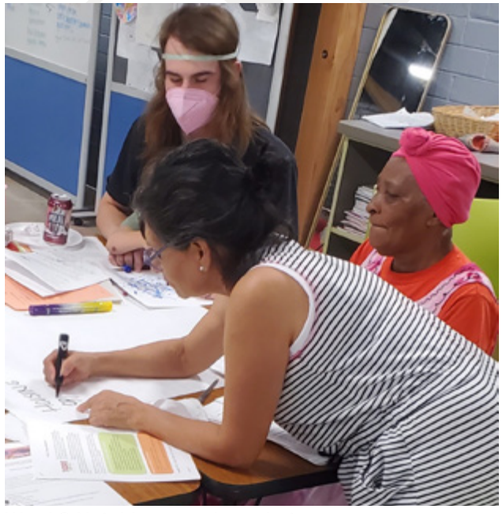
A few groups and community members active in the Study Area raised concerns about community outreach and engagement, pointing out the need for longer engagement timelines, more meetings, and more effective ways of getting the word out to reach more people who live in neighborhoods within the Study Area. People expressed doubts about whether their input matters or "if plans are already done." Much of the community outreach and engagement critiques were shared at a town hall-style event hosted with Ward 5 neighborhoods where mistrust in the City government, consultants and the overall process, informed by people's past experiences, came off as a major theme. Participants shared their frustrations with meetings that feel performative without community members having real power in decision-making processes. On another note regarding community agency and power, a few comments were shared at a different event expressing a desire for ongoing engagement with neighborhoods going forward, including community boards or other mechanisms so people can have a say in future development as it comes in.

Old Pascua community members envisioning the future of eTOD at a Community Dialogue




## 6 SAFETY

While people shared commentary on safety specifically in the context of walking, biking or taking transit —which are captured in the relevant categories above— safety was also mentioned several times in a more general sense, or more specifically, as it relates to personal and public safety.



Ward 3 Neighbors work on their group poster at a Community Dialogue

## 7 CULTURE, PEOPLE, COMMUNITY, SENSE OF PLACE

Many participants shared their remarks regarding the cultures and communities in the Study Area neighborhoods, expressing a high priority to protect and uplift the communities and the people whose families have lived in these neighborhoods for multiple generations. Deep concerns around cultural gentrification were raised, and therefore the need for preserving cultural heritage. People talked about preservation both in a physical sense —such as respecting properties, using building materials compatible with existing buildings, preserving views of culturally significant buildings like church towers,— and in a sociocultural sense as in protecting the cultures, traditions, and ways of being that are closely tied to the racial/ethnic composition of the Study Area neighborhoods. Some participants saw an opportunity to build off of the cultural heritage that is present in the Study Area. For example, during a community dialogue, members of the Pascua Yaqui Tribe discussed the idea of creating artworks that tell the story of Yaqui people, or choosing a Yaqui name for a possible future transit stop near Old Pascua, a community of the Pascua Yaqui Tribe near Grant and Oracle within the Study Area.

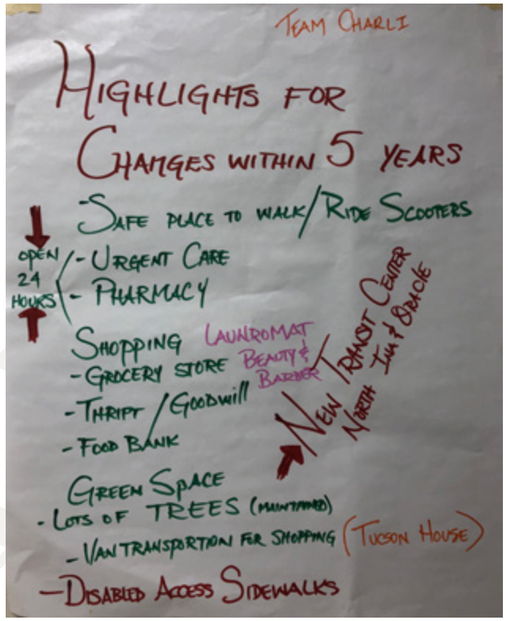
## 8 MIXED USE NEIGHBORHOODS AND PROXIMITY TO COMMERCIAL SERVICES

Among the things people would like to see more of in the Study Area are mixed-use neighborhoods and commercial districts that offer dining and entertainment options, different kinds of retail including markets, pharmacies, and clothing shops, as well as local businesses near transit stops. Increasing opportunities for food access appeared to be a high priority with participants wanting to see farmer's markets, community gardens, community food banks, and particularly grocery stores in the Study Area.

## 9 PARKS, GREEN SPACES, OPPORTUNITIES FOR SPORTS AND RECREATION

People frequently named parks both as beloved neighborhood assets that they would like to see preserved, and as amenities they would like to see more of in their neighborhoods. Parks in general, dog parks, skate parks, playgrounds, as well as opportunities for sports and recreation including various courts, fields, and indoor recreation centers, were mentioned frequently. Several comments about swimming pools were submitted at a youth-focused pop-up engagement event and participants also mentioned that they would like to see more community events in their neighborhoods.

Tucson House residents envisioning the changes they would like to see at a Community Dialogue





Responses from a Pop-up event to the question "what would you like to see more of in your neigh-

## 10 TREES, SHADE, GREENERY

Many participants identified the need for shade and more trees throughout the Study Area. Other comments regarding greenery in general included more landscaping, flowering plants, and green infrastructure were also mentioned; however, trees were overwhelmingly desired, given their shade and cooling benefits that provide shelter from the sun and heat for people walking and waiting at transit stops.

## 11 SUPPORT FOR SMALL AND LOCAL BUSINESSES

Small businesses came up as one of the key assets of Tucson / South Tucson neighborhoods, in both a physical and in a cultural sense, and participants pointed out the need for support for small and locally-owned businesses, as well as legacy businesses that have anchored neighborhoods for decades. Participants emphasized the need to protect these existing businesses from possible negative impacts of transit construction, and from displacement, much like the residents amid pressures of potential gentrification. People also voiced support programs to help support people to start small businesses.

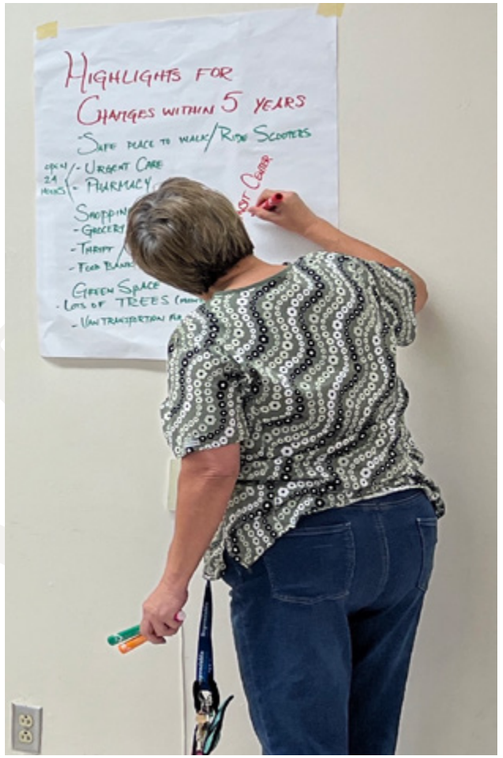
## 12 ROAD MAINTENANCE

Participants highlighted the poor pavement conditions of the roads in the Study Area calling for road repair and maintenance to make driving, biking, walking, and using mobility devices a safer and more comfortable experience.

## 13 SUPPORT FOR UNHOUSED COMMUNITY MEMBERS

Participants supported meaningful solutions to address houselessness, in the form of providing support and resources for unhoused people including medical and behavioral health services, bathrooms, and showers, in addition to shelters, tiny homes, and more permanent housing solutions.

Resident sharing their ideas on a poster at the Tucson House Community Dialogue





Priority themes that participants shared at a Community Dialogue

# 2.2 | ENGAGEMENT APPROACH

## Overview

Tucson Norte-Sur planning process included a wide range of community outreach and engagement strategies to help center community voices. This process acknowledges the systemic and institutionalized barriers to engagement such as languages used, the formats of receiving feedback, outreach methods, location and time of engagement events, and more. We have therefore employed outreach and engagement efforts with a specific emphasis on engaging those communities that will be most impacted by the proposed high capacity transit route as well as intentionally reaching out to—and amplifying the voices of—communities and populations that have been historically left out of planning and decision-making processes. This includes low-income families and individuals, homeowners as well as renters in the study area, Latino/Hispanic and Spanish-speaking communities, Native American communities, people with disabilities, youth, workers, transit riders, small business owners, and more.

A key component of developing this plan was to hear from the people who live, work, and travel in the Study Area to make sure that the plan reflects their wishes and priorities. Therefore, the project team facilitated a variety of engagement activities to broaden avenues of engagement and hear from a diverse group of stakeholders. Cushing Terrell conducted a series of focus group sessions and took the lead on developing the survey and the online engagement map tool as well as hosting three rounds of Open House events. Community engagement sub-consultant, Living Streets Alliance, in partnership with the Lead Community Ambassador Selina Barajas, put together a Community Ambassador Program to support a series of Community Dialogues and Pop-up Events.

Students sharing their ideas about their neighborhoods at the Apollo Middle School Pop-up

Transit riders filling out the project survey at Ronstadt Transit Center

Ronstadt Transit Center Pop-up

Figure 17: Tucson Norte-Sur Engagement Events

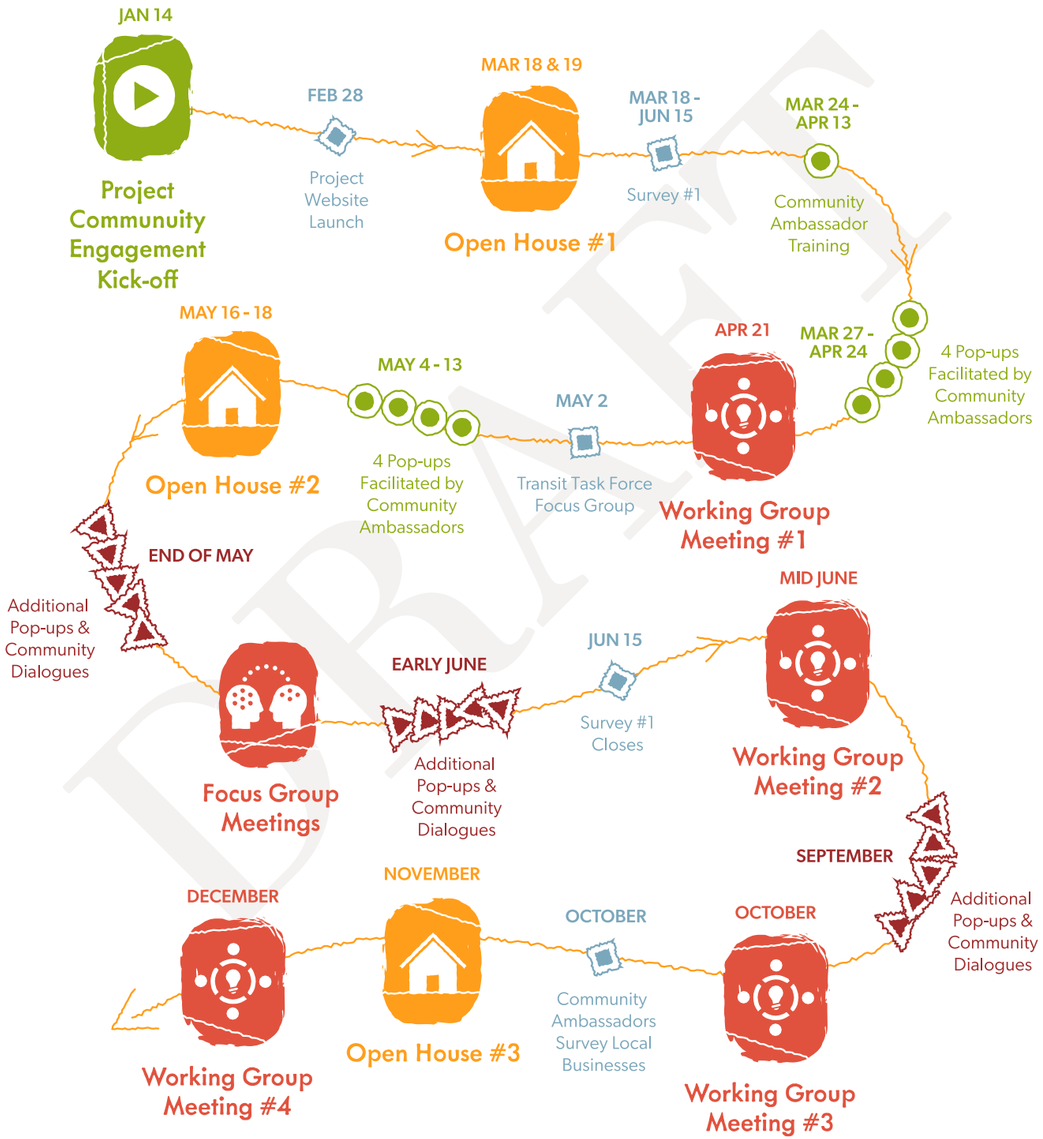

Study Area

Proposed Alignment

Ambassadors Jennifer Granados and Edilia Toro at Ochoa Community School Fiesta

Ambassador Jennifer Granados talking to neighbors at an Amphi Neighborhood BBQ event.

Figure 18: Norte-Sur Community Engagement Process




# Engagement Techniques

This planning effort involved both "traditional" and "non-traditional" community engagement techniques. Traditional engagement techniques are those that are typically employed in planning projects where the project team is asking community members to come to open house meetings and participate online.

## Open Houses

There were three sets of Open House meetings for this phase of the Tucson Norte-Sur project.

### OPEN HOUSE 1

The first set of Open Houses was held on March 18th and 19th, 2022, Downtown at Armory Park, at Frank De La Cruz Library on the South Side, and at Limberlost Park on the North Side. The purpose of Open House 1 was to understand the community's vision for the future of the Study Area. The meetings were well attended and the project team spoke to an estimated 75 participants. The project team presented information about:

- where this project came from;
- background information on the project;
- mapped community amenities and historical development patterns;
- existing transit service;
- existing active mobility infrastructure;
- high capacity transit case studies

Community input was solicited on where community assets exist, how people move around and through the Study Area, and where gaps in infrastructure existed. The survey was available in paper for attendees to take at the meeting and postcards with a QR code to the survey were distributed. The meetings offered free ice cream, free bike repair, and activities for kids and adults. The Open Houses were advertised on social media, on yard signs, flyers on SunTran buses, and via distributed postcards. Translation services were provided, as well as printed materials in Spanish.

Open House 1 at Armory Park

Open House 1 at El Pueblo Center

Open House 2 at Sunnyside High School

## OPEN HOUSE 2

The second set of Open Houses was held on May 16th, 17th and 18th, 2022, at Literacy Connects in the North Side, House of Neighborly Services in South Tucson, and Sunnyside High School on the South Side. The purpose of Open House 2 was to understand what the opportunities and constraints were with this project, and to see what types of development the community would like to see along the corridor. A large map of the study area showed vacant parcels and outlined each Subarea, and participants placed 3-D models of different development types/densities on the map. Stickers represented things like parks, neighborhood amenities, or no change envisioned. Preliminary survey results were presented, as well as the community engagement process thus far.

The survey was available in paper for attendees to take at the meeting and postcards with QR codes linking to the survey were distributed. The meetings offered snacks and refreshments, free bike repair, and activities for kids and adults. The Open Houses were advertised on social media, through a mailer to households within the Study Area, flyers on SunTran buses, on yard signs, and via distributed flyers and postcards.


Open House 2 at House of Neighborly Services


Open House 2 Map Input

## OPEN HOUSE 3

There were four events held for Open House #3 on November 15th, 16th, 17th, and 19th, 2022 at South Tucson City Council, Amory Park Center Downtown, La Esquina in the South Side, and Jacinto Park in the North Side. The purpose of Open House 3 was to present community engagement findings, as well as key findings from the data analysis. Event participants could place dots on large maps on locations they thought could be potential opportunities for affordable housing. The event in the North Side was tied to an intersection painting event as well as a tree planting event, and therefore was the most well-attended open house of Phase 1.

Open House 3 was advertised in a press release, on social media, flyers on SunTran buses, yard signs, email blasts, and via distributed flyers and postcards. Four Ambassadors (with the help of City staff) targeted local businesses in each Subarea and distributed postcards and invited business owners and employees to attend the Open Houses. They also collected contact information for businesses interested in participating in Phase 2 of the project.

Open House 3 at La Esquina in the South Side

Open House 3 at Armory Center Downtown

Open House 3 at Jacinto Park in the North Side

Open House 3 at Jacinto Park in the North Side

Art Activity at Open House 2

## Focus Groups

Focus Group sessions were held with subject-matter experts and stakeholders to discuss topics that were highlighted as important considerations for this project. Each session included 7-12 participants who were identified by the project team that represented organizations that had knowledge and experience in the various topics. The format was group interviews where participants could share ideas and information about existing conditions, potential challenges, and their organization's vision for the project. Focus group sessions were intended to foster deeper conversations around key plan elements and help supplement the broader outreach strategy.

The following summarizes a few key takeaways from each of the focus group sessions:

### PUBLIC TRANSIT:

- Re-brand public transit and make it more attractive
- Utilize Universal Design principles when designing bus stops for equitable access
- There's a need for education on how the integrated transit system works (bus and streetcar)
- Work with businesses and destinations along the corridor to help them advertise the ability to reach them by transit
- The transit system needs to increase night and weekend bus service to match peoples' work schedules (particularly entry level and service industry jobs)
- Increase the safety of bus stops by installing nighttime lighting
- Maximize the number of bike trays on buses to improve transit access for cyclists
- Make the signage at bus stops more visible and uniform

### HOUSING & NEIGHBORHOODS

- Attract service-providing businesses for neighborhood revitalization and job creation
- Build affordable housing to prevent displacement/ gentrification
- Work with entities along the corridor to house people experiencing homelessness
- Revitalize the vacant lots in South Tucson
- Utilize community benefit agreements to protect existing neighborhoods
- Hold investors and developers to a higher standard
- Build accountability measures and follow-up into community benefit agreements

### LAND USE & DEVELOPMENT

- Overlay zones are an important opportunity to encourage the desired type of development
- Build both affordable and middle-income housing to create mixed-income neighborhoods
- Focus development in the South Side Subarea which has been neglected in previous redevelopment projects
- Retrofit the Tucson Mall
- Enhance the established historic districts in the Study Area and better understand cultural resources
- Each Subarea should have unique regulations due to their inherent differences
- The more certainty (such as timeline, allowances, disallowances) the code can give developers, the more likely they are to pursue a project

### ECONOMIC DEVELOPMENT & JOBS

- This project is an opportunity to bring new tourism and economic development to Tucson
- Address the Tourism Master Plan's recommendation for improved transportation, walkability and connectivity
- Enhance transit to major employers in the north and south
- Transit and mixed use development will result in enhanced economic activity
- Mitigate potential displacement of residents and businesses
- The City of Tucson needs a comprehensive approach to combat displacement

### EQUITY

- Getting people out of cars and into transit can provide cost savings for low-income households
- Concern about residents and businesses getting priced out of the Study Area
- Great opportunity for residents to be able to travel by transit the length of the corridor without multiple transfers
- Include passive rainwater harvesting techniques in new development to combat flooding
- North Oracle is highly congested with traffic, increased transit should help alleviate some of it
- Need to consider environmental justice, public safety, access to housing, and employment alongside transportation

### ACTIVE MOBILITY

- Expand transportation opportunities, improve walkability, and locate goods and services closer to housing, particularly for Tucson's growing population of older adults
- Increased mobility options are directly linked to improved safety, equity, and decreasing environmental impacts
- For older adults, barriers to active mobility include: uneven/broken sidewalks, a lack of shade and benches, signage with small font and low contrast
- Large arterial streets with high speed limits are dangerous to cross
- There are large gaps in the bicycle infrastructure in the South Side Subareas
- Need to invest in housing/land before property values increase
- Consider adaptive reuse for existing, underutilized structures along the corridor
- Bring tribal party representatives to the table when considering tribal lands in the Study Area

### PARKS, PUBLIC SPACES, ARTS, CULTURE

- Iconic public and/or cultural spaces along the corridor:
  - Sam Lena Library and John Valenzuela Youth Center in South Tucson
  - The high school on South 12th Ave and places of worship
- Ensure that City-owned parcels along the route are transformed into civic uses or green spaces that benefit surrounding neighborhoods
- Utilize development incentives to encourage the development of widespread vacant lots (especially on the South Side)
- Partner with local artists during the design phase and incorporate public art into public spaces
- Prioritize access to green spaces and parks
- There are no public green spaces in the City of South Tucson and this is a huge community need
- South Tucson needs street lighting and proper signage for biking and walking to improve wayfinding

# Online Engagement

Throughout the duration of the project, a project website, www.TucsonNorte-Sur.com, hosted information about the project (in English and Spanish) and included several ways to provide input (see Figure 19). The pages on the website included:

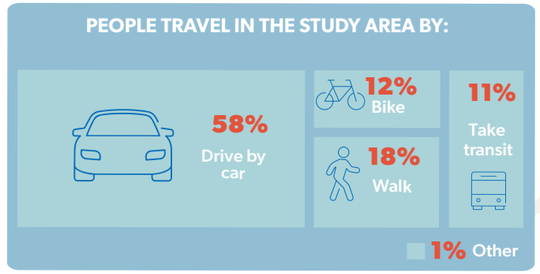
- Home: This page provided introductory information about the project, a video in both English and Spanish, information about upcoming events and the project timeline.
- About: This page had more in-depth information about the project including a Study Area map and a map and information about the Subareas, as well as a detailed project timeline.
- Engage: This page outlined all the ways to get engaged with the project and hosted the Survey and Mapping tool, where participants placed pins on a map to give input on specific geographies.
- Community Ambassadors: The Community Ambassador program and Ambassadors themselves were highlighted on this page, which had an interactive map showing where the Ambassadors were engaging in the community.
- What We've Heard: This page hosted all the detailed input that we heard through all engagement channels, as well as photos from each event.
- Glossary of Terms: Terms that were used on the website that were relevant to this project were defined on this page.

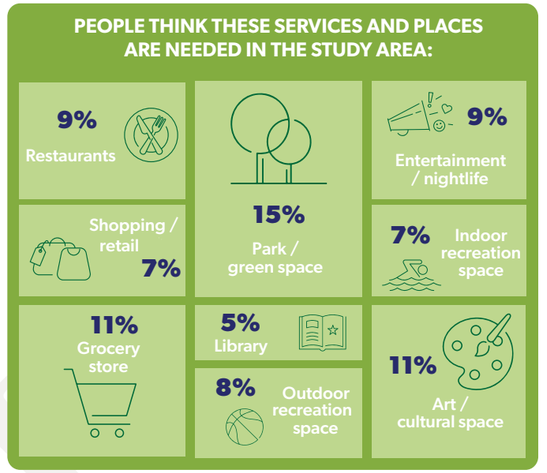

Figure 19: Screenshot of TucsonNorte-Sur.com

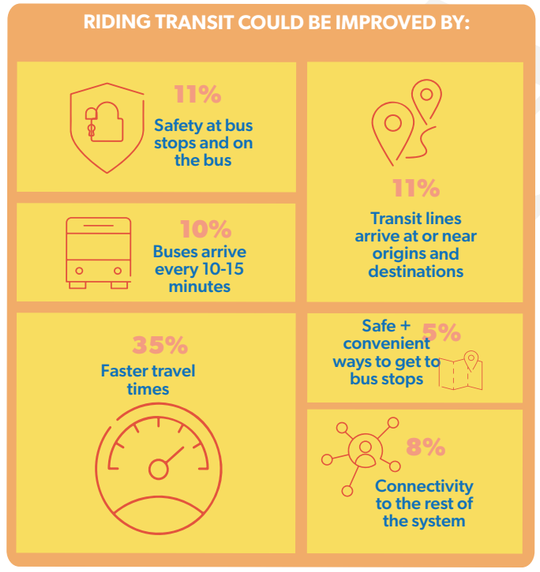
## ONLINE SURVEY

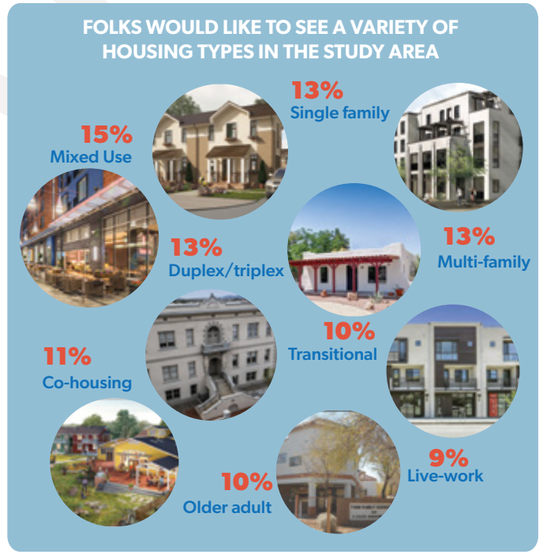
The online survey (which was available in print at Open Houses 1 & 2, and at Pop-up events) was open from March 18 to June 15 and received an impressive 2,417 responses. The survey results are summarized in Figure 14 on page 52.

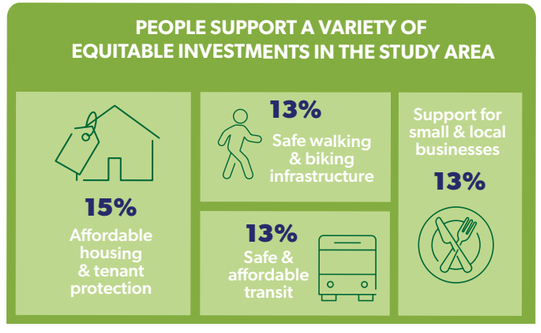
For more detailed survey results and complete community input data, see the Appendix.

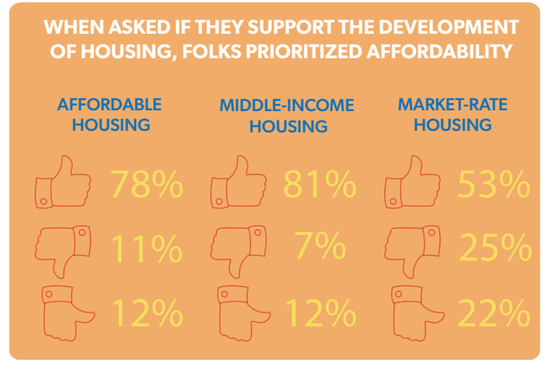


# Steering Committees

## PROJECT STEERING COMMITTEE

The Project Steering Committee was formulated by the City of Tucson to advise on the project throughout the planning process. Members of the Steering Committee represent City staff and peer agencies. City Departments included the Department of Transportation and Mobility (DTM), Housing & Community Development (HCD), Planning & Development Services (PDSD), the Office of Economic Initiatives, Engineering, Park Tucson, Streets, Traffic Engineering, City Management, and the Mayor's Office. Peer agencies included the City of South Tucson, Pima County, Tucson Airport Authority, Pima Association of Governments (PAG), University of Arizona, Tucson Electric Power (TEP), Tucson Police Department, and Tucson Community College. The Project Steering Committee provided insight on the project from a bureaucratic standpoint.

## PROJECT WORKING GROUP

The Project Working Group was formulated by the project team to advise on the project from the community's standpoint. While some City staff were selected to serve on the Working Group, the majority of participants represented business owners, property owners, residents, neighborhood organizations, local developers, non-profits, and institutions. Five of the Community Ambassadors were also included in the Working Group, which provided the project team with consistent communication with those doing the work on the ground and meeting community members where they were. This Group acted as a sounding board to confirm project goals, identify high priority recommendations and outcomes, and define community values.

Historic Signage along Drachman Street




# Community Ambassador Program

## Overview

Traditional public engagement, generally conducted in the form of evening meetings or open houses, tends to amplify privileged voices– i.e., people who have the time and the resources to attend these meetings–while leaving out many others, including people raising children, working multiple jobs, facing transportation barriers or simply those who are not comfortable with interacting with public officials/project staff in this format. Following a people-centered and equity-focused approach, Living Streets Alliance focused on engagement methods to help address the shortcomings of traditional engagement by meeting people where they are. As an integral part of the engagement strategy, a Community Ambassador Program was developed, building on the successes of the Street Ambassador Program piloted during the Move Tucson initiative. A cohort of Community Ambassadors, with personal connections to the Tucson Norte-Sur Study Area, were recruited in an effort to more authentically and effectively engage with people who live, work, or travel in the Tucson Norte-Sur Study Area and to help ensure that community voices are centered in guiding the plan.

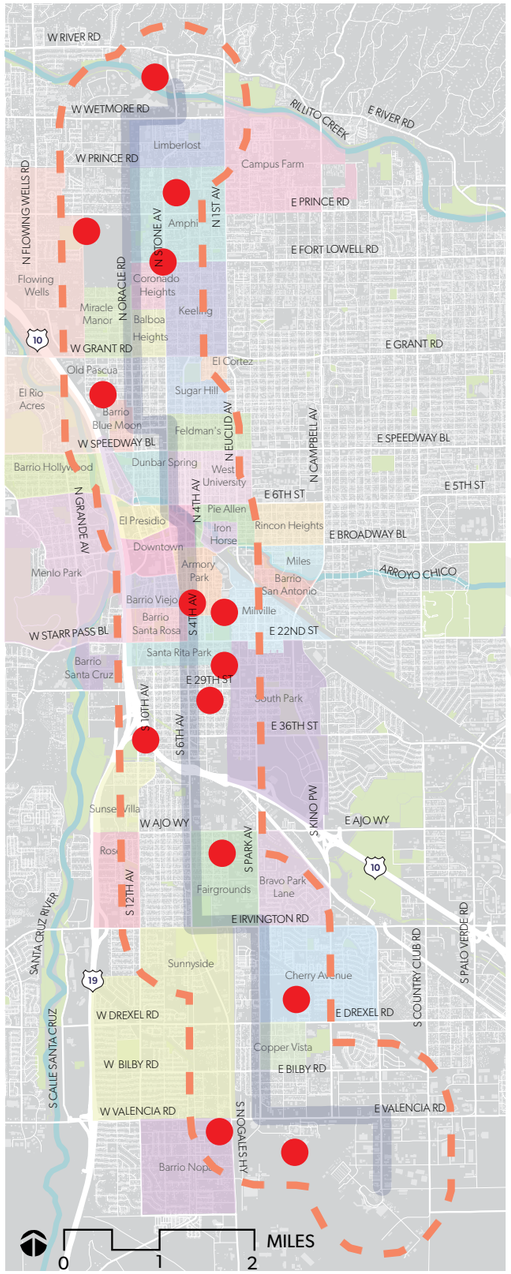
Across the Study Area, there exists a degree of community mistrust in city government and with private developers, which is rooted in the racialized and classed histories and lived experiences of those communities. Given this context, the engagement team employed a reflective and adaptive approach addressing the fact that different communities across the Study Area have different needs and desires, which necessitates different approaches. The Lead Ambassador frequently checked-in with the Community Ambassadors as well as representatives from various communities in the Study Area to help tailor the community engagement activities accordingly.

The Community Ambassadors carried out the following engagement activities with training and support from Living streets Alliance and the Lead Community Ambassador.


12th Avenue Street Painting Pop-up

South Tucson Earth Day Pop-up

Figure 21: Where Ambassadors Call Home

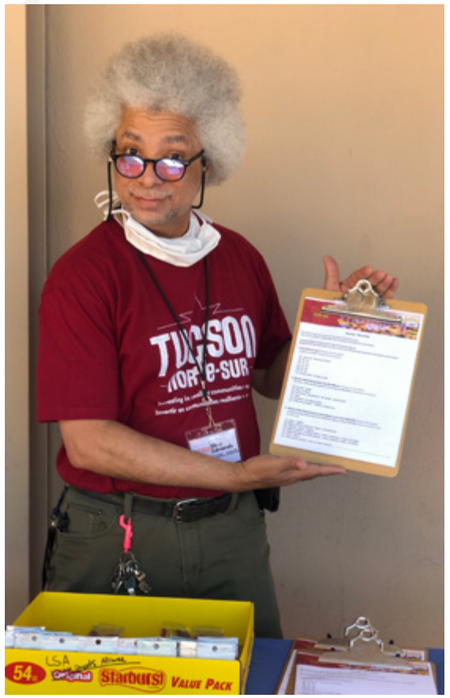



Study Area

Proposed Alignment

Ambassador Home

A neighbor sharing ideas at the South Tucson Earth Day Pop-up




Ambassador Mike “Sl!ck” Edmonds setting out project surveys at a Pop-up event



# Community Dialogues

Community Dialogues were interactive, workshop-style small group convenings with groups and communities prioritized for engagement in the Tucson Norte-Sur strategic planning effort.[1] The workshops were built upon Appreciative Inquiry, a strengths-based approach which aims to facilitate participation on even footing and honors lived experience just as much as technical expertise. Community Dialogues were structured in a way that people share food, connect with one another, and work together in small groups to articulate their vision for the Study Area, arriving at shared themes and recommendations to guide the Tucson Norte-Sur Strategic Plan. The Lead Community Ambassador was instrumental in identifying and connecting with different groups and Community Ambassadors co-facilitated the Community Dialogues with support from Living Streets Alliance staff. See a complete list of the Community Dialogues in Figure 22.

1 With the exception of the Ward 5 Community Dialogue which followed a town hall format as requested by some of the event participants.

Old Pascua Community Dialogue

Ward 5 Neighborhoods Community Dialogue

Tucson House Community Dialogue

South Tucson Housing Authority Community Dialogue

Figure 22: Tucson Norte-Sur Community Dialogue Locations

| Event | Location | Date |
|---|---|---|
| Ward 3 Neighborhoods Community Dialogue | Literacy Connects | 6/23/22 |
| Old Pascua Community Dialogue | Pascua Yaqui Tribe Richey Resource Center | 7/6/22 |
| Sunnyside School District Community Dialogue | Sunnyside High School | 7/7/22 |
| Ward 5 Neighborhoods Community Dialogue | El Pueblo Senior Center | 7/26/22 |

## Pop-up Events

A series of pop-up engagement events were hosted throughout the Study Area to reach diverse populations and to engage at-large community stakeholders in a way that doesn't require people to alter their daily routines to participate. "Pop-up" engagement stations were set up to interact with community members at everyday destinations or places where people were already convening such as transit centers, school events, and community events/festivals. These events were conducted bilingually in English and Spanish and were led by Community Ambassadors along with supporting Living Streets Alliance staff. In addition to sharing project information via display boards, participants filled out the project survey and engaged with the project team via an interactive activity board to share their thoughts, wishes, fears, questions, and concerns regarding Tucson Norte-Sur. The Lead Community Ambassador prioritized pop-up event locations with input from the Community Ambassadors and Living Streets Alliance.

Thirteen pop-up events were hosted in the spring and summer of 2022 with additional five pop-ups in the fall targeting areas where additional engagement was desired based on survey participation. A complete list of Pop-up events is in Figure 23.

## Creative Connections

This category of events consisted of outreach/in-reach activities that Community Ambassadors put forth and conducted as they saw fit. Through these various actions, Community Ambassadors were able to do outreach for community dialogues, get the word out about Tucson Norte-Sur, and hear from people in the communities they are connected to. Activities included distributing survey postcards with QR codes, passing out flyers to promote upcoming Community Dialogues, sharing information about the project on radio or via events hosted on social media platforms. For example, a community ambassador was interviewed about Tucson Norte-Sur on KPYT 100.3 Yoeme Radio. The station is owned by the Pascua Yaqui Tribe which has two communities in the Study Area; namely Barrio Libre and Old Pascua. Another ambassador went live on facebook to share project information on Thrive in the 05 Resource Café. This online forum focuses on the 85705 zip code which overlaps with the Study Area.

Figure 23: Complete List of Pop-up Events

| Pop-up Event / Location | Date |
|---|---|
| Cyclovia (South Tucson - Downtown route), Balloon Land (8th Ave & 29th St) | 3/27/22 |
| Thrive in the 05 Earth Day Bonanza, Francisco Elias Esquer Park | 4/22/22 |
| 12th Avenue Street Paintint Weekend -Day 1, 12th Ave & Nebraska St | 4/23/22 |
| 12th Avenue Street Paintint Weekend -Day 2, 12th Ave & Nebraska St | 4/24/22 |
| South Tucson Earth Day, El Kiosko De Les Ninõs | 4/24/22 |
| Eagle's Nest Community Event, Apollo Middle School | 5/4/22 |
| Tohono Tadai Transit Center | 5/6/22 |
| Ochoa Fiesta, Ochoa Community School | 5/13/22 |
| Laos Transit Center | 5/14/22 |
| Ronstadt Transit Center | 5/20/22 |
| FUGA (Familias Unidas Ganando Accesibilidad) School's Out Ride, El Pueblo Center | 5/27/22 |
| Amphi Neighborhood Memorial Day Party, Literacy Connects | 5/30/22 |
| Fiesta in the 05!, Pascua Yaqui Tribe Richey Resource Center | 6/4/22 |
| Sunnyside Foundation Gives Day, Mission Manor Park | 9/18/22 |
| Taqueria Alamos (Campbell Ave and Drexel Rd) | 10/23/22 |
| Cyclovia (Thrive in the '05 route), Pima Community College Downtown Campus | 10/30/22 |
| Ochoa Community School Cafecito | 11/2/22 |
| Tucson International Airport | 11/18/22 |

Ambassador Grecia Ramirez hearing from Sunnyside area residents about their ideas for their neighborhoods


Creative Connection: Ambassador Jennifer Granados sharing project information at Thrive in the '05 Resource Cafe on Facebook Live

Creative Connection: Ambassador Elijah speaks about the project on the air on 100.3 Yoeme Radio


Ambassadors Grecia and Mike "Sl!ck" Edmonds at a Laos Transit Center Pop-up

# 4.0

# DATA

# 4.1 | LAND USE ANALYSIS

## Existing Land Use Patterns

To plan for future land uses as a part of equitable TOD, it is important to understand what existing land uses and development patterns look like in the Study Area.

The 14.5-mile Norte-Sur Study Area encompasses a significant area in central Tucson. As expected, given the physical geography of the overall Study Area, there is a wide range of land uses, neighborhoods, commercial districts, and zone designations that serve to regulate development across the corridor. The three most prominant land uses in the Study Area are residential, commercial, and industrial (vacant and park land are highlighted later on in this analysis).

Residential uses make up 28% of the land area within the Study Area, which range from low density single family located on either side of the proposed BRT/HCT alignment—to medium and high density residential/mixed use scattered throughout that may accommodate the future BRT/HCT service. Commercial uses make up 16% of the total land area. Various commercial districts are scattered throughout the Study Area, of varying scales including large-, medium-, and small-scale commercial uses. Industrial uses make up just 6% of the Study Area's total land area, the majority of which area located in the South Side Subarea surrounding the Airport. Figure 24 shows land use designation by Subarea.

Figure 24: Existing Land Use in each Subarea

| Land Use | | North Side | Central | South Tucson | South Side | Study Area |
|---|---|---|---|---|---|---|
| Commercial | Area (ac) | 1,203.0 | 258.9 | 154.8 | 647.6 | 1,145.3 |
| | Avg. Parcel Size | 1.1 | 0.4 | 0.4 | 1.0 | - |
| | % of Subarea | 33.9% | 18.1% | 22.9% | 15.1% | N/A |
| | % of total | 53.1% | 22.6% | 13.5% | 28.6% | 100% |
| Residential | Area (ac) | 1,676.3 | 508.8 | 260.9 | 1,642.6 | 3,926.4 |
| | Avg. Parcel Size | 0.3 | 0.2 | 0.2 | 0.2 | - |
| | % of Subarea | 47.3% | 35.5% | 38.5% | 38.4% | N/A |
| | % of total | 41.0% | 13.0% | 6.6% | 40.2% | 100% |
| Industrial | Area (ac) | 145.2 | 115.8 | 107.5 | 558.9 | 889.5 |
| | Avg. Parcel Size | 0.6 | 0.6 | 0.8 | 1.8 | - |
| | % of Subarea | 4.1% | 8.0% | 15.9% | 13.1% | N/A |
| | % of total | 15.7% | 12.0% | 12.0% | 60.3% | 100% |



## Key Takeaways

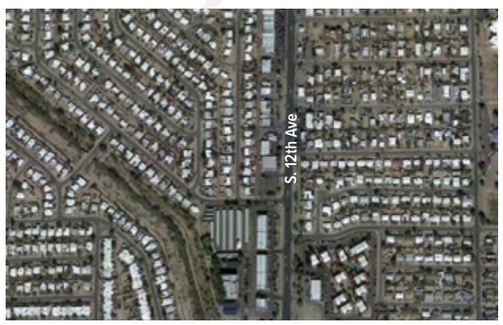
### NORTH SIDE SUBAREA:

- Predominantly single-family residential
- Highest percentage of land area in commercial use (53%)
- Most commercial uses are large-scale and/or auto-oriented
- 16% of lans uses are industrial, which are concentrated in the southeast along the rail line

### CENTRAL SUBAREA:

- Urban node comprised of historic, multi-generational neighborhoods, and shopping & entertainment districts
- Buildings with greatest massing and scale among Subareas
- Diverse mix of land uses
- 28% of all commercial uses in the Study Area, and most commercial uses are small-scale
- High concentration of civic and government uses


Small-scale commercial uses in South Tucson (Cafe Santa Rosa)




Commercial uses along arterials, low-density residential along curvilinear residential streets in the South Side

Auto-oriented Commercial Uses surrounding North Oracle Rd


Large-scale, mixed-use buildings in the Central Subarea

### SOUTH TUCSON SUBAREA:

- Highest percentage of residential, commercial, and industrial uses as a percentage of land uses in the Subarea
- Small percentage of "other" uses (13%) suggests more rigid and separated land use regulations
- Residential uses are located on both sides of South 6th while commercial uses are concentrated along it. Most commercial uses are small-scale.
- High concentration of industrial uses to the northeast suggests a continuation of the industrial uses in the Central Subarea

### SOUTH SIDE SUBAREA:

- 60% of all industrial uses in the Study Area are located in the South Side, and industrial parcels are larger than in other Subareas by 1 acre
- 38% of the Subarea is residential uses
- With the exception of South 6th Ave, most commercial uses are either large-scale or auto-oriented
- Commercial shopping centers are located along large arterial roads while low-density residential uses are located along more curvilinear residential streets

# North Side Subarea

The North Side Subarea is primarily residential (47%), predominantly single-family with some medium-density residential along Stone Avenue. Forty one percent of all residential development within the Study Area is in the North Side. Slightly less than 34% of land uses are commercial, accounting for over half of commercial uses within the Study Area (the largest percentage among the Subareas). Most commercial uses are large-scale and/or auto-oriented. The average size for commercial parcels is 1.1 acres, the highest among the Subareas. The North Side Subarea accounts for 66% of all auto-oriented land uses within the Study Area. Auto-oriented land uses typically feature parking in front of buildings, rather than buildings fronting the street. These auto-oriented land uses are connected by wide streets with high speed limits, an urban form that is not pedestrian-friendly by design. The North Side Subarea is 16% industrial land uses, which are located in the southeast along the rail line. Industrial uses are generally small- to medium-scale, with an average parcel size of just over half an acre.


Tucson House is one of the most dense housing developments in the North Side Subarea

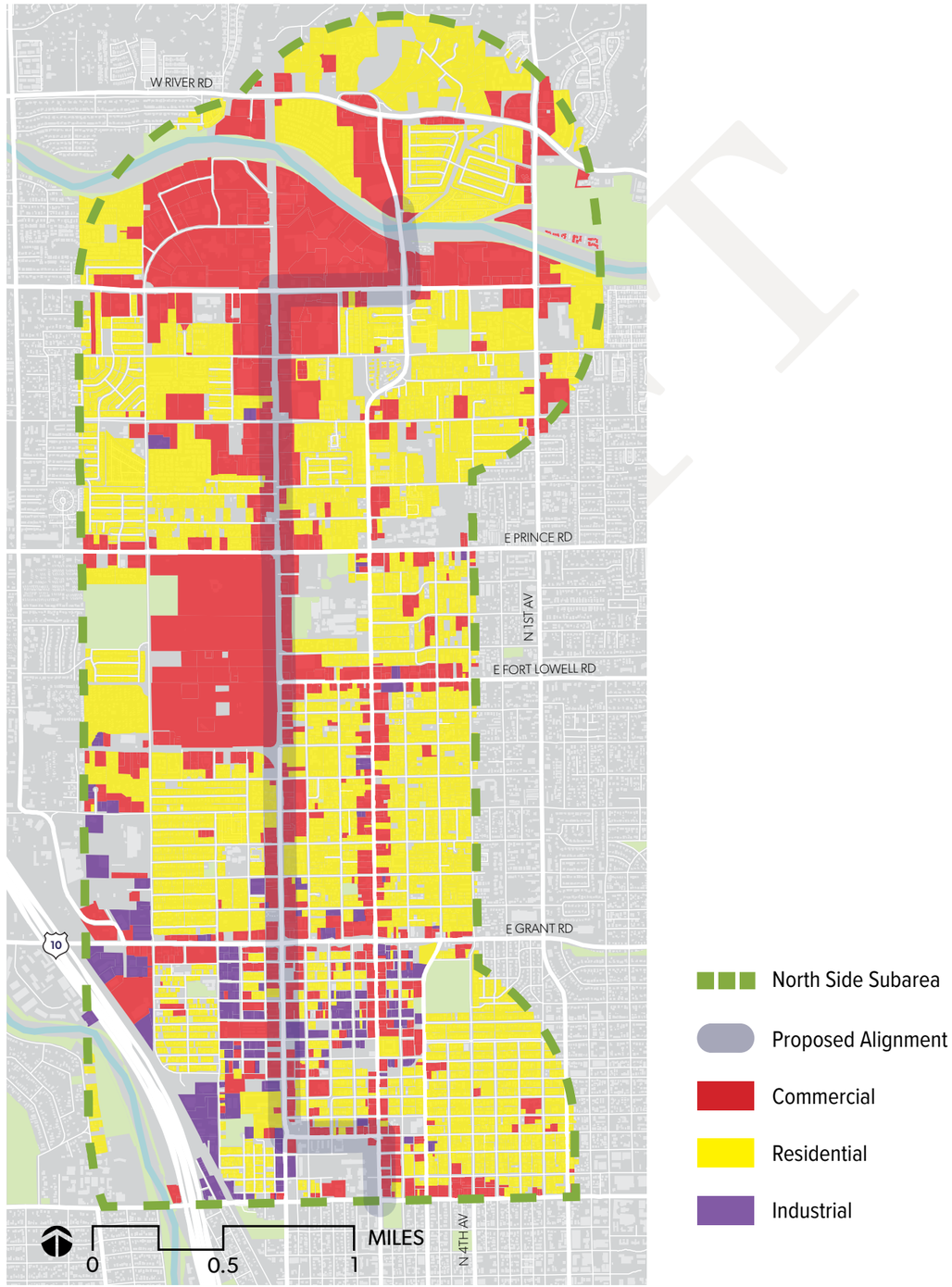

The Tucson Mall is a regional destination that provides jobs and contributes to the tax base


Auto-oriented Commercial Uses surrounding North Oracle Rd

Single family residential is predominant in the North Side



Figure 25: Existing Land Use in the North Side Subarea



# Central Subarea

The Central Subarea, including the City's Central Business District, is characterized as having the most diversity of uses, highest densities, and buildings with greater massing and scale than other Subareas. As the historic center of Tucson, the Central Subarea has a variety of building types and streets that are narrower in width and are more pedestrian friendly by design. The Central Subarea is an important urban node that is comprised of historic, multi-generational neighborhoods, and shopping and entertainment districts. With the introduction of the streetcar investments over a decade ago, the Downtown has seen significant changes that are characteristic of an evolving and vibrant urban place, where people enjoy shopping, living, and working opportunities in a relatively compact, walkable, and connected space.

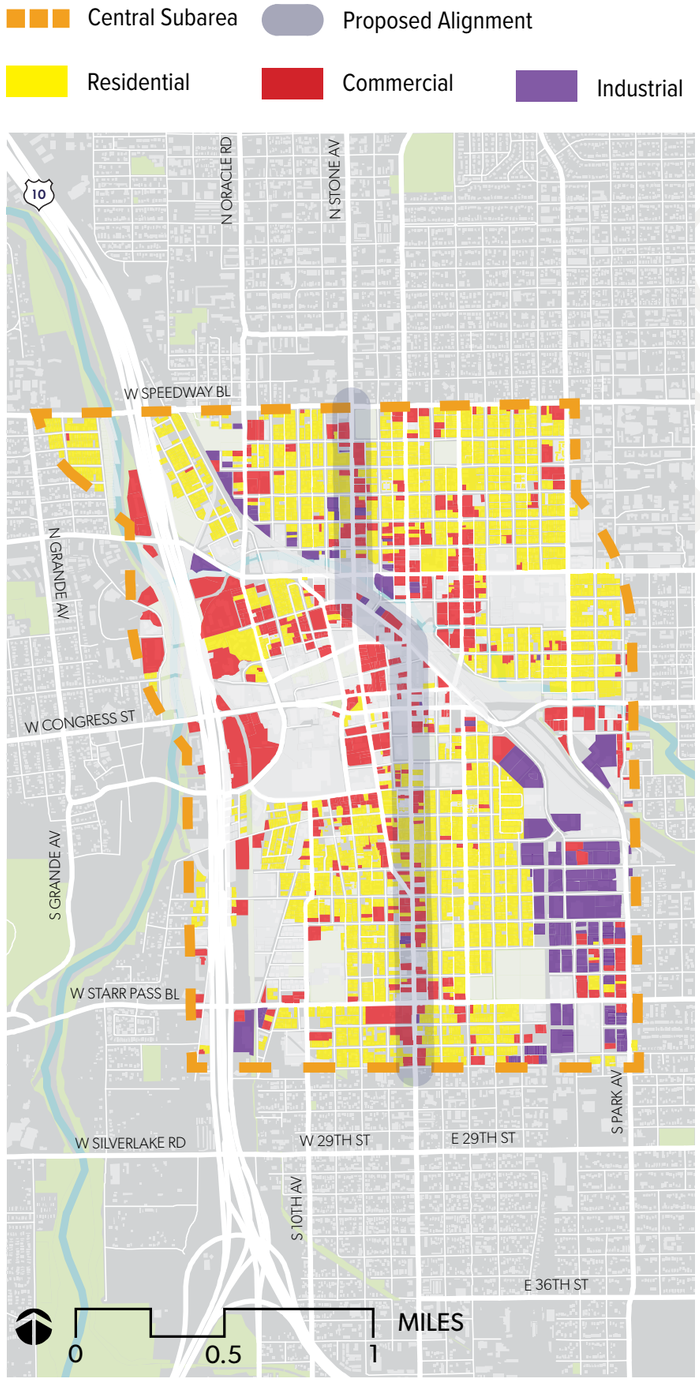
As an urban downtown, the Central Subarea has one of the lowest percentages of single-use residential land uses (12%) when compared to the other Subareas. This area has a high mix of uses not captured in the typical land use categories. Because of this, 33% of land uses in the Central Subarea are considered "other", and represent a range of land uses that include civic, institutional, and mixed uses. The majority of mixed use buildings include residential, which means there are more residents that call the Central Subarea home than the data shows. The majority of commercial uses are small-scale, generally on parcels less than half an acre in size. Commercial land uses are concentrated in the center of the Subarea, while residential uses are spread across the southern and northeastern portions. Industrial uses are almost exclusively on the southeastern portion of the Subarea and along the rail line.


The Central Subarea is the heart of Tucson's shopping and entertainment districts

Downtown Tucson has many mixed-use buildings with commercial on the first floor and residential above

Most commercial uses in the Central Subarea are small-scale

Figure 26: Existing Land Use in the Central Subarea



# South Tucson Subarea

The South Tucson Subarea has more traditional land use designations than other Subareas. As a percentage of the total Subarea, South Tucson has the highest percentage of residential, commercial, and industrial uses. A small percentage of "other" uses (13%) suggests more rigid and separated land use regulations. The residential uses are located on either side of S 6th Ave while the commercial uses are concentrated along it. Residential uses are primarily small-lot, single-family homes. The majority of commercial uses are small-scale, generally on parcels less than half an acre in size. A high concentration of industrial uses in the northeast portion seems to be the continuation of industrial uses from the Central Subarea. Industrial uses are generally small- to medium-scale, with an average parcel size of 0.8 acres.


Industrial uses in South Tucson

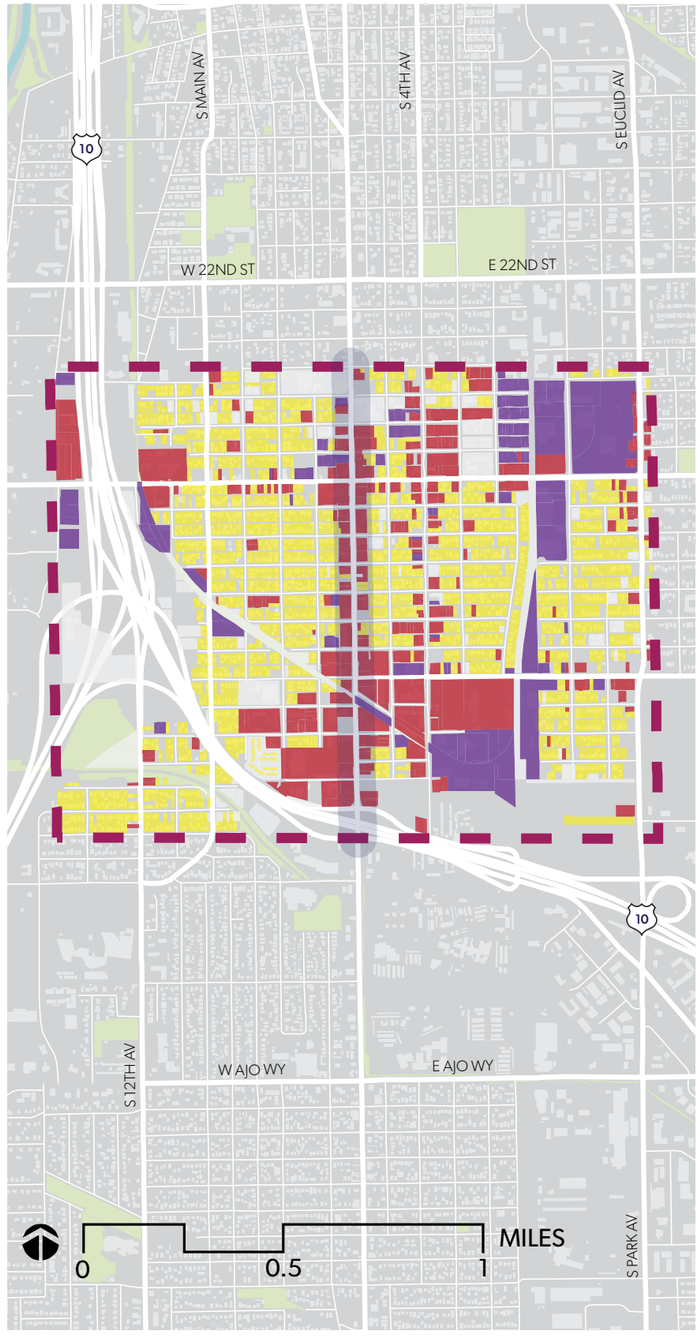

Local businesses like Cafe Santa Rosa are located along South 6th Avenue

Single-family homes on small lots in South Tucson


Food City is one of the few larger-scale commercial uses



Figure 27: Existing Land Use in the South Tucson Subarea



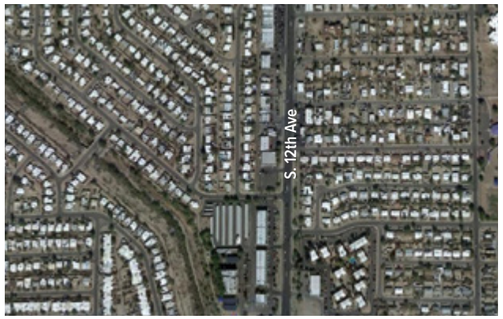
## South Side Subarea

The South Side Subarea is a bit of an outlier in terms of land use because of its widespread undesignated land use type. 46% of the South Side Subarea is undesignated. This includes the southern portion of the Subarea where the Airport takes up large swaths of land. Land uses surrounding the Airport are primarily commercial and industrial, which make up a small percentage of the Subarea but cover more than 1,000 acres. Sixty percent of industrial uses in the Study Area are located in the South Side, and industrial parcels are larger than in other Subareas by 1 acre.

Even with the widespread unspecified land uses, the South Side Subarea still has the largest amount of residential uses in terms of area (1,582.40 acres). Twenty nine percent of all commercial uses in the Study Area are located in the South Side. With the exception of South 6th, the majority of commercial uses are large-scale and/or auto-oriented. The average size of commercial parcels is 1 acre, almost as large as the North Side. Twenty three percent of all auto-oriented land uses in the Study Area are in the South Side. This takes the form of commercial shopping centers along major corridors and low density residential neighborhoods along more curvilinear local streets.

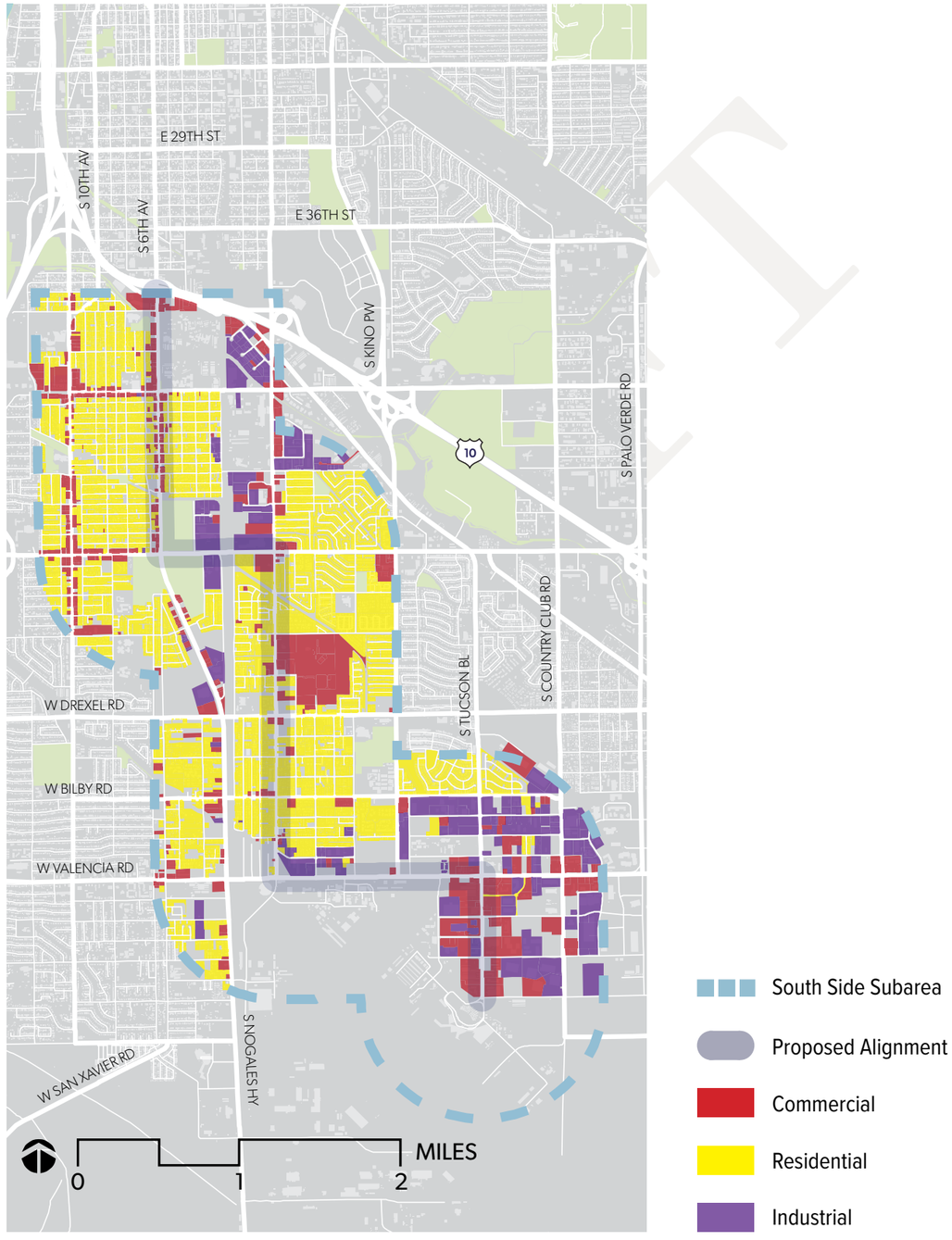

Small-scale local businesses on S. 6th Ave

Larger industrial areas are located near the Tucson Airport




Commercial uses along arterials, low-density residential along curvilinear residential streets in the South Side

Figure 28: Existing Land Use in the South Side Subarea



# Community Assets & Amenities

Different types of community amenities range significantly based on each community and neighborhood in the Study Area.

Community amenities may be publicly-owned and operated, but may also be local, religious, or culturally based community assets that represent special places and traditions for unique groups or communities. These important community-based assets and amenities may include:

- Parks and recreation facilities (see Figure 29)
- Community and Senior Centers
- Neighborhood gathering places
- Arts and cultural centers
- Libraries
- Community supportive non-profit organizations
- Food sources - both retail and restuarants
- Health and wellness services and resources
- Social service centers

Asset maps can be found in Appendix 8.3.


Public Art in South Tucson

Artistic sidewalk arches in South Tucson

Armory Park in the Central Subarea



## Parks & Recreation Facilities

- The North Side Subarea has the most land area dedicated to parks, representing 11% of land uses in the Subarea. The Donna Liggins Recreation Center, Marty Birdman Center, various school athletic fields, and the Amphitheater Public Pool provide recreation opportunities in the North Side.
- The Central Subarea has the highest percentage of land area dedicated to parks at almost 15%. Three recreation centers serve the Subarea, as well as athletic fields and a skate park.
- South Tucson has the smallest amount of land area dedicated to parkland, and its two only parks are gated and locked for security reasons. However, there is access to the Julian Wash Archaeological Park off of 10th Avenue, which serves as a large open space that connects to the Greenway. The John A. Valenzuela Youth Center serves South Tucson and is widely used by youth in the Subarea.
- The South Side Subarea has the smallest percentage of land area dedicated to parks at 3%. The Rodeo Grounds, which also serve as a cultural amenity, are centrally located in the Subarea. Various school athletic fields as well as a skate park and two public pools provide recreation opportunities.

## Community Services

- The North Side Subarea has a host of supportive services including the Tucson Deaf Community Center, literacy services, a shelter for unhoused people, mental and behavioral health services, assisted living, and three community/recreation centers. Medical services are lacking in the North Side.
- The Central Subarea has a variety of community services offering social services, mental and behavioral health services, a senior center, senior housing, and a community center. Medical services and services for unhoused people are lacking in the Central Subarea.
- South Tucson has services for unhoused people, social services, mental and behavioral health services, a youth center, and a housing authority. Medical services and senior housing and services are lacking in South Tucson.
- The South Side has a concentration of medical services which includes the VA Hospital, a senior center, and a community center. Services for unhoused people, social services, food access services, and senior housing and services are lacking in the South Side.

Figure 29: Dedicated Parkland by Subarea

| Subarea | Dedicated Parks | | |
|---|---|---|---|
| | Area (ac) | % of Subarea | % of Study Area |
| North Side | 504.1 | 10.7% | 3.5% |
| Central | 325.8 | 14.6% | 2.3% |
| South Tucson | 45.2 | 4.0% | 0.31% |
| South Side | 209.5 | 3.3% | 1.5% |
| Study Area | 1,084.6 | N/A | 7.5% |


Donna Liggins Recreation Center in the North Side


Literacy Connects in the North Side

## Food Access

- Grocery stores are prevalent throughout the North Side Subarea, and are generally evenly distributed throughout. There are no food access services (like a food bank or soup kitchen) in the North Side.
- The Central Subarea has six grocery stores, mostly concentrated on the eastern side of the Subarea. There are two food banks located in the Subarea.
- There are three grocery stores in South Tucson, as well as Casa Maria soup kitchen.
- While there is only one grocery store in the South Side Subarea, there are several just outside that serve the Subarea. There are no food access services (like a food bank or soup kitchen) in the South Side.

## Schools

- Primary schools are prevalent throughout the North Side Subarea, as well as several preschools. Pima Community College is located in the North Side, and the University of Arizona is just outside the Subarea to the east.
- Primary schools are scattered throughout the Central Subarea, as well as several preschools. The Arizona State University School of Social Work is located in the Central Subarea.
- South Tucson has three primary schools, several day care centers, and a child-parent Head Start center. Garden Kitchen, a culinary school, is located in South Tucson - which is the only higher education facility in the Subarea.
- The South Side has the most primary schools of the Subareas, as well as a few Head Start Centers and preschools. There are no higher education facilities in the South Side.


Casa Maria in South Tucson


Pima Community College in the North Side

The Garden Kitchen in South Tucson



## Civic Spaces

- The only civic-oriented space in the North Side is the Pima Community College Downtown Library.
- The Central Subarea has the highest concentration of civic spaces, as it is the center of government for the City and County. City Hall, Courthouses, Pima County offices, as well as the Joel Valdez Main Library and the Santa Rosa Library are located in the Central Subarea.
- The Sam Lena South Tucson Library is the only civic-oriented space in South Tucson.
- The Frank de la Cruz Library is the only civic-oriented space in the South Side.

## Cultural/Art Spaces

- A highlight of culture in the North Side Subarea is the Pasqua Yaqui Village, which can be experienced at the Old Pascua Museum and Yaqui Cultural Center. There is also the Catalyst Arts & Maker Space in the Tucson Mall.
- The Central Subarea has numerous cultural and arts-oriented spaces. Historical, cultural, religious, art, and music museums are concentrated in the Downtown core. The Central Subarea is the entertainment hub of the City.
- While the City of South Tucson has beautiful public art, it only has one cultural/arts-focused institution: Las Artes Art & Education Center.
- The South Side Subarea is home to the Tucson Rodeo Grounds, which hosts an annual cultural event that attracts visitors from across the State. The Macauley Field Museum is also located in the South Side.

Display at the Old Pascua Museum & Yaqui Cultural Center

Tucson Museum of Art in the Central Subarea


Tucson Rodeo in the South Side

# Historic & Cultural Context

Tucson is the oldest permanently settled community in the United States, dating back at least 4,000 years, as documented by recent archeology. This Native American legacy continues today through the Pascua Yaqui Tribe and the Tohono O'odham Nation, forming the foundation of the vibrant cultural landscape for which Tucson is known. As we discuss Tucson's history and culture, we must acknowledge and respect the fact that this area that we love so much and that attracts visitors from across the globe is on the land of these indigenous peoples.

Combining with these ancestral roots are the Spanish Colonial, Mexican, and Anglo influences that have shaped the culture and aesthetic of the region. Arizona was part of the Spanish-speaking world - Spain and Mexico - for longer than it has been part of the U.S., meaning that the influences of Spanish and Mexican culture, superimposed over Indigenous culture, are distinctly felt in every corner of the city.

The rich history, culture and traditions in this area are unique. The day-to-day flowering of culture is a rich part of Tucson life. Adding to that, cultural events and festivals are held throughout the year and cater to people of all ages and backgrounds.

The character of neighborhoods within the Study Area is further defined by its architecture and historic resources. Architectural styles are diverse and represent many building periods. The architectural legacy that remains extends from the late 1700s through today.

Historic architecture

# Urban Form

Overall, the North Side and South Side Subarea's urban form is predominantly auto-centric. While considering the urban form of the Study Area, the Central and South Tucson Subareas stand apart as the historical, cultural and entertainment centers of Tucson. As such, the streets, blocks, building forms and character is distinctively different from the North Side and South Side Subareas. Figure 30 shows historic development patterns in the Study Area.

Figure 30: Study Area Historic Development Patterns

# Community Investment Opportunities

## Vacant and Underutilized Site Inventory

The combination of vacant and underutilized parcels can be used as a high-level estimate of total community investment opportunities across the Subareas. Underutilization can be defined in several ways, but for this analysis, we define it as parcels that have an assessed improvement-value-to-land-value ratio of under 0.5 (their assessed land value is twice that of whatever improvements are present) and have an area of at least 10,000 square feet (0.23 acres). By spatially filtering this parcel layer to only include parcels within the Study Area (3/4 -mile buffer around the proposed alignment), we ended up with 1,350 underutilized parcels, totaling 2,224 acres. Parcels that were considered parks were purposely excluded from this overall analysis because their value is not derived from their improvement value (or lack thereof). Figure 31 shows vacant and underutilized parcels by Subarea.

- The South Side Subarea has the largest number and land area of vacant and underutilized parcels, with 746 vacant parcels totaling 473 acres, and 420 underutilized parcels totaling 925 acres.
- The Central Subarea has the fewest number and smallest amount of land area that is vacant and underutilized, with 322 vacant parcels (totaling 84 acres), and 182 underutilized parcels (totaling 125 acres).
- The Central, South Tucson, and South Side Subareas have more vacant parcels than underutilized while the North Side is the only Subarea with more total underutilized parcels.
- Figure 32 which shows both number of vacant and underutilized parcels by Subarea and land area (in acres), illustrates an inverted bell curve. While partly explained by the size of each Subarea, another explanation is the variation in land value throughout the Study Area.
- The highest percentage of vacant parcels by Subarea is the South Side Subarea, with 11.1 % of its total parcels being vacant (see Figure 33).
- South Tucson has the highest percentage of parcels by land area that are underutilized at 32.2%. So while the North and South Side Subareas have more opportunity in terms of quantity of parcels and area, South Tucson has a greater proportion of underutilized area. This might suggest that while land values in the area have risen, the building or "improvement value" on that land has depreciated or at least not risen at the same rate.
- Vacant parcels tend to be smaller than underutilized parcels in the Study Area (see Figure 31). This can be at least partially explained by the fact that parcels less than .23 acres were excluded in the underutilized analysis. Other explanations could be:
  - That larger parcels have a tendency to be underutilized because of their form and context (i.e., parcels with commercial uses that include surface parking lots)
  - Larger parcels are more costly to hold onto since they are not producing economic value for the property owner

Figure 31: Inventory of Vacant and Underutilized Parcels

| | Vacant Parcels | | | | | Underutilized Parcels | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Subarea | # of Parcels | Area (acres) | Avg Parcel Size | % of Subarea | % of Study Area | # of Parcels | Area (acres) | Avg Parcel Size | % of Subarea | % of Study Area |
| North Side | 405 | 169 | 0.42 | 4.8% | 1.7% | 532 | 956.1 | 1.80 | 26.9% | 9.6% |
| Central | 322 | 83.9 | 0.26 | 5.9% | 0.8% | 182 | 124.7 | 0.69 | 8.7% | 1.3% |
| South Tucson | 283 | 69.5 | 0.25 | 10.3% | 0.7% | 216 | 218.1 | 1.02 | 32.2% | 2.2% |
| South Side | 746 | 472.6 | 0.63 | 11.1% | 4.8% | 420 | 925.3 | 2.20 | 21.6% | 9.3% |
| Study Area | 1,756 | 795 | 0.39 | N/A | 8% | 1,350 | 2,224.1 | 1.43 | N/A | 22.4% |

Figure 32: All Vacant and Underutilized Parcels by Area and Count

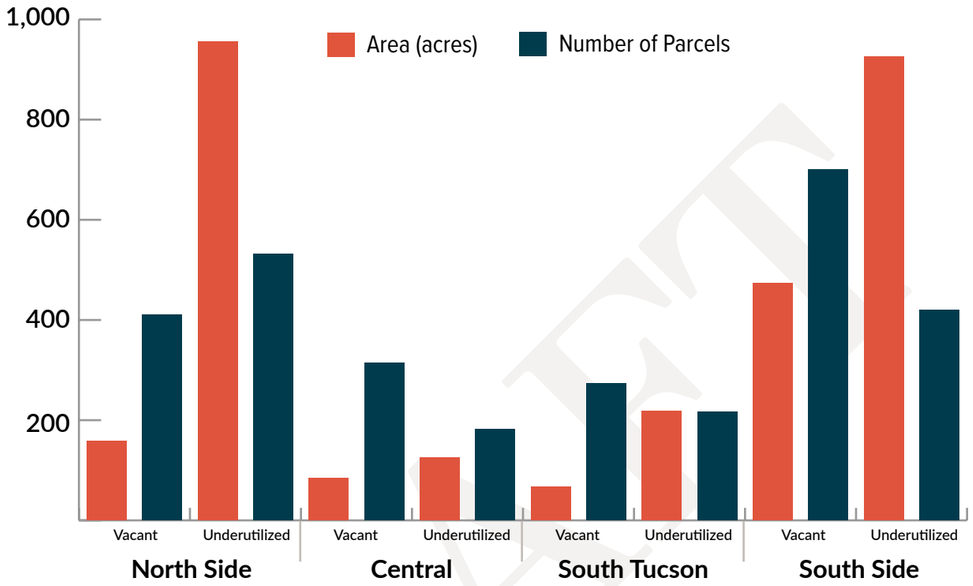
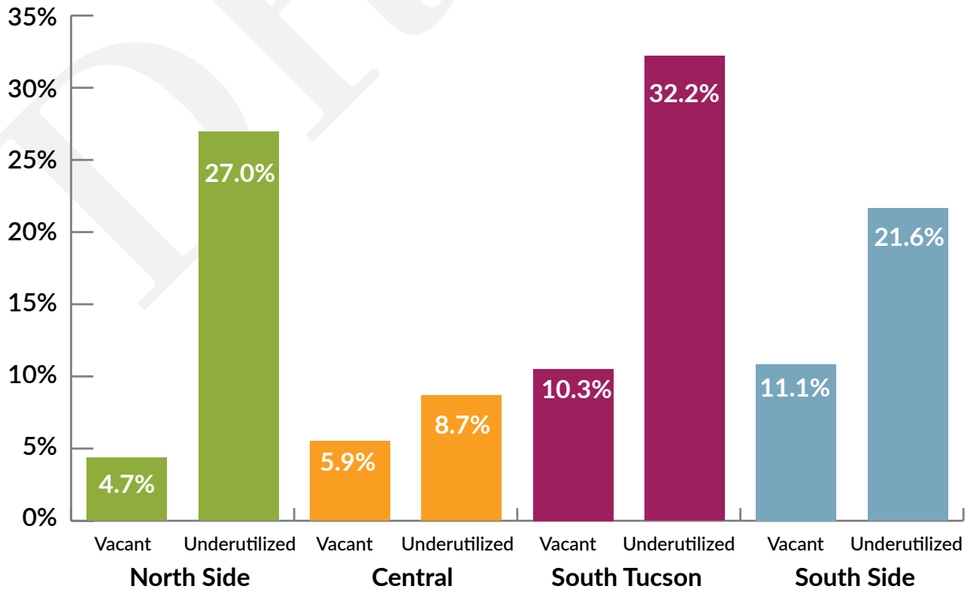



Figure 33: Percentage of Subareas that are Vacant or Underutilized



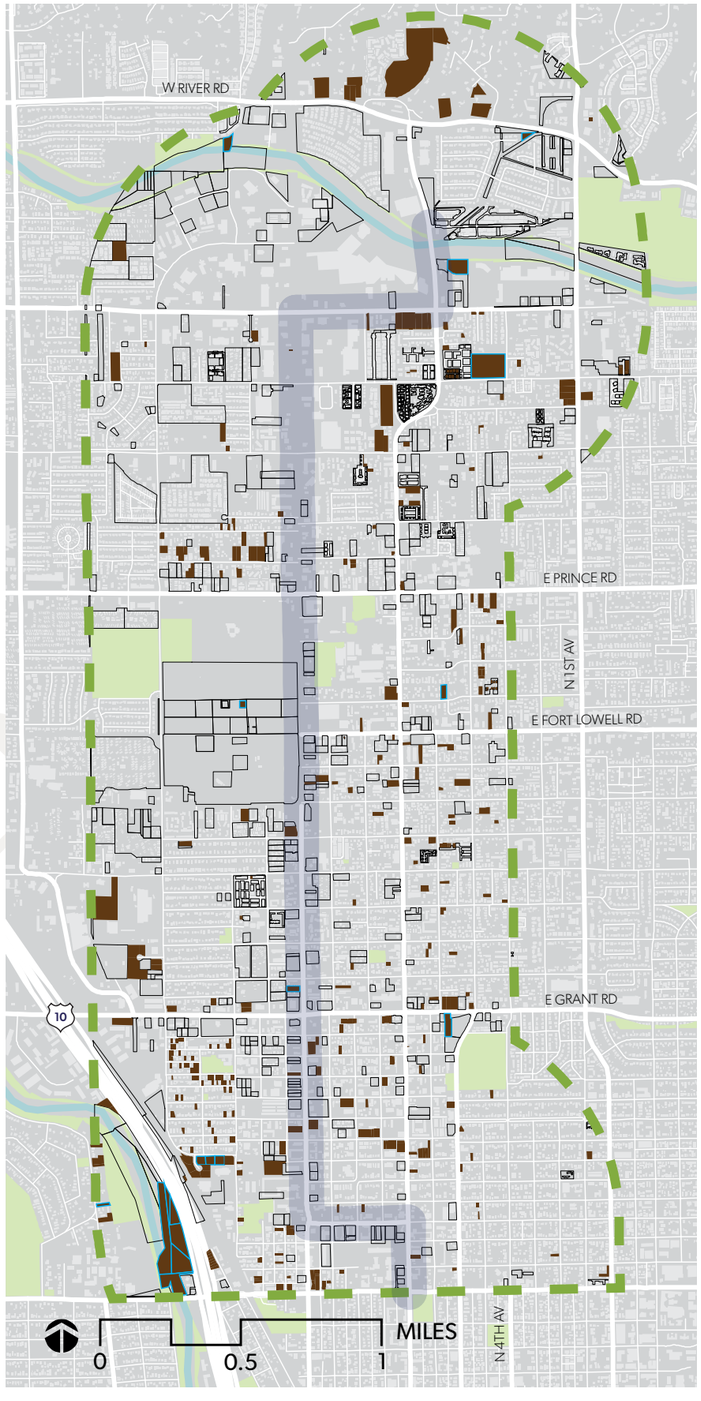
## NORTH SIDE SUBAREA

Figure 34 shows vacant and underutilized parcels in the North Side Subarea, as well as vacant, City-owned properties. There are 405 vacant parcels, 388 of which are privately-owned, and 17 that are publicly owned. There are 532 underutilized parcels, with an average parcel size of 1.8 acres, which can represent potential redevelopment opportunities. Other redevelopment sites to consider for higher density mixed-use projects include the Tucson Mall and the Tohono Tadai Transit Center. As the Pima Community College Downtown Campus continues to evolve, additional mixed-use development could locate nearby.

At Open House 2, community input on the type of development envisioned for the North Side included:

- 3-5 story mixed use development along N. Stone Ave
- 6+ story mixed use development along N. Oracle Rd
- 6+ story mixed use development at the Tucson Mall

Figure 34: Vacant and Underutilized Parcels in the North Side



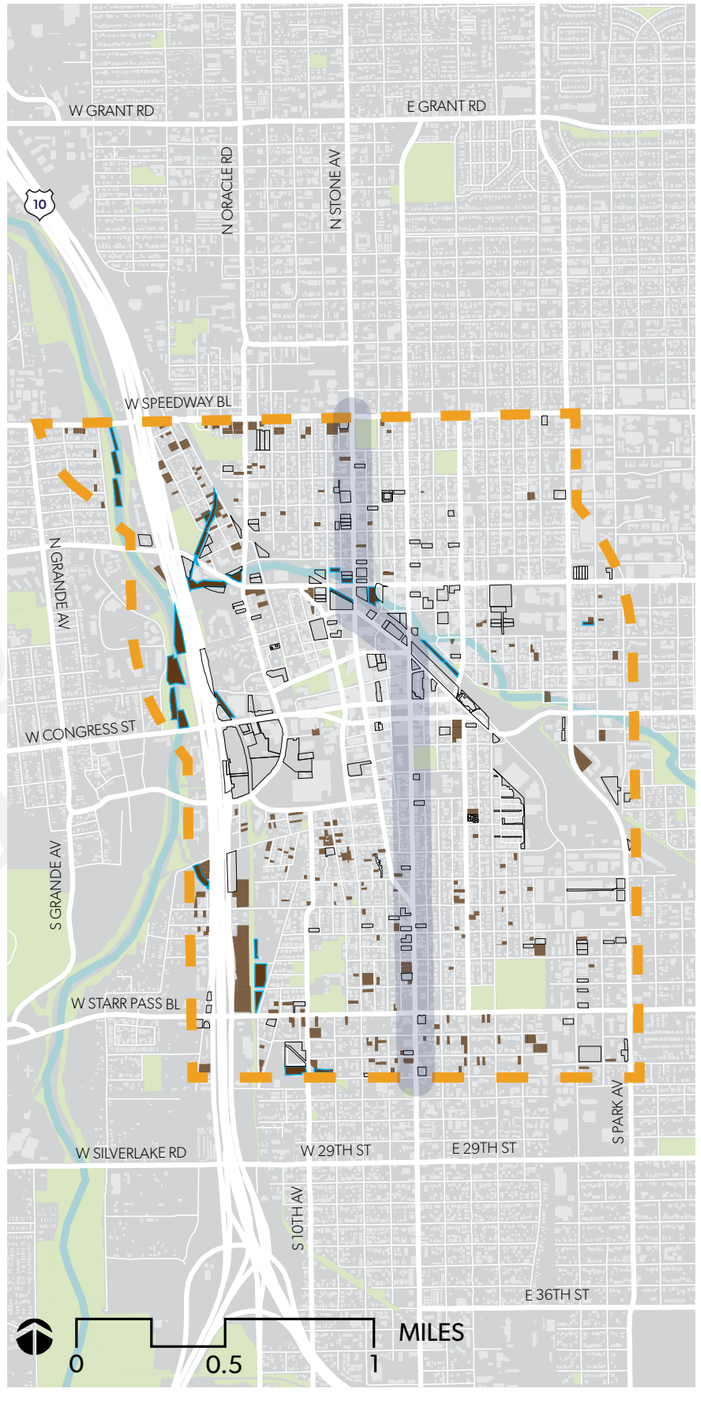

North Side Subarea
Proposed Alignment
Vacant
City Owned Vacant
Underutilized



## CENTRAL SUBAREA

Figure 35 shows vacant and underutilized parcels in the Central Subarea, as well as vacant, City-owned properties. There are 322 vacant parcels, of which 297 are privately-owned and 25 are owned by the City of Tucson. There are 164 underutilized parcels, however, their average parcel size is 0.7 acres, which is the smallest of all the Subareas. These properties represent potential small-scale redevelopment opportunities. Other redevelopment sites to consider for higher density mixed-use projects include the Ronstadt Transit Center and surface parking lots Downtown.

Figure 35: Vacant and Underutilized Parcels in the Central Subarea




Central Subarea
Proposed Alignment
Vacant
City Owned Vacant
Underutilized

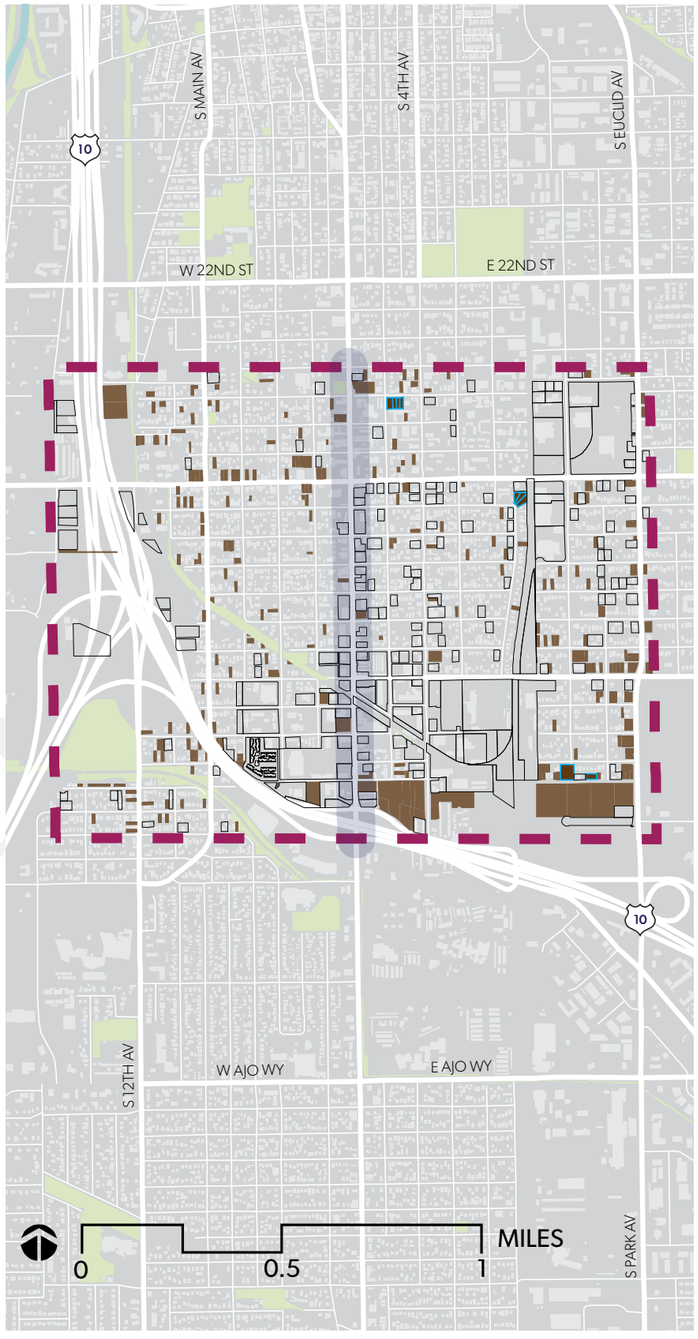
## SOUTH TUCSON SUBAREA

Figure 36 shows vacant and underutilized parcels in the South Tucson Subarea, as well as vacant, City-owned properties. There are 283 vacant parcels, of which 274 are privately owned and 9 are owned by the City of Tucson. There are 213 underutilized parcels that represent potential redevelopment opportunities. Other redevelopment sites to consider for higher density mixed-use projects include the area surrounding the Tucson Greyhound Park & Spanish Trail.

At Open House 2, community input on the type of development envisioned for South Tucson included:

- Less desire for new housing in South Tucson and more desire for new small businesses, needed services, and neighborhood enhancements
- Mixed-use north of I-10 between S. 6th and S. 4th Avenues
- No change in established low-density neighborhoods

Figure 36: Vacant and Underutilized Parcel Inventory in South Tucson




South Tucson Subarea
Proposed Alignment
Vacant
City Owned Vacant
Underutilized



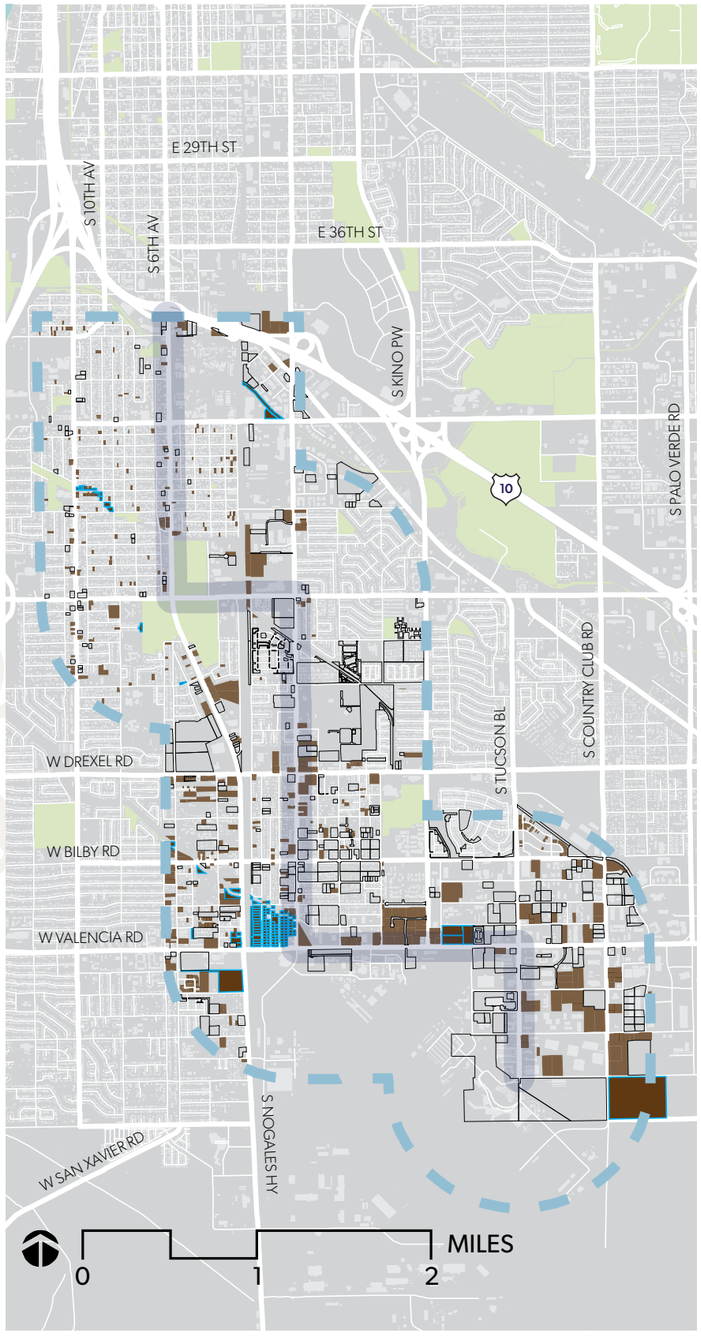
## SOUTH SIDE SUBAREA

Figure 37 shows vacant and underutilized parcels in the South Side Subarea, as well as vacant, City-owned properties. The South Side Subarea has the largest number and land area of vacant and underutilized parcels among all other Subareas. There are 746 vacant parcels, 609 of which are privately-owned, and 137 are owned by the City of Tucson. There are 374 underutilized parcels, with an average parcel size of 2.2 acres (larger than the other Subareas by 1 acre). There is significant redevelopment opportunity in the South Side Subarea. Other redevelopment sites to consider for higher density mixed-use projects include the Rodeo Grounds and the parcels surrounding the Tucson International Airport.

At Open House 2, community input on the type of development envisioned for South Tucson included:

- Redevelop vacant commercial properties along S. 6th Ave
- 6+ story mixed use development at/near the Rodeo Grounds
- 3-5 story residential development along the proposed alignment (S. Park Ave, E. Drexel Rd)

Figure 37: Vacant and Underutilized Parcel Inventory in the South Side




South Side Subarea
Proposed Alignment
Vacant
City Owned Vacant
Underutilized

# 3.1 | MOBILITY ANALYSIS

## Public Transit

### Key Takeaways

As part of the Tucson Norte-Sur planning effort, an assessment of existing transit service in the Study Area was undertaken to evaluate transit usage on the corridor today. Almost all transit routes in the City of Tucson cross through the Study Area. Importantly, there are seven core routes that serve the proposed Norte-Sur alignment, which comprise 30% of all transit ridership. Routes currently serving the proposed alignment can be seen in Figure 40 on page 85. These routes serve as vital connections within the Study Area that riders depend on to access jobs, the University of Arizona, services, and amenities.

Ridership along the proposed alignment is also more consistent year round than other transit routes, signaling the demand for transit services along the corridor, as shown in Figure 39. While the demand throughout the corridor suggests the significance of maintaining service levels, there are certain areas that remain underserved, such as South Tucson, that could benefit from transit investment. Overall ridership data from 2022 highlights the return to pre-pandemic levels and, in the case of Sun Link, some lines are exceeding pre-pandemic ridership. The popularity of Sun Link demonstrates the interest among Tucson community members in higher capacity transit options.

Figure 39: SunTran 2019 Ridership by Month

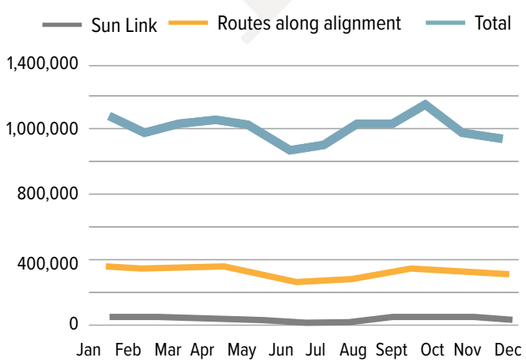
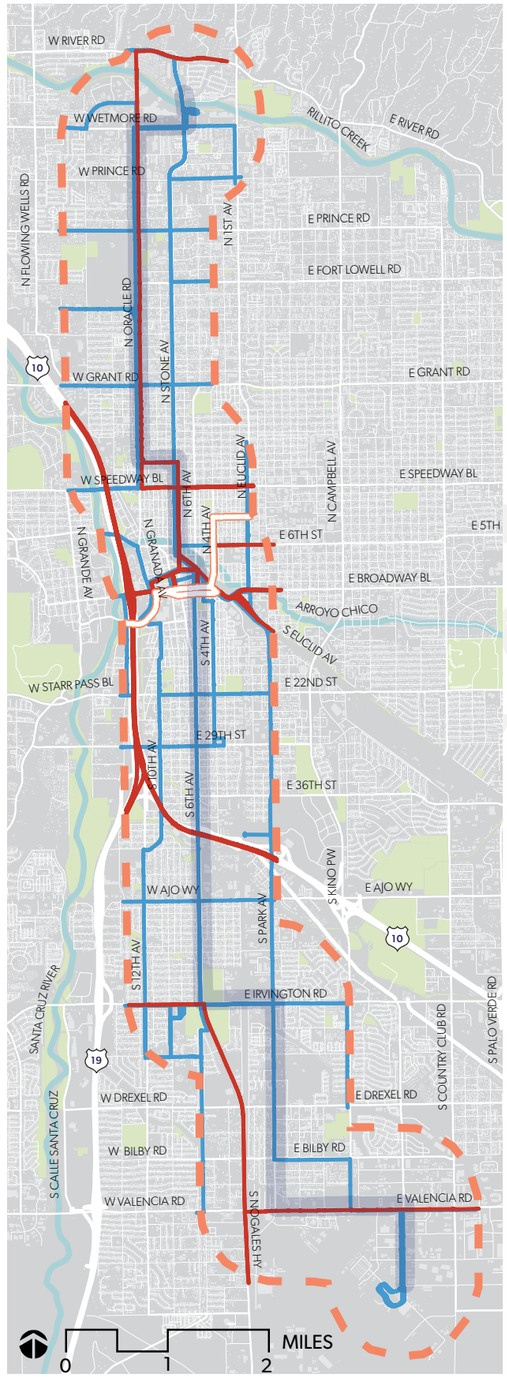



Figure 38: Existing Ridership on SunTran Routes Serving the Study Area

| Route # | Yearly Total Ridership (2021) | Sun Express Route # | Annual Total Ridership (2021) |
|---|---|---|---|
| #1 | 321,180 | 101X | 8,966 |
| #2 | 226,749 | 102X | 5,248 |
| #3 | 482,501 | 103X | 2,877 |
| #4 | 943,958 | 104X | 3,471 |
| #5 | 168,806 | 105X | 4,016 |
| #6 | 505,013 | 107X | 4,053 |
| #7 | 495,810 | 108X | 3,975 |
| #8 | 972,482 | 109X | 2,699 |
| #9 | 575,820 | 110X | 4,077 |
| #10 | 280,140 | 201X | 5,358 |
| #11 | 875,508 | 203X | 6,759 |
| #12 | 372,788 | 204X | 8,221 |
| #15 | 227,413 | | |
| #16 | 1,089,497 | Sun Link | 867,530 |
| #17 | 686,713 | | |
| #18 | 886,636 | | |
| #19 | 254,468 | | |
| #21 | 138,235 | | |
| #22 | 49,913 | | |
| #23 | 305,636 | | |
| #24 | 152,659 | | |
| #25 | 420,165 | | |
| #26 | 195,041 | | |
| #27 | 186,493 | | |
| #29 | 340,238 | | |
| #34 | 631,292 | | |
| #50 | 80,005 | | |
| #61 | 115,039 | | |

Figure 40: Existing SunTran Bus Routes serving the Study Area




## Profile of Study Area

The Study Area was identified in the Move Tucson planning effort as a priority for High Capacity Transit service to connect people to jobs, services, and their community. Twenty-eight Sun Tran bus routes, all Sun Express routes, and the Sun Link streetcar intersect the Study Area. Intersecting routes have a portion of the route that cross the Study Area boundary. The proposed Norte-Sur alignment is a north/south corridor that connects the Tohono Tadai Regional Transit Center, downtown Tucson, the City of South Tucson and Tucson International Airport. There are a total of six bus routes and the Sun Link streetcar that primarily serve the proposed Norte-Sur alignment. Figure 38 on page 84 shows ridership on intersecting routes throughout the Study Area with the highest ridership routes noted in green. The route map is shown in Figure 40 and the highest ridership routes are shown in Figure 41 on page 86.

SunLink Streetcar

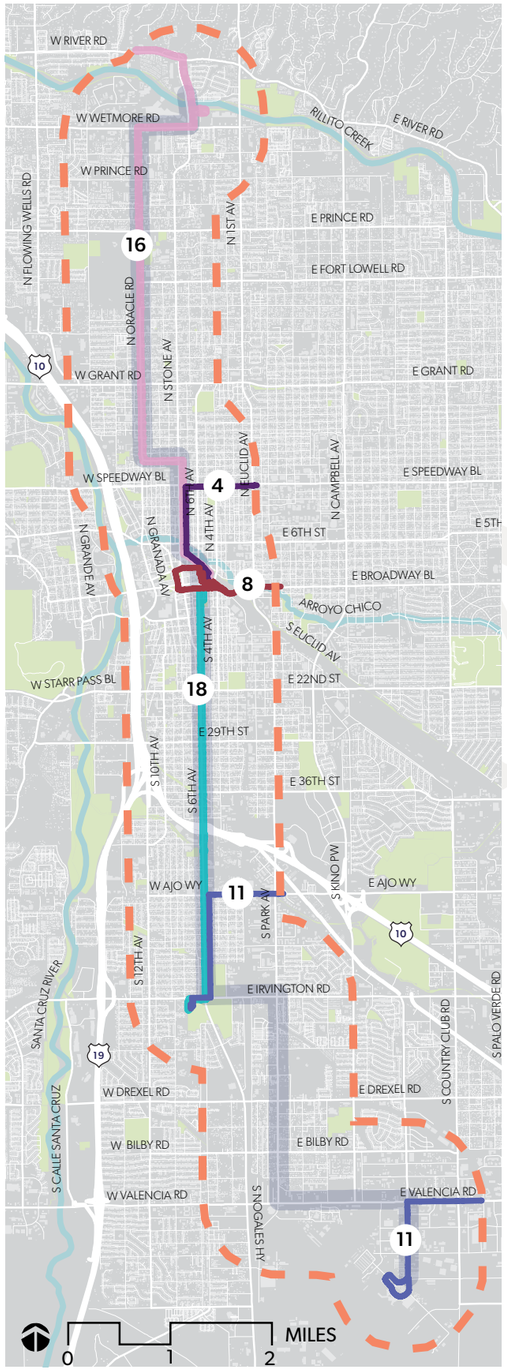
Study Area

Proposed Alignment

Sun Link Streetcar

Transit Routes that Serve the Study Area

Figure 41: SunTran Highest Ridership Routes




## Ridership

In 2021, Sun Tran Bus Route #16 had the highest annual boardings of routes intersecting the Study Area at 1,089,497. This route runs through the North and Central subareas. The top five 2021 highest annual boardings were on the following routes:

- #16 - 1,089,497 N-S
- #8 - 972,482 Central E-W
- #4 - 943,958 Central E-W
- #18 - 886,636 N-S
- #11 - 875,508

There are five Sun Tran routes, one Sun Express route, and the Sun Link streetcar that serve the proposed Norte-Sur alignment as shown in Figure 42. Two of the highest ridership routes in the study area, #16 and #18 also directly serve the proposed alignment. Ridership on routes that directly serve the alignment comprise approximately 30% of total ridership on routes that intersect the Study Area. The route maps for these core routes are shown in Figure 43 on page 87.

Figure 42: Existing Ridership Along Routes Serving the Proposed Alignment

| Route # | Annual Total Ridership (2021) |
|---|---|
| #12 | 372,788 |
| #16 | 1,089,497 |
| #18 | 886,363 |
| #19 | 254,468 |
| #25 | 420,165 |
| #107X Oro Valley - Downtown Express | 4,053 |

Study Area

Proposed Alignment

There was a significant increase in total boardings from 2018 to 2019, and 2022 ridership is on track to surpass pre-pandemic levels.

When considering seasonality, it was found that ridership is lowest in the summer months (June, July, and August) and highest in the fall (September, October, and November) (see Figure 44). When examining ridership by month, it was found that June is the lowest ridership month while October is the highest (see Figure 45). Additionally, the routes that primarily serve the alignment did not see as large a reduction of riders in the summer months. This indicates a consistent level of ridership and demand for the Norte Sur transit service. The ridership figures discussed in this section are based on pre-COVID-19 pandemic ridership, which assumed that ridership before the pandemic is more representative of regular travel patterns.

Figure 44: SunTran Seasonal Ridership

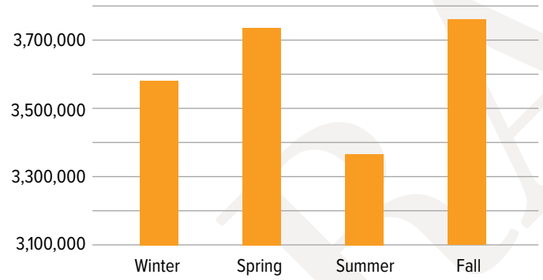
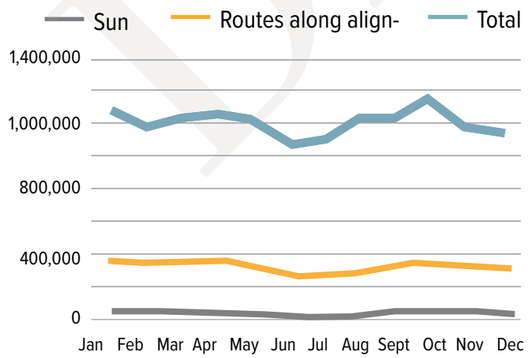


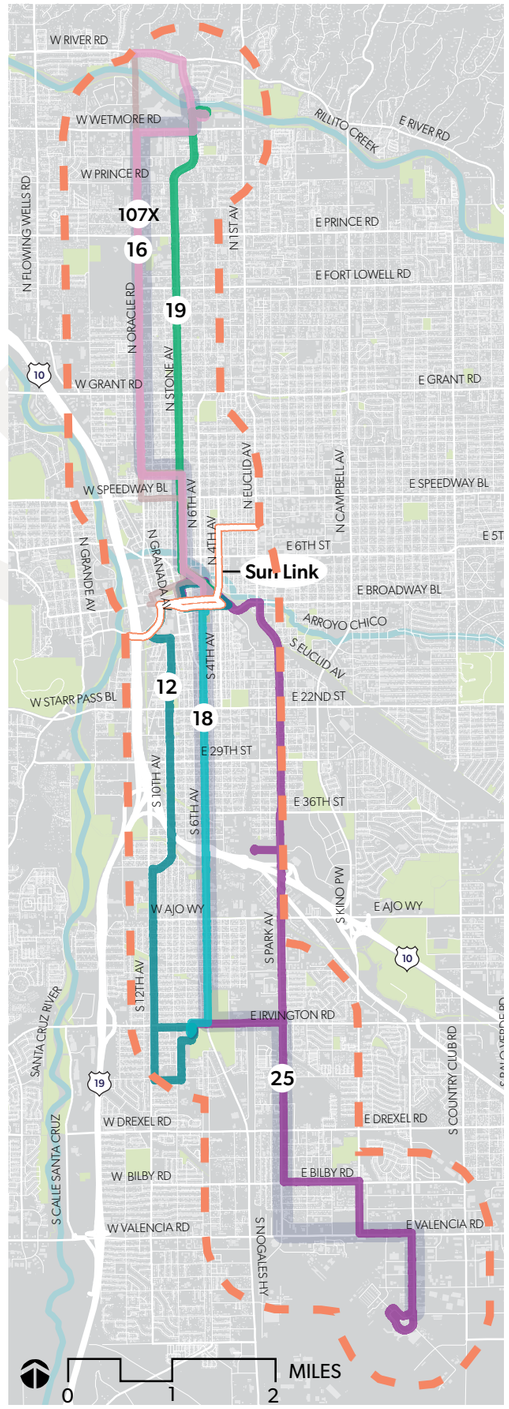

Figure 45: SunTran 2019 Ridership by Month




Study Area

Proposed Alignment

Figure 43: Existing Sun Link and Sun Express Routes serving the Study Area



The seasonal ridership can be associated with multiple factors. First, during warmer months, riders who utilize Sun Tran by choice may forgo using the bus in favor of driving in order to reduce heat exposure. This can underscore the need for comfortable and shaded waiting areas at bus stops, as well as direct bicycle and walking connections to bus stops so that riders can reduce the time spent connecting to transit. Another factor contributing to lower summer ridership could be the University of Arizona's summer break, which may reduce the share of Sun Tran riders that are students. If University ridership is a significant factor, then planning for a high-capacity transit corridor should consider the needs of University riders by establishing scheduled connections with routes that do not require long wait times. When considering stop locations, positioning one or more stops in the Central portion of the Norte-Sur corridor that directly connect to high comfort east-west bicycle facilities that serve the campus would help transit riders making bicycle-transit connections to and from the University.

Figure 46: SunLink Annual Total Boardings

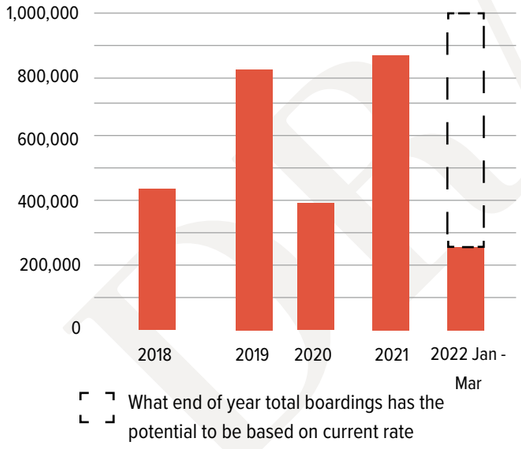
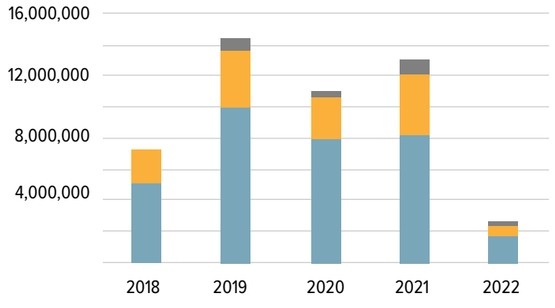



Figure 47: Sun Link Annual Total Boardings



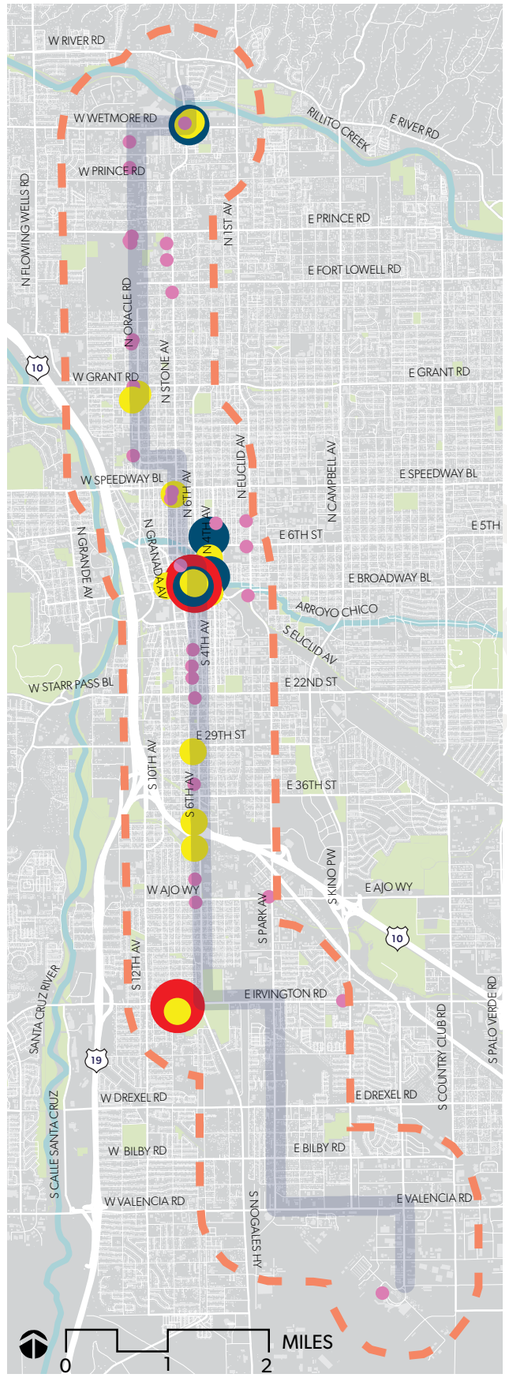

## SUN LINK STREETCAR RIDERSHIP

In 2022, the streetcar exceeded previous ridership levels showing the strongest rebound numbers out of all transit modes. In 2021, it had the sixth highest ridership on routes within the Study Area and in 2019 had the most consistent ridership seasonally. It operates within the Frequent Transit Network and has 10-15 minute headways during the weekdays. The 3.9 mile route has 23 stops, runs East and West from the Mercado district through Downtown, and up to the University of Arizona. Ridership levels have surged since the lifting of fares was implemented during the COVID-19 pandemic. In 2021, total boardings reached 868,000 and average weekday boardings were 2,000. During the first three months of 2022, when the temperature was cooler and ridership was higher, total boardings reached approximately 254,000 and average weekday boardings were 4,300. Upon looking at the following three months, when temperatures increased, average total weekday boardings were approximately 3,800.

Demand is higher during the weekdays than the weekend. The average Saturday sees around 2,000 boardings across all stops. The streetcar follows the same seasonality trend observed in the bus ridership data. In 2021, fall had the highest average daily boardings of any season. During the spring and summer, average weekday boardings are higher than Saturday average boardings. This trend reverses in the cooler months and Saturday average boardings become higher than weekday average boardings. The stop with the highest average weekday total boardings is the SL/ University/Tyndall station. This stop serves the University of Arizona and has approximately 900 boardings a week.

Figure 47 shows average weekday boardings by stop for Sun Tran major routes. Across the corridor, the Ronstadt and Laos Transit Centers have the highest ridership. The Central Subarea of the Norte-Sur Study Area has the highest ridership of any Subarea. The following sections breakdown ridership characteristics by Subarea.

Figure 48: Average Weekday Boardings by Stop (2021)




## Subarea Findings

The Central Subarea has the highest ridership despite covering a relatively small area. It is assumed that the transit supportive land uses, presence of the downtown business district, and connections to the University of Arizona campus are all contributing factors. Tucson Norte-Sur should ensure that any new service meets the needs of existing riders while offering new connectivity opportunities to new potential riders. In areas where ridership is lower, planning efforts should be focused on ensuring new service connects with destinations that may include shopping centers or concentrations of employment opportunities, to provide a transportation alternative for individuals traveling to and from these locations.

As noted in the active mobility section, any existing bus stops that are not fully connected with the bicycle and pedestrian network should be evaluated for opportunities to strengthen multi-modal connectivity. Given the breadth of the Study Area, the diverse mix of existing land uses, and the relatively low density development patterns in the North, South Tucson, and South Side Subareas, providing high comfort active transportation connections to transit stops will help maximize opportunities for attracting riders to transit.

| North Side Subarea Transit Profile | |
|---|---|
| **Length** | 5 miles |
| **Area** | 7 Square miles |
| **Routes Currently Serving the Subarea** | Nine: 6, 9, 10, 15, **16**, 17, 19, 34, 61 |
| **Stop Locations** | 138 Stops |
| **Ridership by Route** | Total 2021 ridership of routes intersecting the alignment = 4.3 million |
| **Ridership by Stop** | 75-211 weekly average daily boardings |
| **Significant Stops** | Tohono Tadai Transit Center: 100-200 |
| | Oracle/Grant: 88 |
| | Oracle/Prince: 97 |

North Side Subarea

Proposed Alignment

Weekday Average Boarding

115 - 211

75 - 114

Figure 49: North Side Subarea Transit


| Central Subarea Transit Profile | |
|---|---|
| **Length** | 2.2 miles |
| **Area** | 3.2 Square miles |
| **Routes Currently Serving the Subarea** | Eighteen: 1, 2, 3, **4**, 5, 6, 7, **8**, 9, 10, 12, **16**, 18, 19, 21, 22, 23, 25 |
| **Stop Locations** | 153 Stops |
| **Ridership by Route** | 8.5 million |
| **Ridership by Stop** | 75 - 712 average weekday boardings |
| **Significant Nodes** | Ronstadt Transit Center: 700 |
| | 6th Ave / Pennington: 560 |
| | SunLink/4th Ave/5th St: 258 |

Central Subarea

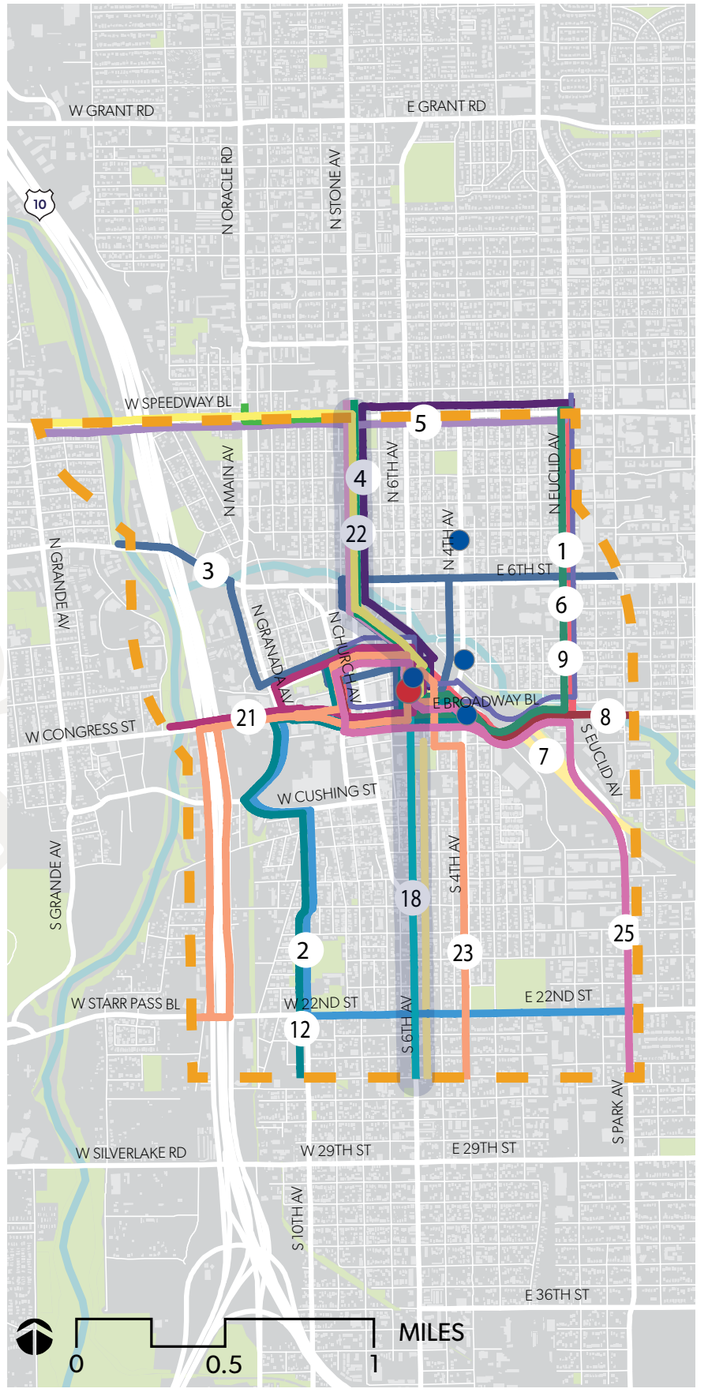
Proposed Alignment

Weekday Average Boarding

80 - 138

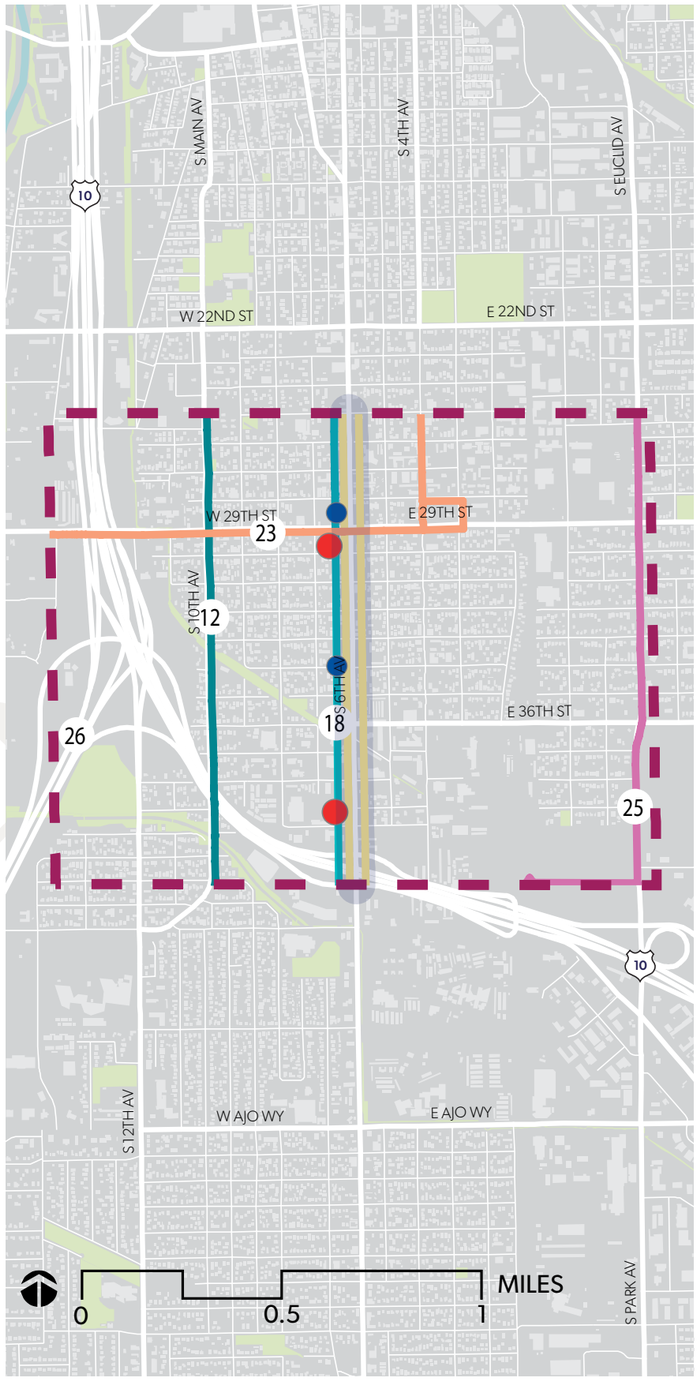
49 - 79

Figure 50: Central Subarea Transit



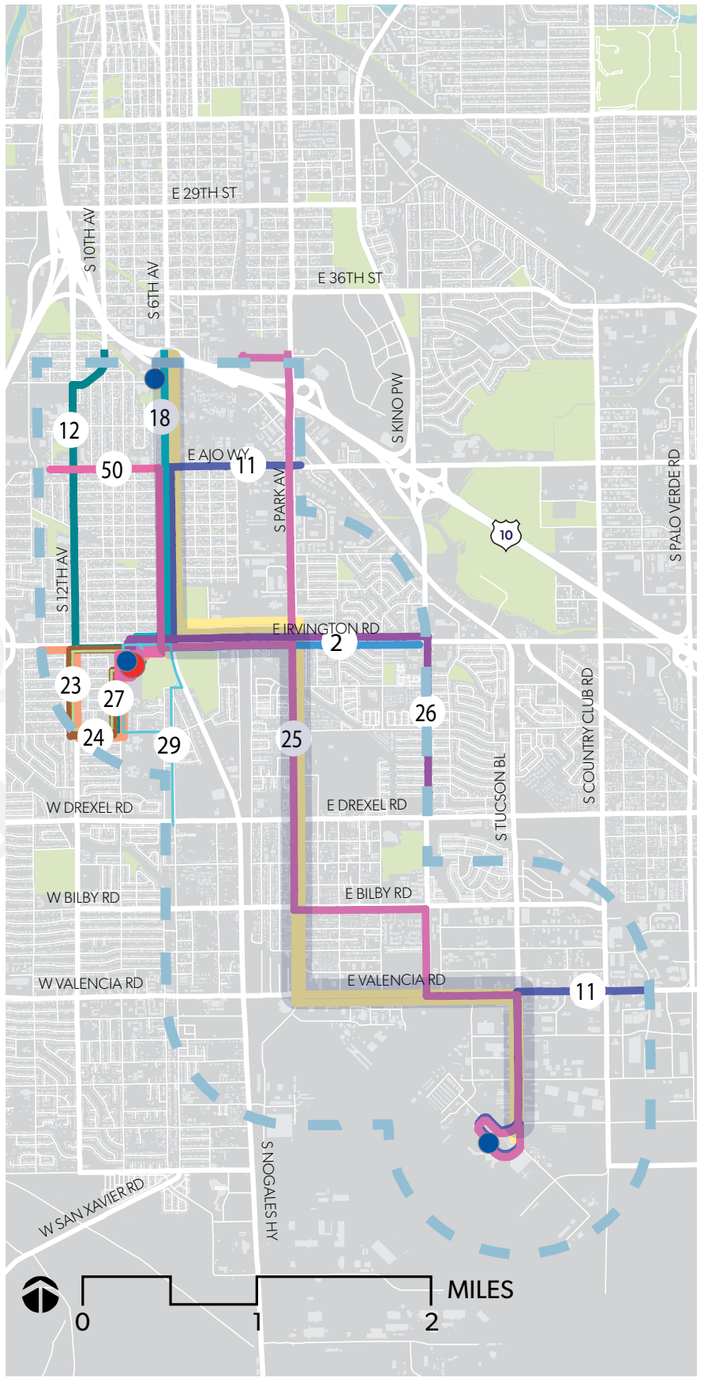
| South Tucson Subarea Transit Profile | |
|---|---|
| Length | 1.2 miles |
| Area | 1.7 Square miles |
| Routes Currently Serving the Subarea | Four: 12, 18, 23, 25 |
| Stop Locations | 45 Stops |
| Ridership by Route | 1.9 million |
| Ridership by Stop | 49-138 average weekday boardings |
| Significant Nodes | 6th Ave / 39th St: 138 |
| | 6th Ave / 29th St: 120 |
| | 6th Ave / 29th St: 81 |

Figure 51: South Tucson Subarea Transit




| South Side Subarea Transit Profile | |
|---|---|
| Length | 5.2 miles |
| Area | 10 Square miles |
| Routes Currently Serving the Subarea | Eleven: 2, 11, 12, 18, 23, 25, 26, 27, 29, 50 |
| Stop Locations | 154 Stops |
| Ridership by Route | 4 million |
| Ridership by Stop | 90 - 234 average weekday boardings |
| Significant Nodes | Laos Transit Center: 623 |
| | 6th Ave / 44th St: 107 |
| | Airport: 94 |

Figure 52: South Side Subarea Transit



# Active Mobility

## Purpose/Background

The Norte-Sur BRT/High Capacity Transit improvements will serve as a catalyst in the development of a safe, connected, and equitable transportation system for people who live, work, and travel in the Study Area, including more complete and more comfortable walking and biking networks. The following summary provides an analysis for the overall Study Area as well as each of the four Subareas to better understand pedestrian conditions, bikeways, safety/crash considerations, and transit connections. The Subareas include:

- North Side: Speedway Blvd to Tohono Todai Transit Center via Oracle Rd or Stone Rd
- Central: 1st St to 25th St via Stone Ave/6th Ave
- South Tucson: 25th St to I-10 via 6th Ave
- South Side: I-10 to Tucson International Airport via 6th Ave, Irvington Rd, and Park Ave

The purpose of these summaries is to document general needs and priorities within each Subarea; specific improvements may be identified once a final alignment is determined and stop/station locations are identified. Where right-of-way permits, roadway sections along the Norte-Sur corridor could be reconfigured as part of transit investments to better adhere to the City's Complete Streets Design Guide and improve access to Norte-Sur stops and station areas. Capital investments in active mobility (i.e., walking and biking) infrastructure can also support an equity framework by prioritizing neighborhoods and communities with the greatest needs, including, but not limited to, people with disabilities, low-income neighborhoods, communities of color, and parts of the Study Area where there are greater concentrations of households without access to personal vehicles.

**Note on terminology:**

- *Norte-Sur corridor* refers to the proposed alignment, primarily along Stone Ave and 6th Ave
- *Study Area* refers to the area ¾-mile on either side of the proposed alignment

## Key Findings

The review of the Norte-Sur Study Area from an active mobility perspective revealed the following considerations and recommendations:

- Landscaping/shade trees should be added to increase user comfort, reduce the urban heat island effect, create buffers between pedestrians and motorists, and reduce motor vehicle speeds.
- Additional buffers between pedestrians and/or bicyclists and motor vehicle traffic would increase user comfort in the Study Area and enhance access to potential transit stop locations.
- Additional crossing opportunities - and reduced crossing distances - in the North Side and South Side Subareas would increase access to potential transit stop locations.
- On-street bikeways in the Study Area are generally narrow and feature minimal separation from traffic. These facilities are unlikely to appeal to most casual bicyclists, which comprise the largest portion of bicyclists.
- Street lighting - including pedestrian-scale lighting - would enhance safety and security in the Study Area.
- Various portions of the Study Area are on the High Injury Network. Roadway improvements that accompany major transit investments should seek to implement Complete Street cross sections that enhance conditions for non-auto users and better manage travel speeds. Improving access to transit stops and stations areas could also have the effect of reducing vehicle speeds and reducing the severity of crashes.

In addition, the Major Streets and Routes Plan should be updated to be consistent with this study. Any transit oriented development-related investment should improve access to transit stops and enhance walkability by creating accessible sidewalks, safer crossings, better lighting, and improved biking infrastructure for better access to transit and to facilitate other local trips in a safer manner.



Figure 53: Summary of Pedestrian Conditions in the Study Area

| Subarea | Centerline Mileage | Pedestrian Level of Traffic Stress (LTS)** | | | | Tree Equity Index*** |
|---|---|---|---|---|---|---|
| | | LTS 1 | LTS 2 | LTS 3 | LTS 4 | |
| Study Area (all) | 349.7 | 73% | 4% | 13% | 10% | 71.4 |
| *Norte-Sur Corridor* | *17.5* | *48%* | *5%* | *24%* | *23%* | |
| North Side* | 106.9 | 69% | 8% | 12% | 11% | 62.7 |
| *Norte-Sur Corridor* | *7.7* | *62%* | *1%* | *31%* | *6%* | |
| Central | 83 | 79% | 5% | 11% | 5% | 58.4 |
| *Norte-Sur Corridor* | *2.3* | *100%* | *0%* | *0%* | *0%* | |
| South Tucson | 31.5 | 68% | 15% | 10% | 7% | N/A |
| *Norte-Sur Corridor* | *1.2* | *1%* | *93%* | *6%* | *0%* | |
| South Side | 128.3 | 69% | 4% | 15% | 12% | 50.3 |
| *Norte-Sur Corridor* | *6.3* | *36%* | *0%* | *52%* | *12%* | |

* While the final anticipated mileage on the North side segment of the Norte-Sur Corridor is approx. 4.7 miles, this analysis includes both N. Oracle Road and N. Stone Avenue as possible alignments.

**LTS: Score for pedestrians traveling along and across streets measuring comfort levels using a 1 to 4 scale (1 and 2 are high comfort or low-stress, 3 and 4 are low comfort or high-stress)

*** Average score for all block groups in Subarea on a scale of 1 (least coverage) to 100 (highest coverage).

## Pedestrian Environment

Pedestrian conditions in the Study Area are informed by the presence and width of sidewalks, vehicle speeds and traffic volumes, the presence of landscaping and buffers, location and characteristics of pedestrian crossings, and urban form. Sidewalks are present along both sides of the street for most of the Norte-Sur corridor (about 93% of the proposed alignment), while about 62% of the overall Study Area features sidewalks on both sides of the street, whereas most of the sidewalk gaps are along local streets that intersect with or run parallel to the proposed alignment. Though pedestrian infrastructure is largely present, much of the Study Area is built out in ways that are not especially conducive to walking. In addition to frequent curb cuts for driveways, auto-oriented land uses with parking lots in front of buildings create frequent conflicts, likely influencing the higher rates of crashes observed near commercial uses. Many streets do not provide adequate tree canopy coverage needed to create a comfortable walking environment. High vehicle speeds and traffic volumes also negatively affect pedestrian comfort levels, though the presence of bike lanes along most of the proposed alignment provides a modest buffer from vehicle traffic. Long gaps between crossing opportunities, particularly in the North Side and South Side Subareas, further affect pedestrian mobility.

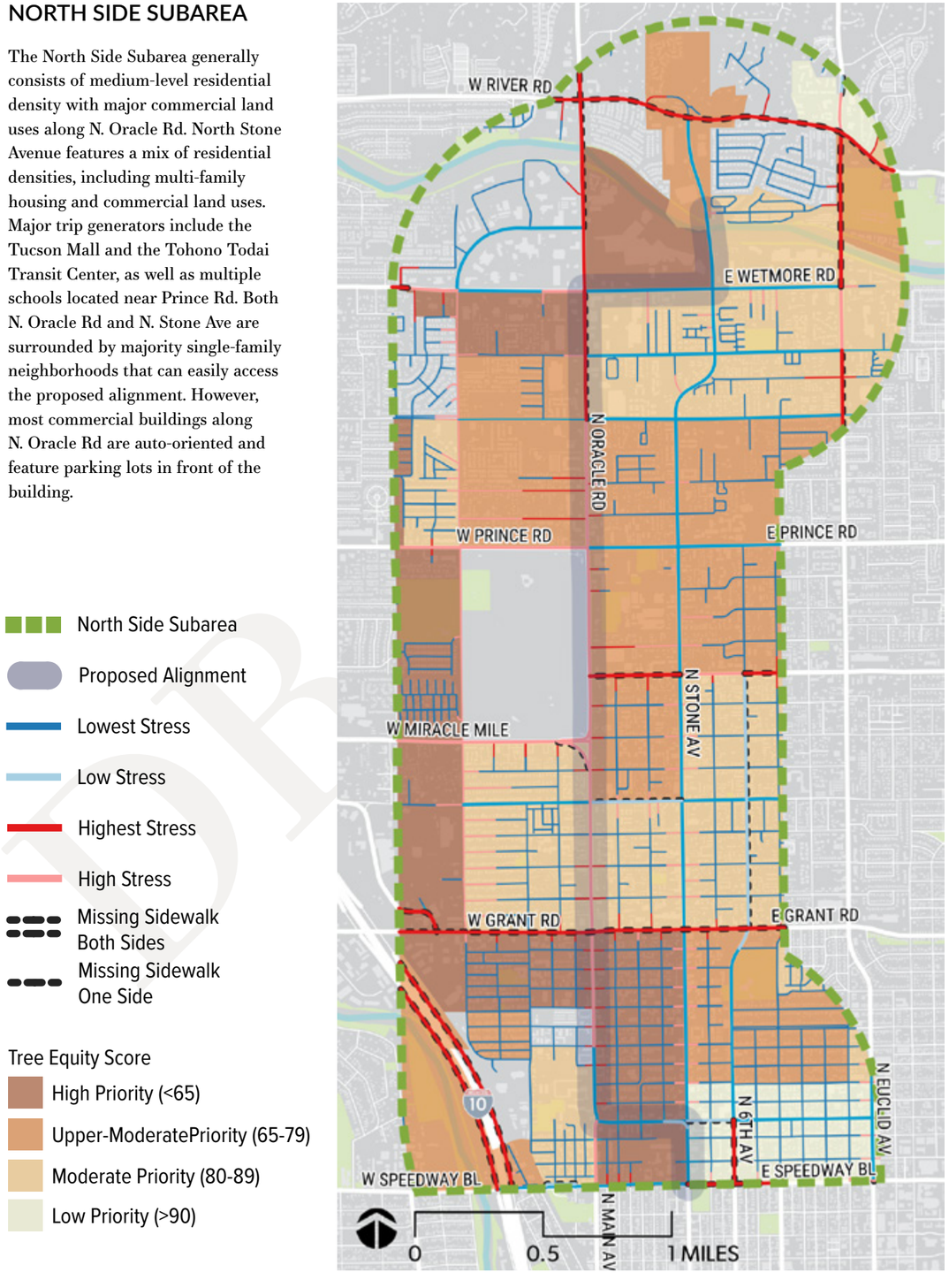
Due to network gaps and poor sidewalk conditions in some areas, individuals with mobility devices often must use the bike lane rather than sidewalks. Unmaintained or incomplete sidewalk networks are particularly problematic for older adults and people with disabilities using wheelchairs and other mobility devices. Unsafe crossings conditions, whether due to roadway characteristics, crossing length, distance between crossings, and other factors, also create barriers for many pedestrians in the Study Area. Other issues identified by community members include poor lighting and perceived security concerns.

There are opportunities to improve general walkability along the proposed alignment - and across the general Study Area - through reduced vehicle speeds and additional landscaping and buffers to increase safety for pedestrians and bicyclists. Higher density and mixed-use development through infill and adaptive uses, along with greater access to transit and pedestrian-friendly urban design, will inherently increase walk trips and add to the vibrancy of neighborhoods and commercial districts throughout the Study Area.

## NORTH SIDE SUBAREA

The North Side Subarea generally consists of medium-level residential density with major commercial land uses along N. Oracle Rd. North Stone Avenue features a mix of residential densities, including multi-family housing and commercial land uses. Major trip generators include the Tucson Mall and the Tohono Todai Transit Center, as well as multiple schools located near Prince Rd. Both N. Oracle Rd and N. Stone Ave are surrounded by majority single-family neighborhoods that can easily access the proposed alignment. However, most commercial buildings along N. Oracle Rd are auto-oriented and feature parking lots in front of the building.

Figure 54: Pedestrian Conditions in the North Side Subarea




The north end of the Subarea is traversed by the Rillito River, which creates a barrier and forces bicyclists and pedestrians to utilize the bridges along the major roads. The high traffic volumes and travel speeds, relatively sparse number of shade trees along N. Oracle Rd and N. Stone Ave, along with the frequent driveways and auto-oriented urban form generally make conditions uncomfortable for pedestrians, despite the high concentration of destinations and commercial uses.

The sidewalk networks along N. Stone Ave and N. Oracle Rd are generally complete. Though modest buffers are present in some places along the N. Oracle corridor, the pedestrian level of traffic stress (LTS) is designated as high. Pedestrian LTS is low along N. Stone Ave due to the lower traffic volumes and fewer number of travel lanes (N. Stone features four general purpose lanes while N. Oracle features six). A major challenge for both corridors is the large gaps between safe crossing opportunities. The width of N. Oracle Rd - which is over 110 feet wide with eight or more driving lanes at major intersections - creates a challenge for elderly and mobility impaired pedestrians.

Both Oracle Rd and Stone Ave are generally accessible via low-stress east-west neighborhood connections, as well as some major roads such as Prince Rd and Glenn St. However, other major east-west streets - Fort Lowell Rd and Grant Rd - feature gaps in the sidewalk network and high levels of pedestrian LTS. Though the average amount of landscaping, as measured by the Tree Equity Index score, is the highest among the various Study Area segments (62.7), members of the public indicated that they do not walk along Oracle Rd and Stone Ave due to heat and the lack of trees or shade. Locations with the highest Tree Equity Index scores include the areas around Speedway Blvd and between Wetmore Rd and Roger Rd.

Other obstacles to walking through the North Side segment, as identified by members of the public, include the sidewalk conditions around the Tucson House Apartments at Oracle Road and Drachman Street and along Oracle Ave west of the Tucson Mall, as well as difficulty in crossing Stone Ave and Wetmore Rd to access the Tohono Tadai Transit Center.

Conditions along North Oracle

Conditions along North Stone

## CENTRAL SUBAREA

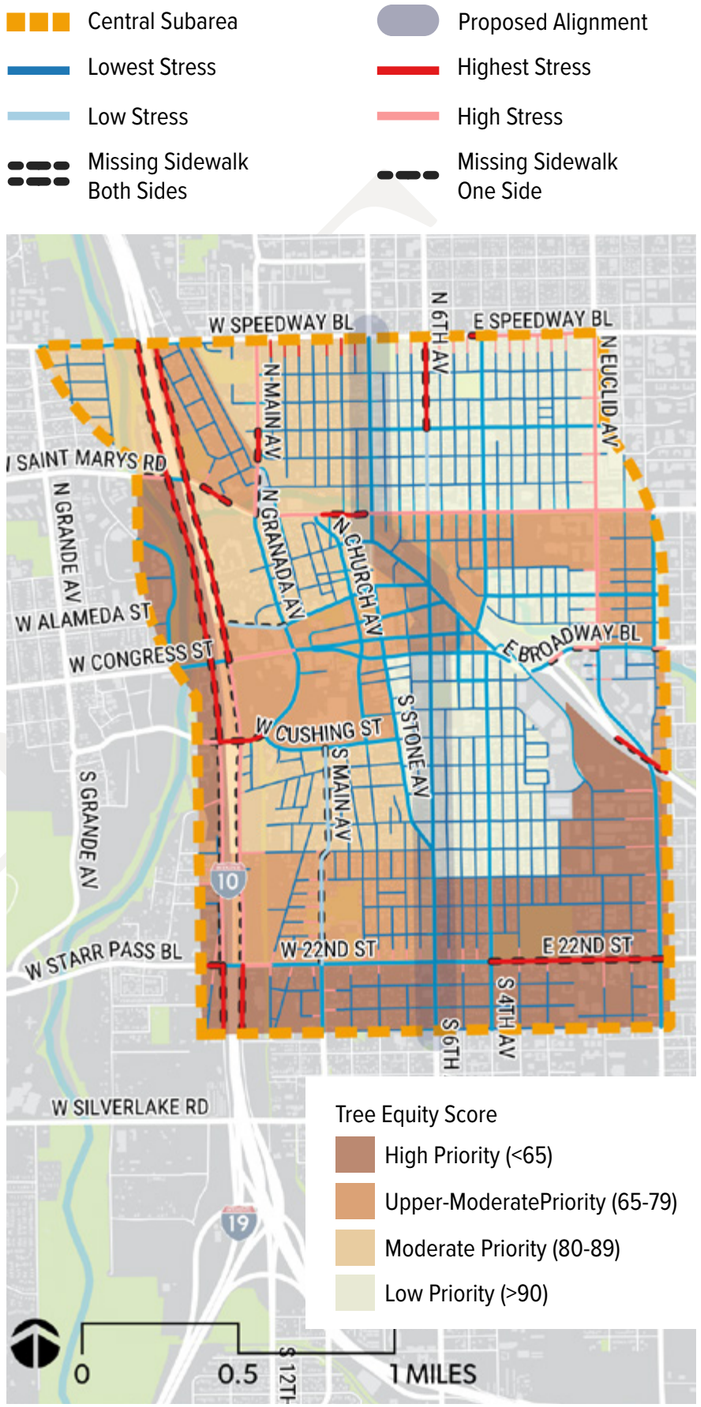
The Central Subarea features a high density of pedestrian-oriented land uses and the greatest concentration of pedestrian activity of any Subarea. The urban form is noted for minimal building setbacks and the presence of landscaping throughout Downtown Tucson which contribute to high levels of walkability.

The Central Subarea features a continuous set of high-quality sidewalks. Lower vehicle speeds and wide sidewalks contribute to low pedestrian LTS scores along the proposed alignment and the surrounding street network. Pedestrian conditions are further enhanced by frequent crossing opportunities, the sense of enclosure, and pedestrian-oriented urban form.

Pedestrian conditions could be further enhanced through landscaping to reduce heat island effect and amenities such as street furnishings. There are also opportunities for traffic calming on Stone Ave, which is a one-way, three lane roadway that promotes higher speed vehicle travel.

Public comments generally supported the high levels of walkability in Downtown Tucson. However, numerous comments indicated that 22nd St on the southern edge of the Central Subarea is an uncomfortable place to walk due to the lack of crosswalks, incomplete sidewalks, and vehicle speeds. Other challenges include the lack of landscaping and limited crossing opportunities along 6th Ave to the south of Downtown.

Figure 55: Pedestrian Conditions in the Central Subarea



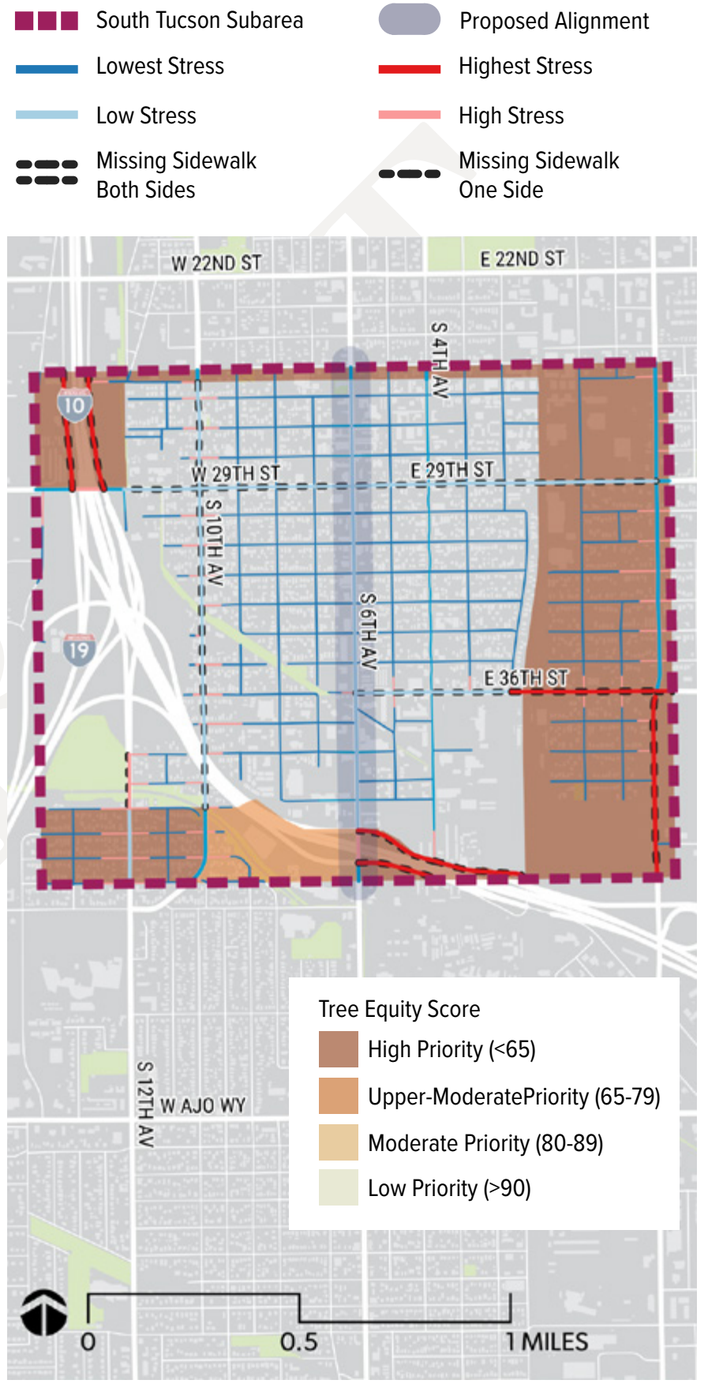

## SOUTH TUCSON SUBAREA

Pedestrian conditions along S. 6th Ave through South Tucson - and the surrounding local road network - are lower stress than other portions of the Norte-Sur corridor, according to the pedestrian LTS analysis. Brick laden sidewalks promote visibility and create a sense of place, and the dense street grid creates a high level of access to proposed alignment. Short block lengths also promote walkability. However, pedestrian conditions could be improved through additional landscaping and reduction of vehicle speeds, as well as enhanced lighting and wayfinding.

Sidewalks are present along the extent of the S. 6th Ave corridor and are generally wide and well maintained. There are frequent designated pedestrian crossings, with intersections controlled by traffic signals or pedestrian hybrid beacons. On-street bike lanes along the extent of S. 6th Ave provide a buffer between vehicles and pedestrians. The stretch of S. 6th Ave north of Ajo Way features a north-south portion of the Julian Wash Trail, which is separated from the roadway by landscaping and provides a high quality and low stress option for pedestrians.

Street lighting is provided by lamp posts located about every 200' along each side of the roadway. The perceived lack of street lighting, as noted by members of the public, affects residents, businesses, and visitors, and contributes to concerns about safety from vehicles and personal security. Additional pedestrian-scale lighting could be provided as part of overall corridor enhancements.

Figure 56: Pedestrian Conditions in the South Tucson Subarea



The South Tucson portion of the proposed alignment traverses the primarily commercial S. 6th Ave corridor and is surrounded by medium-density residential neighborhoods. This mix of land uses and urban form, including numerous buildings with minimal setbacks and a sense of enclosure, create generally favorable conditions for public transit and pedestrian activity.

Tree Equity Index data is not available for South Tucson. However, portions of the Subarea outside of the City of South Tucson generally feature higher Tree Equity Index values. There is minimal or intermittent landscaping along S. 6th Ave, though the buildings provide shade for pedestrians during certain times of the day in areas with minimal building setbacks. Where landscaping is present, it is generally located between the sidewalk and the property lines, which has a narrowing effect and forces pedestrians to walk closer to the roadway.


Conditions along 6th Avenue at 26th Street

Conditions along 6th Avenue north of Ajo Way

## SOUTH SIDE SUBAREA

The surrounding land uses through the South Side Subarea are generally medium density residential to the north of Irvington Rd and lower density residential to the south. Land uses along the proposed alignment are generally auto-oriented and most commercial land uses feature parking in front of building. This urban form, along with little separation between pedestrians and motorists, creates generally uncomfortable conditions for pedestrians and encourages high vehicle speeds.

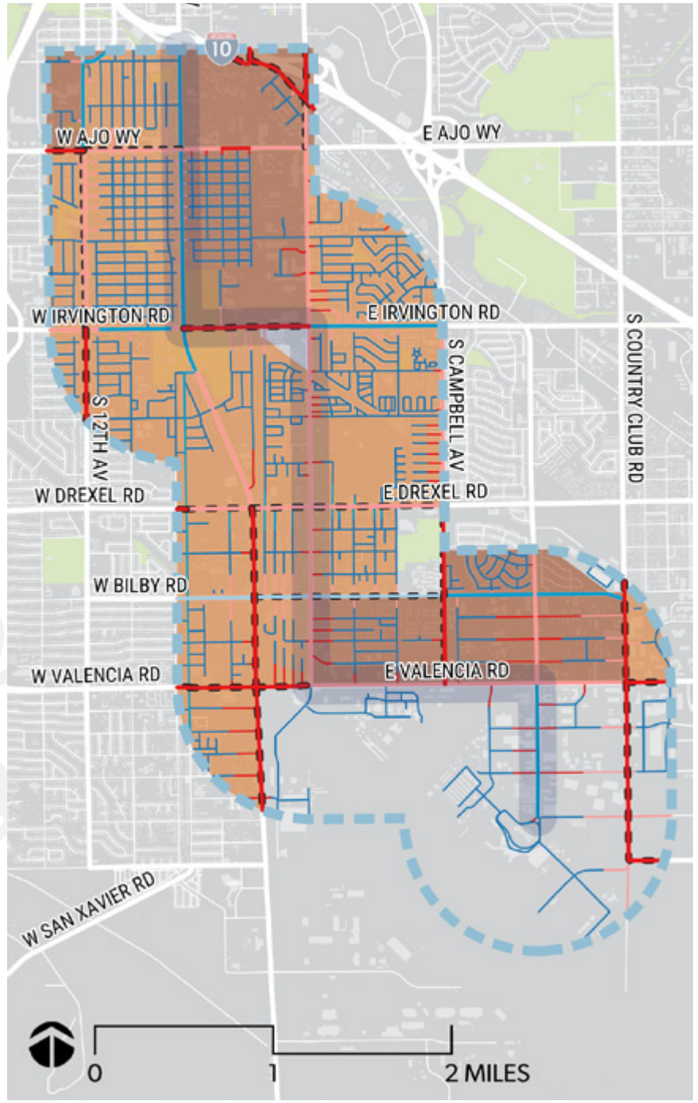
Most of the Subarea features a well-connected street grid, though there are a few existing transit routes that intersect with the Norte-Sur corridor. Critical destinations in the South Side Subarea include the Tucson International Airport and the Southern AZ Medical Center.

- South Side Subarea
- Proposed Alignment
- Lowest Stress
- Low Stress
- Highest Stress
- High Stress
- Missing Sidewalk Both Sides
- Missing Sidewalk One Side

Tree Equity Score

- High Priority (<65)
- Upper- moderatePriority (65-79)
- Moderate Priority (80-89)
- Low Priority (>90)

Figure 57: Pedestrian Conditions in the South Side Subarea



Wide sidewalks are present along the proposed alignment of S. 6th Ave to the north of Irvington Rd. Sidewalks along S. Park Ave and Nogales Hwy are generally narrow with no buffers between pedestrians and motorists. A major sidewalk gap exists along Irvington Rd from S. 6th Ave to S. Park Ave. Sidewalks are absent along Nogales Hwy to the south of Drexel Rd. Many local roads throughout the South Side Subarea are also missing sidewalks, which could affect the ability for potential transit users to access the proposed alignment. These varied conditions are reflected in the pedestrian LTS map (see Figure 57), where S. Park Ave and Nogales Hwy from Irvington Rd to the Tucson International Airport are rated as "high stress" facilities for pedestrians.

Despite the lack of sidewalks, low levels of pedestrian LTS are observed along local roads that run parallel to S. 6th Ave and Nogales Hwy, and along east-west neighborhood roads that connect to S. 6th Ave and Nogales Hwy. Lower levels of pedestrian comfort exist along key east-west corridors such as Valencia Rd and Drexel Rd (which both feature higher traffic volumes and sidewalk gaps).

Along the proposed alignment to the north of Irvington Rd, the wide sidewalks are interspersed with landscaping and shade trees. However, much of the landscaping and street trees are away from the curb lines, and members of the public commented on issues with heat/lack of trees or shade on S. 6th Ave south of Ajo Way. The dispersed nature of landscaping is reflected in the Tree Equity Index data, where block groups to the south of Drexel Rd feature lower levels of tree coverage and landscaping.

Typical Conditions along 6th Ave

Typical Conditions along Irvington Rd

Desired improvements, as identified by members of the public, include improved connections to the Laos Transit Center and the El Pueblo Center, as well as features to enhance personal security. Members of the public also expressed general security concerns when traveling through the South Side Subarea.



## Access to Transit

The Norte-Sur Study Area includes several existing transit routes that support significant levels of transit ridership. Enhancing transit services throughout the area - whether through more frequent service, greater reliability, enhanced user amenities, or all of the above - will provide needed transit connectivity and improve the overall usability of the transit system. However, the proposed alignment - including N. Oracle Rd or N. Stone Ave, and S. 6th Ave - is comprised of arterial streets with high speed limits that make it uncomfortable to walk along or cross the corridor and that present barriers for accessing transit.

Pedestrian improvements in the Study Area are critical for ensuring safe access to and from transit stops. It will also be important for the City of Tucson and the City of South Tucson to consider enhanced pedestrian crossings as part of street improvements throughout the Norte-Sur Study Area.

VA Tram Stop

Figure 58: Sidewalk Network Summary Table

| Subarea | Centerline Mileage | Sidewalks | |
|---|---|---|---|
| | | Both Sides | Gaps |
| Study Area (all) | 349.7 | 205.4 | 112.9 |
| *Norte-Sur Corridor* | *17.5* | *16.2* | *1.4* |
| North Side* | 106.9 | 66.6 (62%) | 40.3 (38%) |
| *Norte-Sur Corridor* | *7.7* | *7.2 (93%)* | *0.5 (7%)* |
| Central | 83 | 68.0 (82%) | 15.0 (18%) |
| *Norte-Sur Corridor* | *2.3* | *2.3 (100%)* | *0 (0%)* |
| South Tucson | 31.5 | N/A | N/A |
| *Norte-Sur Corridor* | *1.2* | *1.2 (86%)* | *0.2 (14%)* |
| South Side | 128.3 | 70.8 (55%) | 57.6 (45%) |
| *Norte-Sur Corridor* | *6.3* | *5.6 (89%)* | *0.7 (11%)* |

* While the final anticipated mileage on the North side segment of the Norte-Sur Corridor is approx. 4.7 miles, this analysis includes both N. Oracle Road and N. Stone Avenue as possible alignments.

## NORTH SIDE SUBAREA

Regular service exists along both N. Oracle Rd and N. Stone Ave, including frequent service (i.e., every 15 minutes or less) along N. Oracle Rd. The Tohono Tadai Transit Center at the north end of the Subarea is a major transfer facility and generator of transit trips, while east-west service through the North Side is located along Grant Rd, Prince Rd, and Speedway Blvd.

There are a number of high ridership transit stops located along N. Oracle Rd, including the intersection of Grant Rd, Prince Rd, and Roger Rd, which are likely the result of more frequent service along N. Oracle Rd and intersecting transit routes. Pedestrian enhancements and safe crossing conditions at these major intersections should be prioritized. Other priorities include access to the Tucson Mall, as some community members indicated that the lack of direct transit connections and poor pedestrian connections encourage them to drive to this destination.

Figure 59: Access to Transit in the North Side Subarea

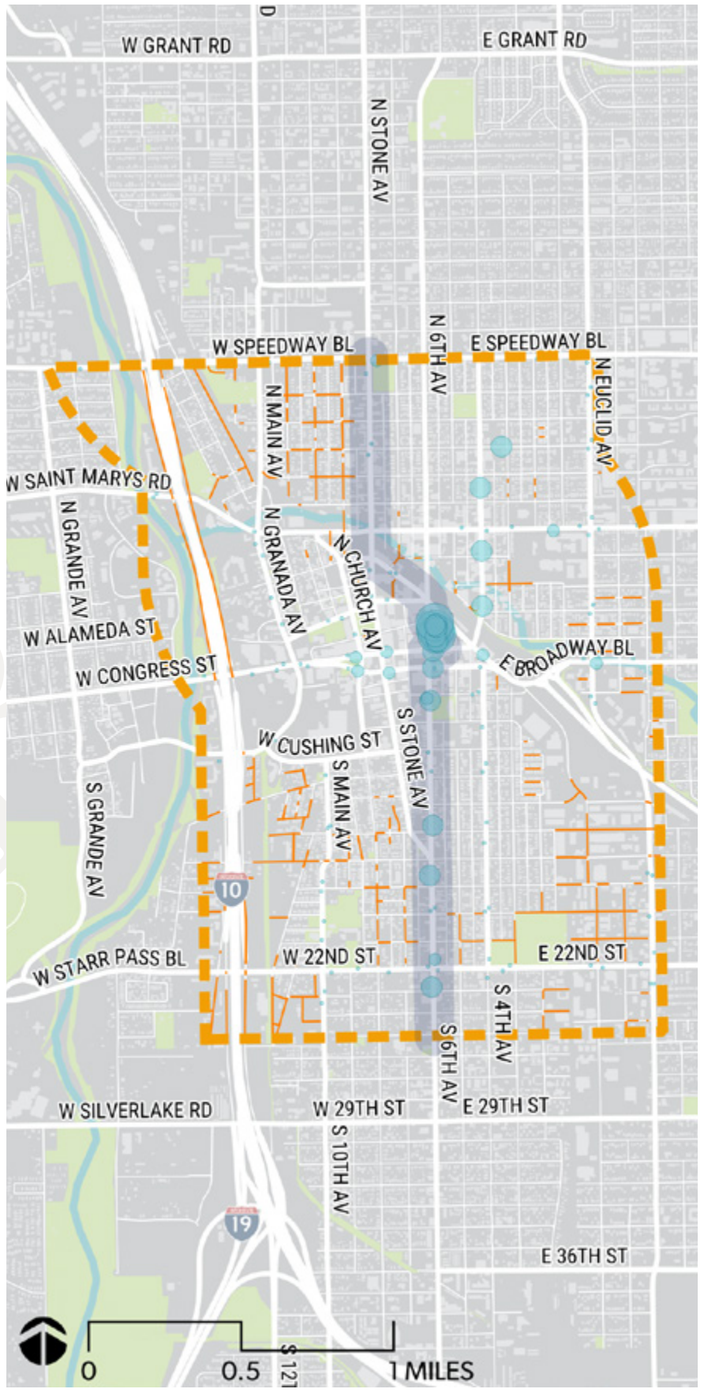



## CENTRAL SUBAREA

Numerous transit routes converge in the Central Subarea at the Ronstadt Transit Center, creating opportunities for connections and increased access to the greater Study Area. Frequent north-south service exists on N. Stone Ave/S. 6th Ave and east-west service on Broadway Blvd. In addition, the Sun Link Streetcar travels east-west through Downtown and provides connections to the University of Arizona campus.

In addition to a concentration of transit services and opportunities for connections, the dense existing street grid promotes easy access for pedestrians and bicyclists. Other opportunities include increased Tugo (bike share) station density, expanded service area, and increased options for affordable fares (pass and discount programs) and payment options (transit fare interoperability, cash payments) can increase access and usage, especially among low-income individuals.

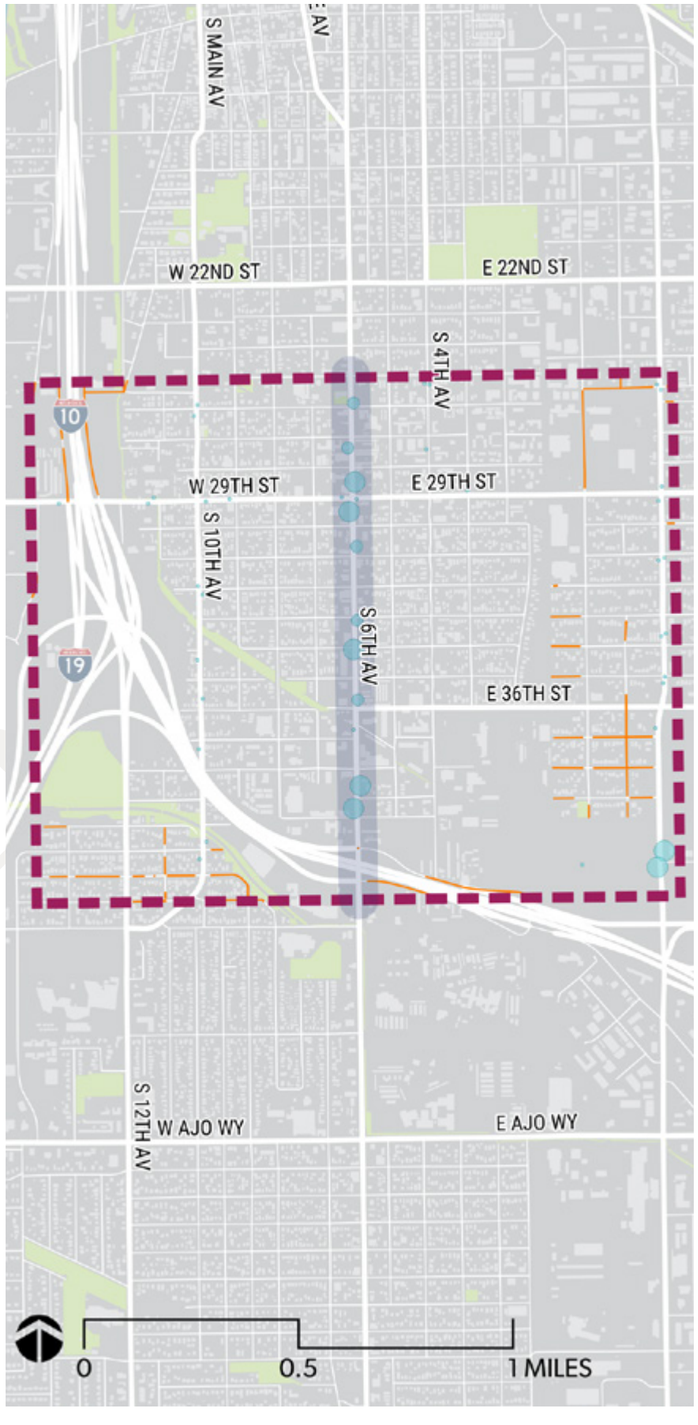
Figure 60: Access to Transit in the Central Subarea



## SOUTH TUCSON SUBAREA

Transit operates at a high frequency through South Tucson along S. 6th Ave (i.e., every 15 minutes), and numerous bus stops in South Tucson generate more than 500 daily boardings apiece. Intersecting transit routes are located along 22nd St and 29th St, though these routes operate at lower frequencies (i.e., one bus every 30 minutes).

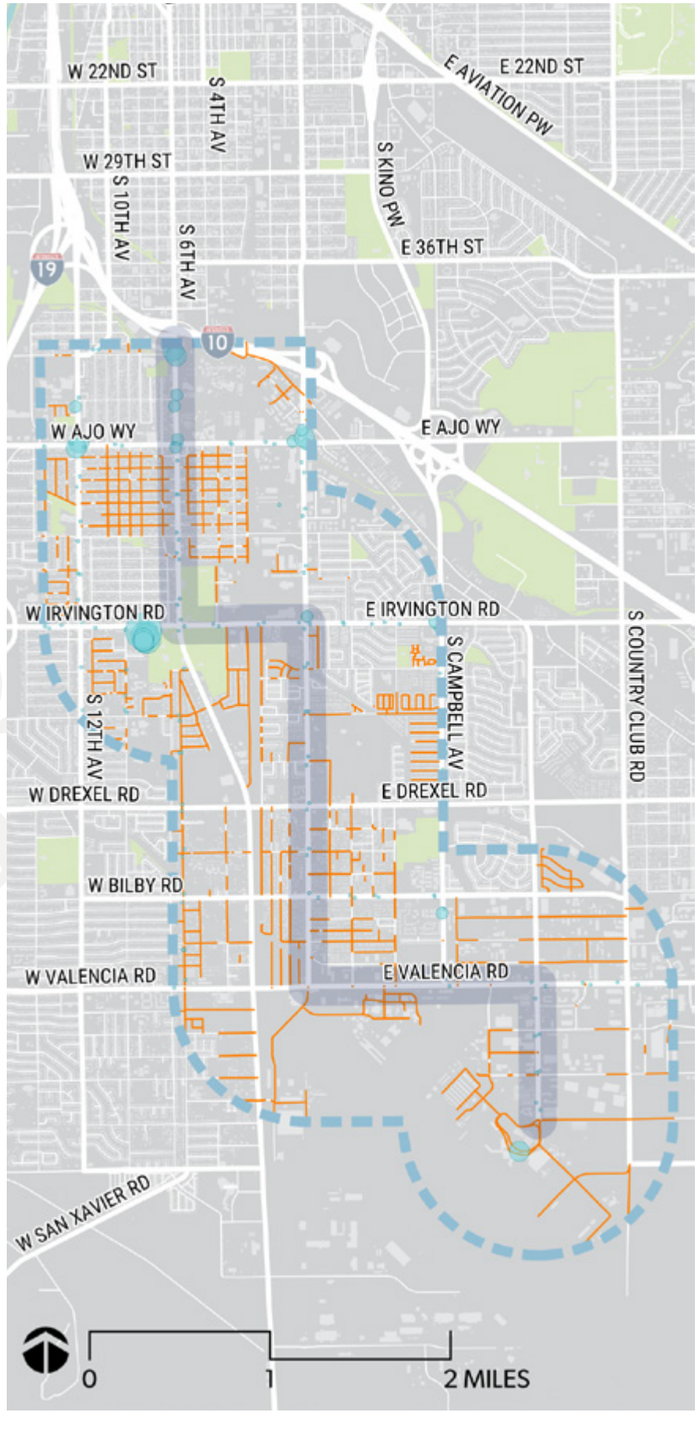
Figure 61: Access to Transit in the South Tucson Subarea




## SOUTH SIDE SUBAREA

Transit service through the South Side Subarea is more modest than other portions of the Study Area, with frequent transit service available only along S. 6th Ave to the north of Irvington Rd and the Laos Transit Center, a major transfer facility. East-west service is located along Ajo Way, with lower frequency service along S. Park Ave and the Tucson International Airport. There are few high ridership stops through the South Side Subarea, outside of the Laos Transit Center, making pedestrian and bicyclist connections to the transfer center particularly critical.

Figure 62: Access to Transit in the South Side Subarea



# Safety & Crashes

Various portions of the Norte-Sur Study Area are located on the City of Tucson High Injury Network (HIN), which documents locations with a disproportionate number of severe crashes. Figure 63 summarizes the total crashes and crash rates for the Study Area and by Subarea for the five-year period from 2016 to 2020. The Subareas with the most severe crashes, as well as the most overall crashes, include the North Side and South Side. These Subareas are noted for less pedestrian friendly conditions, auto-oriented land uses, and generally higher vehicle speeds. By contrast, less frequent crashes - and less severe crashes - are observed in the Central and South Tucson Subareas, which generally feature more comfortable conditions for pedestrians, including wider sidewalks and frequent crossing opportunities.

Figure 63: Summary of Crashes along the Norte-Sur Corridor

| Subarea | Centerline Mileage | Total Crashes | Crashes per Mile | KSI Crashes | KSI Crashes per Mile |
|---|---|---|---|---|---|
| Study Area (all) | 349.7 | 7,897 | 22.6 | 301 | 0.9 |
| *Norte-Sur Corridor* | *17.5* | *2,046* | *116.9* | *107* | *601* |
| North Side* | 106.9 | 2,495 | 23.3 | 139 | 1.3 |
| *Norte-Sur Corridor* | *7.7* | *1,123* | *145.8* | *52* | *6.8* |
| Central | 83 | 2,649 | 31.9 | 80 | 1.0 |
| *Norte-Sur Corridor* | *2.3* | *315* | *137.0* | *10* | *4.3* |
| South Tucson | 31.5 | 601 | 19.1 | 14 | 0.4 |
| *Norte-Sur Corridor* | *1.2* | *95* | *79.2* | *1* | *0.8* |
| South Side | 128.3 | 2,152 | 16.8 | 68 | 0.5 |
| *Norte-Sur Corridor* | *6.3* | *513* | *87.4* | *44* | *7.0* |

* While the final anticipated mileage on the North side segment of the Norte-Sur Corridor is approx. 4.7 miles, this analysis includes both N. Oracle Road and N. Stone Avenue as possible alignments.



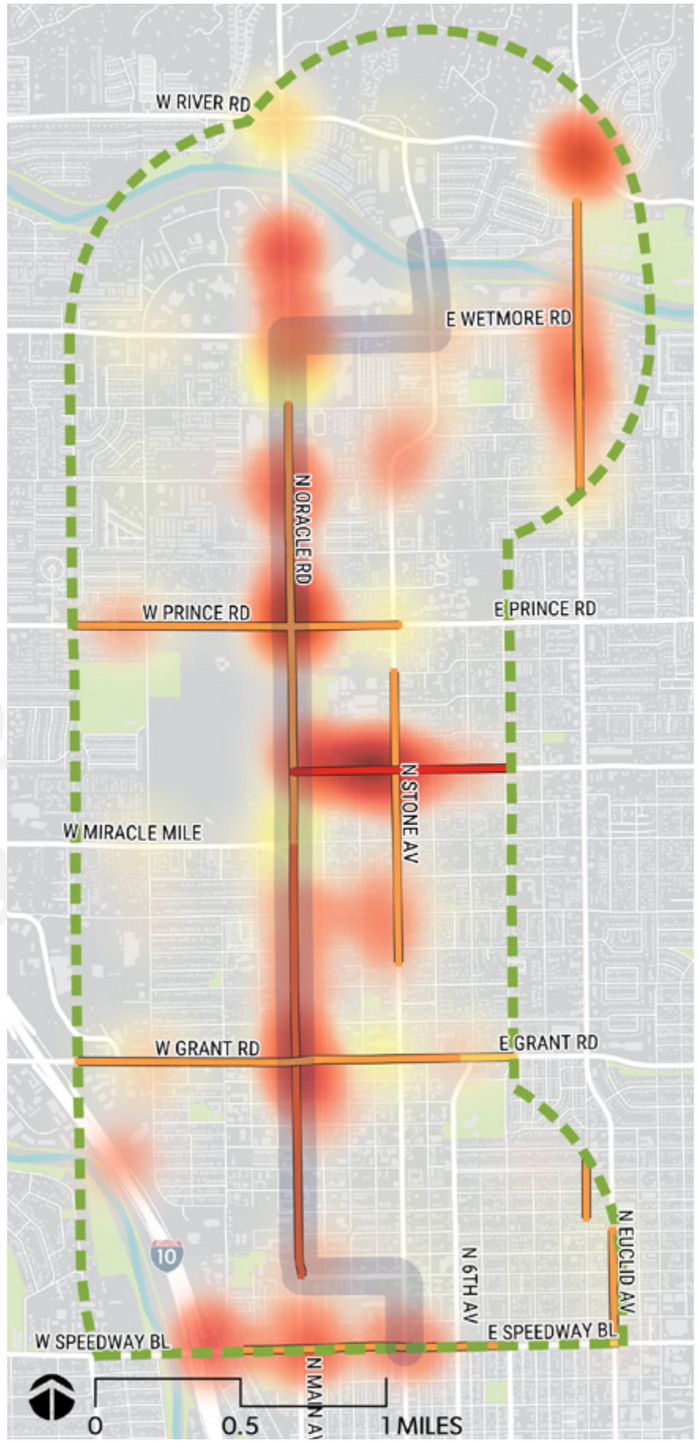
## NORTH SIDE SUBAREA

The North Side Subarea is subject to a disproportionate number of crashes. Portions of both N. Oracle Rd and N. Stone Ave are on the HIN due to high rates of severe crashes, with the segment of N. Oracle Rd from Speedway Blvd to Miracle Mile particularly noteworthy. Overall, 32% of total crashes and 46% of fatal/ severe injury crashes take place in the North Side Subarea, despite comprising only 28% of the total road miles of the Study Area. Intersections with high numbers of crashes include:

- N. Oracle Rd / W. Grant Rd
- N. Oracle Rd / W. Fort Lowell Rd
- N. Oracle Rd / W. Prince Rd
- N. Stone Ave / E. Speedway Blvd
- N. Stone Ave / E. Fort Lowell Rd

Further analysis into the top contributing factors of crashes is required, though poor safety outcomes are likely related to conflicts associated with the road design that encourages high travel speeds, auto-oriented urban form, and a high concentration of pedestrians due to the number of destinations and population density in the Subarea.

Figure 64: Crashes in the North Side Subarea

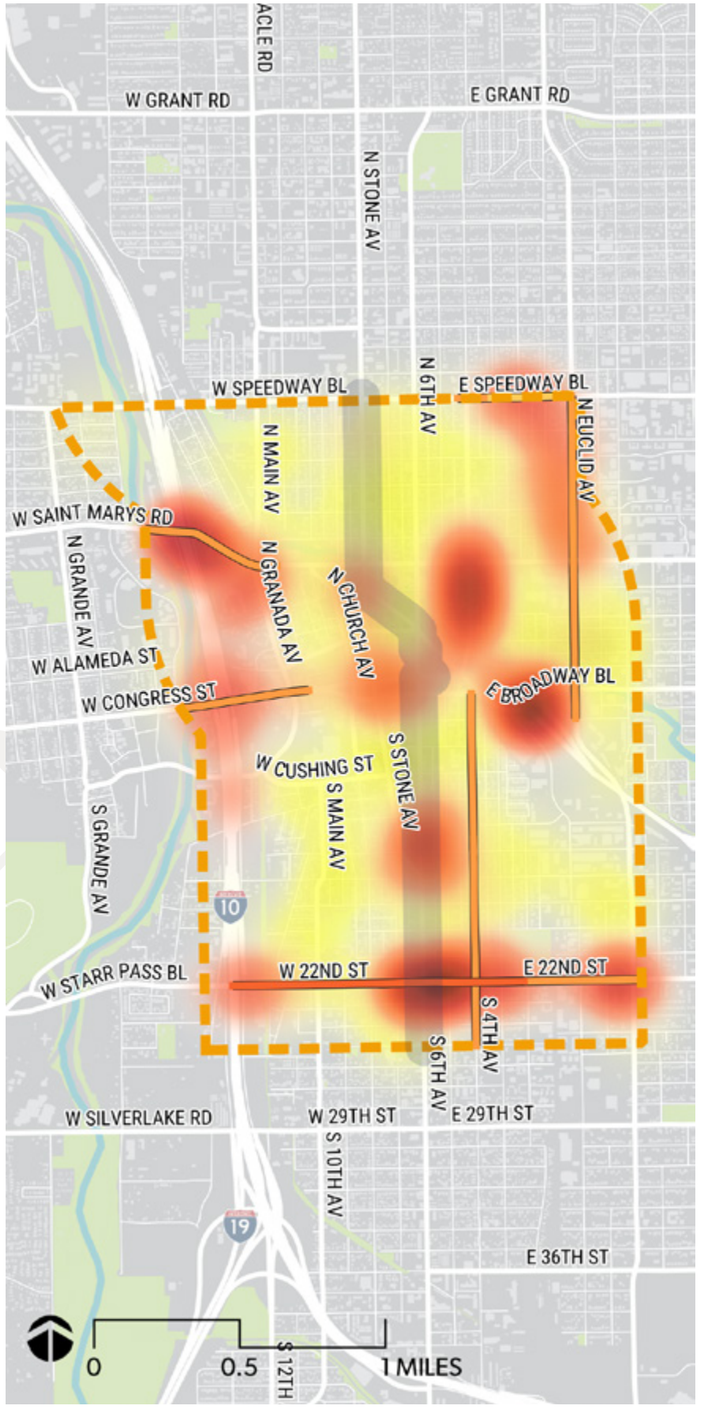


## CENTRAL SUBAREA

Despite the high number of total crashes in the Central Subarea (a total of 2,649 over the five-year period), severe crashes occur through Downtown at lower rates than in other Subareas. The lower rate of severe crashes is likely due to the slower vehicle speeds associated with the Downtown area.

No portions of the proposed alignment in the Central Subarea are included on the HIN network. However, members of the public identified safety concerns at the intersection of Stone Ave and Franklin St.

Figure 65: Crashes in the Central Subarea




Central Subarea

Proposed Alignment

High Injury Network, People Killed or Severly Injured per Mile

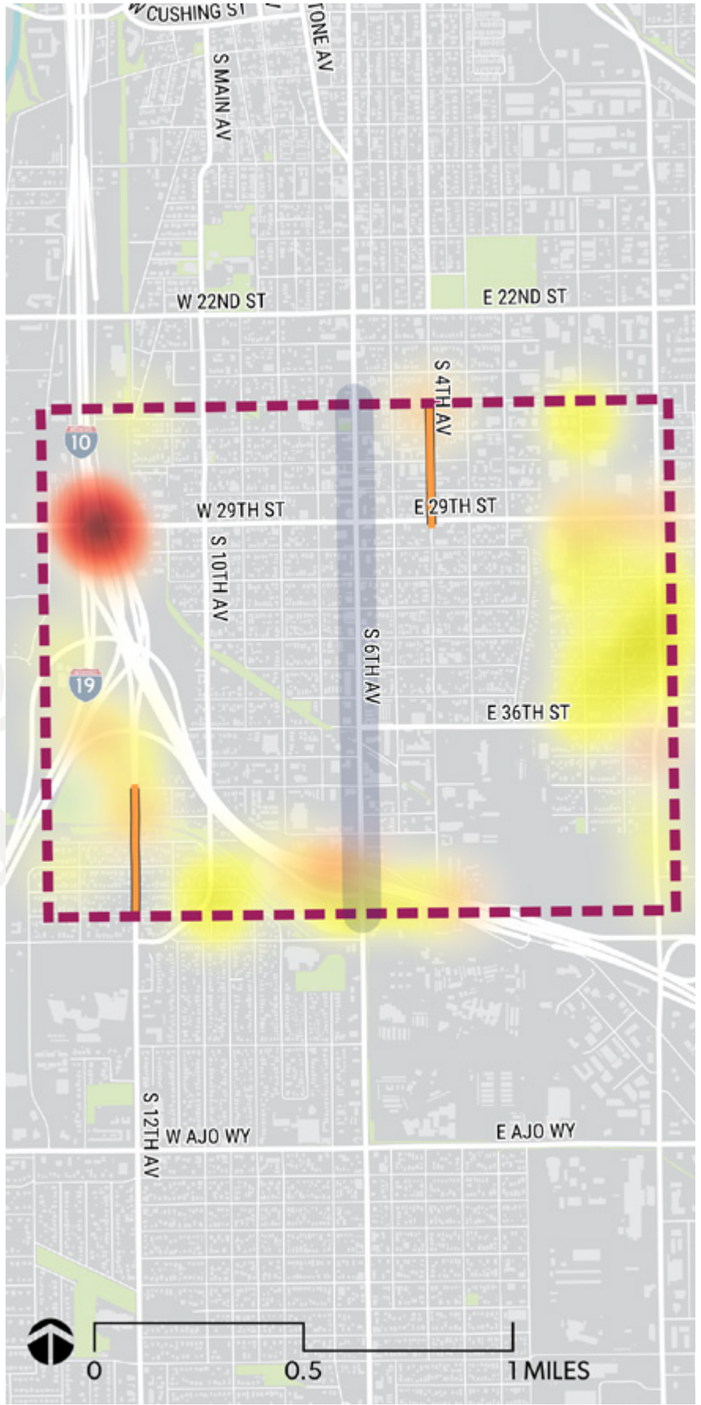
- 0 - 2.5
- 2.6 - 5
- 5.1 - 7.5
- 7.6 - 10
- 10 - 15



## SOUTH TUCSON SUBAREA

HIN data is not available within the City of South Tucson. Roadways with elevated rates of severe crashes include S. 12th Ave to the south of the I-10/I-19 interchange and 22nd St. No specific crash risks were identified during the public outreach process.

Figure 66: Crashes in the South Tucson Subarea




South Tucson Subarea

Proposed Alignment

High Injury Network, People Killed or Severly Injured per Mile

- 0 - 2.5
- 2.6 - 5
- 5.1 - 7.5
- 7.6 - 10
- 10 - 15

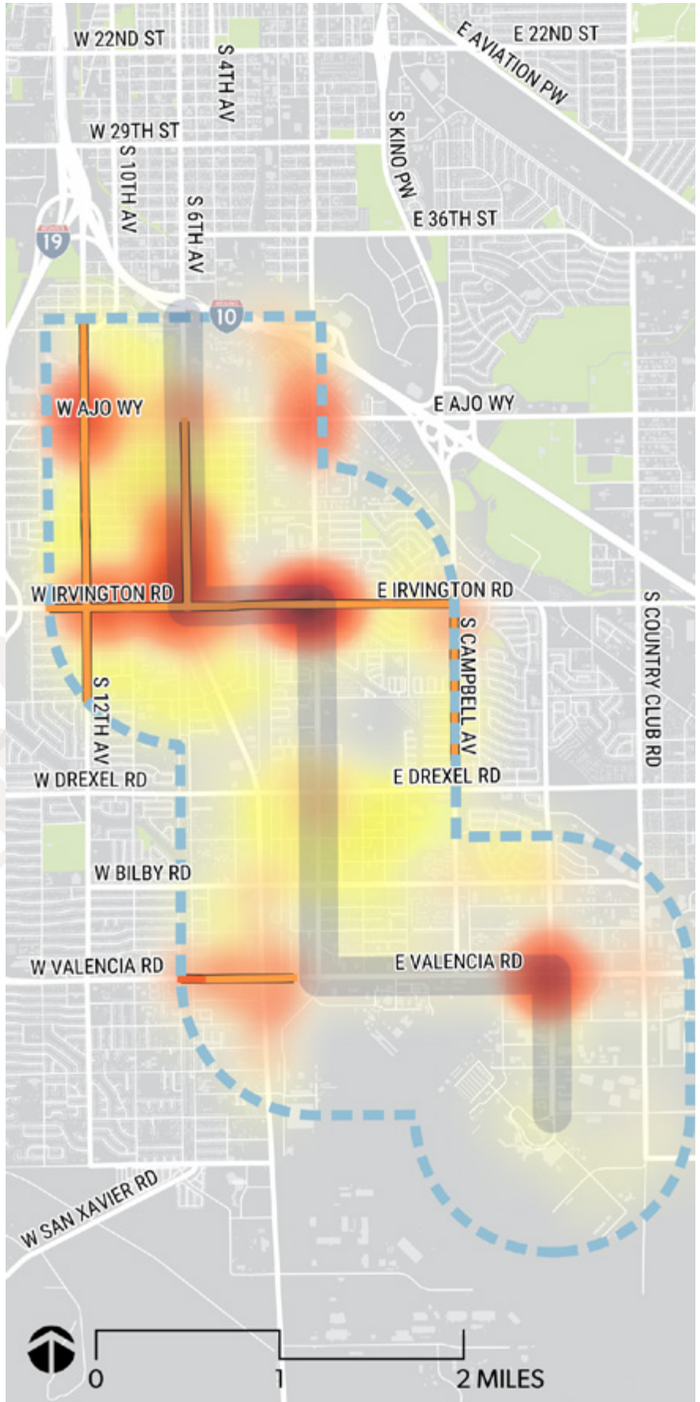
## SOUTH SIDE SUBAREA

Overall, 2,152 crashes were observed throughout the South Side Subarea between 2016 and 2020, with 68 fatal and series injury crashes. Crashes occur throughout the South Side Subarea at rates slightly below the overall Study Area; about 27% of crashes in the Study Area occur in the South Side Subarea, compared to 34% of road mileage.

The segment of S. 6th Ave between Irvington Rd and Ajo Way is rated as an area of concern on the HIN. Intersections with high numbers of crashes include:

- E. Irvington Rd / S. Park Ave
- E. Valencia Rd / S. Tucson Blvd
- E. Irvington Rd / S. 6th Ave
- W. Ohio St / S. 6th Ave
- E. Irvington Rd / S. 1st Ave
- E. Drexel Rd / S. Park Ave

Figure 67: Crashes in the South Side Subarea




El Paso Greenway in South Tucson

## Bicycling Facilities

The greater Tucson area, including the Norte-Sur Study Area, features a well-developed bicycle network comprised of on-street bikeways and numerous trails. On-street bike lanes are present along most of the proposed alignment and many east-west collectors and arterials that intersect with the Norte-Sur corridor. However, on-street bike lanes along the proposed alignment, including N. Oracle Rd and S. 6th Ave, are generally narrow (i.e., about 5' wide) with limited separation from motorists and are most likely to appeal to more confident bicyclists.

In addition to various multi-use trails, the Study Area features a dense grid comprised of local roads that run parallel to and intersect with the proposed alignment that provide low stress options for bicyclists. Some of these local roads have been designated as bike boulevards and enhanced bike routes. Tucson also features a bike share system (Tugo) that could enhance access to the proposed aligment and enable first mile and last mile connections. Opportunities exist to co-locate bike share stations alongside or near transit stops.

## NORTH SIDE SUBAREA

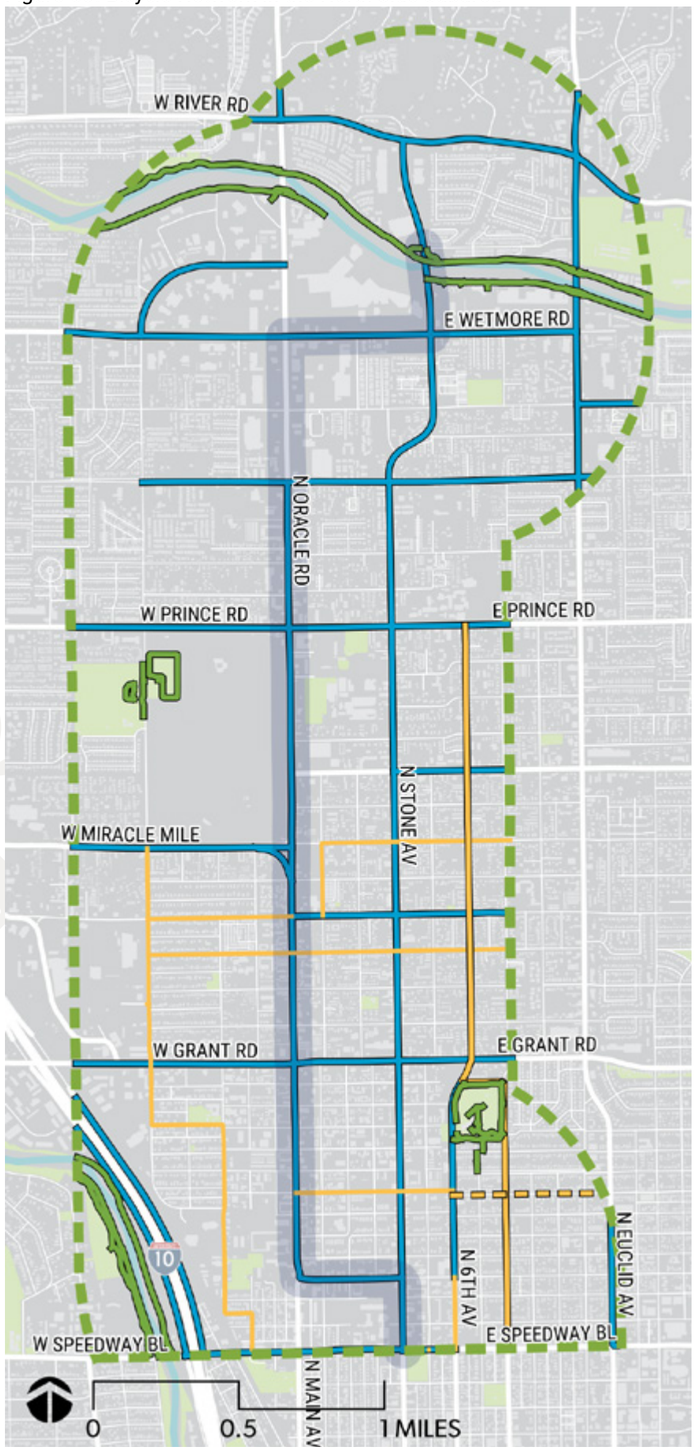
The bikeway system is well developed throughout the North Side Subarea, and bike lanes are present along both N. Stone Ave and N. Oracle Rd. However, narrow bike lanes and high traffic volumes means that traveling along those roadways may be appealing to confident bicyclists only. Bikeways are present on east-west corridors every half mile or less with bike routes present on some neighborhood streets parallel to the busier arterial roadways. The Rillito River Park Trail along the south side of the Rillito River provides direct access to the Tohono Tadai Transit Center and enables east-west connections across the northern portion of the Subarea.

Figure 68 summarizes the on-street bikeways through the North Side Subarea. Routes are organized from south to north and from west to east.

Figure 68: Bikeways through the North Side Subarea

| Route | Direction | Facility Type |
|---|---|---|
| Fairview Ave | North-South | Bike Route |
| Oracle Rd (south of Roger Rd) | North-South | Bike Lanes |
| Stone Ave | North-South | Bike Lanes |
| Fontana Ave | North-South | Bike Boulevard |
| 6th Ave (south of Grant Rd) | North-South | Bike Lanes |
| 4th Ave (south of Grant Rd) | North-South | Bike Boulevard |
| Speedway Blvd (west of 4th Ave) | North-South | Bike Lanes |
| Kelso St | East-West | Bike Boulevard |
| Miracle Mile (west of Oracle Rd) | East-West | Bike Lanes |
| Blacklidge Dr | East-West | Bike Boulevard (planned) |
| Ft Lowell Rd (east of Stone Ave) | East-West | Bike Lanes |
| Prince Rd | East-West | Bike Lanes |
| Roger Rd | East-West | Bike Lanes |
| Wetmore Rd | East-West | Bike Lanes |
| Rillito River Park Trails | East-West | Shared Use Path |
| River Rd | East-West | Bike Lanes |

Figure 69: Bicycle Network in the North Side Subarea



## CENTRAL SUBAREA

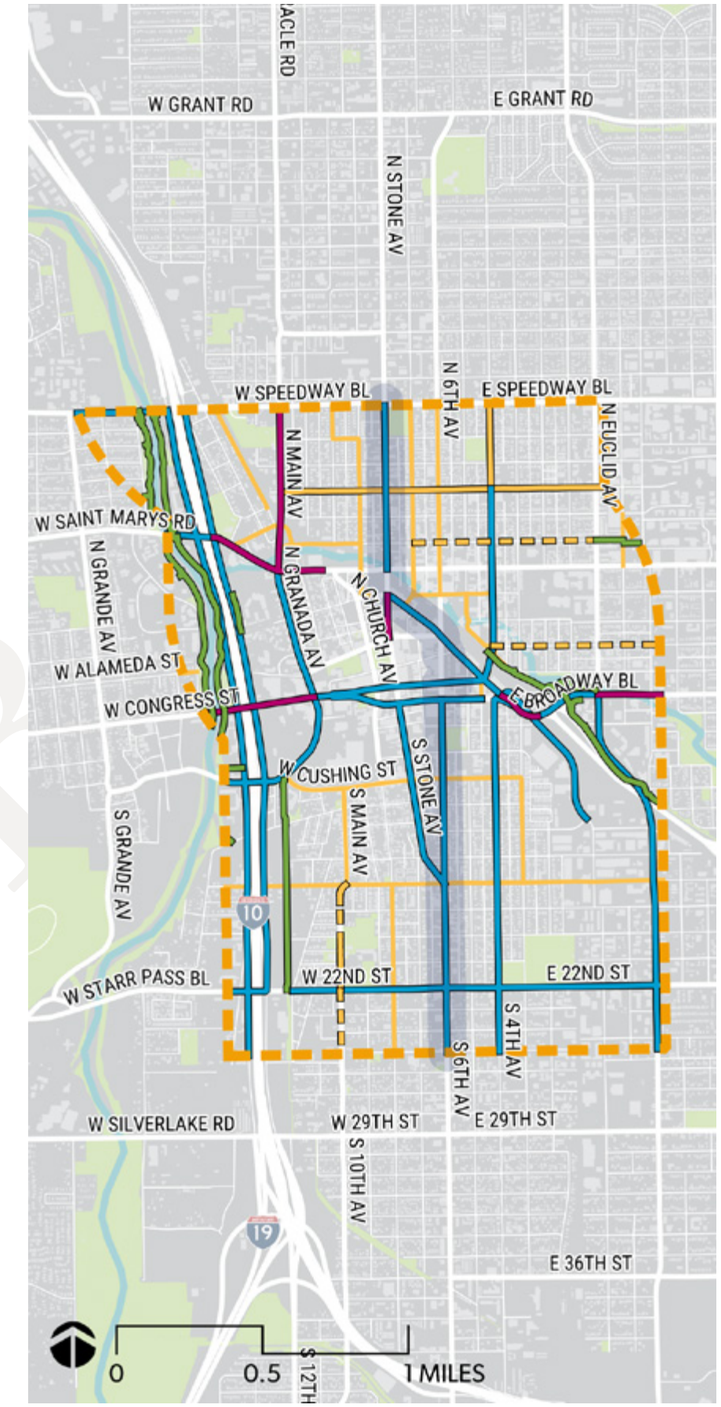
While there is a well-developed network of on-street bikeways in the greater Downtown area, there are gaps in the bike lanes along N.. Main Ave and 6th Ave through the heart of Downtown. As shown in Figure 70, major east-west routes for bicyclists include 29th St, 22nd St, Congress St/Broadway Blvd, the University Blvd Bike Boulevard, and Speedway Blvd. A number of designated and enhanced bike routes are located on parallel local roads. Planned improvements through the Central Subarea include a protected bike lane on 6th Ave from 7th St to Speedway Blvd and enhancements along various east-west streets (University Ave, 5th St, and 6th St). In addition to the on-street bikeways, the Aviation Bikeway and the Diamond St Loop Trail traverse the east and west edges of the Central Subarea respectively.

Safety concerns for bicyclists that were identified by members of the public include the intersection of Toole Ave and 6th Ave. Other comments included requests for bike facilities on Speedway Blvd and improved bicycle and pedestrian facilities on N. Stone Ave north of Downtown.

Figure 70: Bikeways through the Central Subarea

| Route | Direction | Facility Type |
|---|---|---|
| I-10 Frontage Roads | North-South | Bike Lanes |
| 10th Ave | North-South | Enhanced Bike Route |
| Stone Ave (Broadway Blvd to 6th Ave) | North-South | Bike Lanes |
| 6th Ave | North-South | Bike Lanes |
| 4th Ave | North-South | Bike Lanes |
| Euclid Ave/Park Ave (south of Broadway Blvd) | North-South | Bike Lanes |
| 29th St (west of 4th Ave) | East-West | Bike Lanes |
| 22nd St | East-West | Bike Lanes |
| Congress St/Broadway Blvd | East-West | Bike Lanes |
| 9th At | East-West | Enhanced Bike Route |
| 5th St | East-West | Enhanced Bike Route |
| University Blvd | East-West | Bike Boulevard |
| Speedway Blvd | East-West | Bike Lanes |

Figure 71: Bicycle Network in the Central Subarea



## SOUTH TUCSON SUBAREA

The on-street bikeway network through South Tucson is less developed than other Subareas. Continuous bike lanes are present along S. 6th Ave, though the bike lanes are narrow and there is minimal separation between motorists and bicyclists. Though there are continuous bike lanes along Ajo Way and 22nd St, other intersecting routes such as 36th St and 29th St feature bike lanes along portions of the intersecting routes only.

Figure 72 summarizes the on-street bikeways through the South Tucson Subarea. Routes are organized from south to north and from west to east.

In addition to the formal bikeways through the area, the grid system allows for travel on lower stress, parallel, north-south routes on either side of S. 6th Ave. The frequent crossings along S. 6th Ave, many of which feature traffic signals or pedestrian hybrid beacons, ensure quality options for biking on low stress local roads throughout South Tucson.

Major trails are present through the South Tucson Subarea and provide key connections to S. 6th Ave. Julian Wash Greenway traverses the corridor from east to west extending west of S. 6th Ave before running parallel to the S. 6th Ave corridor between 44th St and Ajo Way. The trail continues east-west along Ajo Way to the east of S. S6th Ave. The El Paso & Southern Greenway runs northwest to southeast along an abandoned rail corridor and connects 26th St with S. 6th Ave.

Figure 72: Bikeways through the South Tucson Subarea

| Route | Direction | Facility Type |
|---|---|---|
| Ajo Way | East-West | Bike Lanes |
| 36th St (east of 6th Ave) | East-West | Bike Lanes |
| 29th St (west of 4th Ave) | East-West | Bike Lanes |
| 22nd St | East-West | Bike Lanes |
| South Frontage Rd (north of 29th St) | North-South | Paved Shoulders |
| 12th Ave (south of Julian Wash) | North-South | Bike Lanes |
| Liberty Ave/10th Ave | North-South | Bike Boulevard |
| 6th Ave | North-South | Bike Lanes |
| 4th Ave (north of I-10) | North-South | Bike Lanes |
| Park Ave | North-South | Bike Lanes |

Figure 73: Bicycle Network in the South Tucson Subarea

## SOUTH SIDE SUBAREA

Bike lanes and paved shoulders are present along much of the s. 6th Ave/Nogales Hwy corridor. However, the level of comfort for bicyclists is generally low as bike lanes are narrow (generally 4-5' wide) and located along high speed and high traffic volume roadways. The Julian Wash Greenway shared use path, which provides larger east-west regional connections, runs parallel to the S. 6th Ave corridor to the north of Ajo Way and provides a high-quality option for bicyclists to navigate the area.

Bike lanes and bike routes are present along parallel roadways and east-west corridors, with a spacing of bikeways every ¼ to ½-mile.

Figure 74 summarizes the bikeways through the South Side Subrea. Routes are organized from south to north and from west to east. As shown, some gaps are present in the larger bicycle network through the South Side Subarea.

The public voiced a desire for improved bicycle connectivity to Raytheon and along Aviation Dr. Bicycle and pedestrian improvements are planned along Pennsylvania Dr, Olive Rd, and Drexel Rd.

Figure 74: Bikeways through the South Side Subarea

| Route | Direction | Facility Type |
|---|---|---|
| Valencia Rd | East-West | Bike Lanes |
| Bilby Rd | East-West | Bike Lanes |
| Drexel Rd | East-West | Bike Lanes |
| Irvington Rd | East-West | Bike Lanes |
| Fair St / Michigan Dr | East-West | Bike Lanes |
| Ajo Way | East-West | Bike Boulevard |
| 12th Ave | North-South | Bike Lanes/ Separated Bike Lanes |
| 6th Ave (I-10 to Irvington Rd) | North-South | Bike Lanes |
| 6th Ave (Los Reales Rd to Thoroughbred St) | North-South | Bike Lanes |
| San Fernando Ave | North-South | Enhanced Bike Route |
| Park Ave | North-South | Bike Lanes |
| Campbell Ave (Valencia Rd to north of Irvington Rd) | North-South | Bike Lanes |

Figure 75: Bicycle Network in the South Side Subarea

# 3.3 | MARKET ASSESSMENT

## Market Assessment Summary

ECONorthwest prepared an Equitable Transit Oriented Development Market Assessment Report to evaluate market conditions and development opportunities across the North-South BRT/HCT corridor and surrounding areas as part of the planning effort to support equitable and transit-oriented development. The following is a summary of the high level findings from the ECONorthwest market assessment report.

The City of Tucson defined a potential preliminary alignment for the North-South BRT/HCT Corridor which was used to outline the study area for the market analysis. The North-South BRT corridor is 14.5 miles, north to south along Stone or Oracle and 6th Avenue, beginning at the Tohono Tadai Transit Center at E River Road and ending at Tucson International Airport. For analysis purposes, ECONorthwest conducted an in-depth examination of land use regulations and real estate market trends within a half mile buffer of this potential alignment. Figure 76 to the right considers the half-mile buffer area which form the study area for the analysis (referred to as the corridor throughout this study). The final alignment has not been determined at this time and will be established as part of future planning phases. However, it is anticipated that the half mile study area encompasses any proposed changes to the route.

NOTE: The Study Area for the Market Assessment differs from the Norte-Sur Study Area in that it encompasses a 1/2-mile buffer from the alignment, rather than a 3/4-mile buffer. The Segments also differ from this Report's Subareas: the North Segment goes from the Tohono Tadai Transit Center south to E. Grant Rd, the Central Segment from E. Grant south to @. 22nd St, South Tucson Segment from 22nd St south to E. Irvington Rd, and the South Side from Irvington Rd south to the Airport.

Figure 76: Market Assessment Study Area and Segments

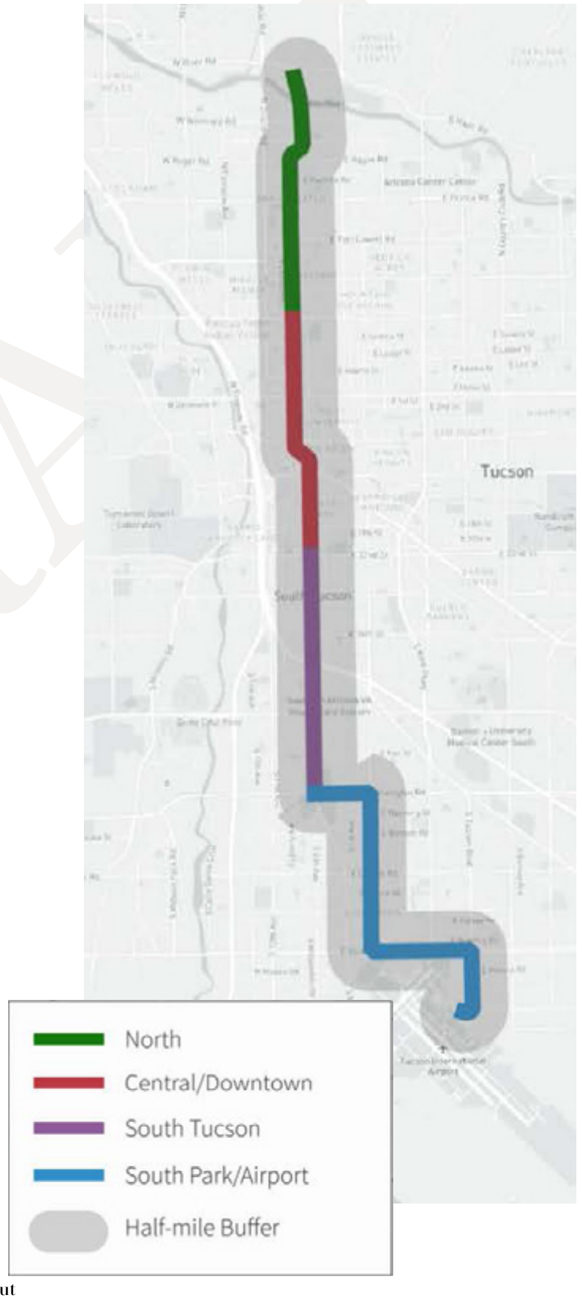
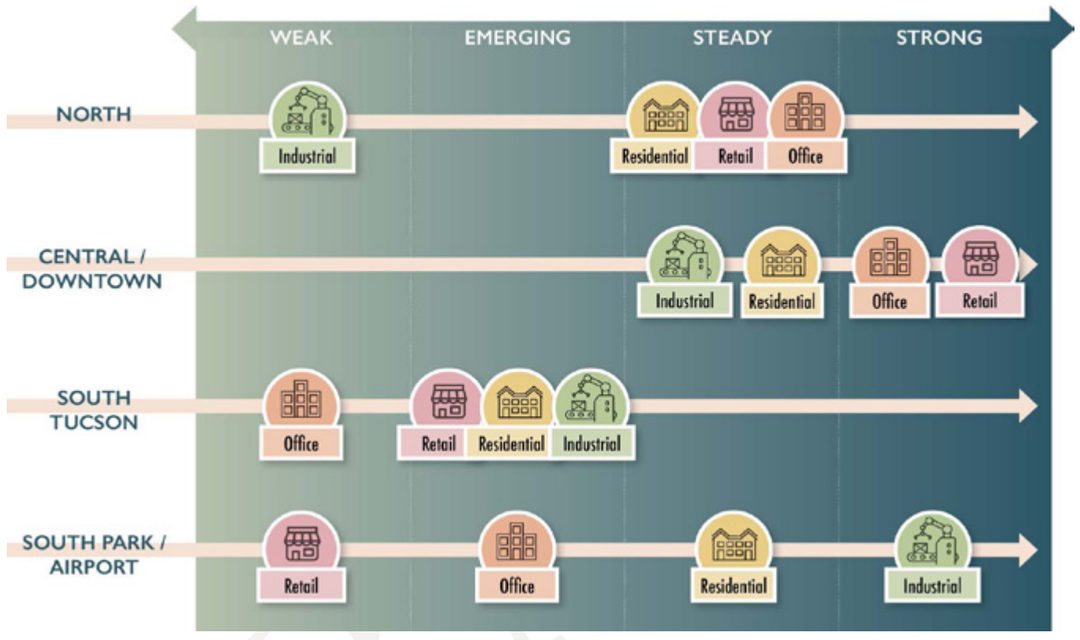



Figure 77: Market Typologies for the Market Assessment Segments




## Market Assessment Key Findings

The corridor has seen new residential development and population growth consistent with recent growth trends observed across Tucson. Residential permit activity has accelerated in the corridor over the past four years. In 2018 and 2019, more new residential unit permits were issued in the corridor (449 and 461) than any previous year on record.

The residential market in Tucson has seen strong performance both in the recovery from of the 2007 recession as well as in response to the COVID-19 pandemic. Depending on the segment of the corridor, multifamily rents have increased between 28 and 53 percent between 2009 and 2021. Single family home prices have also been steadily increasing within the corridor. Since 2014, the average single-family home price in the corridor has more than doubled, increasing from $123,368 in 2014 to $247,926 in the second quarter of 2021.

The unemployment rate in City of Tucson peaked at 13.9 percent in April 2020 at the outset of the COVID-19 pandemic. Since then, it has trended downwards to 5.3 percent in August 2021, averaging 7.4 percent over the period. Tucson's unemployment rate recovered quicker than peer cities with a 6.8 percent increase in employment between April and May of 2020, but total 11,590 fewer people were employed in August 2021 than in February 2020.

All segments across the corridor have vacant and redevelopment capacity to support transit-oriented development. While all segments across the corridor could see some development in response to the introduction of BRT/HCT service, Central/Downtown and North segments of the corridor have the strongest markets to support transit-oriented development in the near term.

Figure 78: Development Prototypes in Market Assessment Segments


## Market Supported Development Types

The Exhibit Figure 78 on page 124 builds upon the market typologies for the corridor segments identified in Figure 77 to identify market supported development types that could be achievable with the introduction of new bus rapid transit or high-capacity transit station investments and other infrastructure improvements. Some of the development types identified for each segment could likely be achieved in the near term (today though around 5 years) while others, while still well positioned in the market, might be more likely to occur in a medium-term time frame (around 10 years) and require more market maturity.

# Development Scenarios & Future Tax Analysis

The Market Assessment forecasted potential tax generation within the transit Corridor for a moderate growth and high growth scenario (see Figure 79). The moderate growth scenario assumes 5,040 new residential units will be delivered to the Corridor over the 2022 to 2040 forecast period. The high growth scenario assumes 8,064 residential units will be delivered over the same forecast horizon. For both scenarios, we disaggregated the total estimated taxes by construction privilege tax and property tax. These forecasted estimates are independent of property taxes owed for existing properties along the transit Corridor.

Over the forecast period of 2022 to 2040, we estimate nearly $36.0 million in new tax revenue could be generated in the moderate growth scenario. Construction privilege taxes are estimated to comprise about 76 percent ($27.5 million) of the taxes generated, with the remaining 24 percent ($8.5 million) coming from property taxes. Under this scenario, it is assumed that 265 residential units will be delivered to the transit Corridor's real estate market each year.

Figure 79: Tax Scenario New Tax Forecast Summary, by Growth Scenario, 2022-2040

| Scenario | Construction Privilege Tax, 2022-2040 | Property Tax, 2022-2040 | Total |
|---|---|---|---|
| Moderate Growth Scenario (5,040 new residential units) | $27,502,420 | $8,478,086 | $35,980,506 |
| High Growth Scenario (8,064 new residential units) | $44,003,873 | $13,564,937 | $57,568,810 |

# Demographic Analysis Summary

The four segments of the corridor vary in terms of socioeconomic characteristics. Some of the key demographic characteristics of each segment are summarized below:

- The North segment is the most heavily residential segment in the corridor, with the largest share of residents and households in the corridor. 29 percent of all corridor residents live in the North segment.
- The Central/Downtown district has the majority of jobs within the corridor and the highest ratio of jobs to residents of all segments. The Central/ Downtown segment also has the highest share of older residents (over 65 years of age). There are just over 17,700 jobs in the Central/Downtown segment which makes up 77 percent of all jobs in the corridor.
- The South Tucson segment has the second highest share of residents and households, after the North segment (27 percent of corridor residents), and the highest share of the population living below the poverty line (nearly 40 percent). The South Tucson segment has a relatively large share of the population that are both older and younger than the rest of the segments which indicates a higher share of multi-generational family households.26 percent of residents in the South Tucson segment are under 17 years old and 13 percent of residents are over 65 years old.
- The South Park/ Airport segment has the largest share of younger residents (under 17 years of age) and the largest household size. These data suggest this segment has a higher share of families with young children living at home. 27 percent of South Park/Airport segment residents are under the age of 17 and the average household size in the segment is 2.75 people per household.

## North

Residential is categorized as steady in the North segment. The segment has the largest share of multifamily units of all four segments and decreasing vacancy rates over the study period, though rents are low relative to the Central/ Downtown segment.

## Central

The Central/ Downtown segment has the strongest markets for office and retail of all four segments and one of the strongest markets for residential. The demand for multifamily residential in this segment is strong, with high increasing rents and decreasing vacancy rates over the study period. Office in the Central/ Downtown district is categorized as steady, having seen slightly rising rents and decreasing vacancy rates over the study period.

## South Tucson

Residential is emerging in South Tucson; multifamily rents have been slowly increasing and vacancy rates have decreased over the study period, except for a small increase in the vacancy rate since 2020. However, there is a low amount of multifamily inventory in this segment and the segment currently has the highest vacancy rate of any segment.

## South Park / Airport

The South Park/ Airport segment has the strongest industrial market of any of the four segments. The segment has experienced with increasing industrial rents and decreasing vacancy rates over the past four years.



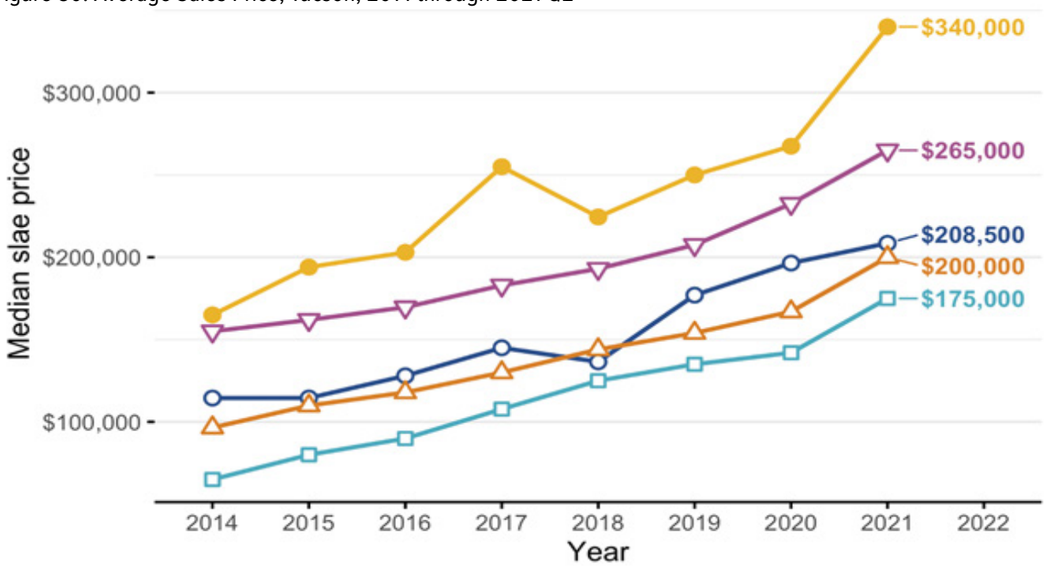
# Market Supported Residential Development Types

## Middle Housing

Missing middle housing refers to housing types that fall between single-family detached homes and multifamily housing on a continuum of housing scale and density. Examples of middle housing include duplexes, triplexes, quadplexes/multiplexes, townhomes/row homes, Accessory Dwelling Units (ADUs)/backyard homes, cottage housing, and small courtyard apartments, though not all places consider all of these housing types as middle housing.

Example of middle housing

Figure 80: Average Sales Price, Tucson, 2014 through 2021 Q2



## Medium Density Residential

Example of Medium Density Residential

Throughout this report, we use the term “medium density residential” to refer to multifamily apartment buildings that are generally three to four stories tall. Most commonly, the housing units in new construction, medium density residential buildings are used as rentals.

## Higher Density Residential

Example of High Density Resi-

The term “higher density residential” refers to multifamily residential buildings that are generally five to seven stories tall. Most commonly, the housing units in new construction, medium density residential buildings are used as rentals but can also take the form of ownership condo units in higher value residential locations.

## Mixed Use

Example of Mixed Use

The term “mixed-use” refers to multifamily residential buildings that are generally four to seven stories tall with a commercial component that is typically located on the ground floor. Most commonly, the housing units in new construction, mixed-use residential buildings are rental housing.

## Retail


Example of Retail

The term “retail” is used to describe retail sales, personal services, as well as restaurant spaces. The physical form can vary, but most commonly it is either single-story, stand-alone retail with surface parking or ground floor retail in a larger, mixed-use building. If it is stand-alone retail, it is often purpose-built for individual companies or specific tenant types, whereas ground floor retail (especially retail sales) in a mixed-use building is more commonly built speculatively and leased during or after construction. Temporary and pop-up retail, such as in shipping containers or food carts, is becoming more common to activate areas in a city and to demonstrate demand for the uses to help obtain financing for a more permanent building.



# Review of Zoning Regulations

At a summary level, zoning designations in the Norte-Sur corridor include allowances for; lower density detached and attached single family, medium density multifamily residential, high density multifamily residential, mixed-use, retail, office, business parks, flex space, and industrial uses. Generally, the corridor that the alignment traverses allows for a range of commercial, multifamily, and mixed-use development with a focus on single family neighborhoods around the edges of the ¾ mile wide study area. A more in-depth overview of land use allowances, zoning regulations, and overlay districts can be found in Tucson Equitable Transit Oriented Development Market Assessment (December 17, 2021): Land Use and Zoning Review.

The study corridor is also influenced by other regulations such as the Major Streets and Routes Plan that (among other things) designates major roadways and their future right-of way widths across pre-mapped rights of way in the city. These rights of way are required to comply with the Major Streets and Routes Setback Zone that requires new development adjacent to these streets be set back further in the lot to accommodate future road widening. This is an antiquated document that embodies an auto-centric view of urban form and transportation that dates back to the mid-1980s. Revision is needed to meet the City’s equity and affordable housing goals.

The Study Area also includes two overlay districts that regulate development in different areas:

- Infill Incentive District (IID)- The IID is an optional overlay zone, which is a regulatory relief tool in exchange for higher quality design covering the greater downtown area. This special zoning district provides more flexibility than existing zoning with the goal of encouraging redevelopment and investment along key portions of the central city extending north and south from Downtown. The IID encourages development that: promotes sustainable infill development, supports pedestrian-friendly and transit-oriented neighborhoods, protects historic structures and neighborhoods, offers development incentives through modification of development standards, and provides design standards for sensitive transition between development and existing residential neighborhoods. It has been used by the vast majority of new development in the area.

Downtown Infill Incentive District

Airport Environs Zone

- Airport Environs Zone (AEZ)- The AEZ is an overlay district that intersects with the southern end of the BRT corridor along South Park Ave, Valencia Road, and Tucson Boulevard. It places restrictions on certain uses, building heights, and density in the area surrounding the Tucson International Airport and Davis-Monthan Air Force Base in eleven smaller (and sometimes overlapping) zones.

# Recommendations & Next Steps

## Code Concept Recommendations

- Consider allowing transit supportive development types and scales through objective development and design standards. Increasing the clarity around development outcomes through either base zone regulations or an overlay district can help support new market rate development as well as affordable housing development in the corridor.
- Consider modifications to parking requirements to realize transit supportive development, support development feasibility more broadly, and support transit ridership across the corridor. Consider reducing parking requirements by right in the study area as objective criteria not subject to discretionary review to support transit-oriented development and transit ridership along the corridor.
- Consider allowing missing middle housing types (e.g., duplexes, triplexes, rowhomes, cottage housing) in areas across the corridor that are not directly adjacent to the corridor but still within walking distance to future BRT service.
- Consider development standards that specifically encourage creative office and other supportive employment uses in the area north of the Historic Warehouse Arts District. This area has several vacant parcels, redevelop-able parcels, and existing buildings that could be renovated with the goal of supporting employment uses at a different scale and of a different product type than is available in the core of Downtown.
- Consider opportunities to increase land efficiency and productivity in industrial and employment zoned areas on the south end of the corridor to support employment growth and more dense employment development.

## Organizing Development to Support Equitable Transit Oriented Development

- When additional entitlement and development capacity is allowed, use value capture mechanisms such as density bonuses paired with affordability requirements to support mixed-income communities across the study area.
- The city should consider creating a zoning and development framework across the corridor that prioritizes higher density development at key nodes. Key nodes should be identified as future station areas with vacant and underutilized development capacity and with high access to nearby amenities and services via transit and active transportation. Identifying key nodes where higher density development is allowed should also consider the availability of publicly owned vacant sites and the opportunity for the city to do strategic site acquisition to support equitable development and affordable housing.
- Consider allowing up to 6-story residential and mixed-use development at key nodes to support public benefits such as affordable housing. Analysis conducted to support affordable housing incentives has indicated that allowing 6-story development as an affordable housing height/density bonus incentive would help support mixed-income development and the creation of new affordable housing
- Consider allowing 4-story residential and mixed-use development and increase residential density allowances in areas in between key nodes on the corridor that could be earned through a voluntary affordable housing incentive and bonus structure.
- Act with caution to limit the rate of change in areas with the most vulnerable populations that might be subject to displacement pressures.

# 5.0

# CASE STUDIES

# Overview

The following projects represent a collection of best eTOD practices and processes from cities across the country. Notably, each project varies in scale, demographics, funding, and maturation of transit infrastructure alongside a distinct phase in the development of the plan or program. Although these examples cover a range of strategies, recommendations, and investments, they share common approaches toward the development and implementation of eTOD. Key themes across these projects are summarizes below. The city of Tucson is positioned to take advantage of these insights when considering relevant equitable practices and strategies at the outset of planning for the future Note-Sur transit corridor.

# Key Findings

## People, Place and Process

Traditional TOD planning efforts often begin with high-level mobility strategies and recommendations developed at regional and city levels presented to the community for refinement. This approach (top-down) leans on assumed community support that can often lead to sentiments of mistrust and exclusion if recommendations don't align with community perspectives and goals. Conversely, equitable engagement (bottom-up) involves including stakeholders and key partners in the formative stages of the decision-making process to best align recommendations with community priorities and place-specific conditions. Often this approach begins with the community, noted in the Chicago ETOD study, by framing the project around the needs and wants of residents who live and work within the study area. This method can produce more inclusive and sustainable solutions while supporting capacity building and trust with authentic engagement throughout the planning process.

Figure 81: What is eTOD? Source: City of Chicago eTOD Plan


## Concurrent Planning with Agencies and Municipalities

Alignment across agencies and partners is a critical element of successful eTOD projects. Primarily, the collaboration is seen as incredibly beneficial in optimizing project planning to take advantage of grants and funding cycles. Increased coordination allows for a systemic approach to understanding how recommended eTOD policies present opportunities, or conflicts, with existing policies and future planning efforts. Agencies and municipalities typically have overlapping geographies and organizational purviews while serving the same population. Recognizing interdependency becomes particularly critical in understanding the integration necessary to implement eTOD policies.

## Right-Sizing Programs and Policies for Place

Successful eTOD policies are adaptable and translate the high-level framework into a suite of solutions for communities across the study area. The policy should house a variety of solutions to achieve the goals and outcomes of the study with the flexibility to adapt recommendations to site-specific contexts. Some eTOD goals may be realized at the project level through land acquisition, development agreements, etc., whereas others are realized through grants and subsidy programs. Ideal eTOD recommendations match area-specific development trends and align with community priorities. Identifying and establishing relationships with stakeholders and partners through the early engagement phases becomes critical in understanding the realities of transit-based challenges across study areas while informing the best eTOD strategies and implementation that are place-based.

### COLLABORATION FOR THE LONG-TERM CAPACITY BUILDING

Building an ecosystem of engaged stakeholders across a study area is key to eTOD policy success. The perspectives of businesses, local organizations, and advocacy groups become invaluable voices for crafting recommendations, informed through engagement, that consider the public and private resources necessary to support policy recommendations. Understanding local jurisdictions, barriers, and local dynamics presents an opportunity to build capacity toward transit-based solutions that serve multiple agendas. Developing relationships with businesses and landowners across the study area can also open the door to developing partnerships and agreements to guide investments that support eTOD goals and the public on private land. If aligned, these groups often become champions for supporting broader eTOD goals and outcomes while building political capacity for current and future phases of transit-related policies.

### BALANCING NEW OPPORTUNITIES

Delivering projects that serve both the new development and existing community within TOD can lead to unintended consequences if determined solely by market forces. Traditional TOD development may achieve transit goals at the risk of affordability, displacement, and change to existing neighborhood character. eTOD policies unite the conversation around the risk and reward of new opportunities while assessing vulnerabilities to develop recommendations jointly with existing residents and businesses. Impact analyses and discussions between agencies and stakeholders, and allowing for inclusion and equity in the decision-making process, are necessary across the Study Area. Early and authentic engagement between private, public, and agencies surrounding strategies for land use, rezonings, and incentive programs can maximize eTOD investment while balancing, preserving, and achieving community priorities.

# Equitable Tactics

Maintaining a focus on creating and maintaining equity is central to the following best practices. The projects vary from high-capacity transit and street improvement projects to policy plans and guidelines. The tactics below have been identified as strengths other communities have utilized to guide equity in their projects. These best practices, and the tactics within, offer insights into successful components and considerations in the planning and implementation of the Norte-Sur project.

Process

Leading with inclusive engagement methods to capture diverse perspectives, particularly those that are often overlooked or underserved.

Analysis

Examines plans, policies, and investments that previously created inequities to inform future recommendations.

Access

Creating systems that improve opportunities and increase connections to amenities regardless of income, ability, race, or age.

Funding

Strategies or processes that guide investments to serve populations with the most need and create more inclusive outcomes.

Innovation

Strategies that look to increase efficiency, improve access & service, remove barriers, and reduce costs in the future.

Austin Walk-Bike-Roll Plan


# Active Mobility

## Austin Walk-Bike-Roll Plan

### SUMMARY

Toole Design is currently working with the City of Austin to update its combined pedestrian and bicycle plans, which seeks to expand and sustain investments made in the last five years. In 2016, Austin voters approved a Mobility Bond, which has funded extensive construction of active mobility infrastructure. Prior to 2016, Austin had minimal sidewalk coverage, and has since put into place an equity-centered prioritization scheme and strong design-build delivery program to connect the sidewalk network. Additionally, the City collaborates with Capitol Metro (the transit operator) to couple multimodal investments with the growing MetroRapid routes, which bring frequent service and BRT design elements to more citywide routes.

### RELEVANCE TO TUCSON

The ATXWBR Plan is good example of equity-focused prioritization for walk and bike infrastructure, as well as a model for connecting sidewalk and bikeway network build-out to rapid transit expansion. The plan particularly audits previous planning efforts on how well they address equity goals.

## VIA Primo Routes, Zarzamore & Fred Rd

### SUMMARY

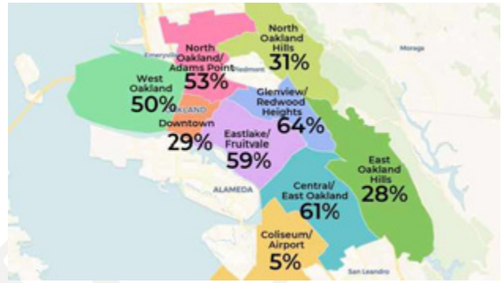
VIA and the City of San Antonio have partnered to implement two "open BRT" routes to date on Fredericksburg Road and Zarzamora Street. While not in dedicated guideway, the routes include enhanced station areas with branded shelters, signage, buses, and passenger information, as well as connected sidewalks and lighting. Stations on Zarzamora feature local artists to activate the space and add ambiance.

### RELEVANCE TO TUCSON

The station areas are a good example of inter-agency partnerships to deliver walking infrastructure, especially for designing within a hot climate. VIA (the transit operator) primarily led and funded these efforts, but the benefits extend well beyond bus service improvements. Additionally, the frequency on these routes is high, making the service very useful. The project received $7 million from the City's Transportation and Capital Improvements (TCI) fund to pilot redesigns for promoting transit along the corridor. The pilot also leaned on technical expertise from NACTO, the Natural Resources Defense Council. Tucson may investigate complimentary streetscape improvements along the proposed alignment.


VIA Primo Routes

Oakland Paving Plan




## Oakland 5-Year Paving Plan

### SUMMARY

While typical industry practice is to prioritize maintenance and repaving efforts on major streets first (which face the harshest wear and tear), Oakland made the decision to prioritize maintenance and devote 75% of resurfacing resources to local streets, many of which hadn't been maintained in decades. The streets with worst pavement quality were concentrated in lower income neighborhoods and communities of color, forcing an inequitable burden of poor streets on historically marginalized people. By prioritizing maintenance to local streets, those people and communities will have better accessibility and fewer costs associated with poor maintenance.

### RELEVANCE TO TUCSON

The Active Mobility focus group emphasized the importance of street and sidewalk maintenance as an equity issue. This plan and its implementation provide a great example of how to center equity in core business practices. Developing funding proposals based on data driven metrics (density and population) as opposed to engagement (complaints) can allocate investments toward best use. This can serve as example policy for how to prioritize station area investments across the Norte-Sur Study Area in an equitable fashion, supporting the most underserved areas.

# High Capacity Transit

## Utah Valley Express

### SUMMARY

The Utah Valley Express (UVX) is a high-capacity public transit service that uses 60 foot long hybrid electric buses. The UVX BRT line was opened in August 2018 and includes 17 stops/stations with 10-15 minute intervals and 6 minute headways during peak hours. The line connects the Orem FrontRunner station with the University of Utah, the University Mall, Brigham Young University, downtown Provo, the Provo FrontRunner station, the Provo Towne Centre mall, the East Bay Business Park, and follows a route primarily along University Parkway (SR-265) and University Avenue (US-189). UVX reached its two millionth rider in 2019, just months after the line was opened.

Lessons Learned: Travel impacts should be identified early on. In Provo, some impacts were identified in the final stages, such as the need for acquisition of additional ROW. This scenario resulted in significant cost increases.

### RELEVANCE TO TUCSON

UVX incorporates universities along the line and other major attractions such as the downtown, business and shopping areas. The line also connects with other transit service. Tucson also plans to incorporate major attractions and integrate BRT with other transit connections. Developing intentional visioning to incorporate innovative features like electric and automated vehicles into BRT projects could qualify projects for new funding sources in future phases.


Utah Valley Express Bus Rapid Transit

Albuquerque Rapid Transit


## Albuquerque Rapid Transit

### SUMMARY

Albuquerque Rapid Transit (ART) was the first urban transit system to use a dedicated guideway and receive Gold Standard set by the Institute for Transportation & Development Policy. The vehicles are not confined to the infrastructure, as rail transit is, so they can continue to key destinations beyond the busway itself. It serves 8,100 passengers a day for a total population of around 560,000. There are two lines that run a total of 16.7 miles.

Lessons Learned: Review the implementation plan early on. Albuquerque was delivered faulty Electric buses stalling the project 18 months. While waiting for new vehicles, the newly built infrastructure was vandalized.

### RELEVANCE TO TUCSON

ART runs along Central Avenue, a major arterial (Historic Route 66) with businesses and is a popular tourist destination. Development of BRT along this corridor was a catalyst for transit-oriented development. This serves as an example of innovative alignment in a narrow right of way that minimally impacted vehicular traffic.

Albuquerque took an urban development approach, including ART as part of a strategy to guide development as well as mitigate traffic congestion. Revised land use codes along the corridor eliminated parking requirements and permitted higher densities of mixed use development. Albuquerque also upgraded 14 miles of sidewalks, adding new landscaping and pedestrian lighting, as well as 39 intersection signals to give priority to BRT vehicles.

Sun Metro BRIO


## Sun Metro BRIO

### SUMMARY

Sun Metro BRIO in El Paso, TX includes 4 corridors that total 51 miles and 98 stations. Buses on the BRT line are uniquely branded, 60-foot, articulated compressed natural gas (CNG) buses that transport more than 70 passengers between the terminal stations. Buses run every 10 minutes during peak periods and 15 minutes during off-peak periods, for 14 hours a day, Monday through Friday (20 minute service on Saturdays). The service has been successful with more than 52,000 commuters using the service every month, well exceeding Sun Metro's ridership projections.

### RELEVANCE TO TUCSON

The passenger amenities on BRIO are inclusive and are an example of how they contribute to a successful BRT system. These amenities include pre-paid ticket vending, controlled traffic signals to move riders more efficiently, an audio/visual system to provide destination and next-stop information inside and outside vehicles, bicycle racks, Wi-Fi connections and wheelchair accommodations.

Chicago eTOD Policy Plan


## Chicago eTOD Policy Plan

### SUMMARY

The Chicago eTOD Policy Plan explores equity from a wide range of scales as a revision to the city existing TOD policy (first adopted by City Council in 2013 and then amended in 2015 and 2019). To date, the approach has been voluntary, allowing willing developers of sites near transit to reduce parking, increase height and density, and design projects to increase walkability and affordability. The 2019 Ordinance required the City to evaluate the performance of recent TOD projects and recommend revisions to the TOD provisions where appropriate. An evaluation tool was developed, which captures findings from recent quantitative analysis and stakeholder engagement. The Plan also proposes a roadmap for City actions over the next three years to advance racial equity, community wealth building, climate resilience, and public health goals through equitable Transit-Oriented Development.

### RELEVANCE TO TUCSON

An eTOD policy needs to offer a flexible toolkit of recommendations tailored to place-specific needs rather than a one-size-fits-all solution. Beginning with people, place, then process, this case study outlines a bottom-up approach, leaning on community partners to work alongside the municipality to craft, refine, and propose recommendations that identify a shared community vision. This case study offers Tucson an engagement approach toward developing an eTOD policy, utilizing relationships built through phases with residents, organizations, and businesses, that is equitable in both process and outcomes.

## Reside Vancouver: An Anti-Displacement Strategy

### SUMMARY

This report offers recommendations for how the City of Vancouver can help stabilize vulnerable communities—such as renters, people with lower incomes, and people of color—and support them as they move towards financial self-sufficiency over time. Included are stories of community members who love their homes, neighborhoods, and community, but fear they will lose them because of increased housing costs. Also included are the experiences of those who have seen this fear become a reality. As more people are drawn to Vancouver in the future, it is important that the City learn from these community experiences and from best practices, and work toward more equitable outcomes for its residents.

### RELEVANCE TO TUCSON

Business and non-resident vulnerabilities along TOD corridors should also considered for long-term TOD investments – the establishment of business coalitions across geographies (Planning Areas) as "places worth protecting" – to prevent displacement within ripe areas while earning goodwill amongst stakeholders toward future investment along corridors. Reside Vancouver serves as a good example of preventative considerations and data-driven tools to engage and inform businesses and resident stakeholders.

Vancouver, WA

Raleigh, NC

## Raleigh Equitable Transit Oriented Development Guidebook

### SUMMARY

This Guidebook includes a toolkit of strategies to leverage transit investments for sustainable and equitable growth. Particularly, the plan sets a policy foundation and design principles that are essential to fully and equitably realize the benefits of Raleigh's transit investments (development of 4 BRT lines along corridors radiating out of downtown that are primary routes to the city center).

### RELEVANCE TO TUCSON

Raleigh's is a case for establishing interdepartmental (regional & local) coordination to optimize planning to increase efficiency in TOD implementations. In particular, considerations for alignment planning should run parallel with planning and housing policy and program development. Land use, zoning, and incentive programs developed concurrently can maximize, and balance, market-driven development while maintaining affordability. Raleigh presents a unique framework for bonus structures within TOD districts for Tucson to consider.

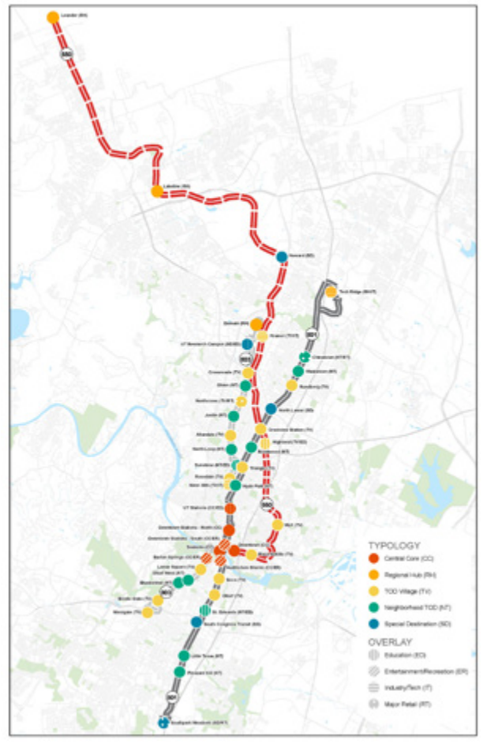
## Austin Project Connect

### SUMMARY

Equitable Transit-Oriented Development in Austin through Project Connect will help ensure that future development near transit corridors supports the overall quality of life as well as equitable outcomes for area residents of all incomes and backgrounds. The City of Austin and CapMetro are working with the community to develop plans for equitable transit-oriented development along key Project Connect corridors and across the system.

### RELEVANCE TO TUCSON

Establishing station area guidance for place-specific character along mobility corridors could serve as an engagement tool for social capital and buy-in beyond policy decisions. A similar strategy could be adopted in Tucson's Subareas for working alongside stakeholders to develop typologies within the places they live and work to prioritize neighborhood character, existing assets, and local alignments.




Austin Project Connect

# 6.0

# FUNDING STRATEGIES

# Overview

Funding is not only a component of a strategic plan, but rather the foundational building block to successful implementation. Securing funding from a variety of Federal, State, Local and even private agencies will be key to the project's success. Tucson Norte-Sur has the unique opportunity to capture varying funds due to its deep intersectionality between transportation, economics, climate, and equity. For that reason, funding opportunities are broken down into 4 major categories: Transportation & Mobility, Housing & Economic Development, Climate & Resiliency, and Heath, Equity & Wellness. Several funding sources from each category have been identified and discussed at a high level below, which were chosen based on their attainability, available funds, and direct application to the Tucson Norte-Sur project. The matrix of all identified funding sources collected can be found in Appendix 8.6.

# Transportation & Mobility

## Urbanized Area Formula Funding Program

### DETAILS:

This is a federally funded, state allocated funding source. The Federal Transit Administration (FTA) has made grant funds available to the Arizona Department of Transportations (ADOT) Multimodal Planning Division (MPD) for "transit capital, and operating assistance in urbanized areas and for transportation related planning, engineering, design, and evaluation of transit projects." ADOT anticipates awarding funding to 3 direct subrecipients and 12 rural subrecipients. In 2020, ADOT had two direct recipients awarded between $2 and $7 million dollars. Capital projects like this typically have a federal match rate of 80% while the applicant is required to provide 20% from local funding. Applicants are also allowed to apply for a maximum of three projects. While the 2022 Fiscal Year application deadline was August 8th 2022, similar funds are expected to be made available on a rolling basis.

### RELEVANCE TO NORTE-SUR:

The Tucson Norte-Sur project would both qualify in context (as a small urban area), and in project scope (as a TOD project). The scope could be broken down into three distinct projects (i.e. transit fleet, station design, and land acquisition), that would fit under the umbrella of one application. This provides an opportunity for at least one aspect of the project to be funded by this opportunity, if not all.

## Reconnecting Communities Pilot Program

### DETAILS:

This is a federal funding source from the larger Fixing America's Surface Transportation (FAST) Act. This portion allocates one billion dollars over the next five years to the planning, design, demolition, and reconstruction of street grids, parks, or other infrastructure. The funds would come in the form of a Capital Construction Grant which was in sum $145 million for the 2022 Fiscal Year with awards ranging between $5 and $100 million.

### RELEVANCE TO NORTE-SUR:

The Tucson Norte-Sur project would qualify for these funds as an inter-modal transportation project. These funds have been acquired in the state of Arizona before, and last year Tucson was awarded funds for a 22nd Street Revitalization Project. While this project was focused more on heavy rail and supply chain, the Study Area runs perpendicular to this current project and could complement it well.

## Proposition 411

### DETAILS:

The City of Tucson voted to approve a ballot measure in May 2022 extending an existing, temporary, half-cent sales tax for an additional 10 years. The funds collected through the half-cent sales tax over this period will be used solely for neighborhood street improvements and system-wide street safety projects.

The estimated sales tax revenue over this period is projected to be $740 million, with 80%, or $590 million, estimated to be dedicated to improving the condition of every City neighborhood street; and 20%, or $150 million, dedicated to safe street improvements that benefit all users and modes. Safety improvements can include projects such as street lighting, sidewalks, bicycle network enhancements, traffic signal technology upgrades, and traffic-calming features.

### RELEVANCE TO TUCSON NORTE-SUR

The Tucson Norte-Sur project contains analysis that may inform priorities in scheduling the neighborhood street improvements for the program. This study can be used to coordinate with the Tucson Department of Transportation and Mobility (DTM), the City's Complete Streets Coordinating Council (CSCC), and oversight committees to best align street and safety improvements and projects that also advance equitable TOD goals.

## Proposition 407

### DETAILS:

The City of Tucson voted to approve a ballot measure in November 2018 for a $225 Million bond package dedicating funding for capital projects in parks and recreation. The measure supports new and improved connections between and within parks, including greenways, bike paths, sidewalks, and walkways. The proposition aims to make improvements over a 10-year commitment to 100 city parks, funding new playgrounds, new splash pads, new sports fields/courts, and dozens of projects that renovate existing facilities. Additionally, the funding looks to add more than 17 miles of new linear parks and 120 miles of bikeways, shared-use pathways, and sidewalks, increasing active ways for residents to get around Tucson.

### RELEVANCE TO NORTE-SUR:

Since the passing of the measure, many organizations have committed to engaging with communities of Tucson to involve them in the planning process while educating them on the benefits of investing in safe and convenient connections to parks and recreation. The Tucson Norte-Sur project should partner with non-profit organizations, such as Living Streets Alliance (LSA) and Safe Routes Partnership to support continued programming and engagement efforts. The barriers and opportunities for residents identified in the implementation of Proposition 407 will similarly require consideration for the Norte-Sur corridor. Investing in active mobility infrastructure is critical to support TOD investments by enabling equitable access to forms of transit regardless of age, ability, and income, while improving connections to everyday amenities and destinations.

## Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Program

### DETAILS:

2022 RAISE grants are for planning and capital investments that support roads, bridges, transit, rail, ports, or intermodal transportation. 50% of funding is designated for projects in rural areas, and 50% of the funding is designated for projects in urban areas. Nearly two-thirds of projects are located in areas of persistent poverty or historically disadvantaged communities. The largest grant award is $25 million. Per statute, no more than $341.25 million could be awarded to a single state in this round of funding.

### RELEVANCE TO NORTE-SUR:

The Tucson Norte-Sur project would qualify for these funds as an intermodal transit project. These funds have been acquired in the state of Arizona before, and last year Tucson was awarded funds for a 22nd Street Revitalization Project. While this project was focused more on heavy rail and supply chain, the Study Area runs perpendicular to this current project and could complement it well.

# Housing & Economic Development

## Low Income Housing Tax Credit (LIHTC)

This is a federal tax credit from the Department of Housing and Urban Development (HUD). Rather than a direct subsidy, LIHTC encourages investment of private capital in the development of rental housing by providing a credit to offset an investor's federal income tax liability. In 2020, $20.5 million in tax credits was made available, and the program continues to be the most viable resource for creating affordable housing in the United States today. Low-Income Housing Tax Credit Qualified Census Tracts must have 50 percent of households with incomes below 60% of the Area Median Income (AMI) or have a poverty rate of 25% or more.

### RELEVANCE TO NORTE-SUR:

Thirteen of the 23 Census Tracts within the Study Area are a part of the Low-Income Housing Tax Credit Qualified Census Tracts. Credits have also historically been more successful in TOD zones because they provide lower income households further savings in the form of alternative transportation.

## Neighborhood Revitalization Strategy Area (NRSA)

### DETAILS:

This HUD program was created to target areas for enhanced flexibility in undertaking economic development, housing, and public service activities with their Community Development Block Grant (CDBG) funds. This flexibility is designed to promote innovative programs in economically disadvantaged areas of the community. Tucson was awarded 5.4 million in CDBG in 2022.

### RELEVANCE TO NORTE-SUR:

By making the Study Area a NRSA, the project would have more flexibility with the $5.4 million in funds already allocated to Tucson. Funds could be used to assist local and small businesses or low income households.

## New Markets Tax Credit Program

### DETAILS:

The New Market Tax Credit (NMTC) Program is federally funded through the US Treasury. It incentivizes community development and economic growth through the use of tax credits that attract private investment to distressed communities. As of the end of 2020, the NMTC Program has generated $8 of private investment for every $1 of federal funding; created more than 368 million square feet of manufacturing, office, and retail space; and financed more than 9,500 businesses. The credit totals 39% of the original investment amount and is claimed over a period of seven years. Eligible uses include business development, mixed-use real estate, and community facilities.

### RELEVANCE TO NORTE-SUR:

The Tucson Norte-Sur project can serve as a Community Development Entity (CDE) and apply for available funds. These funds could then be redistributed to community businesses in the form of investments and workforce creation. Terms could include lower interest rates, flexible provisions, low origination fees, longer maturities, and other financing strategies to retain business in the Study Area amidst transit investments.

# Climate & Resiliency

## Greenhouse Gas Reduction Fund

### DETAILS:

These are federal funds administered by the Environmental Protection Agency (EPA) totaling $27 billion. The bill includes several tax and climate provisions focused on clean energy and greenhouse gas reduction, with a focus on underinvested communities. Seven billion dollars is specifically available for states and cities for implementing zero emissions technology. Technologies include distributed technologies on residential rooftops, and to carry out other greenhouse gas emission reduction activities.

### RELEVANCE TO NORTE-SUR:

Norte-Sur has a specific link to low-income and disadvantaged communities that may result in lower long term energy costs and cleaner energy. Affordable housing projects and retrofits in the Study Area are qualified.

## Affordable Housing Energy Efficiency, Water Efficiency, and Climate Resilience

### DETAILS:

This is a part of federal funding through the Inflation Reduction Act (IRA) that provides funding to the Department of Housing and Urban Development (HUD) to fund grants and loans to enhance the water efficiency, energy efficiency, and resilience of eligible affordable housing units. The program allocates $50 million for urban parks, $1 billion for climate resilience of affordable housing, and $3 billion in neighborhood access and equity.

### RELEVANCE TO NORTE-SUR:

This act has several components that are all encompassing in the Tucson Norte-Sur project. The overlap between parks, housing, and equity positions this project to receive significant funding from this part of the IRA.

## Environmental and Climate Justice Block Grants

### DETAILS:

These are federal funds within the Inflation Reduction Act (IRA), totaling up to $3 billion. Qualified local governments, universities or community-based nonprofits (or partnerships of those entities) can utilize these funds for a variety of environmental projects that benefit disadvantaged communities. Eligible activities include community-led pollution monitoring, prevention, and remediation; low- and zero-emission resilient technologies and related infrastructure; workforce development tied to greenhouse gas (GHG) reduction; mitigating climate and health risks from urban heat islands; climate resiliency and adaptation; and reducing indoor air pollution.

### RELEVANCE TO NORTE-SUR:

There are several low income neighborhoods in the Study Area that would be considered disadvantaged communities and qualify for funding. eTOD directly related to eligible to workforce development (economic development around stations) is tied to GHG reduction (rapid transit).



# Health, Equity & Wellness

## Pima County/CDC Racial and Ethnic Approaches to Community Health (REACH)

### DETAILS:

These are federal funds distributed through the Centers for Disease Control and Prevention (CDC) to reduce racial and ethnic health disparities. This program is on its fifth year of funding at about $700,000 a year. It funds health and wellness programs to create community clinical linkages that connect patients to preventative health programs via referrals and enrollments. Its goal is to increase physical activity among Hispanic/Latino and Native American residents in Pima County.

### RELEVANCE TO NORTE-SUR:

This would apply to many neighborhoods with high populations of ethnic residents in the Study Area. There is a potential partnership and stakeholder engagement between Tucson Norte-Sur and other Tucson public agencies.

## CORE Grant

### DETAILS:

The Community Foundation of Southern Arizona awards CORE Grants every year, including over $1.1 million in 2022. They provide flexible funding for organizations to use as they see fit to address emerging issues, boost salaries and benefits, invest in technology, or implement new communication and fundraising strategies, all leading to a healthier, more innovative, and robust organization. Funds can be awarded up to three consecutive years in a row. Requests must range between $10,000 and $30,000.

### RELEVANCE TO NORTE-SUR:

This program could serve as funding for public outreach and nonprofit community work within the Study Area as the project continues.

## Foundation Discretionary Grants

### DETAILS:

These grants are State and private partnership funding by Blue Cross Blue Shield Arizona for projects pertaining to health equity. They include up to $25,000 for programmatic impact and applied research addressing the social determinants of health in order to increase health equity and amplify every Arizonan's chances of well-being.

### RELEVANCE TO NORTE-SUR:

Tucson Norte-Sur would encourage better public health outcomes related to walkability, air quality, and mental health for more vulnerable populations.

# Value Capture

In future phases of Tucson Norte-Sur, Value Capture strategies should be considered as a funding mechanism. Value Capture is a public financing mechanism that utilizes increases in nearby land values, generated from improved transit accessibility for residents, businesses, and landowners by the public transportation investments, to repay to cost of the public investment.

# 7.0

# RECOMMENDATIONS FOR NEXT STEPS

# 7.1 | OVERVIEW

This Chapter serves as a delivery framework for future decision making and programming. Throughout the Phase I assessment, an emerging theme that consistently rose to the top was around the understanding of what is meant by 'equity' and how 'equity' manifests itself in the Norte-Sur Study Area. Above all else, a primary goal of the Norte-Sur initiative is to help create a new paradigm to prevent displacement and provide essential housing and transit access for the communities of Tucson and South Tucson.

The following summarizes the recommended initiatives and programs that should be pursued first to implement the Norte-Sur vision.

## COMMUNITY INITIATIVES ASSESSMENT

Identify what local communities in the Study Area are working on now, and document how these local initiatives can be leveraged with new eTOD investments.

## VULNERABILITY STUDY

Conduct a Vulnerability Study that is specific to the Norte-Sur Study Area and determine which neighborhoods and businesses are most at risk of displacement. Previous studies can be used as a baseline, but neighborhood-specific engagement should be done in vulnerable areas to understand what anti-displacement policies and programs the community would like to see prior to investment.

## EQUITABLE DEVELOPMENT POLICY

The Cities of Tucson and South Tucson should set targets for affordable and workforce housing development and establish key benchmarks for the next 5, 10, and 20 years. The Cities should then develop a strategy to leverage the publicly-owned, vacant, and underutilized parcels in the Study Area (identified in this study) for the development of affordable housing. An audit should be done of the Unified Development Code, the Major Streets and Routes Plan, and other applicable documents to understand the barriers to developing eTOD projects, and amend them as needed. The Cities should then study the feasibility of requiring eTOD in the Study Area through zoning tools and incentives.

## ANTI-DISPLACEMENT MEASURES

Paramount to retaining affordability is the preservation of existing affordable housing and commercial spaces. The Cities should develop policies and programs to prevent displacement of both residents and businesses before investing in neighborhoods. These programs should be focused in the most vulnerable neighborhoods first, but eventually should extend throughout the Study Area.

## NORTE-SUR COMMUNITY TRUST FUND

Evaluate the feasibility of forming an eTOD Trust for which funding can be used to implement eTOD projects in the Study Area.

## CREATE AN ETOD TASK FORCE

Form a task force who's responsibility is to implement this Plan. The task force should be comprised of City staff from the Department of Transportation & Mobility, Housing & Community Development, and Planning and Development Services, as well as staff from the City of South Tucson and other local stakeholders. The Cities should identify a joint staff person as eTOD Manager who's full time role is to advance eTOD policy recommendations under the advisement of the Task Force. The eTOD Manager will guide redevelopment efforts that can serve as catalysts to re-invigorate commercial areas and provide affordable housing throughout the Study Area.

## SUPPORTING PLANS & PROGRAMS

The Cities of Tucson and South Tucson must take an active role to review their individual City plans and programs that may impact the short and long-term initiatives in each Subarea of the Study Area. An initial step will be to ensure that existing plans and programs are consistent with the Norte-Sur vision, to create a vibrant and equitable urban transit-oriented corridor that invites economically resilient and context sensitive design. Identify implementation efficiencies where multiple plans or programs could provide leverage and/or funding to support the Norte-Sur vision. For example, the Housing Affordability Strategy for Tucson identifies applicable funding sources that could be combined with other funding sources for federal transit or stormwater management to pay for street trees and landscaping improvements.

## PARTNERSHIPS

While the Cities of Tucson and South Tucson may own land in the Study Area, they are not developers. Strategic partnerships with affordable housing developers, mixed-use developers. public health professionals, advocacy groups, and neighborhood leaders will be critical to successfully fostering eTOD in Tucson and South Tucson.

## CAPITAL IMPROVEMENT PROGRAMMING

Ensure that public investment projects stemming out of this Plan are included in the Cities of Tucson and South Tucson 5-Year Capital Improvement Plan and the 5-Year Transportation Improvement Plan. A prescribed capital improvement investment program that identifies required projects and funding needs to catalyze public and private investment for near and long term needs will be critical. Projects may include land acquisitions/transfers, right of way and easement dedications, design and construction of streetscapes, utilities, public parks/gathering spaces, and/or open spaces.

## PHASE 2 RECOMMENDATIONS

This Plan should be used as the framework for Phase 2 of the Norte-Sur project. Community Engagement should include the Ambassador Program while modifying it to address lessons learned from Phase 1. An identified gap in Phase 1 engagement was local business owners, who should be targeted in Phase 2.

Phase 2 should additionally include:

- Creation of Equitable Development Policies
- Vulnerability Study
- Unified Development Code Audit
- Community Outreach / Ambassador Program
- Phase 3 Funding Needs Identification

As additional study and analysis is conducted as the vision transitions to policy and investment, each subsequent step should include an ongoing commitment to community outreach and engagement, to ensure continuity from Phase I through each subsequent Phase of the project.

# 8.0
# APPENDIX

# 8.1 | GLOSSARY OF TERMS

## AFFORDABLE HOUSING

Housing units with or without public subsidy that can be rented at a below market rate and considered "affordable" if an individual or family spends no more than 30% of their income to live there.

## AUTO-ORIENTED DEVELOPMENT

Development that prioritizes or is designed to ease the use of automobiles as the primary form of transportation. This typically includes dispersely located, separated land uses, wider and faster roads, and ample, free parking.

## BUS RAPID TRANSIT

Bus Rapid Transit (BRT) is a term applied to a variety of bus service designs that provide for faster, more efficient and more reliable service than an ordinary bus line. Often this is achieved by making improvements to existing street and traffic signal infrastructure.

Elements of BRT Systems:

- Bus-only lanes
- Traffic signals that prioritize public transit
- Limited stops

Benefits:

- Saves time, improves reliability
- Increases opportunities for economic development
- Meets high demand
- Connects with major destinations and existing transit network
- Improves neighborhood streetscape

## COMMUNITY ENGAGEMENT

Opportunities for the residents of affected policies, plans or projects to meaningfully participate in decision making processes.

## EQUITY

An equity strategy is one that addresses people's needs based on their life and historical context. Equity is achieved when race can no longer be used to predict life outcomes and outcomes for all groups are improved.

## EQUITABLE TRANSIT-ORIENTED DEVELOPMENT (ETOD)

Equitable TOD is the building of vibrant, walkable, mixed-use neighborhoods near transit stations so that all people, regardless of income, race, age, or ability have access to jobs, basic services, and amenities. The eTOD process prioritizes neighborhood voices to ensure new development meets the needs of the community, such as a mix of affordable housing types, environmental sustainability, and public space.

## HEALTH EQUITY

A product and process that allows all people the opportunity to attain their highest level of health and differences in health outcomes between groups of people are eliminated.

## HEALTH EQUITY ASSESSMENT

A tool to determine the potential impacts of plans, policies or investments against a set of predetermined health outcomes, with information disaggregated for different demographic and geographic groups to determine potential disparities in who is burdened and who benefits.



## HIGH CAPACITY TRANSIT

High Capacity Transit is defined by the following characteristics:

- Dedicated right-of-way (bus only lanes) vs. mixed traffic
- Central alignment vs. curbside alignment
- On-board fare collection vs. off-board fare collection
- Intersection treatments like prohibited left turns and transit signal priority or not
- Platform level boarding vs. sidewalk/curb level boarding
- Queue jumps (essentially bypass lanes that give transit vehicles a head start at a light)
- Printed schedule vs. real-time arrival information at station and/or on-board

## LOW INCOME HOUSING TAX CREDIT (LIHTC)

Tax incentives meant to encourage individual and corporate investors to invest in the development of affordable housing. It subsidizes the acquisition, construction, and rehabilitation of affordable rental housing for low- and moderate-income tenants.

## MARKET RATE HOUSING

Privately owned housing where rent and sales prices are governed by the market and not any specific regulatory requirements

## MULTI-FAMILY LOANS

Supports construction or rehab of multifamily rental developments to provide affordable housing. Multifamily is considered 5 units or more.

## ORDINANCE

A law passed by a municipal government. Many ordinances deal with maintaining public safety, health and general welfare.

## OVERLAY ZONE

A zoning district which is applied over one or more previously established zoning districts to establish additional or stricter standards and criteria for covered properties in addition to those of the underlying zoning district. Communities often use overlay zones to protect special features such as historic buildings, wetlands, steep slopes, and waterfronts.

## RACIAL EQUITY ASSESSMENT

A systematic examination of how different racial and ethnic groups will likely be affected by proposed plans, policies, investments or budgetary actions.

## SHARED PARKING

Parking spaces are shared by more than one user, which allows parking facilities to be used more efficiently; for instance an office worker may use the space during the day but it is available to restaurant patrons in the evening.

## SMALL-SCALE RENTAL

Rental properties with 50 or less units.

## TENANT PROTECTIONS

Legal rights for tenants regulating the terms and requirements of leases, the conditions of their units, and their recourse in the case of violation.

## TRANSIT ORIENTED DEVELOPMENT (TOD)

A mixed-use residential and commercial area designed to maximize access to public transport that incorporates features to encourage transit ridership.

## VALUE CAPTURE

A type of public financing that recovers some or all of the value that public infrastructure generates for private landowners.

## ZONING

The regulation and categorization of land uses within the city typically into categories such as industrial, commercial, residential or other uses to preserve the best use of property and support public welfare.

# 8.2 | COMPLETE COMMUNITY INPUT DATA

The following input matrix represents analyzed input data from all engagement events, including Open House #1, the City Design Charrette, Working Group Meeting #1, open-ended answers from the online survey, the Big Ideas tool on the website, all Pop-up events, Community Dialogues, Open House #2, and Open House #3. This is how the project team coalesced all the findings from community input and the most frequently mentioned themes rose to the top.

| Theme | Comments Include: | Open House #1 (3/18-3/19) | City Design Charrette (4/21) | Working Group (4/21) | Online/ Print Survey | Big Ideas - Website | Pop-ups | Community Dialogues | Open House #2 (5/16-5/18) | Open House #3 (11/16-11/19) | Total Data Points | Total Share of All Comments |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Fast, reliable, frequent, well-connected, affordable public transit | More frequent transit schedules, better route connections and quicker transfers, extended service (morning, evening, weekend), faster travel times for the bus, reliable arrivals/departures, affordable/free fares, dedicated lanes, expanded streetcar routes | 12 | 9 | 2 | 239 | 17 | 37 | 17 | 11 | 6 | 350 | 16.7% |
| Walkability, bikeability, accessibility | improved sidewalks, lighting and other amenities for walking, better walking access to transit, improved facilities for biking, improved accessibility for people with disabilities | 36 | 3 | 5 | 105 | 23 | 45 | 9 | 8 | 8 | 242 | 11.6% |
| Housing affordability, gentrification, displacement | affordable housing for rent and ownership for different demographics and income levels, programs to support and protect current neighborhood residents, gentrification and displacement concerns, anti-displacement measures, equitable vs. inequitable investment | 30 | 10 | 11 | 58 | 3 | 20 | 14 | 15 | 3 | 164 | 7.8% |
| Safe, comfortable, accessible, inviting public transit experience | bus stop amenities such as seating and shade as well as safety and comfort needs while waiting for or riding transit, accessibility for all ages and abilities | 2 | | 2 | 119 | | 22 | 6 | 1 | 1 | 153 | 7.3% |
| Community engagement, community voice and power | more extensive and inclusive community engagement, acknowledgment of historical harms, community voice and power in decision making | | 18 | 15 | 6 | | 1 | 46 | 4 | 1 | 91 | 4.4% |
| Mixed-use neighborhoods and proximity to commercial services | walkable, mixed-use neighborhoods and commercial districts, dining and entertainment options, shopping and retail including markets, pharmacies, and grocery stores in particular, and other services | 6 | 2 | 1 | 48 | 7 | 17 | 5 | 2 | 1 | 89 | 4.3% |
| Culture, people, community, sense of place | both physical and social aspects such as historic preservation, compatible development, preserving neighborhood culture, social fabric, and sense of place | 24 | | 3 | 27 | | 5 | 8 | 14 | 1 | 82 | 3.9% |
| Safety | personal and public safety issues and concerns | 2 | | | 64 | 1 | 5 | 8 | 1 | | 81 | 3.9% |
| Different housing types and mixed-income neighborhoods | different housing types such as tiny homes, apartments, townhomes, row houses, casitas, condos, etc. and mixed-income neighborhoods | 1 | 1 | 2 | 72 | 1 | 1 | | 1 | 1 | 80 | 3.8% |
| Parks, green spaces, opportunities for sports and recreation | parks, dog parks, green spaces, playgrounds, sports fields, pools, rec centers, etc. | 4 | | | 27 | 3 | 30 | 5 | 9 | 1 | 79 | 3.8% |
| Trees, shade, greenery | trees, shade, plants, landscaping, and green infrastructure | 9 | | | 13 | | 10 | 3 | 9 | 2 | 46 | 2.2% |
| Road maintenance | road maintenance and improvements | | | 3 | 36 | | 5 | | | | 41 | 2.0% |
| Support for unhoused people | housing, social services and other measures to address homelessness | | | | 23 | | 8 | 2 | 4 | | 37 | 1.8% |
| Support for unhoused people | protection and support for local and small businesses | 14 | 1 | | 6 | | 3 | 1 | 8 | | 36 | 1.7% |
| Lack of support for more housing and/or development in general | unsupportive attitudes towards housing, development, and/or additional transit | | | | 31 | | | | | | 31 | 1.5% |
| Lack of support for the project and/or public transit | unsupportive attitudes towards Tucson Norte Sur and public transit in general | | | | 25 | | 4 | 1 | | | 30 | 1.4% |
| Other miscellaneous comments | includes all other miscellaneous comments not categorized under any of the themes above | | | | | | | | | | | 21.9% |

# Raw Data

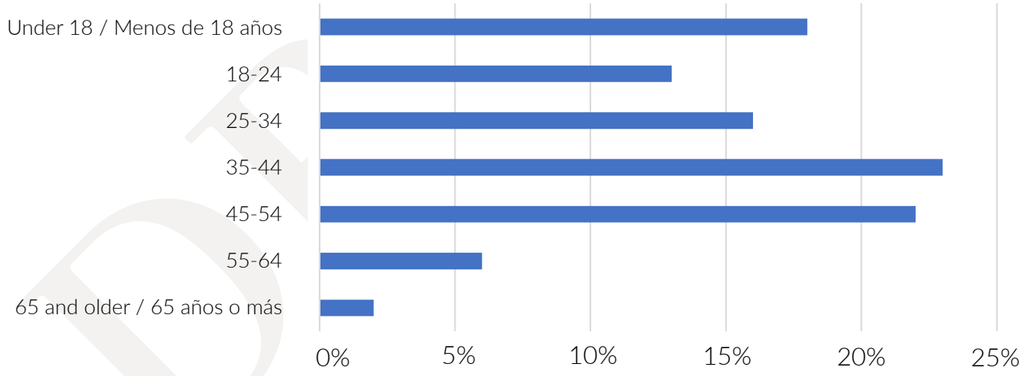
Raw data of input received at all engagement events can be found at this link. Names of participants have been redacted for individuals' privacy.

# Survey Results

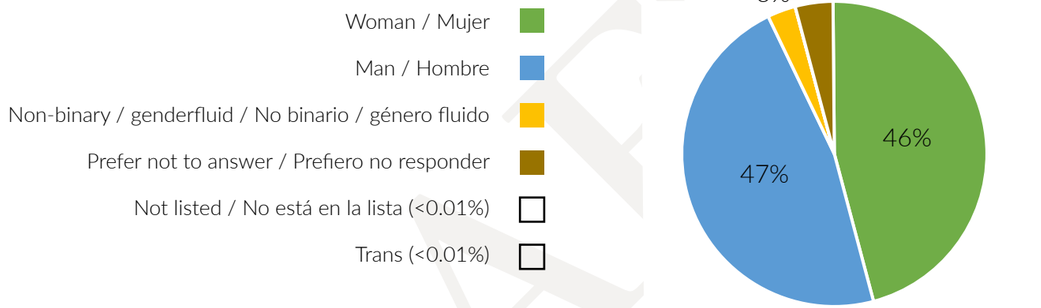
The following pages report the survey results from the online and print survey that was open from March 18 to June 15 and received 2,417 responses. The survey was available in print form at Open Houses 1 & 2 and at most of the Pop-up events.

## Demographics

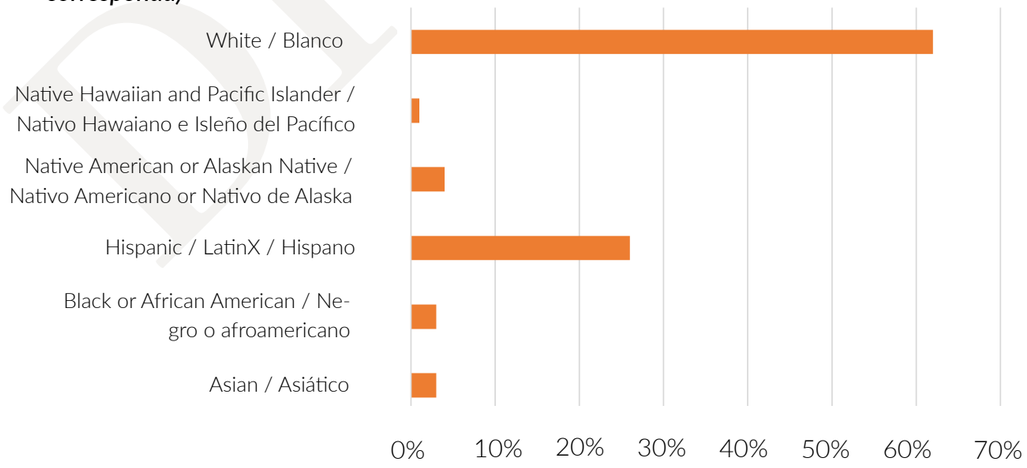
**Q1. How old are you? / ¿Cuál es su edad? *(Choose any one option / Seleccione una opción)***



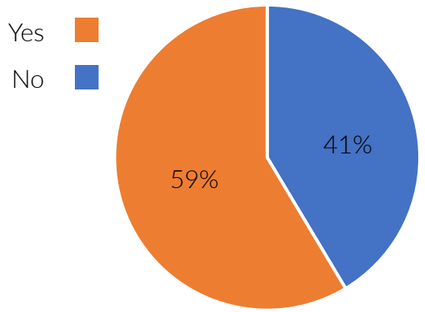

**Q2. Please select the gender you identify as: / Por favor, seleccione el género con el que se identifica: *(Choose any one option / Seleccione una opción)***



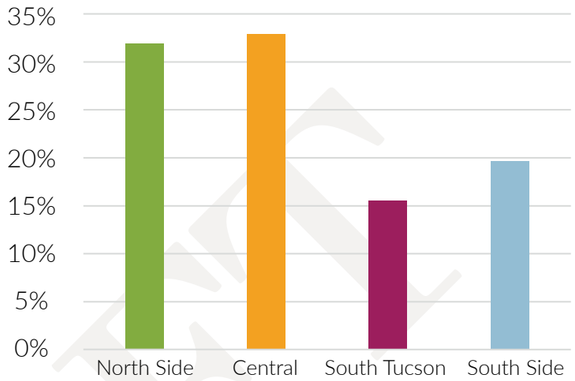

**Q3. Which of the following best describe(s) your race/ethnicity? / ¿Cuál de las siguientes opciones describe mejor su raza/etnicidad? *(Select all that apply / Seleccione todo lo que corresponda)***



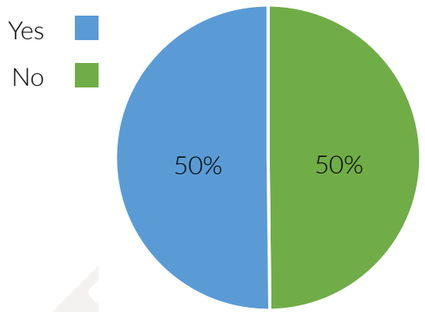
**Q4. Do you live in the Study Area?**



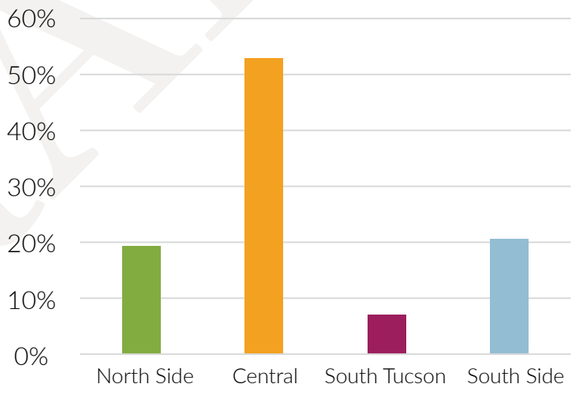

**Q5. If yes, what Subarea do you live in?**



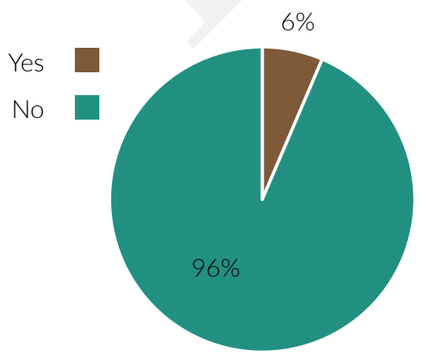

**Q6. Do you work in the Study Area?**



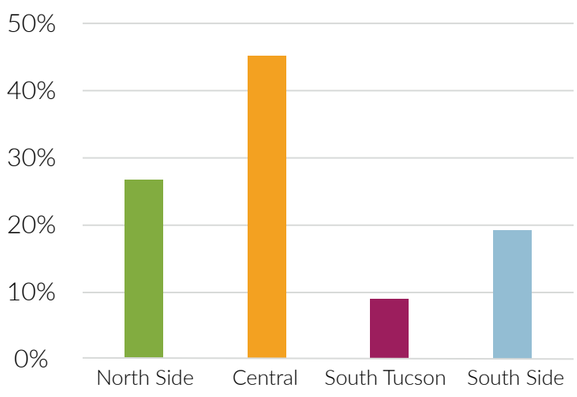

**Q7. If yes, what Subarea do you work in?**




**Q8. Do you own a business in the Study Area?**



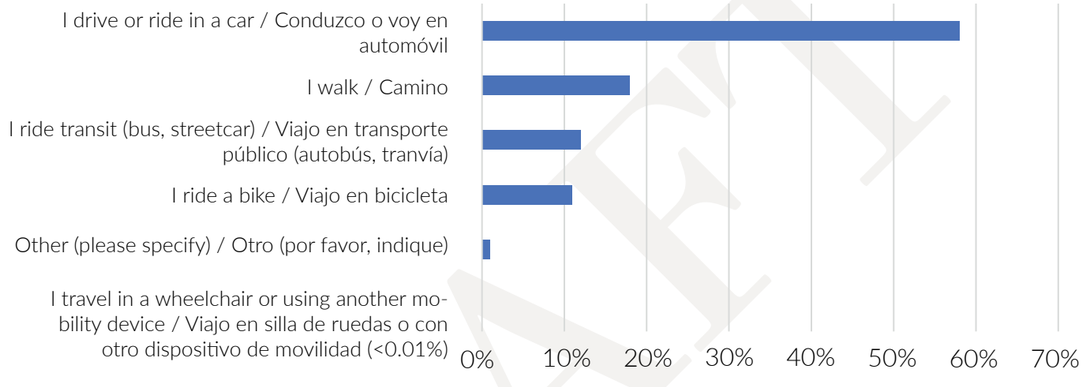

**Q9. If yes, what Subarea do you own a business in?**



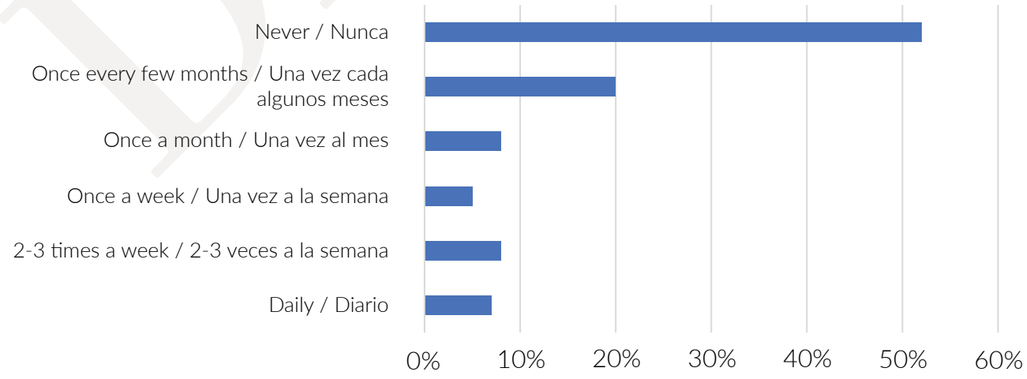



# Mobility

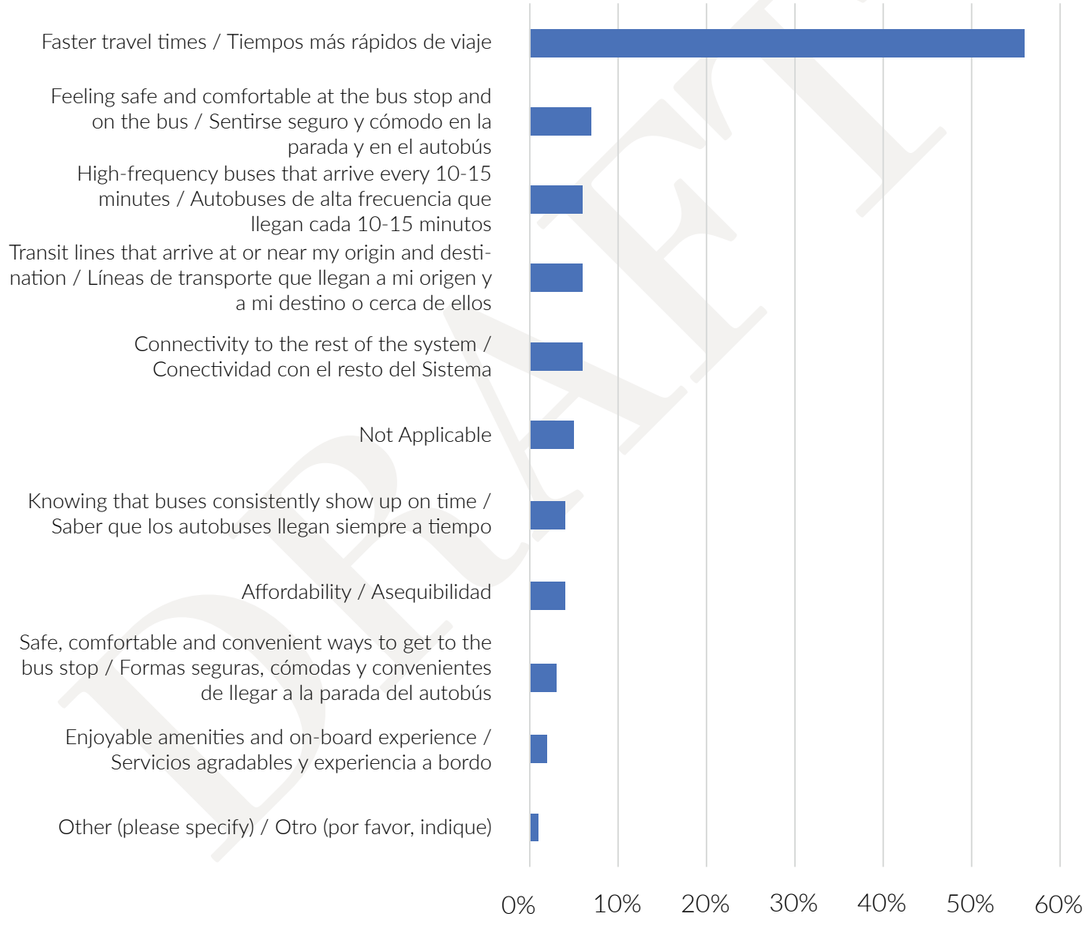
**Q10. How do you typically travel within the Study Area? / ¿Cómo suele viajar dentro del Área de Estudio? *(Select your top two options. / Seleccione sus dos principales opciones.)***



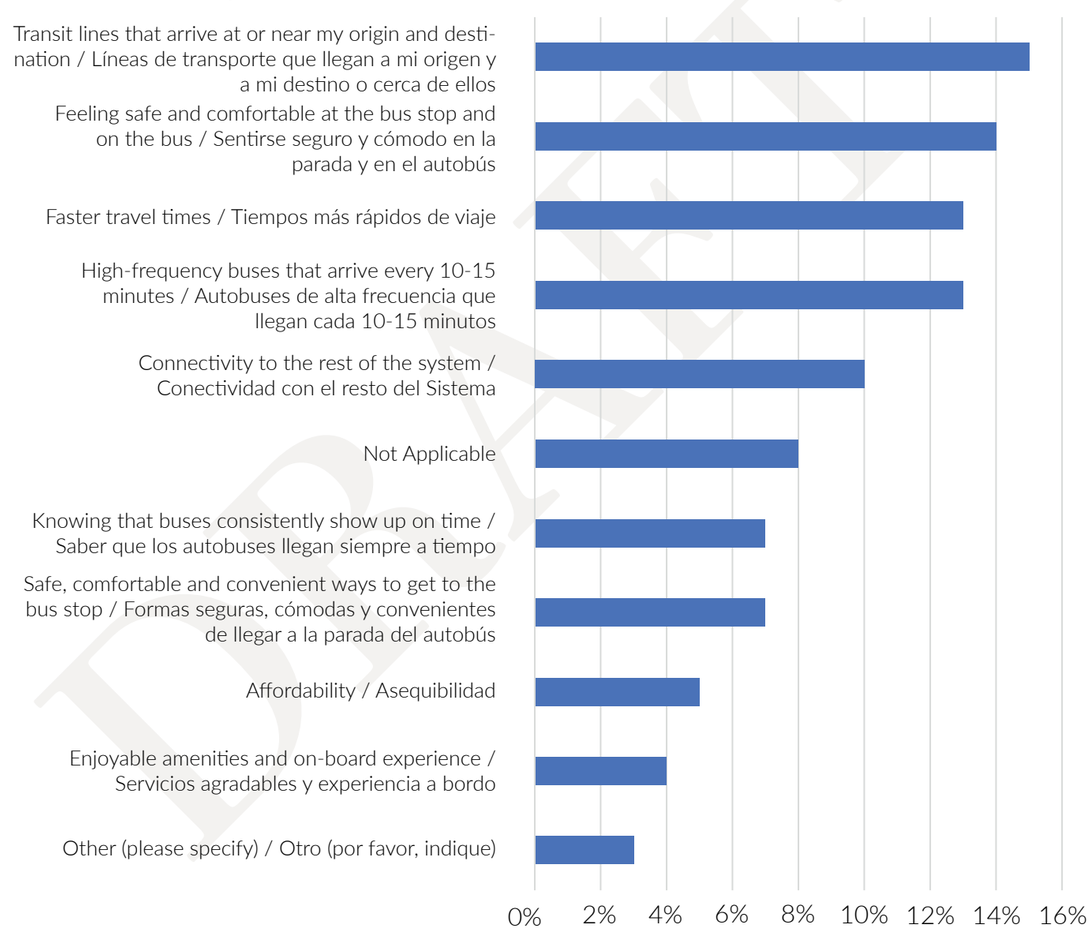

**Q11. If you DO ride transit (bus/streetcar) in the Study Area, about how often do you ride? / Si viaja en transporte público (autobús/tranvía) en el Área de Estudio, ¿con qué frecuencia lo hace? *(Choose any one option/ Seleccione una opción)***



**Q12. If you DO ride transit in the Study Area currently, what would make it better/more comfortable? / Si viaja actualmente en transporte público en el Área de Estudio, ¿qué podria haverlo mejor/mas agradable/comodo?** ***(Choose any 3 options / Seleccione 3 opciones)***




**Q13. If you do NOT ride transit in the Study Area currently, what would make you consider using transit service? / Si actualmente no utiliza el transporte público en el Área de Estudio,¿qué le haría considerar el uso del servicio de transporte público?** ***(Choose any 3 options / Seleccione 3 opciones)***



## Q14. Where do you typically travel within the Study Area? Tell us your top 3 places, and be as specific as possible (for example, rather than saying “the park”, you can say “Armory Park”).

| Place | # of votes |
|---|---|
| Downtown | 742 |
| Tucson Mall | 446 |
| Tucson International Airport | 368 |
| University of Arizona | 271 |
| 4th Ave | 266 |
| Restaurants | 218 |
| Work | 91 |
| Congress st | 79 |
| Armory Park | 73 |
| Mercado San Agustin | 65 |
| City/County Government Buildings | 61 |
| Library | 60 |
| Businesses on Oracle | 58 |
| Grocery Store | 56 |
| Home | 54 |
| South Tucson | 48 |
| School | 46 |
| Target | 45 |
| Frys | 40 |
| Friend/family's homes | 37 |
| Pima Community college | 37 |
| Walmart | 34 |
| Medical Appointments | 32 |
| Shopping | 32 |
| Bars/ Breweries | 30 |
| Parks | 30 |
| Hotel Congress | 27 |
| West University Ave | 25 |
| Church | 25 |
| N/A | 24 |
| Banner Medical Centers | 24 |
| 6th Ave | 23 |
| MSA Annex | 23 |
| VA Hospital | 22 |
| Tohono Tadai transit Center | 21 |
| Ronstadt transport center | 20 |
| Entertainment | 19 |
| Tucson Spectrum | 18 |
| Food Conspiracy Food co-op | 18 |
| Rialto Theatre | 17 |
| Raytheon | 17 |
| Central | 16 |
| Main Gate Square | 16 |
| Children's Museum | 16 |
| Food City | 15 |
| Variety of places | 15 |
| Reid Park | 14 |
| South Side | 14 |
| The Loop | 14 |
| Rillito River Park/Path | 13 |
| Barrio Viejo | 13 |
| Five Points | 13 |
| North Side | 12 |
| Safeway | 12 |
| Tucson Marketplace | 12 |
| Sprouts | 11 |
| Home Depot | 11 |
| Broadway | 11 |
| Drugstore | 11 |
| Laos Transit Center | 10 |
| El Mercado | 10 |

*194 answers with < 10 votes

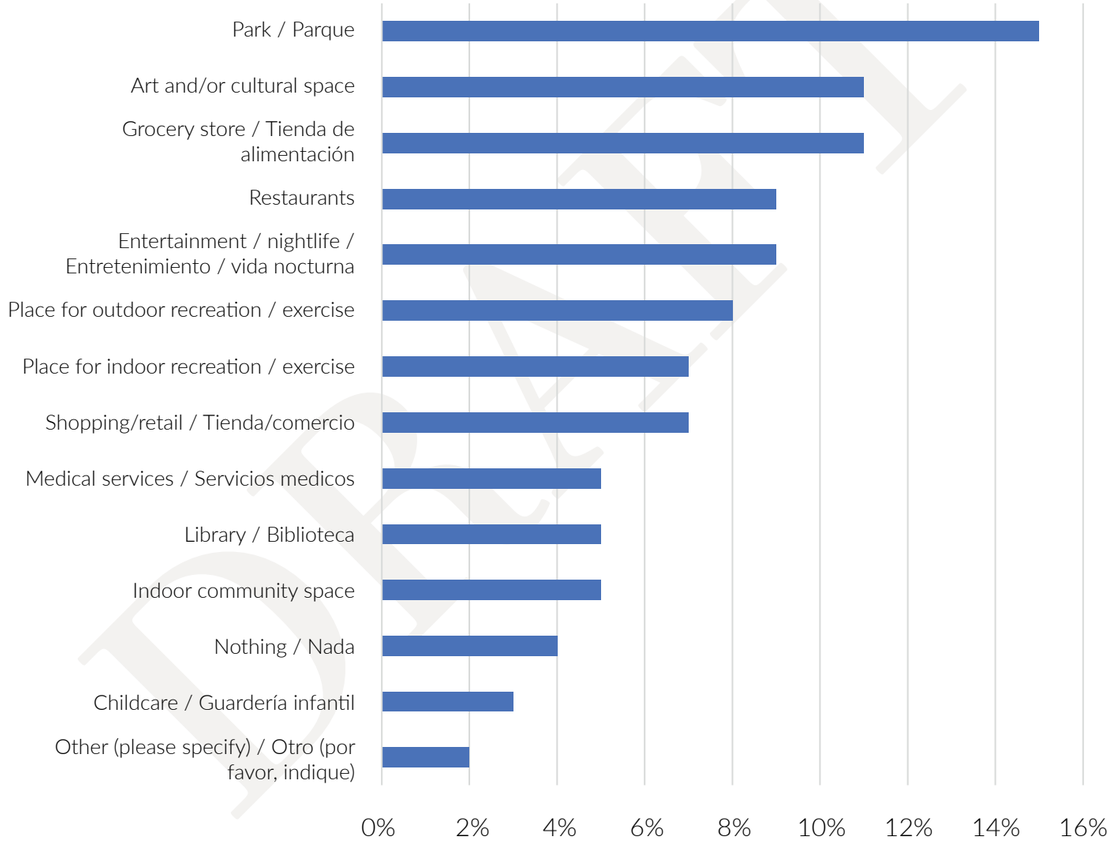
## Q15. Do you have any other thoughts, ideas or concerns about mobility in the Study Area (including bus services, driving, walking or biking)? / ¿Tiene alguna otra idea o preocupación sobre la movilidad en el Área de Estudio (incluidos los servicios de autobús, la conducción, caminar o andar en bicicleta)?

| Place | # of votes |
|---|---|
| Protected, Separated bike lanes | 162 |
| Expand streetcar over a bus (expand SunLink) | 123 |
| N/A | 110 |
| Safety on board buses/at transit stops | 82 |
| Desire for expanded light rail in Study Area | 77 |
| Bike safety | 70 |
| Comfortable, Shaded bus stops | 62 |
| Comfortable, shaded sidewalks | 55 |
| Pedestrian safety | 52 |
| Sidewalk improvements | 49 |
| Connectivity to the airport | 47 |
| Reduce disturbance to neighborhoods/ businesses/traffic during transit construction | 44 |
| Accessibility for differently-abled individuals | 39 |
| Increase frequency of public transit | 39 |
| East/west public transit connection | 38 |
| Dedicated lane for public transit | 36 |
| Improve roads (potholes) (for cars) | 34 |
| Increased Bike lane network connectivity | 34 |
| Safe bike/ped crossings | 33 |
| Increase efficiency/travel times | 33 |
| Do not spend money on this project | 31 |
| Increase affordability of public transit | 31 |
| Equally distributed, well-placed transit stops/ stations | 30 |
| Increase reliability of bus service | 29 |
| Reduce traffic | 27 |
| Decrease vehicle usage | 26 |
| General safety in the Study Area | 26 |
| Close high traffic areas to cars to create Ped/ bike-only spaces | 23 |
| I support this project | 23 |
| Increase traffic enforcement/calming | 23 |
| Sidewalk Network Connectivity | 23 |
| Cleanliness of bus/bus stops | 23 |
| Bike lane road improvements | 21 |
| Desire for safe Park-n-Ride | 19 |
| Increased police presence/responsiveness for safety | 19 |
| Nighttime lighting at bus stops/on streets | 18 |
| Ensure safe pedestrian/bicycle access to transit stops | 17 |
| Prevent gentrification/displacement | 16 |
| Mitigate dangerous driving/speeding | 16 |
| Expand public transit geographically farther | 15 |
| Rail system | 14 |
| Bus bays to remove busses from the flow of traffic | 14 |
| Expand early morning/late night transit service | 14 |
| Sustainable transit | 13 |
| Integrate new transit with existing systems | 12 |
| More public transportation | 11 |
| Provide more safe bicycle storage | 11 |
| Equitable access to public transit | 11 |
| Expand bus system | 11 |
| Need More Affordable housing | 10 |
| More freeways | 10 |
| Clean the Study Area | 10 |

*56 answers with < 10 votes

# Land Use

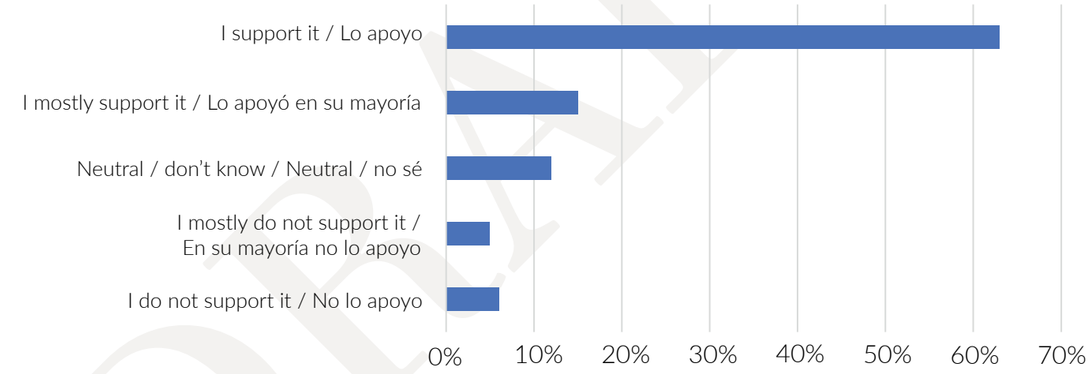
**Q16. What types of places or services would you like to see in the Study Area that are not currently available? / ¿Qué instalaciones o servicios le gustaría ver en el Área de Estudio que no están disponibles actualmente? *(Choose all that apply / Seleccione todo lo que corresponda)***



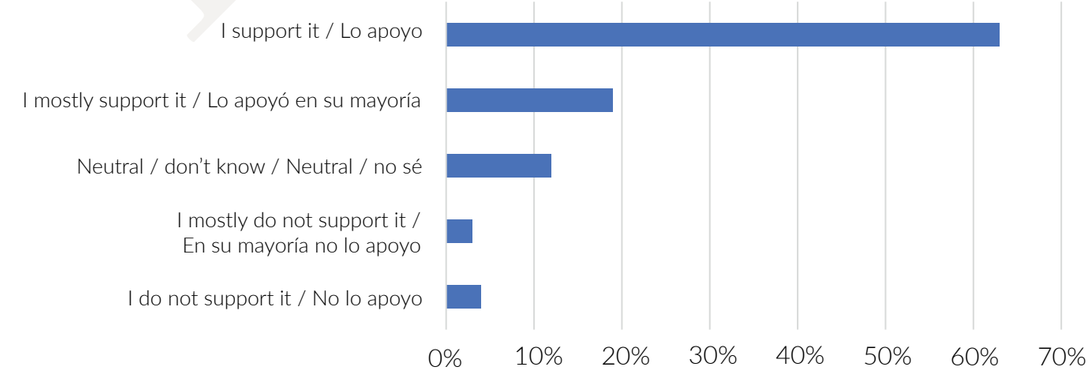



# Housing

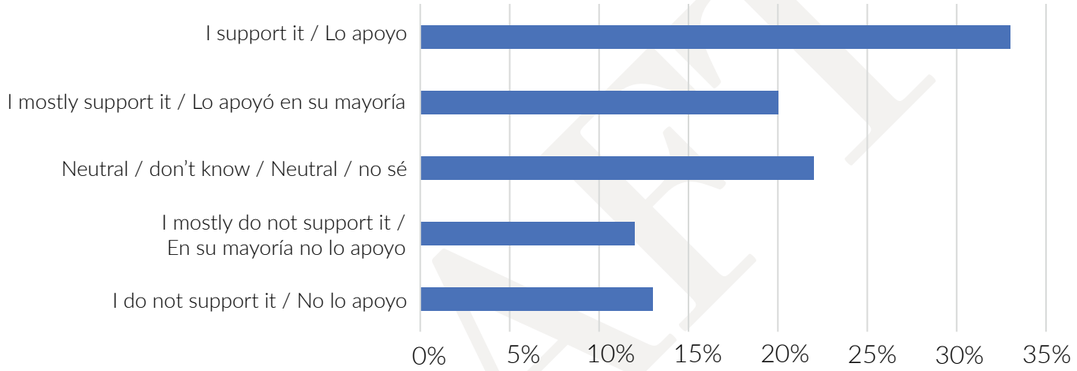
**Q17. Affordable housing is housing that a household can pay for, while still having money left over for other necessities like food, transportation, and health care. An affordability metric often used is 'Housing Cost Burden' or housing in which the occupant(s) is/are paying more than 30% of their income on housing. Affordable housing often refers to units that are subsidized by government sources to ensure they are affordable specifically for low-income families making less than 80% of Area Median Income. The median income in Tucson is $43,425. / La vivienda asequible es una vivienda que un hogar puede pagar, mientras le queda dinero para otras necesidades como la alimentación, el transporte y la atención médica. Una medida de asequibilidad que se utiliza a menudo es la " Carga del Coste de la Vivienda" o la vivienda en la que el ocupante o los ocupantes están pagando más del 30% de sus ingresos en la vivienda. La vivienda asequible a menudo se refiere a las unidades que están subvencionadas por fuentes gubernamentales para asegurar que son asequibles específicamente para las familias de bajos ingresos que ganan menos del 80% Ingreso Medio del Área. El ingreso medio en Tucson es de $43,425.**



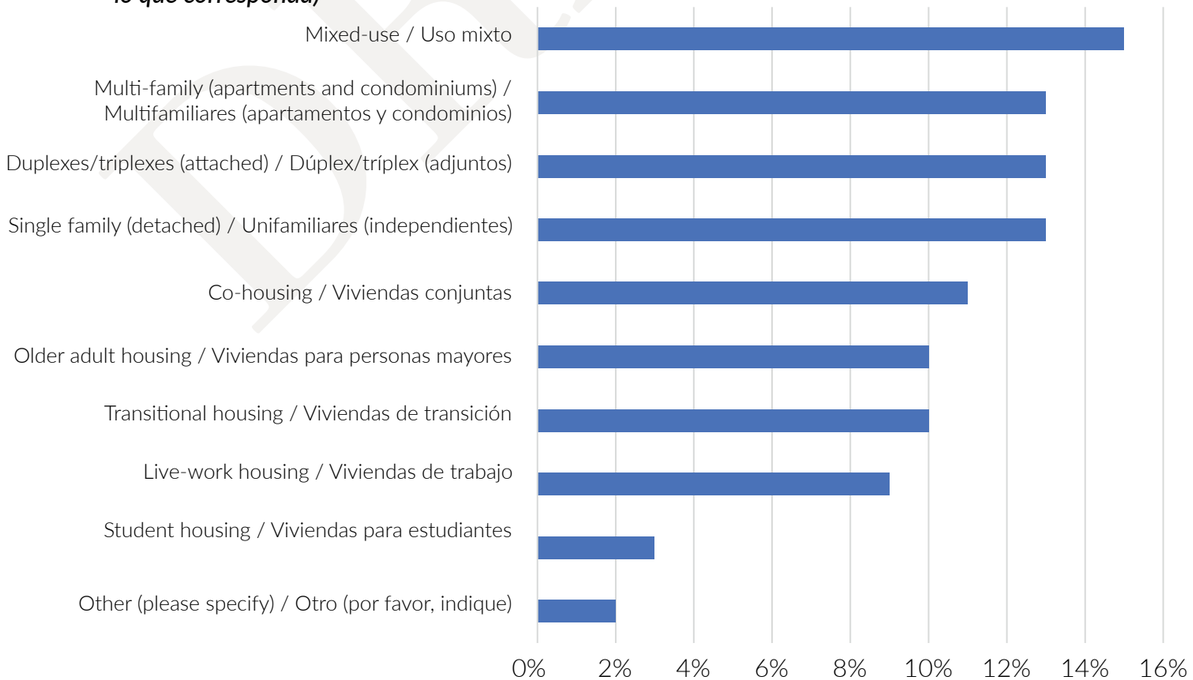

**Q18. Middle Income Housing or "Missing Middle Housing" is housing for residents whose incomes are too high to qualify to live in affordable housing but who cannot afford all types of market-rate housing (like single family homes). Middle Income Housing refers to buildings with multiple units of varying sizes located in a walkable neighborhood.**



**Q19. Market-rate housing is housing generated by the real estate market without any subsidies from the government. Market rate housing units can vary based on the size, location, and local demand, and are generally priced competitively among neighboring houses/apartments. Las viviendas a precio de mercado son viviendas generadas por el mercado inmobiliario sin ninguna subvención del gobierno. Las viviendas a precio de mercado pueden variar en función del tamaño, la ubicación y la demanda local, y suelen tener un precio competitivo entre las casas/apartamentos cercanos. How supportive are you of the development of market-rate housing in the Study Area? / ¿Cuánto apoya usted el desarrollo de viviendas a precio de mercado en el Área de Estudio?**



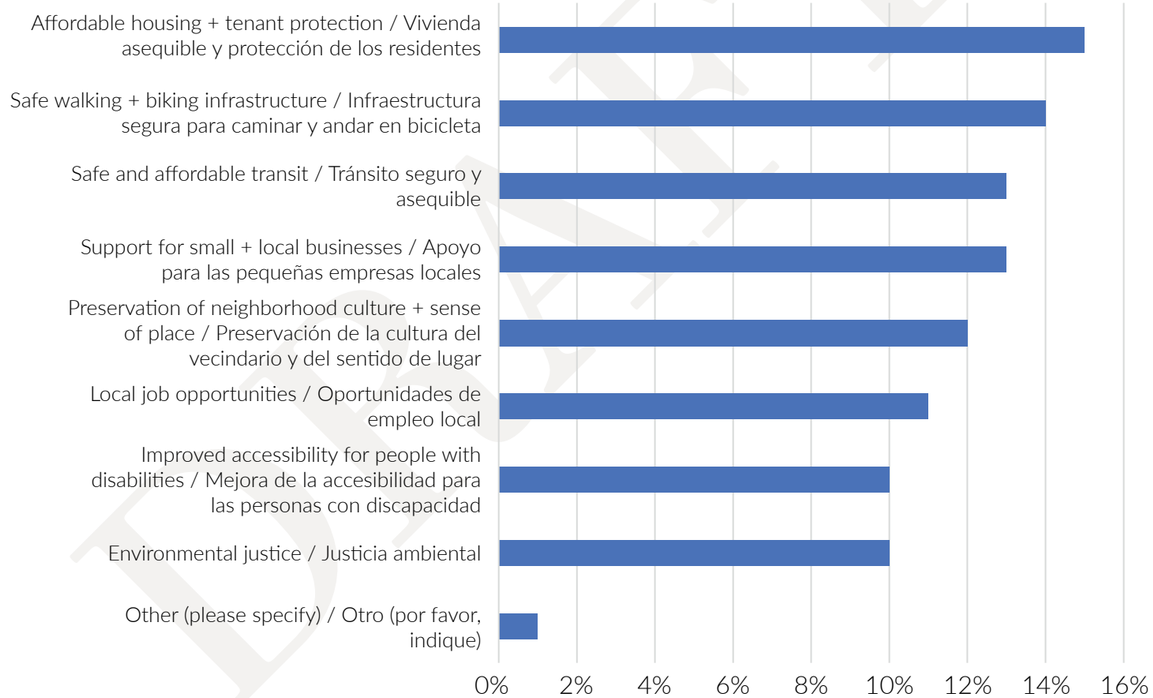

**Q20. What type of housing would you like to see more of in the Study Area? / ¿Qué tipo de vivienda le gustaría ver más en el Área de Estudio? *(Choose all that apply / Seleccione todo lo que corresponda)***






# Equity

**Q21. Equity is about power sharing and doing things in a way where the people who have been most impacted by historical harms are centered in the development of projects in order to create more fair, just, and healthy living conditions for everyone. / La equidad consiste en compartir el poder y hacer las cosas de manera que las personas más afectadas por los daños históricos se centren en el desarrollo de proyectos para crear condiciones de vida más justas y saludables para todos. What would equity look like to you in the Study Area? / ¿Cómo le parecería la equidad en el Área de Estudio? (Choose all that apply / Seleccione todo lo que corresponda)**



# Neighborhoods & Change

## Q15. What do you love about neighborhoods in the Study Area? / ¿Qué le gusta de los vecindarios del Área de Estudio?

| Place | # of votes |
|---|---|
| culture | 175 |
| heritage / history | 164 |
| Historic neighborhoods/homes | 155 |
| sense of community | 135 |
| Diversity | 113 |
| Proximity + convenience | 109 |
| N/A | 97 |
| Local, small businesses | 93 |
| Nothing | 77 |
| Walkability | 75 |
| Character + Identity | 67 |
| Restaurants / food | 66 |
| Uniquely "Tucson" | 59 |
| Architectural richness | 50 |
| Public Art | 46 |
| trees + vegetation | 45 |
| parks | 40 |
| the people | 41 |
| sense of place | 37 |
| Eclectic | 29 |
| Multiculturalism | 28 |
| Heart of Tucson | 27 |
| bikeability | 27 |
| Diverse Activities | 25 |
| Accessibility to transit | 24 |
| Nightlife / Entertainment | 24 |
| Affordability | 24 |
| Home | 23 |
| Generational families | 21 |
| Charm | 20 |
| Safety | 20 |
| growth potential | 19 |
| Quiet | 18 |
| Historical Preservation | 18 |
| Vibrancy | 17 |
| Community pride | 17 |
| Community events | 16 |
| authenticity | 16 |
| Amenities | 16 |
| Mixed income | 16 |
| Families + kids | 17 |
| Diverse housing | 15 |
| Density + Compact | 14 |
| Single Family homes | 13 |
| Mix of homes + businesses | 12 |
| Friendly | 12 |
| Community centers + spaces | 12 |
| Tradition | 11 |
| Shopping | 10 |

*55 answers with < 10 votes



## Q23. What key words come to mind when you think about change in the Study Area? / ¿Qué palabras clave le vienen a la mente cuando piensa en el cambio en el Área de Estudio?

| Place | # of votes |
|---|---|
| Gentrification | 145 |
| Safety | 134 |
| Not Applicable | 91 |
| Public Transit-oriented | 79 |
| Equitable Accessibility | 76 |
| Improvement | 68 |
| Address homelessness + drug use | 63 |
| Affordability | 62 |
| Clean | 56 |
| Walkable | 55 |
| Opportunity | 51 |
| Sense of community | 51 |
| Necessary | 50 |
| Affordable Housing | 48 |
| Bikeable | 45 |
| Excited + good idea + welcome | 43 |
| Building equity | 43 |
| Progressive | 40 |
| Sustainability | 40 |
| Density | 39 |
| Crime | 37 |
| Positive + optimistic | 36 |
| Change | 35 |
| Finally + overdue | 34 |
| Reduce car reliance | 35 |
| Culture | 34 |
| Improved roads | 34 |
| Preservation | 32 |
| Waste of Money | 31 |
| Growth | 31 |
| Revitalization + Rejuvenation | 30 |
| more Housing for all | 29 |
| Hope | 27 |
| Traffic | 27 |
| Careful development | 26 |
| displacement | 26 |
| Community Engagement | 24 |
| Benefit ALL residents | 24 |
| Improve traffic + reduce congestion | 24 |
| Connection | 23 |
| light rail | 22 |
| Maintain character + culture | 20 |
| local first | 20 |
| Diversity | 19 |
| Green space | 19 |
| historic preservation | 19 |
| Assist + Support + Help | 19 |
| Inclusion | 18 |
| Local business | 19 |
| protected bike lanes | 18 |
| environmental impact | 18 |
| Honoring heritage, culture, tradition | 17 |
| Nature/green | 17 |
| History | 16 |
| Trees | 17 |
| Modernization | 15 |
| Run down + disrepair | 15 |
| Mixed-Use | 14 |
| Caution + Worry | 14 |
| Economic development | 14 |
| taxes | 14 |
| cost | 14 |
| Beautification | 14 |
| Amenities | 13 |
| Increased police | 13 |

| | |
|---|---|
| investment | 13 |
| Efficient (Transit) | 13 |
| Streetcar | 13 |
| increased education | 13 |
| construction | 12 |
| Livability + quality of life | 12 |
| rich developers | 12 |
| Pedestrian-oriented | 12 |
| rapid transit | 12 |
| Increased cost | 11 |
| Lively + vibrant | 12 |
| Heart of Tucson | 11 |
| Community spaces | 11 |
| Convenience | 11 |
| Green Infrastructure | 10 |
| Harmful | 10 |
| sidewalks | 10 |
| infill + redevelopment | 10 |
| Lack of investment | 10 |
| Shade | 10 |

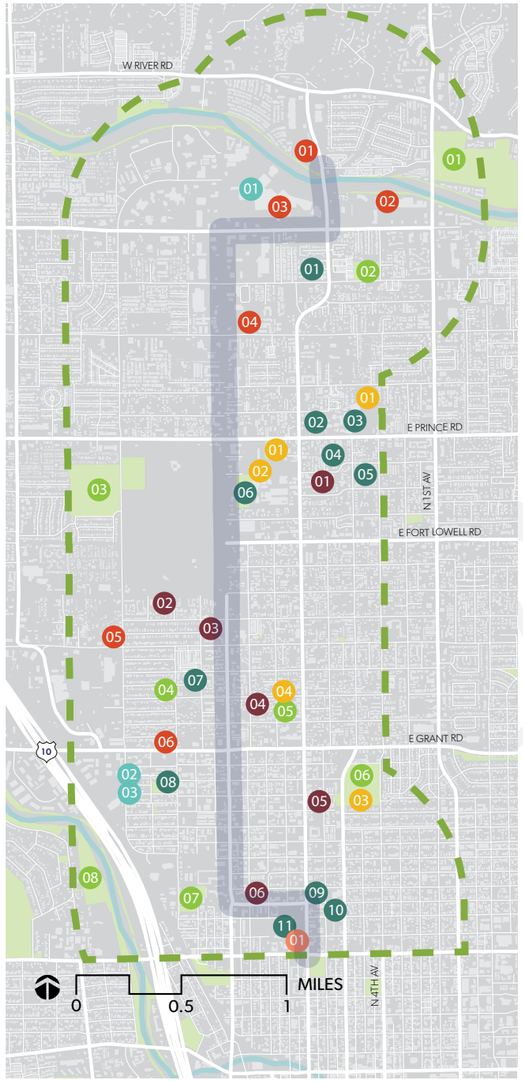
*133 answers with < 10 votes



# 8.3 | ADDITIONAL DATA ANALYSIS

## Community Asset Maps

Figure 82: North Side Subarea Community Assets




# North Side Subarea Inventory

The North Side Subarea generally has an even distribution of community assets and amenities, both in location and amenity type. Grocery stores and primary schools are prevalent throughout the Subarea. The North Side also has a host of supportive services including the Tucson Deaf Community Center and four other types of public centers. Eight total parks with a variety of sizes and types also support the amenity network, although it should be noted that the Cemetery, which is not a park with active recreation uses, is included in the parkland totals in Figure 29 on page 73. The North Side Subarea lacks civic and cultural spaces. The Pima Community College Library serves as the only civic institution, while a makers space in the Tucson Mall serves as one of the only cultural amenities.

### NORTH SIDE SUBAREA COMMUNITY ASSESTS

**GROCERY STORES**
01 Sam's Club
02 Walmart
03 Tucson Mall
04 Target
05 R P Food Store
06 McGary's Groceries

**PARKS**
01 Rillito Regional Park
02 Limberlost Park
03 Jacobs Park
04 Jacinto Park
05 Balboa heights Park
06 Mansfield Park
07 Fancisco Elias Esquer Park
08 Santa Cruz River Park

**RECREATION AREAS**
01 Athletic Fields
02 Amphitheater Public Pool
03 Donna Liggins Recreation Center
04 Marty Birdman Center

**CIVIC SPACES**
01 PCC Downtown Library

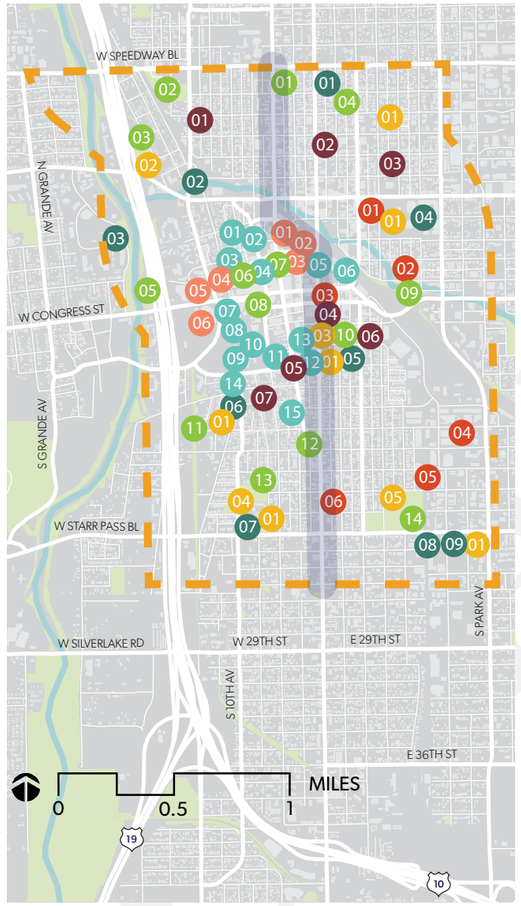
**COMMUNITY SERVICES**
01 Literacy Connects
02 Gospel Rescue Mission
03 Oasis Assisted Living
04 COPE Community Services
05 Blacklidge Community Center
06 Tucson Deaf Community Center

**SCHOOLS/UNIVERSITIES**
01 Poets Square Day School
02 Prince Elementary School
03 Amphitheater Middle School
04 Kids Forever Prince Centerl
05 Kids World Preschool
06 Amphitheater High School
07 Nash Elementary School
08 Richey Elementary School
09 Performing Arts High School
10 Pima Partnership Academy
11 Pima Community College

**CULTURAL SPACES/PUBLIC ART**
01 Catalyst Arts + Maker Space
02 Old Pascua Museum
03 Yaqui Cultural Center



Figure 83: Central Subarea Community Assets




# Central Subarea Inventory

The Central Subarea has the most community amenities and assets of all Subareas. Cultural and civic spaces are numerous and highly concentrated in the Downtown core. The Museum of Contemporary Art, Tucson Musicians Museum, the Children's Museum, and many others are among the plentiful cultural homages in this area. The area also serves as a central location for the local and regional governments, including City of Tucson municipal centers and Pima County government buildings. Smaller pocket parks, magnet schools, and recreation centers are also scattered throughout the Subarea.

### CENTRAL SUBAREA COMMUNITY ASSESTS

**GROCERY STORES**
01 Food Conspiracy Co-op
02 New Empire Food Market
03 Johnny Gibson's Market
04 17th Street Farmer's Market
05 Arizona Fresh Foods
06 Mi Huerta

**PARKS**
01 Anza Dog Park
02 Estevan Park
03 David G. Herrera/ Ramon Quiroz Park
04 Catalina Park
05 Gateway Park
06 Sunset Park
07 Jacome Plaza Park
08 Viente de Agusto Park
09 Iron Horse Park
10 Armory Park
11 El Parque de San Cosme
12 Jardin de Ceasar Chavez
13 Santa Rosa Park
14 Santa Rita park

**RECREATION AREAS**
01 Athletic Fields
02 Oury Recreation Center
03 Amory Park Recreation Center
04 Santa Rosa Recreation Center
05 Skate Park

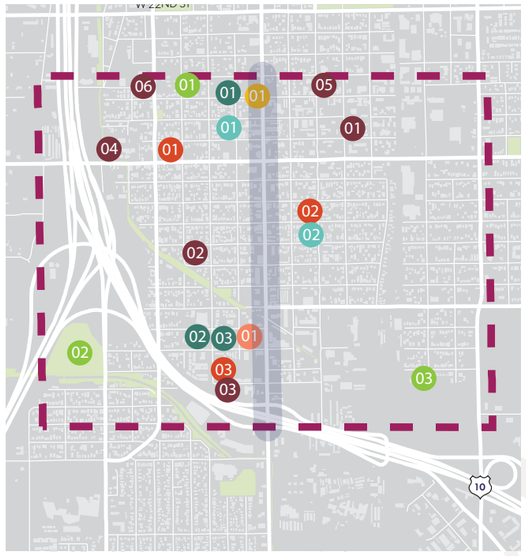
**CIVIC SPACES**
01 Pima County Courthouse
02 Tucson City Court
03 Joel Valdez Main Library
04 City Hall
05 AZ Supreme Court
06 Pima County Offices
07 US District Court

**COMMUNITY SERVICES**
01 Caridad Community Kitchen
02 Historic Y
03 Community Renewal
04 Downtown Post Office
05 La Fontera Center
06 Armory Park Senior Center
07 Barrio Viejo Elderly Center

**SCHOOLS/UNIVERSITIES**
01 Wings On Words Preschool
02 Davis Billingual Elementary School
03 ASU School of Social Work
04 Tucson High Magnet School
05 Stafford Junior High School
06 Carrilla Magnet School
07 Drachman Primary Magnet School
08 Child-Parent Headstart
09 Borton Primary Magnet School

**CULTURAL SPACES/PUBLIC ART**
01 Cafecito Museo
02 Presidio San Agustin del Tucson Museum
03 Musuem of Art
04 Gem & Mineral Museum
05 Rialto Theatre
06 Southern Arizona Transportation Museum
07 Tucson Music Hall
08 Sosa-Carrillo-Fremont House
09 Tucson Convention Center
10 Tucson Musicians Museum
11 Musuem of Contemporary Art
12 Arizona Theatre Company
13 Childern's Museum
14 La Pilita Cultural Center
15 Jewish History Museum

Figure 84: South Tucson Subarea Community Assets




## South Tucson Subarea Inventory

- South Tucson has the smallest amount of land area dedicated to parkland, and its two only parks are gated and locked for security reasons. However, there is access to the Julian Wash Archaeological Park off of 10th Avenue, which serves as a large open space that connects to the Greenway. The John A. Valenzuela Youth Center serves South Tucson and is widely used by youth in the Subarea.
- South Tucson has services for unhoused people, social services, mental and behavioral health services, a youth center, and a housing authority. Medical services and senior housing and services are lacking in South Tucson.
- There are three grocery stores in South Tucson, as well as Casa Maria soup kitchen.
- South Tucson has three primary schools, several day care centers, and a child-parent Head Start center. Garden Kitchen, a culinary school, is located in South Tucson - which is the only higher education facility in the Subarea.
- The Sam Lena South Tucson Library is the only civic-oriented space in South Tucson.
- While the City of South Tucson has beautiful public art, it only has one cultural/arts-focused institution: Las Artes Art & Education Center.

**SOUTH TUCSON SUBAREA COMMUNITY ASSESTS**

**GROCERY STORES**
- 01 Valencia Market
- 02 Delgdo's Food Services
- 03 Food City

**PARKS**
- 01 Ochoa Park
- 02 Julian Wash Archaeological Park
- 03 Street Scene Park

**RECREATION AREAS**
- 01 John A. Valenzuela Youth Center

**CIVIC SPACES**
- 01 Sam Lena-South Tucson Library
- 02 Social Security Office

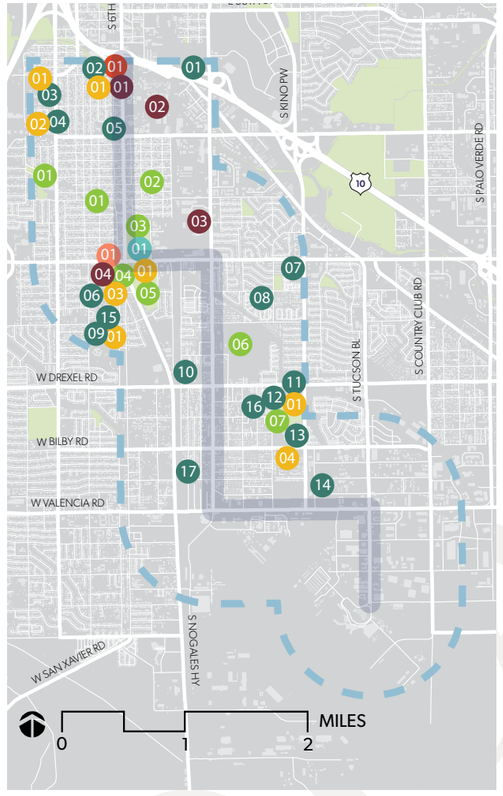
**COMMUNITY SERVICES**
- 01 South Tucson Housing Authority
- 02 House of Neighborly Services
- 03 Primavera Foundation
- 04 La Fontera Clinic
- 05 Casa Maria
- 06 Southside Presbyterian

**SCHOOLS/UNIVERSITIES**
- 01 Ochoa Community Magnet School
- 02 Mission View School
- 03 Las Puertas Community School

**CULTURAL SPACES/PUBLIC ART**
- 01 Las Artes Art & Education Center
- 02 The Garden Kitchen



Figure 85: South Side Subarea Community Assets




## South Side Subarea Inventory

- The South Side Subarea has the smallest percentage of land area dedicated to parks at 3%. The Rodeo Grounds, which also serve as a cultural amenity, are centrally located in the Subarea. Various school athletic fields as well as a skate park and two public pools provide recreation opportunities.
- The South Side has a concentration of medical services which includes the VA Hospital, a senior center, and a community center. Services for unhoused people, social services, food access services, and senior housing and services are lacking in the South Side.
- While there is only one grocery store in the South Side Subarea, there are several just outside that serve the Subarea. There are no food access services (like a food bank or soup kitchen) in the South Side.
- The South Side has the most primary schools of the Subareas, as well as a few Head Start Centers and preschools. There are no higher education facilities in the South Side.
- The Frank de la Cruz Library is the only civic-oriented space in the South Side.
- The South Side Subarea is home to the Tucson Rodeo Grounds, which hosts an annual cultural event that attracts visitors from across the State. The Macauley Field Museum is also located in the South Side.

**SOUTH SIDE SUBAREA COMMUNITY ASSESTS**

**GROCERY STORES**
- 01 El Super

**PARKS**
- 01 Rodeo Wash Park
- 02 La Mariposa Park
- 03 Tucson Rodeo Ground
- 04 El Pueblo Park
- 05 Rudy Garcia Park
- 06 South Lawn Memorial Cemetery
- 07 Martin "Gunny" Barreras Park

**RECREATION AREAS**
- 01 Athletic Fields
- 02 St. Johns Skate Park
- 03 El Pueblo Pool & Recreation Center
- 04 Sunnyside Pool

**CIVIC SPACES**
- 01 Frank de la Cruz Library

**CULTURAL SPACES/PUBLIC ART**
- 01 Macauley Field

**COMMUNITY SERVICES**
- 01 Higher Ground Community Center
- 02 Southern Arizona VA Medical Center
- 03 Concentra Urgent Care Center
- 04 El Pueblo Senior Center

**SCHOOLS/UNIVERSITIES**
- 01 JTED Innovative Learning Center
- 02 Wakefield Middle School
- 03 Pueblo High School
- 04 St. Johns School
- 05 Hollinger K-8 School
- 06 Star Academic High School
- 07 Alta Vista High School
- 08 Riviera Elementary School
- 09 Apollo Junior High School
- 10 Drexel Elementary School
- 11 Ocotillio Learning Center
- 12 Sierra 2-8 School
- 13 Sunnyside Highschool
- 14 Los Ranchitos Elementary School
- 15 Liberty Headstart
- 16 Sunnyside Headstart
- 17 Little Castle Childcare & Preschool

## Publicly Owned Parcels in the Study Area

Within a 3/4-mile of the Study Area, there are nearly 3,975 acres of publicly owned property. Over 75% of publicly owned land is held by the City of Tucson (see Figure 61). This provides an opportunity for the City to orient a significant portion of land towards the equitable Transit Oriented Development.

Figure 86: Percent of Agency Ownership of Public Land in the Study Area

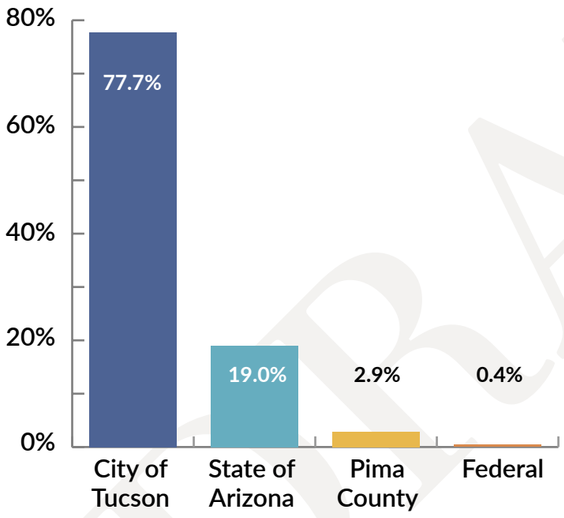



Figure 87: Agency Ownership of Public Land in the Study Area

| Ownership | Area (acres) | % of Public Ownership |
|---|---|---|
| City of Tucson | 3,089 | 77.7% |
| State of Arizona | 755 | 19.0% |
| Pima County | 115 | 2.9% |
| Federal | 16 | 0.4% |
| Total | 3,975 | 100% |



# 8.4 | STRENGTHS/WEAKNESSES ASSESSMENT

The following Assessment highlights strengths, weaknesses, opportunities and threats both Study Area-wide and by Subarea. Data for this Assessment came from the Tucson eTOD Market Assessment conducted by EcoNorthwest, this project's Mobility and Land Use Analyses, and a review of previous plans and studies conducted in Tucson and South Tucson.

## Overall Study Area SWOT

PUBLIC TRANSIT

GENERAL

| STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|
| • Existing high transit ridership in the Study Area. In 2021, Bus Route #16 had the highest ridership totals in the City. This route runs along the corridor through the North Side and Central segments. Routes 8 and 4 which respectively represent the second and third highest ridership totals both intersect with the corridor from the east. Bus access in Tucson is widespread due to SunTran's comprehensive network that includes 11 lines providing frequencies of 10 minutes or less and, according to Move Tucson, 72% of people who work in Tucson having a high frequency bus stop within a 10 minute walk of their place of work. Given the strong presence of transit, any effort to add an additional high frequency option will be recognized as a transportation asset that community members are familiar with.<br>• Approximately 15% of the population served in the public transit system's overall service area is within the Study Area. | • There is a perception of transit hosting crime and concerns of bus system's safety and reliability. The negative connotation threatens ridership and maintains under-utilization<br>• Transit does not adequately connect all neighborhoods to jobs and services throughout the City of Tucson. Most Residents do not have access to frequent transit, and many do not have comfortable access to transit (unsafe stops, stops with no shelters, more than a 1/2 mile in walking distance)<br>• Few instances where transit provides a shorter or more convenient trip than personal vehicular use. | • Future BRT/HCT improvements will create a direct and efficient route north and south. This type of public transit service currently does not exist in the City of Tucson<br>• Potential for increased transit ridership, faster transportation, and decrease car reliance; Involvement of actual transit riders in planning; Integration of transit with surrounding neighborhoods and overall system<br>• Policies and programs to reduce crime; Improve frequency, cleanliness, first/last mile connections; Reduce transfers; Affordable fares or fare-free system; Increase household cost-savings, support multi-generational families and households with fewer vehicles; Reduce emissions and provide greener transportation options<br>• BRT/HCT service will complement and enhance existing fixed-route transit service lines, while improving access for all transit users<br>• Longer service hours and more frequent headways to meet the needs of more people (to support transportation to and from jobs, medical appointments, retail, entertainment, and other community needs).<br>• Re-brand public transit to make it more attractive than driving<br>• BRT/HCT investments with an explicit commitment to equitable transit-oriented development have proven to be an essential service by providing access to jobs in an economically fair way, and helping to induce quality developments that support affordable housing and jobs.<br>• Enhanced bus stops that are safer (i.e. more visibility, uniform, well-lit, and buffered from traffic ), more comfortable (with shade and seating) and inviting (more color and art)<br>• Electric-powered vehicles for greenhouse gas reduction<br>• Increase utilization with more convenient transit, such as expansion of the street car or addition of light rail. | • Threats to increased ridership include:<br>· The perception of transit hosting crime, negative connotation of bus system's safety and reliability<br>·Preference for the streetcar to the bus due to image of a consistent, good-looking transit system<br>·Increased exposure to extreme weather (heat, cold, rainfall) for current and prospective riders<br>• Public comments received in support of prioritizing affordable, equitable or free fares or improving the existing bus system instead of BRT/HCT. It may be helpful to explain if (and how) these can all be accomplished through various funding sources, i.e. transit fares don't have to compete with a BRT/HCT line. There is a perception among some community members that it's a zero sum game. |

ALIGNMENT OPTIONS

| | | | |
|---|---|---|---|
| • Existing public support and desire from residents for better connectivity via North/South and East/West Connections.<br>• The Norte-Sur corridor is consistent with long range plans (Move Tucson) for conceptual alignment for a future BRT/HCT service in Tucson. | • Education to communities in the Study area how this particular corridor was selected for future BRT/HCT | • Capitalize on public support for connectivity and make transit a more desirable option to avoid construction gridlock<br>• Clearly demonstrate the need for improved transit along the study area, with previous studies and data, including high ridership statistics<br>• Create direct access to Tucson International Airport terminals at airport station of the BRT/HCT | • Existing transit routes require modification to optimize both local transit trips High Capacity Transit HCT along the corridor. Existing transit users may experience confusion with changes to a known operational system. |

## Overall Study Area SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| PUBLIC TRANSIT | ROUTE PLANNING | • Support and demand for additional routes and connectivity to the entire system | • Public Frustration with construction and large projects could contribute to grievances as well as ongoing disruptions | • Collaboration with businesses and destinations along the corridor to support them with transit access to their locations | • Expansion of the most economically feasible routes may not be the most equitable<br>• Costs associated with providing high frequency transit and expansion of existing routes |
| | CAPITAL IMPROVEMENTS | • Alignment with proposed pedestrian and bicycle improvements on various east-west corridors throughout the Norte-Sur Study Area | • Barriers to taking transit include: uneven/broken sidewalks, lack of pedestrian-scale lighting, lack of shade and benches<br>• Existing visibility of stop signage with small font and low contrast (this is particularly true for older adults, people with disabilities, people who use mobility devices, and young children).<br>• Poor east-west connectivity (green infrastructure, multi-modal routes) to future corridor and transit station | • The Norte-Sur improvements will guide the development of a safe, connected, and accessible walking and biking network for people who live, work, and travel in the Study Area. Investments in walking and biking infrastructure will be guided by an equity framework prioritizing neighborhoods and communities with the greatest "active mobility" needs including, but not limited to, people with disabilities, low-income neighborhoods, communities of color, and parts of the Study Area where there is a greater concentration of households without access to personal vehicles.<br>• As infrastructure improvements are made, transit becomes more appealing. Transit improvements could comprise the beginning of a larger HCT network that includes dedicated bus lanes for reliability, comfortable bus stops with shelter and shade, park and ride facilities, transit signal priority, in-lane stops, and access for people with disabilities<br>• Capital improvement within the Study Area could provide active mobility enhancements that reduce barriers for people walking, biking, traveling in a wheelchair or using other mobility devices. This could improve safety, ridership, and access to transit for all. | • The financing of this transit investment will be one of the biggest challenges to overcome. The responsibility of financing and management to maintain future shade structures, benches, and shade trees is a further concern. |
| ACTIVE MOBILITY | ACCESS TO TRANSIT | • Proposed Norte-Sur corridor intersects with established and future multi-modal and green street corridors | • Large arterial streets with wide cross sections and high speed limits present dangerous street crossings and barriers for accessing transit. The spacing of designated crossings along portions of the corridor also creates impediments. | • Future station area planning can enhance first-mile, last-mile connections. Complete Street improvements along the corridor could also feature improved crossings. | • Coordination needed on proposed crossings to ensure that proposed bikeway and pedestrian improvements are consistent with design objectives and general improvements desired along the Study Area. |

## Overall Study Area SWOT

ACTIVE MOBILITY

### BICYCLE & PEDESTRIAN INFRASTRUCTURE

| STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|
| • Sidewalks or wide shoulders are present along both sides of the road for the majority of the corridor and the overall Study Area.<br>• Overall bike network in the Tucson and South Tucson areas is well developed, and numerous on-street bikeways and trails traverse the Study Area. Bike lanes are present along most of the proposed alignment | • Proposed alignment features high level of traffic stress due to high speeds and traffic volumes, though bike lanes provide a modest buffer between pedestrians and motor vehicles. Sidewalks are narrow along the North Side and South Side sub-areas.<br>• On-street bike lanes are narrow (i.e. 5' width or less) without any buffers or separation from motor vehicles; additional infrastructure is likely to will appeal to casual or "interested but concerned" bicyclists.<br>• FUGA's bike share partner, Tugo, recently increased their pricing for bike rentals in Tucson.<br>• Pedestrian crossings often require traveling across wide roadways and are spaced far apart along portions of the study area. Unsafe crossing conditions and network gaps were also identified by community members, including non-functioning pedestrian buttons and insufficient crossing times, especially for older adults and people with disabilities and using mobility devices.<br>• Lighting is mostly designed for vehicles not pedestrians | • The Norte-Sur corridor could be reconfigured as part of BRT investments to better adhere to City Complete Streets policy.<br>• Major Streets and Routes Plan should be updated to be consistent with the Norte-Sur Plan.<br>• BRT and eTOD investments can improve access to transit stops and enhance walkability by creating accessible sidewalks, safer crossings, and better lighting.<br>• Improved biking infrastructure for better access to transit and to facilitate other safer, local trips | • Future station area planning can enhance first-mile, last-mile connections. Complete Street improvements along the corridor could also feature improved crossings. |

### GENERAL WALKABILITY

| | | | |
|---|---|---|---|
| • Portions of the corridor feature minimal setbacks and pedestrian-scale urban design form. See sub-areas for additional discussion. | • Auto-oriented land uses are pervasive along much of the corridor, including parking lots located in front of businesses. Frequent driveways along the corridor put pedestrians and bicyclists at risk. Access control should be considered to promote safety while minimizing business impacts.<br>• Lack of landscaping and shade makes walking uncomfortable along much of the corridor.<br>• Public comments indicated a low level of cleanliness on the surrounding streets. | • Reducing vehicle speeds along the proposed alignment through design measures could increase safety for pedestrians and bicyclists. More frequent and improved crossings - including bulb-outs, pedestrian crossing islands, and shorter street crossings would also increase safety.<br>• Higher density and mixed use development, adaptive re-use and infill along the corridor will provide environments that are walkable.<br>• Preserving existing shade trees and increasing canopy coverage in the entire Study Area would improve use comfort levels and would likely contribute to lower vehicle speeds. | • Much of the corridor is built out in ways that are not especially conducive to walking. Significant re-investment from private property owners as well as land use overhauls may be required to enhance the pedestrian realm. |

## Overall Study Area SWOT

### HOUSING & JOBS

#### HOUSING DIVERSITY & HOUSING CHOICE

**STRENGTHS**

- 27,864 residents living within a ½ mile of the proposed BRT/HCT corridor.
- 11,731 households living within a ½ mile of the proposed BRT/HCT corridor.
- The Norte-Sur study area has a higher share of single person households and multi-person non-family households than the City of Tucson as a whole. 73 percent of households in the corridor are single person households or non-family households compared to 66 percent in the City of Tucson as a whole.

**WEAKNESSES**

- The vast majority of housing in the study area corridor, 64 percent, is single family housing. This is a slightly lower share of single family housing as a share of total housing Tucson where 69 percent of housing single family housing.
- 56 percent of the households in the corridor are renters, 8 percent higher than the share of renters in the City of Tucson as a whole. Higher ownership is generally associated with higher stability which is considered beneficial.
- The study area has a slightly higher share of multifamily and plex housing than the City of Tucson as a whole. 9 percent of housing in the corridor is plex housing compared to 7 percent in the City of Tucson as a whole. Multifamily housing makes up 28 percent of the housing in the corridor compared to 24 percent citywide. Transit ridership is dependent on density of housing (more single family households you have, the fewer people you have and lower transit ridership).

**OPPORTUNITIES**

- Expanding housing quality and choices helps to create vibrant, walkable, mixed-use neighborhoods near transit stops and stations so that all people, regardless of income, race, age, or ability, have access to jobs, basic services, and amenities.
- Build off the historic row house character in neighborhoods throughout the corridor to create housing options that fall between new construction single family and multifamily development.
- Allow for missing middle housing types (e.g.,- duplexes, triplexes, rowhomes, cottage housing) in areas across the corridor that are not directly adjacent to the corridor but still within walking distance to future BRT service that can serve as a way to incrementally increase housing options at a variety of different price points.

**THREATS**

- Zoning code allowances currently limit the ability to make internal conversions of existing structures or through infill development
- Increasing housing diversity can have adverse impacts on communities that are at higher risk for displacement, specifically renters of color.
- There is a cost to doing nothing. Creating housing choices for a broader range of housing needs throughout the corridor can create additional housing options at lower price points for both owners and renters that are not broadly available today. Existing lower density housing in desirable locations will only get more expensive and out of reach for Tucsonans as Tucson increasingly becomes a desirable place to live and work.

#### TRANSIT-SUPPORTIVE HOUSING

**STRENGTHS**

- Vacant and redevelopment capacity across all segments in the study area to support transit-oriented development.
- Some transit-supportive housing exists within the Study Area, examples include some multi-family housing between University and Speedway

**WEAKNESSES**

- Multifamily rents have increased substantially in the corridor since 2009. Depending on the Subarea, multifamily rents have increased between 28 and 53 percent since 2009.
- Since 2014, the average single-family home price in the corridor has more than doubled, increasing from around $124,000 in 2014 to $248,000 in 2021.
- Not all Subareas currently have market conditions that would support new development for transit supportive housing across the corridor. Near term development is likely to occur in the areas with the highest multifamily rents while more incremental development and lower densities could occur in areas with lower market rents.

**OPPORTUNITIES**

- Vacant and redevelopment capacity across all Subareas in the corridor to support transit-oriented development.
- Allow transit supportive development types and scales through objective development and design standards. Increasing the clarity around development outcomes through either base zone regulations or an overlay district can help support new market rate development as well as affordable housing development in the corridor.
- Make modifications to parking requirements to realize transit supportive development, support development feasibility more broadly, and support transit ridership across the corridor. Consider reducing parking requirements by right in the study area as objective criteria not subject to discretionary review to support transit-oriented development and transit ridership along the corridor.

**THREATS**

- Zoning and entitlement changes to support eTOD will be critical to supporting transit ridership along a new BRT corridor. Current zoning and development standards can act as a barrier to TOD-scale development and not all Subareas of the corridor have zoning that supports TOD scale development.
- Discretionary review processes create uncertainty and increase risk for both new affordable housing and market rate housing throughout the corridor.
- Many development standards that exist today throughout the corridor are unlikely to support development outcomes that are most likely to support transit ridership, create activity nodes, and create lower cost housing options.

## Overall Study Area SWOT

EQUITY

GENERAL

### STRENGTHS

- Based upon community engagement efforts, residents are interested in voicing their opinion.

### WEAKNESSES

- Historic disinvestment in many of the neighborhoods within the Study Area
- Pockets of concentrated social services and low income housing, which can perpetuate the concentration of poverty and income-based segregation.
-

### OPPORTUNITIES

- All forthcoming investments, policies and developments must incorporate an ongoing commitment to advancing equity in order to not perpetuate systemic historical harms, and instead support communities with their own concerns and needs.
- Expanded transit options that work for everyone in the Study Area
- Proactive planning and policy development may help mitigate small business displacement and gentrification
- Design bus stops with universal design principles
- Incorporate healthcare services along the corridor to increase equitable access
- Consult and collaborate with Tribal leaders and community members regarding their neighborhoods in the Study Area, such as Barrio Libre and Old Pascua.
- Provide infrastructure to support the needs of unsheltered community members including showers, bathrooms, drinking fountains, etc. This can be done in collaboration with unsheltered community members and local advocacy groups.
- Reinvestment with an equity lens
- Addressing additional non-transportation infrastructure needs and wishes articulated by community members such as high-speed internet
- Household income and housing availability are directly linked. An equity-forward approach to housing should  focus on increasing the availability of housing options for all –especially those with low and very-low incomes– not just in the Study Area, but across the city.

### THREATS

- Potential for displacement of businesses and residents, particularly lower income renters, due to the increasingly appealing development prospects if policies are not developed.

Overall Study Area SWOT

LAND USE & DEVELOPMENT REGULATIONS

GENERAL

## STRENGTHS

- The City has recent technical experience in evaluating TOD-specific zoning code assessments and new overlays (e.g. Sunshine Mile)
- Infill Incentive Overlay Zone provides a framework for incentivizing new TOD-type development in the corridor
- There are 17 Federal Opportunity Zones within the Study Area which further incentvizes development

## WEAKNESSES

- State of Arizona prohibits inclusionary zoning
- Additional flexible zone classifications are needed to create the land use typologies and urban form desired for the corridor
- Single-use zone classifications are dominant within the Study Area
- Major Streets and Routes Plan sets excessive setback requirements along arterial roads where housing density is most likely to occur. This limits the building footprint, which limits the number of units and height that can be achieved on site (even if zoning allows for a taller building). Coupled with a high parking requirement, development in most cases becomes infeasible.
- Outside of the Infill Incentive District (IID), current zoning assumes all parking is on-site. Without options to allocate at least some of the parking on the street, housing development and density is severely limited.
- The variable setback rule in the zoning code requires that a setback be 2/3 the height of the structure. This means that the higher the structure the larger setback requirements, however, heights are restricted in most residential areas and parking is required to fit into the non-setback portion of the building area. This limits the possibility of developing a triplex or fourplex on most smaller residential sites even if the project fit under the previous zoning.
- The public review, permitting, inspections, and zoning variance processes are slow and complicated, particularly for the Spanish speaking community.
- The condo and attached single-family ownership market is nonexistent. The lack of comparable properties for condo housing types such as townhomes or larger condo developments, means that anyone interested in providing these forms of housing struggle to justify the insurance or are unable to get financing.

## OPPORTUNITIES

- Develop specific development strategies for future investments and growth that may include development incentives, new development standards and architectural design guidelines
- Overlay zones are an opportunity to encourage the desired type of development. There either needs to be multiple overlay zones or one zone with sub-districts with different standards for each Subarea/sub-area
- Some of the participants expressed a desire for community review boards or other mechanisms to solicit neighborhood association input on future development.
- Apply lessons learned from the Sunshine Mile overlay district
- The more certainty the code can give developers (such as timeline, allowances, dis-allowances), the more likely they are to pursue a project
- Incorporate passive rainwater harvesting infrastructure in new developments (could help with current flooding issues) as well as energy-efficient building design elements to reduce the carbon footprint of new development
- Flexibility in required parking for housing developments would help mitigate development costs and make higher density housing more feasible

## THREATS

- Potential for displacement of businesses and residents, particularly lower income renters, due to the increasingly appealing development prospects if policies are not developed.
- In many TOD markets, the complexity and flexibility of the code can have a large impact on financing and success of affordable housing projects. Need to consider the standards applied to different kinds of development.
- Concerns around what new development might look like, architecture, materials, and allowable heights

## Overall Study Area SWOT

### ECONOMIC DEVELOPMENT

#### GENERAL

**STRENGTHS**

- Nearly 23,000 jobs within the corridor. The majority of jobs within the corridor, almost 18,000, are located in the Central Subarea.
- Around 55% of workers with jobs within the corridor have an educational attainment of some college or associate degree or higher. This distribution roughly mirrors that of Tucson as a whole.
- Small, locally-owned, and legacy businesses

**WEAKNESSES**

- Few concentrations of employment and business activity outside of the Central Subarea than can be built off of to support station area/commercial node development across the corridor.
- While there are opportunities for new businesses to meet unmet demand for neighborhood serving businesses, demand for new commercial space across much of the corridor is limited and requirements for ground floor commercial and mixed-use building should be prioritized to occur at existing high visit intersections and future BRT station locations that are likely to see higher rates of transit utilization.

**OPPORTUNITIES**

- BRT could help increase diverse neighborhood and community-serving businesses while creating stable and complete neighborhoods.
- BRT could help create service-providing businesses, facilitate land-use diversification, and support job creation
- Tucson Norte-Sur has the opportunity to support job growth and economic development for Tucson.
- Addresses the Tourism Master Plan recommendation for improved transportation, walkability and connectivity
- Increasing transit service and reliability in the corridor would help employees get to major employers across the corridor.
- Increasing retail availability including grocery stores and street markets and farmers markets
- Supporting existing local and family-owned businesses through policies and programs focused on commercial tenant protection, business growth, anti predatory-lending, increased business ownership by persons of color

**THREATS**

- National and global economic uncertainty can provide some headwinds for job growth and economic development in the future.
- The BRT corridor will be “competing” for businesses that could locate anywhere in Tucson or Pima County. However, increased transit ridership and new residents through additional housing to support transit can increase demand for neighborhood serving retail and services throughout the corridor.
- Business displacement, which could potentially happen as a result of increasing rents and land value, would undermine the cultural heritage and identity of some of the Study Area neighborhoods (this is especially true for businesses who rent their space).

### PARKS, ARTS, CULTURE

#### GENERAL

**STRENGTHS**

- The Parks and Connection program identifies improvements that will occur in phases over ten years, 2019-2028:
  - Park projects include improvements to playgrounds, sports fields, pools, splash pads, and recreation centers and other amenities.
  - Connection projects include greenways and shared-use paths, pedestrian safety and walkability, and bicycle boulevards.
- Existing parks and recreational opportunities
- Sense of history, community, existing diverse cultures, people

**WEAKNESSES**

- Lack of funding / resources to maintain existing parks and public spaces
- Lack of funding / resources to create new parks, green and gathering spaces.

**OPPORTUNITIES**

- Enhance the established historic districts in the Study Area and preserve and protect cultural resources
- Partner with Pascua Yaqui tribal leaders with practices of cultural overlays
- Partner with local artists along the corridor during the design phase and incorporate public art to beautify public spaces as an expression of cultural identities
- Turn vacant lots into parks and green spaces along the corridor
- Focus resources on maintenance and improvement of existing parks (including public pools) and gathering spaces
- Additional parks, indoor and outdoor recreational opportunities, community gardens, and spaces programmed with community events

**THREATS**

- Loss of cultural identity
- Concern for environmental health
- Branding and beautification, artwork that is generic, appropriative or not place-based contributes to the erasure of neighborhood cultural identity.

## North Side Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| PUBLIC TRANSIT | GENERAL | • Major retail destinations and community assets that transit can serve. Some of the highest ridership lines in the system are located in this Subarea: Route 16 had over one million boardings in 2021, and Route 4, which serves the southern boundary of the North Subarea had 943,000 boardings. | • Increasing transit ridership post-COVID may be challenging since former transit riders may have acquired vehicle access, regular riders who now telecommute may utilize transit less often, and few people may ride to locations that are well served by transit but are less popular destinations following the pandemic (e.g. central business districts).<br>• City road widening induces car travel and reduce transit ridership<br>• High speed limits on the alignment | • North Oracle BRT/HCT option may provide employment destination opportunities due to its commercial mixed use character. North Stone serves more residential and small scale commercial land uses; an BRT/HCT option on the corridor could enhance opportunities for multi-modal travel on a corridor that currently has somewhat low transit ridership (compared to North Oracle). | • There are potential impacts from construction on existing local business' health. North Stone is less threatened than North Oracle by this issue. |
| | ALIGNMENT OPTIONS | • North Oracle transit corridor provides high ridership numbers. | • Both North Oracle and North Stone corridors provide good options for future High Capacity Transit and a more detailed analysis will be required in future phases of work.<br>• Perception that North Stone is more pleasant than North Oracle.<br>• Long stretches of no to minimal shading creates a less walkable corridor | • North Stone BRT/HCT option may capture origin trips due to its residential and neighborhood scale mix of uses.<br>• North Stone provides much greater opportunities for development of vacant land<br>• North Oracle BRT/HCT option may provide employment destination opportunities due to its commercial mixed use character. | |
| | ROUTE PLANNING | • Serves as a entry and exit point to downtown | • Destinations are spread throughout the corridor and not concentrated | • Improve connectivity between Limberlost and Amphi neighborhoods and to Target at Oracle Road and Roger Road. | • Large thoroughfare that can support BRT/HCT. Desire for faster/reliable transit to airport |
| PUBLIC TRANSIT / ACTIVE MOBILITY | CAPITAL IMPROVEMENTS | • Existing right of way is wide enough on both North Oracle and North Stone for BRT/HCT | • Existing network blocks lane of traffic at bus stops.<br>• Public input received in support of lighting in neighborhoods in Stone/Glenn area | • Modifications to ROW can accommodate BRT/HCT on both North Oracle and North Stone, though challenges exist on both corridors. North Oracle is wider but has physical medians that would need to be removed to accommodate center-running BRT/HCT while North Oracle does not have existing medians but does have a narrow right of way.<br>• The public flagged numerous locations that they drive to, take transit to already, or that could use improvement along the shopping areas on Oracle Road. Suggested improvements include repaving Oracle Road.<br>• They also flagged locations along Stone Avenue that could use improvement. Suggested improvements include repaving Limberlost Drive and improving the sight triangles around the curve on Stone Avenue. | • Design of the Norte-Sur corridor may be impacted by roadway widening planned along Grant Rd.<br>• Construction may hinder businesses in the short-term. |

## North Side Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| ACTIVE MOBILITY | ACCESS TO TRANSIT | · Some bikeways and trails intersect with or are parallel to the corridor. The Tohono Tadai Transit Center serves as a collection point for transit trips. The Diamond St Loop trail (east-west along Rillito River) provides access to the Tohono Tadai Transit Center.<br>· Some members of the public indicated that they walk or bike to the Tucson Mall, though most say they drive. | · South of the Tohono Todai Transit Center, there are few intersecting transit routes.<br>· Public comments indicated poor sidewalks on Oracle Avenue west of the mall.<br>· Large gaps between designated crossings - and the width of the North Oracle, in particular - make accessing transit particularly challenging | · Crossing improvements planned at Kelso St and Ventura St and bike boulevard planned for Limberlost Dr.<br>· Sidewalk and crossing improvements around the Tohono Todai Transit Center would improve access to numerous routes | · Coordination required for street improvements along east-west routes (Roger Rd, Glenn St, Blackledge Dr) to ensure road designs and crossing improvements support potential transit enhancements along the Norte-Sur corridor. |
| | BIKE/PED INFRASTRUCTURE | · Sidewalk networks along North Stone and North Oracle are generally complete, and the pedestrian level of traffic stress along Stone Ave is relatively low. Numerous low-stress local roads provide connections to the Norte-Sur corridor.<br>· Bike lanes are present along North Stone and North Oracle, and on-streets bikeways and trails traverse the overall North Side Study Area. | · There is a sidewalk gap on the east side of North Stone from Grant Ave to Delano Rd.<br>· Public input received to improve sidewalks around the Tucson House at Oracle Road and Drachman Street as well as in the Stone/Glenn area.<br>· Minimal separation between bicyclists/pedestrians and motorists. Though bike lanes present along Stone Ave and Oracle Rd, the faculties are narrow (i.e. 5' or less) and would likely appeal only to confident cyclists.<br>· North Oracle is a State Highway | · Corridor reconstruction as part of major transit investments could include enhanced pedestrian and bicycle facilities, including more frequent crossing opportunities. | · Existing ROW requires consideration of trade-offs among dedicated transit facilities, low-stress bikeways, landscaping, and motor vehicle throughput. |
| | GENERAL WALKABILITY | · Overall landscaping levels, as measured by the Tree Equity Index, is higher in the North Side Study Area than other Subareas. Landscaping and buffers are present along portions of North Oracle.<br>· Medium-level residential density with a number of pedestrian generators, including commercial centers and various schools. | · Overall crash rates are high along the corridor, and portions of both North Oracle and North Stone are on the High Injury Network (HIN) due to high rates of severe crashes. Vehicle speeds and traffic volumes are high, and land uses along corridor are generally auto-oriented.<br>· Public comments indicate that it is difficult to cross streets around Tohono Tadai Transit Center.<br>· Most commercial buildings feature parking in front of building. Few shade trees and frequent driveways make conditions uncomfortable for pedestrians. | · In addition to major trip generators, the corridor is bordered by medium-density single-family neighborhoods that can easily access the Norte-Sur Corridor.<br>· Members of the public indicated that they do not walk along North Stone due to heat/lack of trees or shade. | · Improving walkability along the corridor could require significant reconfiguration of the roadway, which may create conflicts for auto-oriented businesses. |

## North Side Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| HOUSING & JOBS | GENERAL | • Strong tax base of large retailers along North Oracle<br>• Generally low rental rates and good availability of housing options (North Side Subarea has the largest number of housing units - 28,087 - or 12% of all the housing units in Tucson)<br>• The North Side subarea has the second largest concentration of jobs which are predominantly in the retail and service businesses located at and around Tucson Mall as well as in service sector business across the Subarea.<br>• The Central and North Side subarea have seen the highest amount of new business formation occur over the most recent economic cycle. The North Subarea has seen a relatively stable retail environment considering the shifts occurring in the retail and service sectors both before and during the COVID pandemic and is seeing reinvestment and renovation of a number of previously vacant commercial buildings. | • Not enough homeownership opportunities - 64% of housing is rentals<br>• At 60%, the North Side subarea has the highest percentage of cost burdened renters<br>• The North Side subarea has the most housing, but it does not have the most jobs, meaning that people live farther from their jobs | • 14% of the population in the North Side Subarea is 65 years or older, senior housing could be an opportunity when building housing near transit | |
| EQUITY | GENERAL | | • Perceived lack of human services | • Compared to North Oracle, the North Stone alignment may provide greater residential infill opportunities which may help minimize displacement<br>• Increase human services and affordable housing opportunities in this area | • The North Oracle Corridor was identified in the Tucson Displacement Study as at high risk of residential and commercial displacement |
| LAND USE & DEVELOPMENT REGULATIONS | GENERAL | • Part of the Infill Incentive Overlay Zone - land use framework in place<br>• Higher densities exist - propensity for more dense development | • Infill Incentive Overlay Zone is not producing the desired type of development<br>• Widespread surface parking lots | • Retrofit the Tucson Mall ("Mall to Main Street" - redevelop into a walkable, dense neighborhood to support transit)<br>• There are 405 vacant parcels totaling 169 acres (21% of all vacant parcels within the Study Area), and 513 underutilized parcels totaling 324 acres.<br>• There are approximately 34 acres of City-owned vacant land - some that are on arterial corners | |
| NEIGHBORHOODS & DISTRICTS | GENERAL | • Diversity in neighborhoods<br>• North Stone serves as neighborhood commercial / residential corridor providing small-scale, local businesses that support neighborhood needs. | • Neighborhoods may not be as formally organized as other established residential areas in the study area. | • BRT/HCT could infuse the North Stone corridor and help transform this area into a stable and stronger neighborhood.<br>• Neighborhood infill may provide equitable opportunities for people to access jobs. | |

## North Side Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| ECONOMIC DEVELOPMENT | GENERAL | · North Oracle currently has a well established mix of national, regional and locally-owned businesses.<br>· The North Oracle corridor provides a significant and consistent retail tax base revenue source.<br>· Tucson Mall serves as a regional retail location and provides a variety of retail options and convenient parking.<br>· Presence of Pima Community College (higher education institution) | · Lower incomes per capita per household | · Neighborhood services and retail functions could benefit from transit investments.<br>· There is an opportunity to encourage creative office and other supportive employment uses in the area north of the Historic Warehouse Arts District. This area has several vacant parcels, developable parcels, and existing buildings that could be renovated with the goal of supporting employment uses at a different scale and of a different product type than is available in the core of Downtown. | |
| PARKS, ARTS & CULTURE | GENERAL | · Pascua Yaqui cultural presence<br>· New dog park near Speedway and Stone<br>· At 47%, the North Side subarea has the highest percentage of total land area that is parkland | · Overall lack of active park spaces (the Cemetery is not considered an active park but is part of the percentage) in comparison to other areas of the community.<br>· Parks require ongoing maintenance and operations.<br>· Stronger arts presence is desired<br>· Tree canopy coverage is lacking | · Prioritize green spaces on smaller vacant parcels | |

## Central Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| PUBLIC TRANSIT | GENERAL | • The Central Subarea includes multiple transit services, fixed-route transit SunTran/Express, Sun Shuttle, and SunLink, with strong ridership.<br>• SunTran 4 - Highest ridership<br>• Sunlink - 4th highest ridership<br>• SunTran 12 - 15th in ridership | | • Overall higher density per capita than other areas of the city<br>• Development hubs with residential and destination uses provides opportunities for increased transit ridership | • Temporary impacts due to prolonged construction disruption |
| | ALIGNMENT OPTIONS | • Connectivity and transit service options will result from the BRT/HCT improvements | • Temporary disconnect between 6th and downtown due to construction over the past year<br>• Bike lane connectivity - intermittent turns and turns where streetcar tracks exist can be a hazard<br>• Due to the rail line parallel to Toole Ave, there are few opportunities to cross between points north and downtown. Construction at 6th Ave & 7th St has amplified connectivity challenges. Stone alignment would parallel 6th Ave, and can provide another multi-modal access route between West University neighborhood and downtown, depending on how the corridor and station area is developed. | • Support for “car free” zones to promote safer walkability near downtown | • Concern from Armory Park/HPZ commission about using S. 6th Ave vs. North Stone. Historic preservation group prefers an alignment along Stone Ave. |
| | ROUTE PLANNING | • Downtown Tucson is a primary transit destination due to its employment and entertainment focus<br>• Contributes to the propensity of increased transit ridership<br>• Many downtown residents/employees may desire direct, efficient access to the airport | • Public input mentioned transit reliability issues at the Toole Avenue/6th Avenue intersection: The SunTran buses coming from Ronstadt turning onto 6th Ave are halfway turning/still in the lane which causes backed up traffic. | • Support for expansion of streetcar<br>• Desire for more direct lines to the 4th Avenue 6th Street area instead of mostly to the main travel center | • Existing bus stops need additional shading and seating<br>• Concern that historic underpasses below train routes downtown at Stone Ave and 6th Ave are unable to accommodate BRT/HCT |
| ACTIVE MOBILITY | CAPITAL IMPROVEMENTS | • Minimal infrastructure investments needed to improve conditions for pedestrians in the greater Downtown area.<br>• Support for the planned bicycle improvements along 6th Ave. | • Sidewalks in poor condition were reported near downtown in an online survey.<br>• Funding resources are limited and there are other more urgent citywide demands and needs beyond the Central Subarea. | • The downtown and central Subarea is one of the more walkable areas in the corridor, though there are opportunities to improve pedestrian safety and access with new BRT/HCT infrastructure improvements. | • Existing construction along 6th has disrupted biking and walking and contributed to more traffic. Further construction can put additional strain in the area. |
| | ACCESS TO TRANSIT | | • High speed limits on the alignment. Speedway (35 mph), 6th (30mph), 22nd (35 mph), Broadway (35 mph)<br>• In urban areas, a Safe Speed Study will most often result in a recommended maximum speed limit of 20 or 25 mph for major streets. | • Bicycle and/or pedestrian improvements are planned along various east-west streets (University Ave, 5th St, 6th St).<br>• Increased Tugo station density, expanded service area, and increased options for affordable fares (pass and discount programs) and payment options (transit fare interoperability, cash payments) can increase access and usage, especially among low-income residents and employees. | |

## Central Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| ACTIVE MOBILITY | PED/BIKE INFRASTRUCTURE | • The Central Subarea features high quality sidewalks, and all portions of the proposed alignment have sidewalks on both sides of the street. There are frequent crossing opportunities through Downtown.<br>• Well-developed bike network in the greater Downtown area, including a two-way separated bike lane on Stone Ave between Toole & Alameda, as well as bicycle facilities parallel to and intersecting with Norte-Sur corridor. | • Gaps in the bike lanes along Oracle Rd and 6th Ave through the heart of Downtown.<br>• On-street bike lanes are generally narrow and do not feature buffers or separation from vehicle traffic.<br>• Members of the public identified safety concerns at the Toole Avenue/6th Avenue intersection. Other comments included requests for bike facilities on Speedway Boulevard and improved bicycle and pedestrian facilities on Stone Avenue north of downtown. | • The Norte-Sur corridor could be reconfigured as part of BRT investments to better adhere to City Complete Streets policy. A protected bike lane is planned on 6th Ave from 7th St to Speedway Blvd.<br>• Numerous public input comments indicated that 22nd Street lacks crosswalks (not enough crossing frequency, feels unsafe walking and biking, and has problems with speeding. This corridor can improve multi-modal facilities and provide traffic calming at key intersections.<br>• Public comment indicated preference for crossing at University Boulevard and 6th Avenue across SunLink tracks for people bicycling. | |
| | GENERAL WALKABILITY | • High level of pedestrian activity and pedestrian-oriented land uses. Minimal building setbacks and the presence of landscaping through Downtown Tucson contribute to high levels of walkability.<br>• Lower vehicle speeds and wide sidewalks contribute to low levels of pedestrian stress along the proposed alignment and the surrounding street network. Pedestrian conditions are further enhanced by frequent crossing opportunities, the sense of enclosure, and pedestrian oriented urban form. Crash rates are low in Downtown compared to other portions of the Norte-Sur Study Area. | • There is minimal separation between pedestrians/ bicyclists and motorists to south of Downtown.<br>• Safety concerns were identified by members of the public at the Stone Avenue/Franklin Street intersection. | • Stone Ave is one-way, three lane roadway with opportunities for traffic calming.<br>• Numerous members of the public indicated that 22nd Street lacks crosswalks (not enough crossing frequency, feels unsafe walking and biking, and has problems with speeding). This corridor can improve multi-modal facilities and provide traffic calming at key intersections. | |
| HOUSING & JOBS | GENERAL | • Downtown creates a large amount of jobs (23% of all jobs in Tucson) and housing alternatives<br>• More affordable downtown when compared to other large metros in Arizona<br>• The majority of jobs within the corridor, almost 18,000, are located in the Central Subarea.<br>• The Central and North Subareas have seen the highest amount of new business formation occur over the most recent economic cycle. Both private sector and public sector investment in the Central Subarea has generated increases in both the number of businesses and number of employees. | • More expensive housing and rents than the other Subarea areas<br>• More expensive to rent/own commercial space<br>• 72% of housing is rental housing<br>• 50% of households in the Central Subarea are cost-burdened | • Diverse businesses, stable neighborhoods | |
| EQUITY | GENERAL | | • Few affordable housing options downtown, almost all new housing units being built are “luxury apartments” | • New opportunities for TOD for new residents to live near employment | |

## Central Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| LAND USE & DEVELOPMENT REGULATIONS | GENERAL | · Mix of uses, densities and architectural styles<br>· Zone classifications promote a TOD form of development<br>· Walkable w/ access to transit | · Infill Incentive Overlay Zone is not producing the desired type of development | · City of Tucson should research methods to incentivize affordable housing standards<br>· Locate a significant TOD transit hub to accommodate Norte-Sur, Streetcar and other transit lines<br>· The Central Subarea has 322 vacant parcels totaling 84 acres, and 164 underutilized parcels totaling 114 acres.<br>· There are 25 City-owned, vacant parcels<br>· Potential to redevelop the Ronstadt Transit Center | |
| NEIGHBORHOODS & DISTRICTS | GENERAL | · Well established and active neighborhoods<br>· Active / vibrant downtown businesses<br>· Cultural diversity (events, activities) | · Potential impacts of growth on local neighborhoods<br>· High cost of housing may result in limited opportunities for all to live in certain neighborhoods | · Transit oriented development (walkable neighborhoods) can continue to advance and evolve in the downtown Central core<br>· If planned correctly, greater opportunities for new neighborhood-supportive businesses<br>· Placemaking; downtown can continue to evolve as a destination | · Perception that neighborhoods may decline due to displacement<br>· Perception of crime<br>· Established neighborhoods' non-support for new transit access investments and transit-oriented development initiatives |
| ECONOMIC DEVELOPMENT | GENERAL | · Strong commercial tax base | · Inability to convert large empty parcels and empty warehouse structures into viable mixed use housing projects due to the demand of the Gem and Mineral Show to retain these resources for the annual event | · High propensity to develop at a density needed to support TOD and BRT/HCT<br>· The City has the opportunity to make the downtown into a model community that is built around BRT/HCT and ETOD | · Need to ensure equitable development in the downtown area |
| PARKS, ARTS & CULTURE | GENERAL | · Historic origins of Tucson<br>· Center of government, business enterprises and cultural activity<br>· The Central Subarea has the 2nd highest percentage of total land area that is parkland (30%) | · Large unsheltered population and drug use in area parks, few quality public spaces or parks, and those parks that exist are not well-used by residents due to perceived safety issues. | · Ability to expand on entertainment and cultural activities | · Potential loss of culture with new development and redevelopment |

South Tucon Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| PUBLIC TRANSIT | GENERAL | · Frequent Transit Network (FTN) lines - 7, 12, and 18 | · High speed limits on the corridor | · Higher transit use in South Tucson can justify investment in area | · Safety is a concern riding public transit |
| | ALIGNMENT OPTIONS | · Connectivity and transit service options will result from the BRT/HCT improvements | · Lack of east to west connections<br>· Community concern over choice of South 6th | · Strong desire for longer north to south routes that also have dedicated bike lanes | · Project area is close to freeway that some may just choose to travel by car and not utilize transit improvements in this area |
| | ROUTE PLANNING | · Two FTN options (12 and 18) to get South to North | | · Desire for lines that do not stop in downtown to improve speed traveling south to north | · Travel time to work in the interval of 60 -89 minutes is 10% compared to Tucson at 2.5%. Longer commutes may require route planning to extend further from the Tucson metro region |
| ACTIVE MOBILITY | CAPITAL IMPROVEMENTS | · Sidewalks are already wide along the 6th Ave corridor and feature unique placemaking elements. | · Lack of existing infrastructure and roads in poor condition in this Subarea will see increased costs in designing HCT/BRT. | · Additional lighting could be provided as part of overall corridor enhancements. | · Some community members may be concerned that infrastructure improvements and enhanced access to transit may lead to gentrification in South Tucson. |
| | ACCESS TO TRANSIT | · There are several high ridership transit stops along 6th Ave through South Tucson, and intersecting transit routes are located along 22nd St and 29th St.<br>· The dense street grid and intersecting bike lanes create high level of access to the Norte-Sur corridor. | | · The Norte-Sur plan will include strategies on how to improve active mobility access.<br>· Pedestrian and bicycle improvements planned along 36th St and 44th St. | · Coordination required for crossing improvements along east-west routes (36th St and 44th St). |
| | BIKE/PED INFRASTRUCTURE | · Sidewalks and on-street bike lanes are present along extent of the Subarea. Sidewalks are generally wide and well maintained, and there are frequent designated pedestrian crossings.<br>· Major trails traverse South Tucson, and the grid system allows for travel on lower stress parallel north-south routes that travel on either side of 6th Ave. | · Minimal separation between bicyclists/pedestrians and motor vehicle traffic.<br>· South Tucson needs proper signage for biking and walking routes to improve wayfinding. | · Pedestrian and bicycle improvements planned along 36th St and 44th St | |
| | GENERAL WALKABILITY | · There are few identified crash risks through the South Tucson Study Area. Portions of corridor feature minimal setbacks and sense of enclosure. | · Some wide driveways create sidewalk gaps and some land uses along the Subarea are auto-oriented.<br>· Perceived lack of street lighting, which affects residents, businesses, and visitors due to safety concerns.<br>· S 6th between 29th and 36th had 2 fatal crashes between 2016 and 2020, and has poor safety performance based on Level of Service Standards | · The South Tucson area features medium-density residential housing in adjacent neighborhoods. | · Many commercial buildings feature parking in front of the building. |

South Tucson Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| HOUSING & JOBS | GENERAL | • South Tucson is represented by a diverse range of small businesses that support local community needs.<br>• The South Tucson Subarea is seeing some business growth occurring along 6th Avenue as some larger commercial buildings have been subdivided into smaller commercial storefronts. | • Lack of housing diversity (housing typologies - home ownership) and housing affordability in the community of South Tucson.<br>• Low homeownership rate (42%)<br>• Low wage earning jobs are prevalent in South Tucson. Median household income is $26,629 and 73% of residents make less than $50,000 a year.<br>• 57% of households in South Tucson are cost-burdened | • The City of Tucson should engage with City of South Tucson in the Norte-Sur Corridor plan efforts to establish a list of needs and to develop a strategy to deliver new affordable housing in the community.<br>• The City of South Tucson may consider partnership with the City of Tucson Housing and Community Development to define a unified vision and goals and objectives for delivering affordable housing throughout the corridor and within each jurisdiction. | • Public perception that many of the existing pockets of affordable housing are unsafe<br>• More affordable homeownership models are needed to prevent displacement |
| EQUITY | GENERAL | • The 2020-2021 Incremental Development interview process found a strong respect for, and knowledge of, local history and culture.<br>• 95% of residents are people of color South Tucson which is the highest percentage in the Study Area<br>• 69% of residents are Hispanic | • South Tucson is a food desert unless you have personal transportation<br>• Perception that a large concentration of human services are located in South Tucson (compared to the other Subareas)<br>• 40% of households in South Tucson have one or more persons with a disability<br>• 97% of residents in South Tucson have less than a bachelor's degree<br>• 21% of households are single parent households<br>• 11% of individuals have limited english-speaking abilities | • Incremental real estate strategies can contribute to economic resiliency of both households and certain kinds of businesses. Local wealth building and economic opportunity are also possible, as are increased housing choice, and housing configurations.<br>• Proactive planning and development policy may help mitigate direct impacts on small business displacement and gentrification in the community.<br>• The City of South Tucson will need to accommodate issues and opportunities stemming from broader forces such as changing demographics and their real estate needs compared to existing residential formats, configurations, and housing supply. Better understanding of the effect of local policies and regulations can enable a better understanding of what is (and what is not) able to be influenced as broader forces impact South Tucson.<br>• The deep history and culture in South Tucson is its strength. We need to protect but also accommodate change. | • The City of South Tucson was identified in the Tucson Displacement Study as at high risk for residential and commercial displacement<br>• A 2021 findings summary memo identifies key gaps in knowledge, tools, processes, and relationships in South Tucson with respect to its real estate environment that could impede small-scale, incremental development.<br>• Interview participants expressed skepticism of change. Participants requested examples of communities that have done incremental development and helped people believe in change<br>• Lower incomes and property values coupled with a labor shortage and high construction costs create additional development challenges requiring creative solutions. Fortunately, there are local resources available to aid in closing some of these cost gaps.<br>• A key strategy against gentrification is to build as much affordable housing (rental and homeownership) in advance of the route selection. There should be some commitment by the local jurisdictions to make sure that there are the resources to get this done. Also, a strategy is to get into public ownership as many key parcels in and around the major high-speed transit stops and to figure out how to get more planning resources to South Tucson (staff and updates to Zoning Code and General Plan). If South Tucson is dealing with TOD land use changes and pressures without adequate resources, there will be no "e" in "eTOD." South Tucson is very vulnerable to impacts of TOD. |
| LAND USE & DEVELOPMENT REGULATIONS | GENERAL | • A recent report identified 43% of local housing in South Tucson to be in fair condition and needing some work, 21% of homes were in poor condition, needing substantial work; and 9% of homes likely requiring complete replacement since the necessary repairs outweigh the value of the home.<br>• South Tucson lacks staff and financial resources | • An opportunity exists to develop specific development strategies for future investments and growth that may include development incentives, new development standards and architectural design guidelines<br>• There are many vacant/unused commercial properties, as well as hotels/motels along South 6th Ave<br>• There are very few (9) city-owned, vacant parcels, totaling only 2.4 acres | • The current minimum lot size requirements limit redevelopment potential on these lots. This is likely to result in existing small houses being bought, demolished, and replaced with even larger single-family homes sold at a price point well beyond what the median household will be able to afford.<br>• There are 283 vacant parcels in the South Tucson Subarea totaling 70 acres, and 213 underutilized parcels, totaling 217 acres. | |

## South Tucson Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| NEIGHBORHOODS | COMMUNITY-LEVEL ISSUES | · South Tucson neighborhoods reflect strong family traditions<br>· Long-time, locally-owned businesses create a strong sense of place in South Tucson<br>· Existing small businesses on South 6th Avenue<br>· Younger generations are moving into South Tucson to carry forward the family traditions that have been in place for generations | · Lack of consistency in planning for the future of the South Tucson community (differences of opinions on how to move forward)<br>· Concern by several interest groups of the ability of local government to deliver high priority affordable housing<br>· Capacity of the community leadership to bring the community together to define a plan that combines affordable housing and transit improvements | · South Tucson can plan for preserving and protecting it's neighborhoods and commercial districts, regardless of future transit investments<br>· Transit investments can be planned for in a way that adds to the quality of life in South Tucson without the threat of negatively impacting neighborhoods and business districts | · Divisiveness among community members<br>· Lack of a cohesive plan to focus on business districts (as a tax revenue source)<br>· Lack of funding to maintain infrastructure improvements |
| ECONOMIC DEVELOPMENT | GENERAL | · Core community values focusing on protecting local businesses are shared by many community members and city leadership<br>· South Tucson's history of supporting locally-owned businesses<br>· Recent strategic planning studies demonstrate current conditions and provide recommendations going forward | · Lack of funding and staff resources<br>· Lack of a cohesive plan to implement key economic strategies | · Tenant protection to mitigate displacement<br>· Small business support<br>· Transit investments can provide access to business districts<br>· Small-scale, affordable residential housing infill projects that are targeted to support local needs and demographics may improve walkable neighborhoods and districts in South Tucson and support transit ridership | · Lack of resources to plan and implement acceptable and meaningful change in South Tucson<br>· Concern with displacement of small businesses, property owners and renters |
| PARKS, ARTS & CULTURE | GENERAL | · Public comment: Sam Lena Library and John Valenzuela Youth Center are cherished places<br>· Existing rich culture of legacy families and small businesses<br>· Existing art with mosaics and murals | · Lack of public parks and green spaces - there are only two parks in the Subarea which are gated and locked. Only 4% of total land area is parkland.<br>· Lack of funding to support the development and maintenance of parks | · Leverage existing local artists to beautify public improvements<br>· Incorporate green space into new developments<br>· Develop new public parks and gathering spaces | · Concern with gentrification<br>· Concern with potential loss of identity |

## South Side Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| PUBLIC TRANSIT | GENERAL | · Airport is a high use destination | · Poor condition of roadways, lack of bike routes, perceived unsafe bus stops | · Many neighborhoods off Valencia that could benefit from reliable transit | · When extending/adding connections from airport to north, potential route must be studied<br>· Low cost of parking near the airport may prevent people from taking transit |
| | ALIGNMENT OPTIONS | · Strong desire for connection from airport to downtown/university and farther north | · Large projects such as light rail extension are costly<br>· Proposed alignment jogs several times due to rail corridors and larger highways | · Irvington/Valencia west reported as becoming increasingly congested making transit a better option | · Most community members prefer light rail and/or streetcar extension to the Airport over bus service |
| | ROUTE PLANNING | · Strong desire for more/faster/reliable connection | · Connections to airport are limited compared to demand | · The majority of public participants flagged that they drove to the airport, but also expressed interest in being able to travel by transit. | · Existing bus from South Side to airport carries predominantly airport employees. Data may show not enough ridership for expansion, however survey suggests otherwise.<br>· Airport parking is cheap, therefore not incentivizing transit |
| | CAPITAL IMPROVEMENTS | · Investment into this area is supported | · Public comments included a desire to improve the Laos Transit Center through security upgrades and more connections to the El Pueblo Neighborhood Center. Additional public comments called for seating at bus stops near Campbell St and Irvington Rd. | · Additional lighting could be provided as part of overall corridor enhancements. | · Coordination required on intersection and signal construction at intersection of Ohio St and 6th Ave. |
| ACTIVE MOBILITY | ACCESS TO TRANSIT | · Most of the corridor Subarea features a well-connected street grid. Some bikeways and trails intersect with or are parallel to the corridor.<br>· The Laos Transit Center is a major transfer facility and trip generator. | · Few existing transit routes intersect with Norte-Sur corridor. There is a need to improve east-west multi-modal connections to future corridor and transit stations.<br>· The public indicated issues with heat/lack of trees or shade on 6th Avenue south of Ajo Way. | · Bicycle and pedestrian improvements planned along Pennsylvania Dr, Olive Rd, and Drexel Rd. | · Coordination required for crossing improvements along east-west routes (Pennsylvania Dr, Olive Rd, Drexel Rd). |
| | BIKE/PED INFRASTRUCTURE | · Wide paved shoulders are present along much of the corridor. Crash rates are not a significant issue along most of the corridor.<br>· About 89% (5.6 out of 6.3 miles) of the proposed alignment features sidewalks on both sides of the street. Wide sidewalks are present along the South Side Subarea of 6th Ave to the north of Irvington Rd.<br>· Bike lanes are present along most of the proposed alignment. | · Sidewalk gaps are present along about 0.7 miles of the proposed alignment through the South Side Subarea.<br>· The level of comfort for bicyclists is generally low as bike lanes are narrow (generally 4-5' wide) and located along high speed and high traffic volume roadways. | · The Norte-Sur corridor could be reconfigured as part of HCT/BRT investments to better adhere to City Complete Streets policy.<br>· Greater separation between motorists and bicyclists/ pedestrians would be desired as part of corridor enhancements.<br>· Improved bicycle and pedestrian connectivity were identified by public comments along Aviation Dr and to the Raytheon business site. | |

## South Side Subarea SWOT

| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| ACTIVE MOBILITY | GENERAL WALKABILITY | • Access to critical destinations, including Tucson Airport and Southern AZ Medical Center.<br>• There are generally medium density residential neighborhoods to the north of Irvington Rd | • Street design and auto-oriented land uses make corridor Subarea uncomfortable for pedestrians and encourage high vehicle speeds.<br>• Where landscaping is present, streets trees are located away from the curb lines. Members of the public commented on issues with heat/lack of trees or shade on 6th Ave south of Ajo Way.<br>• The South Side Subarea features higher crash rates than other portions of the Study Area, and portions of 6th Ave and Irvington Rd are on the HIN. | • Likely significant opportunities to improve general corridor through redevelopment as part of BRT project.<br>• Pedestrian conditions and ADA accessibility could be improved through sidewalk widening, additional landscaping, and reduction of vehicle speeds. | • Most commercial buildings feature parking in front of building. |
| HOUSING & JOBS | GENERAL | • The South Side Subarea is home to 15% of all jobs in Tucson<br>• South Side has the second largest number of housing units of all subareas (22,250 or 9% of all housing units in Tucson)<br>• The South Side Subarea has the highest median household income ($35,833) of all Subareas<br>• 55% of housing units are owner-occupied<br>• While the South Side Subarea has the lowest number of jobs of all Subareas, these jobs are unique for the corridor because of the industrial and transportation/distribution nature of employment in this Subarea | • 52% of households in the South Side Subarea are cost burdened | • 13% of the population in the South Side is 65 or older, opportunity to consider senior housing when developing housing near transit | |
| EQUITY | GENERAL | • 89% of residents in the South Side Subarea are people of color | • 37% of households in the South Side have one or more person with a disability<br>• 96% of residents in the South Side have less than a bachelor's degree<br>• 16% of residents in the South Side Subarea have limited english-speaking abilities<br>• 23% of households are single-parent households | • Improving ADA accessibility with eTOD investments<br>• Address environmental injustice in the South Side with toxic chemicals, concentration of cancer cases, etc. | |
| LAND USE & DEVELOPMENT REGULATIONS | GENERAL | • Several major intersections have potential for future land use development and infill<br>• Current zoning may be adaptable to zone code changes to focus on ETOD type development | • No specific TOD zoning code or overlay in place<br>• There are several public parcels that are large, undevelopable sites (such as the VA Hospital, Pima County Rodeo Grounds, and school property) | • Focus new development in the South Side Subarea which has been neglected in previous redevelopment projects<br>• Significant developable land opportunities - there are 746 vacant parcels totaling 473 acres, and 374 underutilized parcels totaling 822 acres.<br>• There are 137 vacant parcels that are owned by the City of Tucson in the South Side | • New land use changes aimed at higher density ETOD patterns may be resisted by established adjacent neighborhoods<br>• The timing of new zoning code changes will be critical as the ETOD project advances (e.g. some speculative land owner / developers are likely pre-positioning themselves at this time)<br>• Some large vacant parcels near the Airport are in Airport Environs Overlay Zone, which may limit building heights, land uses, and densities<br>• Current urban form and existing land uses may not support higher density TOD development |

## South Side Subarea SWOT

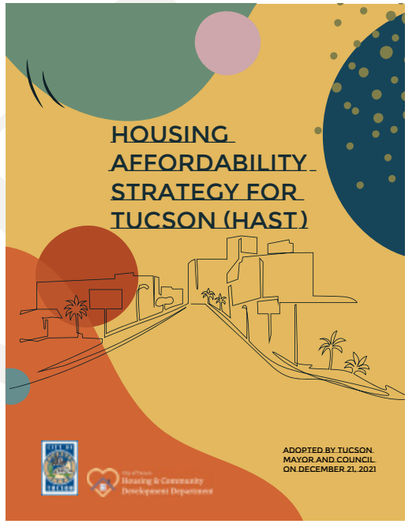
| | | STRENGTHS | WEAKNESSES | OPPORTUNITIES | THREATS |
|---|---|---|---|---|---|
| NEIGHBORHOODS & DISTRICTS | GENERAL | · Wide range of uses (restaurants, small-large scale businesses, and healthcare facilities) on 6th Avenue south of US 10.<br>· Stable neighborhoods with higher than average homeownership (compared to other Subareas)<br>· Existing small businesses on South 6th Avenue and South 12th Avenue | · Perceptions of high crime rates in certain areas of the Subarea<br>· Lack of resources to improve neighborhood infrastructure (streets, parks) | · Fostering the sense of place and community South 6th Avenue already has by supporting locally-owned businesses offering regional foods and entertainment | · Large-scale neighborhoods lack walkable areas (large areas of pavement, lack of street trees) |
| ECONOMIC DEVELOPMENT | GENERAL | · Large-scale, commercial (hospitality), light industrial airport supportive uses provide economic base and employment opportunities | · Lack of a cohesive strategic plan to protect local businesses along key corridors | · Tucson Airport is a major corridor destination and employment center that could support increased transit ridership<br>· Opportunities to increase land efficiency and productivity in industrial and employment zoned areas on the south end of the corridor to support employment growth and more dense employment development. The market for industrial development and industrial job growth in the South Side Subarea is strong and there is an opportunity to modernize industrial zoning allowance to increase employment densities in these uses. | · New, large-scale commercial shopping areas lack a walkable scale and continue to promote a dependency on vehicle use<br>· Single use commercial uses do not promote walkable environments |
| PARKS, ARTS & CULTURE | GENERAL | · Library, senior center and parks are well-used<br>· Existing rich culture of legacy families and small businesses | · Public comment received in support of opening Mission Manor pool<br>· The South Side Subarea has the 2nd lowest percentage of all land area that is parkland (19%)<br>· Lack of places for active and passive recreation | · New development may result in new planned parks and cultural uses<br>· New public transit will connect important activity centers in the corridor Subarea<br>· Prioritize access to green spaces in the South Side to combat the heat island effect | · Lack of ongoing funding to maintain and operate key public facilities |

# 8.5 | EXISTING PLANS & STUDIES

Existing Plans and Studies were reviewed for their relevance to this planning effort, all of which can be found in the Appendix of this Plan. The following Plans and Studies were deemed the most relevant to Tucson Norte-Sur and are summarized below.

## Housing and Affordability Strategy for Tucson (HAST)

Recognizing the growing cost of housing and the disproportional growth of wages, the Housing and Affordability Strategy for Tucson Plan provides housing data, policy actions, funding sources, and short-term action plans to improve the state of housing in Tucson. In relation to this study, the HAST Plan provides a toolkit for developing affordable housing to prevent displacement within the Study Area.




## Move Tucson

Move Tucson, the City's Transportation Master Plan, defines a mobility future that reduces barriers and enables opportunities for all by increasing transportation choices, improving safety and investing in improving existing infrastructure. It provides specific recommendations to evaluate the feasibility of an enhanced north-south transit corridor in central Tucson. The conceptual corridor alignment may include an option for BRT or streetcar, with a community preference for streetcar. However, public comments indicated that a BRT route that provided a dedicated lane, off-board fare and collection, and signal priorities would also support this vision.


## Affordable & Mixed Income Housing in TOD for Eastern Pima County

In 2013, the Drachman Institute contracted with the Arizona Department of Housing to: 1) Compile information and data on existing conditions and plans along High Capacity Transit corridors linking five jurisdictions in Eastern Pima County, with specific focus on potential station areas; and 2) Provide information to assist those jurisdictions in planning for potential development with affordable and mixed-income housing along those corridors, including a Market Study of Housing Demand.

### City of Tucson

The study outlines existing conditions within 1/4-mile of 4 proposed station locations within the Study Area: Stone & Wetmore, Oracle & Wetmore, 6th & Congress, and 6th & Irvington. It further studies the 6th & Irvington intersection and proposes a concept for what transit-oriented development could look like in the future with vertical mixed use, medium and high density development, commercial space, and parks/open space.

### City of South Tucson

The study outlines existing conditions within 1/4-mile of 2 proposed station locations within the Norte-Sur Study Area: 6th & 29th and 6th & 39th. It further studies the South 6th & E. 40th intersection and proposes a concept for what transit-oriented development could look like in the future with vertical mixed use, medium and high density development, commercial space, and parks/open space.

## Tucson Displacement Study

This Capstone Study identifies areas most at risk of gentrification and displacement in Tucson. Further qualitative and quantitative analysis was done for four neighborhoods most at risk: Oracle area, Arroyo Chico area, South Tucson area, and Menlo Park area. This study explicitly recommends an eTOD project, and provides insight into what neighborhoods equity focused initiatives and affordable housing should be concentrated. It also lists possible community partners in the four featured neighborhoods.

# 8.6 | FUNDING MATRIX

Funding is not only a component of a strategic plan, but rather the foundational building block to successful implementation. Securing funding from a variety of Federal, State, Local and even private agencies will be key to the project's success. Tucson Norte-Sur has the unique opportunity to capture varying funds due to its deep intersectionality between transportation, economics, climate, and equity. For that reason, funding opportunities are broken down into 4 major categories: Transportation & Mobility, Housing & Economic Development, Climate & Resiliency, and Heath, Equity & Wellness. The following matrix includes all identified funding sources that should be explored for Tucson Norte-Sur.

## Transportation + Mobility Funding Sources

| NAME | FUNDING SOURCE | DESCRIPTION | AVAILABLE FUNDS | FUNDING TYPE | RELEVANCE TO NORTE SUR |
|---|---|---|---|---|---|
| RTA Tax | RTA Tax | A 20-year half-cent transaction privilege (excise) tax can that can used for roadway, transit, safety, environmental and economic vitality projects | Transit Element - $534 million | Regional - Regional Transportation Authority | Flexible funding source that can be utilized for transit projects |
| HURF - Highway User Revenue Fund | State | Revenues from the state gas tax and vehicle license tax that are distributed to the state highway fund and to counties, cities, and towns for transportation purposes | $24 million thru PIMA - 3% of HURF is allocated to cities and towns/ of 3%, Tucson receives special allocation for cities > 300k. Approx. 20% | State - Formula/ Special Tax | |
| Urbanized Area Formula Funding program (49 U.S.C. 5307) | State | Allocated funds that can be used for transit capital, and operating assistance in urbanized areas (UZAs) and for transportation related planning, engineering, design, and evaluation of transit projects | $10,086,994 - applicant is restricted to applying for a total of three projects | FTA - Administered by ADOT | |
| 5310 Enhanced Mobility of Seniors and Individuals with | State | Supports transit services to enhance mobility for seniors and individuals with disabilities | $858,515 (Tucson allocation) | FTA - Formula funding goes to Direct Recipients/ADOT selects subrecipient projects based on a competitive application process | Providing funding for Capital Equipment, Mobility Management, Preventive Maintenance, and Operations |
| Buses and Bus Facilities Program | Federal | Assist in the financing of buses and bus facilities capital projects, including replacing, rehabilitating, purchasing or leasing buses or related equipment, and rehabilitating, purchasing, constructing or leasing bus-related facilities. | $372 million in competitive grants | FTA - Competitive | Projects that replace, rehabilitate and purchase buses and related equipment and to construct bus-related facilities, including technological changes or innovations to modify low or no emission vehicles or facilities |
| Low or No Emission Grants for Buses and Bus Facilities Competitive Programs | Federal | Support the transition of the nation's transit fleet to the lowest polluting and most energy efficient transit vehicles | $1.1 billion in competitive grants | FTA - Competitive | The Low-No Program provides funding to state and local governmental authorities for the purchase or lease of zero-emission and low-emission transit buses, including acquisition, construction, and leasing of required supporting facilities. |
| Accelerating Innovative Mobility | Federal | Eligible activities include all activities leading to the development and testing of innovative mobility, such as planning and developing business models, obtaining equipment and service, acquiring or developing software and hardware interfaces to implement the project, operating or implementing the new service model, and evaluating project results. | $14 million in competitive grants | FTA - Competitive | This funding can be used to develop software to integrate multimodal trips onto a single platform with integrated fare options |
| Enhancing Mobility Innovation | Federal | Advances a vision of mobility for all – safe, reliable, equitable, and accessible services that support complete trips for all travelers. The program promotes technology projects that center the passenger experience and encourage people to get on board, such as integrated fare payment systems and user-friendly software for demand-response public transportation. | $2 million | FTA - Competitive | The program promotes technology projects that center the passenger experience and encourage people to get on board, such as integrated fare payment systems and |
| Innovative Coordinated Access and Mobility Grants | Federal | This program provides competitive funding to support innovative capital projects for the transportation disadvantaged that will improve the coordination of transportation services and non-emergency medical transportation services. | $8.4 million in FY 21 and FY 22 | FTA - Competitive | |

## Transportation + Mobility Funding Sources

| NAME | FUNDING SOURCE | DESCRIPTION | AVAILABLE FUNDS | FUNDING TYPE | RELEVANCE TO NORTE SUR |
|---|---|---|---|---|---|
| Pilot Program for Transit-Oriented Development Planning – Section 20005(b) | Federal | Provides funding to local communities to integrate land use and transportation planning with a transit capital investment that will seek funding through the Capital Investment Grant (CIG) Program. | $13 million | FTA - Competitive | Help communities integrate land use and transportation planning in new fixed guideway and core capacity transit project corridors (funding current project) |
| FTA All Station Accessibility Program | Federal | Provide funding to legacy transit and commuter rail authorities to upgrade existing stations to meet or exceed accessibility standards under the Americans with Disabilities Act. | $1.75 billion | FTA - Competitive | Help communities integrate land use and transportation planning in new fixed guideway and core capacity transit project corridors (funding current project) |
| Flexible Funding Programs - Congestion Mitigation and Air Quality Program - 23 USC 149 | Federal | CMAQ provides funding to areas in nonattainment or maintenance for ozone, carbon monoxide, and/or particulate matter. States that have no nonattainment or maintenance areas still receive a minimum apportionment of CMAQ funding for either air quality projects or other elements of flexible spending. Funds may be used for any transit capital expenditures otherwise eligible for FTA funding as long as they have an air quality benefit. | Varies Yearly ~$35 million 20% of the Public Transportation on Indian Reservations funds must be distributed on a competitive basis, while the remainder must be apportioned by formula | FTA - Competitive | Tucson is a nonattainment/maintenance area |
| All Stations Accessibility Program | Federal | The main purpose of the ASAP Program is to provide funding to help finance capital projects to upgrade the accessibility of legacy rail fixed guideway public transportation systems (e.g., subway, commuter rail, light rail) for persons with disabilities, including those who use wheelchairs, by increasing the number of existing stations or facilities, such as outdoor light-rail boarding and alighting areas, that are fully accessible. | $343 million | FTA - Competitive | While improvements are made to existing system and/or development of new transit, this funding can be used to increase accessibility |
| Capital Investment Grants - 5309 | Federal | Invest in new high capacity transit projects communities choose to build. The BIL provides funds that may support the 25 projects included in FTA's Annual Report on Funding Recommendations for FY22 as well as additional projects across the country seeking CIG funding over the next five years. | Projects must meet CIG program requirements to receive funding | FAST Act | Can be used for BRT and new rail projects |
| Reconnecting Communities Pilot ProgramTransportation (PROTECT) Program | Federal | Formula funding and competitive grants to increase the resilience of our transportation system. This includes funding for evacuation routes, coastal resilience, making existing infrastructure more resilient, or efforts to move infrastructure to nearby locations not continuously impacted by extreme weather and natural disasters. | $7.3 billion in formula funding to states and $1.4 billion in competitive grants to eligible entities | FAST Act | Eligible projects include highway and transit projects, bicycle and pedestrian facilities including those that help improve evacuations or disaster relief |
| Promoting Resilient Operations for Transformative, Efficient, and Cost-saving | Federal | Provide dedicated funding to state, local, MPO, and tribal governments for planning, design, demolition, and reconstruction of street grids, parks, or other infrastructure. | $1 billion over next 5 years | FAST Act - Competitive | Project type: rail line, that creates a barrier to community connectivity, including barriers to mobility, access, or economic development, due to high speeds, grade separations, or other design factors. |
| Strengthening Mobility and Revolutionizing Transportation (SMART) Grant | Federal | Deliver competitive grants to states, local governments, and tribes for projects that improve transportation safety and efficiency | $100 million appropriated annually for fiscal years (FY) 2022-2026. | FAST Act - Competitive | Project type: rail line, that creates a barrier to community connectivity, including barriers to mobility, access, or economic development, due to high speeds, grade separations, or other design factors. |
| RAISE Grant | Federal | Funds investments in transportation infrastructure, including transit | $1.5 billion | FAST Act - Competitive | Previously funded the streetcar line |

## Housing + Economic Development Funding Sources

| NAME | FUNDING SOURCE | DESCRIPTION | AVAILABLE FUNDS | FUNDING TYPE | RELEVANCE TO NORTE SUR |
|---|---|---|---|---|---|
| Neighborhood Revitalization Strategy Area | Federal | Neighborhood Revitalization Strategy Area is a HUD-designated target area for revitalization activities. It offers a more flexible use of Community Development Block Grant funds for public services, economic development, and housing production and preservation. | $5.4 million FY 2022 allocation to Tucson | Annual Community Development Block Grant (CDBG) allocation | |
| Section 108 Loan Guarantee Program | Federal | Allows local governments to leverage portions of their annual CDBG funds into federally guaranteed loans large enough to pursue physical and economic revitalization projects capable of redeveloping entire neighborhoods. | Maximum loan amount five times the latest approved CDBG allocation for entitlement entities | HUD - Competitive | |
| Capital Magnet Fund | Federal | Provides competitively awarded grants to CDFIs and qualified non-profit housing organizations. These awards can be used to finance affordable housing activities, as well as related economic development activities and community service facilities. Requires 10:1 matching local dollars. | $175.35 million in FY 2020 | US Treasury CDFI Fund - Competitive | |
| Low-Income Housing Tax Credits (LIHTC) | Federal | The Low-Income Housing Tax Credit, rather than a direct subsidy, encourages investment of private capital in the development of rental housing by providing a credit to offset an investor's federal income tax liability. | $20.5 million in available tax credits FY 2020 | ADOH - Competitive | TOD projects are more competitive. |
| New Markets Tax Credits (NMTC) | Federal | The NMTC Program attracts private capital to low-income communities by permitting individual and corporate investors to receive a tax credit against their federal income tax in exchange for making equity investments in specialized financial intermediaries called Community Development Entities (CDEs). | Approximately $5 billion annual allocation authority through FY 2025 | US Treasury CDFI Fund - Competitive | |
| Community Development Block Grant (CDBG) | Federal | Provides annual grants on a formula basis to states, cities, and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. | $5.4 million FY 2022 allocation to Tucson | HUD - Annual allocation | |
| HOME Investment Partnerships Program (HOME) | Federal | Gap financing grants to developers to create and retain affordable housing. Maximum award of 2% of total project costs. Tucson receives an annual formula allocation from U.S. HUD, which is shared with and administered by Pima County. | $3.8 million allocation in FY 2022. | Pima County Community Development and Neighborhood Conservation | TOD projects are more competitive. |
| HOME - American Rescue Plan | Federal | Aims to assist individuals or households who are experiencing homelessness, at risk of experiencing homelessness, and other vulnerable populations, by providing funding for rental housing, rental assistance, supportive services, and non-congregate shelters. | $8.3 million for new construction of rental housing in FY 2022 | ADOH - Competitive | |
| National Housing Trust Fund | Federal | Arizona's annual formula allocation from U.S. HUD is allocated to the State Housing Fund. | $11.5 million allocation in FY 2022 | | |
| EDA Public Works Program | Federal | Provides catalytic investments to help distressed communities build, design, or engineer critical infrastructure and facilities that will help implement regional development strategies and advance bottom-up economic development goals to promote regional prosperity. | $118.5 million in FY 2020 (most recent NOFA) | EDA - Competitive | Equity-focused projects are an EDA investment priority. |

## Housing + Economic Development Funding Sources

| NAME | FUNDING SOURCE | DESCRIPTION | AVAILABLE FUNDS | FUNDING TYPE | RELEVANCE TO NORTE SUR |
|---|---|---|---|---|---|
| State Fiscal Recovery Fund - American Rescue Plan | Federal | Grants to preserve existing regulated affordable housing projects nearing the expiration of their affordability covenants.. Funding must be used for hard construction costs of rehabilitation. | $10 million in FY 2022 | ADOH - first come, first served | |
| State Fiscal Recovery Fund - American Rescue Plan | Federal/State | Pools annual formula allocations from U.S. HUD (HOME, National Housing Trust Fund) and revenue from State Housing Trust Fund, to provide loans for rental construction, preservation and/or gap financing for tax-credit developments. | $39.6 million FY 2022–23 | ADOH - Competitive | |
| Clean Water State Revolving Fund | State | Partially forgivable loans for water resuse and stormwater management infrastructure. | | Water Infrastructure Finance Authority of Arizona - first come, first served | |
| Affordable Housing Pre-Development Loan Fund | Private | Provides zero-interest loans to nonprofit housing developers for the pre-development phase of affordable housing projects, for which financing is not typically available. | | Arizona Community Foundation/LISC - Competitive | |
| Home Matters Arizona Fund | Private | Gap financing grants for affordable housing development. | Per project awards between $250,000–$500,000 | LISC - Competitive | |
| Arizona Housing Fund | Private | Gap financing for permanent supportive housing. | | Arizona Community Foundation/LISC - Competitive | |
| Tucson Industrial Development Authority (Tucson IDA) | Bond | Taxable and tax-exempt bond financing for large-scale development with a value of at least $3 million that advances economic and community development. | Subject to the statewide volume cap on private activity bonds for each development category. | Tucson IDA - first come, first served | |
| Rio Nuevo Multipurpose Facilities District Tax Increment Financing (TIF) | Local | Increases beyond a starting base in tax revenues in a designated area are used to pay off bonds issued for redevelopment-related investments. | $80 million in bonds, since restructured for additional funds | Locally generated revenue, disbursed by state-appointed District Board of Directors | |
| Government Property Lease Excise Tax (GPLET) | Local | Arizona statute allows the City to take temporary ownership of real property, lease it back to the prior owner, and charge an Excise Tax in lieu of ad valorem property taxes, generally at a lesser cost than the applicable property tax. | Varies | City of Tucson tax abatement | Eligible projects will promote equitable, sustainable, and diverse infill development, and pedestrian-friendly and transit-oriented communities. |
| Special assessment districts | Local | Arizona law allows the creation of special taxing districts that generate tax revenues from properties that benefit from a public infrastructure improvement. Property owners in the designated area would pay special assessments in addition to existing taxes to fund new public infrastructure, either directly or through issuing bonds. Special districts generally require approval by a majority of property owners in the proposed area. | Varies | Value Capture | Eligible projects will promote equitable, sustainable, and diverse infill development, and pedestrian-friendly and transit-oriented communities. |
| Parking assessment districts | Local | A special assessment district dedicated to parking management can provide a shared pool of parking resources for the benefit of all businesses, patrons, and commuters in an area. They can also provide a viable alternative to on-site parking requirements in return for payment of an annual Ad Valorem tax that provides significant program funding. | Varies | Value Capture | A large market share for publicly-managed parking provides opportunities to mitigate traffic levels, affect commuter patterns, and promote alternative transportation modes, including the use of parking revenues to support transit services and benefits. |

## Housing + Economic Development Funding Sources

| NAME | FUNDING SOURCE | DESCRIPTION | AVAILABLE FUNDS | FUNDING TYPE | RELEVANCE TO NORTE SUR |
|---|---|---|---|---|---|
| Impact fees | Local | These fees are imposed on new developments by local governments to provide new or expanded public capital facilities required to address the additional demand from the new development. When applied to properties whose land value is increasing, these fees become value capture mechanisms. Impact fee waiver programs can also be used as an incentive for specific development types. | Varies | Value Capture | Tucson's existing mixed-use incentive program reduces impact fees for transit-oriented development. |
| Construction excise tax (CET) | Local | CET is a local tax assessed on new construction. The tax is assessed as a percent of the value of the improvements for which a building permit is sought, unless the project is exempted from the tax. CETs may be assessed on residential development, commercial/industrial development, or both. A CET may be allowable under Arizona law governing county-levied capital projects excise tax. | Varies | Value Capture | |

| NAME | FUNDING SOURCE | DESCRIPTION | AVAILABLE FUNDS | FUNDING TYPE | RELEVANCE TO NORTE SUR |
|---|---|---|---|---|---|
| Greenhouse Gas Reduction Fund | Federal | Provides competitive grants to enable low-income and disadvantaged communities to deploy or benefit from zero-emission technologies, including distributed technologies on residential rooftops, and to carry out other greenhouse gas emission reduction activities. | $7 billion through Inflation Reduction Act | Competitive Grant | Specific link to low-income and disadvantaged communities that may result in lower long term energy costs and cleaner energy. May be a viable funding strategy for affordable housing projects and retrofits in the community. |
| HOMES Rebate Program | Federal/State | Provides funding to state energy offices to develop a HOMES rebate program, which will reimburse homeowners and aggregators for whole-house energy savings improvements. | $4.3 billion through Inflation Reduction Act | Rebate | Incentivizes transition to clean energy sources for existing and new construction which saves residents money. |
| High-Efficiency Electric Homes Rebate | Federal/State | Provides funding to state energy offices to establish a rebate program. The rebates may be used for appliance upgrades, such as heat pumps, electric stovetops/ovens, and non-appliance upgrades, such as insulation, electric wiring, and ventilation. | $4.275 billion through Inflation Reduction Act | Rebate | Incentivizes transition to clean energy sources for existing and new construction which saves residents money |
| Affordable Housing Energy Efficiency, Water Efficiency, and Climate Resilience | Federal | Provides funding to the Department of Housing and Urban Development (HUD) to fund grants and loans to enhance the water efficiency, energy efficiency, and resilience of eligible affordable housing units | $1 billion through Inflation Reduction Act | Grants and Loans | Provides lower utility costs for affordable housing projects to save tenants money |
| 25C/ (Renamed) Energy Efficient Home Improvement Credit | Federal | Extension of 25C credit for 10 years for homeowners to claim a credit for up to 30% of the cost of qualified products or equipment that help reduce energy use. | $2,500 credit for meeting Energy Star requirements and $5,000 for meeting the Department of Energy's zero energy ready home program | Tax Credit | Provides lower utility costs for affordable housing projects to save tenants money |
| Environmental and Climate Justice Block Grants | Federal | Qualified local governments, universities or community-based nonprofits (or partnerships of those entities) for a variety of environmental projects benefiting disadvantaged communities. Eligible activities include community-led pollution monitoring, prevention, and remediation; low- and zero-emission resilient technologies and related infrastructure; workforce development tied to GHG reduction; mitigating climate and health risks from urban heat islands; climate resiliency and adaptation; and reducing indoor air pollution | $3 billion through EPA for grants of up to three years | Block Grant | Various low income neighborhoods in the study area that would be considered disadvantaged communities. eTOD directly related to eligible to workforce development (economic development around stations) tied to GHG reduction (rapid transit) |

| NAME | FUNDING SOURCE | DESCRIPTION | AVAILABLE FUNDS | FUNDING TYPE | RELEVANCE TO NORTE SUR |
|---|---|---|---|---|---|
| Fannie Mae Healthy Housing Rewards | Federal | Borrower received 15 basis point loan discount and reimbursement of Fitwel Certification costs. Additionally, at least 60% of units must serve tenants who are at or below 60% AMI. | Up to $6,000 | Loan reduction | Provides healthy building design to new construction projects focused on providing the benefit to lower income populations |
| Pima County/CDC Racial and Ethnic Approches to Community Health (REACH) | Federal/Local | Provides health and wellness programs to create community clinical linkages that connect patients to preventative health programs via referrals and enrollments/develop or strengthen smoke cessation policies and practices/increase physical activity among Latinx and Native American residents in Pima County. | Funding was provided in 2018 | Grant | Promotes physical activity which relates to active mobility and pedestrian focused design which is desired as part of transit oriented development |
| Neighborhood Access and Equity Grant | Federal | $3 billion for a neighborhood access and equity grant program at the Department of Transportation to help states and local governments make walkability, safety, affordable transportation access, and other improvements including by removing existing transportation infrastructure that adversely impacts communities. | $3 billion total available | Grant | eTOD would accopmlish the goals of the grant in terms of access, pedestrianization, and affordability |
| Community Foundation of Southern Arizona | Local | Since 1980, the Community Foundation for Southern Arizona has distributed more than $215 million to regional nonprofits and educational institutions | $10,000 - $30,000 | Grant | Could fund public outreach and community events |
| Blue Cross Blue Shield Arizona | State | State and private partnership funding by Blue Cross Blue Shield Arizona for projects pertaining to health equity. Up to $25,000 for programmatic impact and applied research addressing the social determinants of health in order to increase health equity and amplify every Arizonan's chances of well-being. | Up to $25,000 | Public/Private grant | Encourages better public health outcomes related to walkability, air quality, and mental health for more vulnerable demographics. |