

DRAFT

TEMPE URBAN OPEN SPACE PLAN

Prepared for: City of Tempe, Community Development Department

Prepared by:



with

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FEEDBACK

The City of Tempe fosters an open process to envision the future of our shared public spaces. Please provide your comments on this draft by **FRIDAY, 12 OCTOBER**, via:

- Email to the attention of Hansen at hansen1@tempe.gov, or
- Online comment form at www.tempe.gov/comdev/urbanopenspace.htm, or
- Postal mail at **Urban Open Space Feedback PO Box 5002 Tempe, AZ 85280.**

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I. Introduction

Project Goals

The desirability of a city goes beyond its job offerings, retail centers, housing stock, or even its cultural and recreation offerings. A city is also judged by its sense of place, social atmosphere, and certain *quality of life* elements that are often hard to define or plan for. People want to live or work in a place that is pleasant, stimulating, attractive and safe. But this has too often been ignored in the way cities are planned or built. The City of Tempe is experiencing an unprecedented growth cycle, with more than 45 major projects and \$2 billion in new development underway. This will define the City's physical form and opportunities for recreational and social interaction for generations to come. It is imperative that decisions be made now to create common spaces, to encourage the co-mingling of people and to make the most of the public spaces that already exist.

Downtown Tempe is already a largely successful place. The city has put a lot of effort into redeveloping key properties, calming traffic, improving streetscapes, and improving access by bus and bicycle. Downtown includes many popular cultural and retail destinations, as well as Town Lake.

Yet downtown could be even better. It could have more kinds of people strolling down the street at more times of the day, week and year. It could have more well-loved destinations, a beach park that is full of people even outside of event times, a 6th Street Park that works for people, neighborhood destinations that combine recreation amenities with reasons for the community to gather. Downtown would also benefit from a greater emphasis on walking and biking streets, which cars can use, but almost as an invited guest. It could be more comfortable and safe for children and the elderly and include a denser mix of varied uses for all types of people. With a stronger emphasis on creating Places that people love and visit often, Tempe has the potential of becoming a great urban experience.

Downtown Tempe is well-known for its *authenticity*, meaning it is historic, a place with real roots, with a mix of local merchants that attract the high and the low end. This differentiates it from the other hubs in the valley. The Mayor and City Council showed great foresight when they decided to initiate an **Urban Open Space Plan** in the fall of 2006 to nurture and build on that unique downtown experience. This document is the result of that decision, and of more than a year's effort, working with downtown residents and other stakeholders to explore how the city could develop a great public space environment that attracts residents, businesses, and students for decades to come.

The Project for Public Spaces (PPS) was selected by the City to lead the project, using its Placemaking process as a democratic way to build a common vision and find partners to implement results. . PPS worked together with Drake & Associates of Scottsdale, who is

recognized for work in land development planning, bicycle and pedestrian transportation planning, neighborhood planning, public art and place-specific urban design, and PROS Consulting, a management consulting firm specializing in public, private and nonprofit service, facility and infrastructure providers. The program that emerged is based on a common sense understanding that comes directly from people's concerns about their lives. But this is more than a vision – it is also a set of strategies to implement and operationalize a system of great, active public spaces, including recommendations for the city to manage, maintain, and finance them.

The underlying philosophy of "Placemaking" has a few key principles. First, if the goal is to create a great public space, it is essential to start with a clear understanding of the activities that are going to occur there – what architects refer to as the *program*; this is to ensure that both the design and management is done in a way that supports these activities. Successful public spaces are lively, secure and distinctive places because they function well and offer many reasons for people to use them in different ways. Thus more than anything, this document will be a framework for future decisions about improvements, design and implementation that has the potential to add up to a system of great places.

A Seamless District of Destinations

Every downtown needs at least ten great destinations to create a critical mass of places where tourists and residents alike could become immersed in the city for days at a time. Taking the next step, what if the city could boast ten such dynamic neighborhoods? Then every resident would have access to outstanding public spaces and parks within walking distance of their own homes. That's a realistic goal for any city serious about enhancing and revitalizing its urban life.

In every city, there is a universal desire for unique, vital public places where friends run into each other and where exchanges both social and economic take place. But, in many cases, downtowns and neighborhoods lack effective public spaces that bring communities together and impart the sense of belonging and participation that can invigorate city life.

Authentic to Tempe

But if we look upon the elements of a place – for example, a street, plaza, library, and businesses – how do they support and strengthen each other? More than that, what do business owners, library employees, and nearby residents envision for the area? By simply observing and listening to the people who live or work or play in the area, the solution to what the place needs will become apparent. Engaging those local people as the experts will help ensure that the vision stays true to the place – in this case, that Tempe's authenticity is enhanced, not compromised.

A Program of the Right Activities for the Right Audiences

It is also important to plan for different audiences, not so that seniors, for example, have their own place separate from children, necessarily, but more so that groups can come together and overlap in enjoyable, sociable ways. Part of this study's scope, then, was to use demographic information about the Tempe community to build a program of uses that is suitable to each target audience. Other prior marketing studies, plus discussions with local developers and others, were also vital to helping determine the mix of uses that serves the right audiences.

What If?

What if residents in downtown could easily walk to Tempe Town Lake, sit on a beach and order a cold drink, wander all along the waterfront enjoying a rich variety of experiences and places? What if Mill Avenue's shops reached all the way to Tempe Beach Park? What if you could take a ferry across the lake to wonderful places along the north shore, and walk along inviting paths into Papago Park? What if the neighborhoods in southwest and southeast downtown had safe, inviting walking and biking routes to get to Mill Avenue? Or if North Tempe residents had an easy way to walk to the lake? This is the basic idea of the plan for better the Tempe Urban Open Space plan. Achieving it is not in the distant future, but a realistic medium-term goal. This canvas is already painted with the many existing strengths of downtown.

Planning Concepts

Placemaking involves a public process that leads to recommendations for improving public spaces to revitalize them with public and private activities, welcoming amenities, and good physical and social connections to their surrounding community. Several key concepts helped guide the project and should continue to guide future decisions, design, and implementation:

PPS' concept of the **Power of Ten** is used to organize the report recommendations into nodes and destinations. In the Power of Ten, any district or neighborhood should have several (ten, for example) dynamic, well-used public places that attract all kinds of people. Within each of those ten places, there should be at least ten things to do, such as eating, drinking, reading, browsing, playing a game, looking at art, and so on. Such places draw people, create energy, and are the settings for civic gatherings, residential life, and they possess a variety of public, private, entertainment, commercial and cultural amenities.

This Placemaking program specifically focuses on places where there will be a clear benefit for everyone – residents, businesses, employees, visitors, and the ASU community.

Triangulation is the concept of clustering activities together to create a busy, dynamic place for many different types of people at different times of day. For example, movable seating “triangulates” with a pond, toy sailboats, and a cafe to create a very full experience in one small area within Central Park. In Luxembourg Gardens, the combination of a puppet theatre, carousel, café, bocce court, and basketball court around a children’s play area makes a very exciting destination for all ages. A library next to a reading garden and a laundromat will be a far busier place than any one of those uses by itself. One test of how well a place triangulates is to evaluate how long the typical person stays there. If most people stay in a public place for an hour, then what more could be layered on to lengthen that visit to three or four hours? Another indicator is how many different age groups use a place. If it is only people between 18 and 30, then what other activities could attract those younger and older?

Designing for Use. Public spaces, buildings, parks, sidewalks – these are all the places people use in a city. But often they are designed as aesthetic objects that don’t function like they should. As a result, places are monotonous and predictable – park users find there is little to do, retail recedes behind a slick façade to enhance the architecture instead of the shop inside.

The role of streets and transportation. Tempe’s downtown streets need to become destinations worth visiting, not just thruways to and from the home and workplace. There are many key arterial streets that need to be made welcoming to pedestrians and cyclists; neighborhood streets can be places where students and residents feel comfortable and safe; the right transit option can make commuting a pleasure and even a preference. In successful districts, the streets are servants to the larger vision for the place and how it should be experienced by all people, but especially those on foot. We think a compelling vision for downtown is to create a network of places, connected by streets that are “right-sized” to help fulfill that vision.

This boils down to a simple fact: *If you plan for cars and traffic, you get more cars and traffic; if you plan for people and places, you get more people and places.* The power of this idea is that it reflects basic truths that are rarely acknowledged. One such truth is that more traffic and road capacity are not the inevitable result of growth. They are the product of very deliberate choices that we have made to shape our communities around the private automobile. We as a society have the ability to make different choices – starting with the decision to design our streets as comfortable places for people, and to choose to develop in environmentally sustainable ways.

Thankfully, over the past ten years, a growing number of neighborhood groups, cities, states, and even national transportation agencies in the United States and Canada have started to demand something better. Transportation professionals can be receptive to designing to other goals, if there is very strong leadership they can follow – such as their superiors or a

mayor or a community vision with very broad buy-in. Context Sensitive Solutions is quickly emerging as the most important policy influencing highway engineering since the National Highway Act of 1956. CSS asks engineers to think about and design not just for traffic, but for the context – so that the road serves other users and their communities’ broader goals, whether those goals are historic preservation, scenic beauty, a healthy shopping street, environmental objectives, or whatever the larger community identifies they want their future to be. CSS is one of the Vital Few Goals of the Federal Highway Administration (FHWA) and has been embraced by the American Association of State Highway Transportation Officials (AASHTO), the professional association of all highway traffic engineers. Both these key agencies have issued new manuals that dismantle the myth of national design standards – the idea that all lanes need to be 12 feet wide, for example – and explain to engineers that they have the flexibility, indeed the responsibility, to use creativity and a community process to customize streets to their context.

Methodology

PPS uses a community- and place-based approach that brings together stakeholders to elicit ideas and build support for improvements. As a nonprofit organization, PPS begins with some fundamental assumptions about the relationship between local communities and the planning of public spaces. These include:

- Approach the community in the beginning of the project. The community’s ideas and concerns should come in the beginning of the project, so that their ideas can be used in the development of the vision.
- The community’s strengths should be tapped, including its knowledge of local issues and how an area functions. Local people can provide an historical perspective and can help create a sense of community ownership in the project.
- Think long term but implement short term. Short-term improvements are important for quickly adding value to a place, while demonstrating future potential. They encourage community support and can encourage more partners to become involved.
- Develop strong communication between stakeholders. Different city agencies, local institutions, residents and associations can find ways to collaborate around a Placemaking process. These partnerships strengthen as visible improvements begin.

In Tempe, the steps included:

- Interviews and meetings with many of downtown’s key figures, including civic, business, and university leaders, as well as developers, DTC, the Chamber of

Commerce and Convention and Visitors Bureau. A full list of these meetings can be found in the appendix.

- Staff workshop: a kick-off workshop was held in October 3006 with 30+ city staff to outline the project's objectives and begin defining key opportunities, using the Power of Ten concept.
- A Power of 10 community workshop was held on November 15, 2006 at the Mission Palms Hotel. Approximately 60 members of the public and city staff attended to brainstorm what are the best places across downtown, the missing places, or places with the most potential, what uses would attract them into those places and what are the key connections needed. The information from this workshop was one of the building blocks of the program and recommendations; including the creation by community members of 8 Zone Maps. These maps and other results can be found in the appendix.
- On-site evaluation of the Tempe's downtown and neighborhoods, involving use of maps and photography.
- Literature review of past studies, which are listed and summarized in the appendix
- "Place Audits" led by Downtown Tempe Community (DTC). PPS trained DTC and city staff how to do a Placemaking evaluation of a place to help develop, with a group of people, short and long term ideas for its improvement. DTC volunteered to then conduct a series of Place Audits in the Mill Avenue District, with a variety of merchants, stakeholders, and DTC members, led by John Minett. The results are included in the appendix (*see appendix*)
- ASU "Place Audits." Two ASU classes also cooperated with the project and made the Place Audit a required assignment for approximately 60 students. The students conducted the Audit on their own at any place in the downtown of their choosing.
- Site plan reviews. Approximately 15 current development projects were reviewed by the team to ascertain what issues and opportunities would arise related to the achievement of the vision of a public space network (*see appendix*).
- City ordinances that could be potential stumbling blocks to achieving this vision were also reviewed, with the help of city staff
- Review of recreation facilities, staffing, maintenance – this work included evaluating the existing recreation facilities, parks and open space areas within the study area, the programs provided by the city and other service providers, staffing levels provided

to provide these programs and maintenance, and the maintenance costs associated with the current sites managed by the city. The results of the maintenance management plan is outlined in the appendix (see appendix)

- Service offerings analysis- The program service offering analysis evaluated each program site in the study area rather passive or active, how the site was being used, by whom, for how long and what kind of passive or active use was occurring. This evaluation was overlaid into the trends analysis report to establish program opportunities as well as into the mapping component of the plan to support the power of ten concept and to focus on various age segments not being served or underserved in the planning area that could create a stronger sense of place (see appendix)
- Development of preliminary Placemaking concepts
- Presentation by PPS of preliminary concepts to the city staff in a workshop on May 17, 2007 in which staff had a chance to give feedback on the plan and make corrections
- Refinement of concepts and preparation of final report.

Plan Organization / Structure

The plan that follows is organized geographically by place, with additional sections on pedestrian, bike and transit connections, plus street improvements. Chapter 2 summarizes our background analysis of issues and opportunities that helped frame our recommendations. In Chapter 3, we summarize the overall recommendations into recommendations for each place, organized under Anchors and Building Blocks. Chapter 4 throws a spotlight on specific neighborhoods in the study area; Chapter 5, Getting Around, focuses on streets, transit stations, pedestrian back roads, bike facilities and other connectors as determinants of place. Chapter 6 collects together a toolkit of strategies that should be used to implement the place-based recommendations, with sections on way-finding, public art, comfort and amenities, and so on. The final three chapters deal with sustainability and other larger community objectives, maintenance and financing, and implementation. It is hoped that the report is a clear and concise guide for moving forward – that the city might use it even to develop future places as the city grows and the need for protecting quality of life increases.

II. Summary of Background Analysis and Planning Input

This section summarizes some of the general issues and opportunities the team identified that needed to be addressed in the plan and led to definition of objectives to guide the planning process. In section 3, the detailed recommendations, some of these issues are handled in far greater detail.

Demographic Analysis

National leisure trends show that from 1999 to 2004, participation in walking, outdoor family gatherings, gardening, viewing/photographing natural scenery, and visiting nature centers outranked other recreation activities, with a decline in traditional recreational activities, especially team sports.

Market research showed that, with the increased density projected for the Tempe area and the confirmation of the continued participation in non-team/sport oriented outdoor activities such as walking, running/jogging, and gatherings, the City needs to gear investments toward a variety of program and activity amenities, including:

- Grand natural areas – areas suitable for large gatherings, special events, and outdoor leisure; can include plazas, “green oasis”, respite/shade areas, native botanical restoration areas, demonstration areas, alternative sport activities such as disc golf, croquet, and bocce ball, and multiple trail links
- A state-of-the-art trail network – multi-use trail network providing multiple trail heads and linkages and consisting of various surfaces programmed towards multi-faceted users and varying degrees difficulty/specialty of use; surfaces ranging from three-quarters inch minus crushed granite, soft/nature paths, paved asphalt or concrete; programmed to accommodate recreational walking and bicycling, fitness walking and bicycling, hiking, in-line skating, and mountain biking
- Non-traditional recreational amenities – urban skate park designed to incorporate the “urban environment” seen in metropolitan and business district areas complete with stairs, benches, hand rails, etc.
- Water related recreation – dedicated recreational area at the lake shore for remote controlled boats; complete with picnic/shade pavilion and staging area

By focusing on the non-team/sport related activities, the City of Tempe is able to address the trends of the entire population. As presented in the Demographic Analysis (see Appendix), each of the analyzed ethnic groups – white, Hispanic, Asian, and black – participated as an ethnic group in recreational swimming and recreational walking more than almost any other activity; each ethnic group had a participation rate for recreational swimming and recreational walking ranked in the top five of all surveyed recreational

activities including traditional sports and exercise. Running/jogging was also one of the five most participated in activities for three of the four ethnic groups while recreational bicycling was ranked in two of the four ethnic groups as one of the five most popular activities.

In 2004, national spending on recreational and entertainment products and services nearly topped 706 billion dollars, something not too exorbitant when considering that studies have determined that the goal of leisure and entertainment goes beyond simple pleasure toward achieving greater self actualization and emotional satisfaction. With trends emerging that entail emerging destinations, new products, involved participants, and specialty markets, great opportunity exists in the form of a blank canvas for the City of Tempe.

SWOT Analysis

Our analysis of downtown revealed that Tempe faces many key issues that need to be resolved or rethought if it will successfully develop downtown to its full potential. Among these are:

- **The role of streets.** Streets should be desirable connectors for all users, and as public spaces in and of themselves. Throughout downtown, many streets are wide, vacant and uninviting to pedestrians and bicyclists.
- **Private development should make a greater contribution to the public realm.**
 - Large developments may threaten to close historic street and alley linkages or privatize areas that should be public
 - Generic, “slippery,” building ground floors – those without details, character, and strong retail that spills out – can discourage strolling and window shopping.
 - Blank walls and vacant spaces, including along the lakeshore and parking lots along the north end of Mill, degrade the experience of downtown
 - Many areas in downtown simply lack any destinations at all that would attract either residents or employees
- **Events and programs should be spread around.** Tempe Beach Park is the focus of most events, to the point where the park is often overwhelmed and inaccessible for general public use, yet other spaces suffer from a lack of programs and activity.
- How can **city policies** encourage the creation and use of public spaces? Several ordinances were identified that deter the active use of spaces.
- How will Tempe retain its **sense of authenticity**, especially in the current development climate?

- **How can the city incorporate a Placemaking process into future efforts** – in effect, how to build a campaign of partners to achieve the vision?

On the other hand, there are many existing strengths of the downtown which can be leveraged, including:

- A strong retail base, organized and concerned Downtown business
- A surge of new development and investment
- A captive ASU population which is inclined to walk, bike, and ride transit
- New transit improvements, especially the soon-to-open light rail transit (LRT) line connecting Tempe to Phoenix
- A history of public investment in downtown, including the creation of Tempe Town Lake
- The historic fabric of the Mill Avenue District, which gives it a unique identity well worth preserving
- Strong natural features, such as Hayden Butte, Papago Park, and Rio Salado
- An increasing arts presence
- Viable close-in neighborhoods, in walking distance of downtown
- A good network for bicycling, with plans for a more comprehensive system underway
- A strong public art program

Detailed Planning Objectives

While the overall vision is to create a seamless system of destinations, this can be broken down into a list of more specific planning objectives:

- Enhance the sense of place for residents, workers, students and visitors, including Tempe's sense of heritage and authenticity
- Maximize the potential of existing attractions in the Mill Avenue District, on the lake shore, on the ASU campus
- Create new attractions/destinations for residents as well as visitors and workers
- Encourage higher levels of "productivity" of existing public spaces, meaning that the spaces are used more consistently based on who the space is designed for and supports stronger capacity of use. Each space should have a set of outcomes and how the site is designed and how the program can create the level of use desired by the targeted users desired.
- Connect the city to its destinations by making it easier to get around without driving
- Expand and create features that appeal to all ages
- Match the level of maintenance to the program of each space by development of maintenance modes established by the National Recreation and Park Association which focuses on the frequency and care of park turf, landscape, amenities, hard surfaces, safety elements, trees, cleanliness, and open space management. The Plan outlines four maintenance modes for the City of Tempe to consider in the management of each park area outlined in the plan. (see appendix for the detailed

maintenance plan for this study).

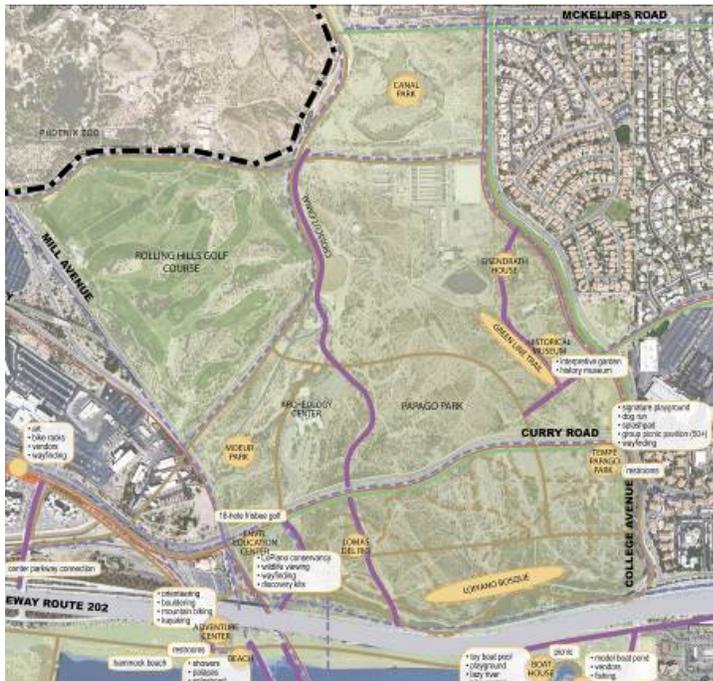
- Sustain economic growth and investment in the city
- Instill a culture that makes Placemaking a routine consideration in Tempe's governing activities.
- Partner with ASU and private developers to expand the public realm and public objectives.

III: Overall Vision and Program Plan

Plan Overview

To develop a vision for downtown's public spaces, the team broke the area down into planning elements:

- **Anchors** are regional amenities that will serve the community for decades to come and have potential to frame the way the valley develops. In effect, they can be the engines for a system of great places, if there is the leadership to implement them. The anchors are **Papago Park, Town Lake, Mill Ave District, and the ASU community**
- **Building Blocks** are elements that work on a less regional scale but are vital to a neighborhood or district. They reinforce the identity of and access to the anchors, and in many cases are right under our noses – part of the daily experience
- **Neighborhood places** are also discussed, to look at the Placemaking and recreation opportunities from the point of view of the people who live downtown



ANCHOR: PAPAGO PARK

Description

Papago Park is located north of the Loop 202 freeway; the freeway is a strong southern edge for this anchor. On the north, Scottsdale's neighborhoods blend with those of Tempe along the east boundary of Papago Park, the Crosscut Canal. Phoenix borders this area on the west side, including the Phoenix portion of Papago Park, Municipal Stadium and a mix of office and industrial park uses. The light rail line provides access with stations at Galvin Parkway and Curry Road.

The area surrounding the Papago Park anchor area is characterized by mature neighborhoods, commercial uses along Rural/Scottsdale Road, and office and light industrial uses along McClintock/Hayden Road

An important building block associated with this anchor is Tempe Papago Park on the north and south sides of Curry Road at College Avenue.

Significance

Papago Park is the only significant expanse of the Sonoran Desert left in Tempe. Its dramatic buttes, varied topography and native desert landscape are just minutes from downtown Tempe and are an amenity of regional significance. It is directly accessible from north Tempe neighborhoods and, by the multi-use pathway system, to all of Tempe.

Within the Papago Park anchor are three Tempe city parks – Canal Park, Moeur Park and

Tempe Papago Park – Lomas Del Rio Archaeological Site, Rolling Hills Golf Course, LoPiano Bosque, the Green Line trail, Arizona State Historical Society, the historic Eisendrath House and a collection of historic and prehistoric sites, trails, recreation areas and natural areas.

Combined with the Phoenix portion, Papago Park includes a concentration of many additional attractions and recreation facilities. Within the Phoenix part of the park are the Desert Botanical Garden, Phoenix Zoo, a golf courses, lakes, Hole in the Rock and Phoenix Municipal Stadium. The Papago Park area is rich in history and has an important story to be told. In recognition of its significance, Tempe, Phoenix and Scottsdale have formed a tri-city master planning effort that will help preserve Papago Park as part of Arizona's centennial celebration.

Analysis of Existing Conditions

Papago Park is mainly made up of regional destinations (Phoenix Zoo, Desert Botanical Garden, Arizona State Historical Society Museum) that attract tourists and residents from all over the valley. The Tempe portion of the park is less developed and less frequented than the Phoenix portions, although it is directly adjacent to neighborhoods.

Destinations & Activities

There are many opportunities to work with the park's existing destinations and add new ones to make it a better resource to local neighborhoods:

- The many natural, historic and prehistoric resources in Tempe's Papago Park should be linked and interpreted in some creative way.
- The Eisendrath House should be preserved and put to use as an important park asset.
- New use for ASU's building, the old sanitarium, should be explored.
- The City's Papago Park on Curry Road can be improved to better serve nearby residents and regional park visitors.

Activities brainstormed during the public workshop included:

- Guided walks and self-guided walks
- Bird/wildlife observers
- Historic resource tours
- Open air trolleys
- Bike rentals
- Affordable golf events
- Urban camping – group
- Theme family events
- Classes
- Small music performances

- Rock climbing
- Native American interpretation

Linkages & Wayfinding Elements

It is difficult to orient to overall Papago Park facilities when entering from Tempe. To address this issue, we recommend the following measures:

- Creation of a visitor center to improve orientation to the larger park area, when entering from Tempe, with Parking, seating and shade, café, food and beverages, information, maps, small shop with books, etc. This could possibly be jointly develop/operate with AZ State Historical Society or Papago Salado. This could be located on Curry Rd/Van Buren at Moeur Park, or at the Historical Society site or at Tempe Papago Park)
- Provide park gateways at Moeur Park and at Curry & Rural/Scottsdale Road.
- Provide greater emphasis on interpretation of and orientation to the park, especially entering from Tempe:
 - Consider designation of an interpretive trail that connects the visitor center, LoPiano Bosque, Lomas del Rio Archaeological Site, Arizona State Historical Society Museum, Green Line, Eisendrath House and (via Canal Park) the Crosscut Canal.
 - Provide trail guide, literature, other information at visitor's center.
 - Offer guided walking, riding and biking tours, as well as trail maps and information.
 - Opportunities for activities such as birding, stargazing, learning about native plants and archaeology.
 - Trailheads with parking; obvious/easy-to-find trails to go north toward the Crosscut or south to Town Lake or west across the Mill Avenue Bridge
 - Directional signs, consistent throughout park
- Improve neighborhood access to the Tempe portion of Papago Park by bicycling and walking paths:
- Finish the Crosscut Canal trail, as planned

- Bike lane and path connections into the neighborhoods, especially on Curry Rd, Weber Dr, McKellips Rd, Gilbert Dr., Mill Ave, College Ave, and Washington St.
- Improve access to and awareness of the park for visitors:
 - Provide access from the Curry Road LRT station to the proposed park visitor's center (local circulator/shuttle, enhanced bike lanes and walking/multi-use path connections).
 - Consider modification of Curry Road to improve conditions for bicycling, walking and equestrian activities along and crossing it:
 - Narrow the lanes, widen side paths and separate from curb, enhance trail crossings.
 - Establish visual connection between City parks north and south of road.

Landscape

The desert landscape has degraded over the years and should be restored:

- Complete the formal trail system, as planned, to reduce off-trail activities.
- Establish a greater range of paths/trails to include paved ADA/accessible paths and loop paths/trails starting at visitor center.
- Consider workout stations along path/parcours.
- Provide park ranger/enforcement of trail use and other activities.
- Work with the Desert Botanical Gardens (DBG) and community to revegetate and restore damaged areas.
- Provide trail system maps that include information on the importance of sticking to the trails and giving the desert a chance at revival.
- Protect and enhance LoPiano Bosque as a unique riparian area.
- Improve image and visibility by adding good signage and appropriate lighting at trailheads



Building Block: Tempe Papago Park

Tempe’s Papago (City) Park has been developed as a community recreation facility, with sports fields, an off-leash dog park, picnicking and play areas. This is the key building block within the south area of Papago Park.

- Upgrade the Tempe Papago Park building block as an oasis within the desert setting.
- Improve maintenance; evaluate the need to add lighting and take steps to enhance sense of security.
- Consider additional shade trees and large shaded ramadas for group picnicking and activities on both sides of Curry as well as adding a spray ground near the picnic ramada.
- Enhance/update landscaping to soften edge between “green” park and native landscape
- Establish and program a place for events/performance/community activities
- Consider as a possible visitor center location

Maintenance levels:

The visitor center and park gateways would be maintained at a level one; the interpretive trail needs to be maintained at a level two. All natural trails need to be maintained at a level two – the park itself is currently being maintained between level two and three but needs to attain a level two maintenance mode for a better experience and safety for users.



ANCHOR: TEMPE TOWN LAKE

Description

220-acre Tempe Town Lake forms the northern edge of downtown and resulted in 1999 from the damming of the Rio Salado (Salt River). The Lake's banks are still largely in development or yet to be developed – thus in 2007 it is still taking shape. As a result, the lake's existing public destinations, such as the marina and boat launch on the north shore, are separated by long empty stretches. There is very limited shade along the lake on either shore, and the combined effect of few destinations and little shade results in very few park users along most of the lake.

Significance

- **Tempe Town Lake has become one of the most important public attractions in Arizona, with an estimated 2 million visitors per year, most of them attending events at the 25-acre Tempe Beach Park on the south shore**
- **The lake is a crucial piece of the city's strategy to attract new development and downtown residents: it has already spurred the development and planning of many major projects on both the north and south sides**
- **The Lake is clearly one of the city's biggest opportunities to define the city's character as a place to live in the years to come.**

Analysis of Existing Conditions

Tempe Town Lake has several existing destinations, of which Tempe Beach Park is by far the best known. However, until now few of these places offers a range of uses and activities that is interesting and diverse enough to have become a real draw.

In addition, the lake still lacks basic visitor support services like food and drink, shaded seating, bike racks, etc. And the large crowds that are drawn to Tempe Beach Park events dissipate quickly because there is no adjacent attraction to keep them, which is a huge lost economic benefit.

The big opportunity in front of the city now is to create an inspiring master vision for lakefront destinations that attract people to the water and that guides development. The city cannot afford to rely on private sector developers to build the entire lakefront without a Master Plan. This approach will create a piecemeal experience without any strong public spaces.

In public workshops, people suggested many new or additional activities that would make the lake a more popular destination, such as:

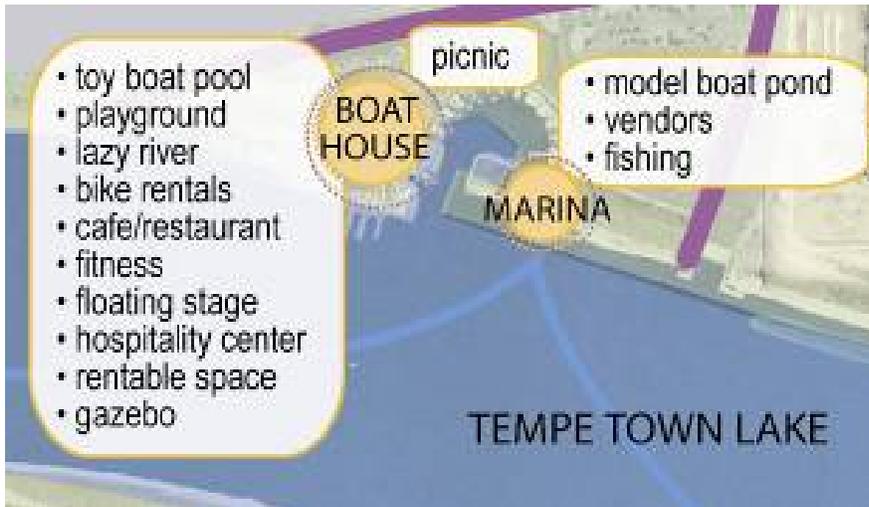
- Amateur field sports
- Bike and skate parks
- Lakeside restaurants, cafés, markets
- More children's activities
- Water taxis
- More seating and shade

There is ample room to meet these needs and create destinations that appeal to every audience – the lakefront has the potential to be the most significant, democratic space in all Tempe – the equivalent of New York's Central Park. It can provide the outdoor fun that would draw a student crowd, the water play that attracts kids, and the cultural experiences that attract people of all stripes

North Bank Linear Park

Overall recommendations:

- The sand court area at North Bank Linear Park would require very little to complete and turn into a real destination. One could augment the existing sand and sprinklers with poles for League Play, which would bring revenues to devote to lake improvements and maintenance. Lighting would extend play into the evenings, making summers a playable season. Four volleyball courts could be created, with one large area left for children's play or tanning. Sand soccer could also be here if groups brought their own goal posts.
- The entire North Bank Linear Park could benefit from shade structures and seating along the path. This would bring people from one end of the park to the other.
- A package of signs needs to be developed that provides not only the name of the park, but also distances to neighboring amenities, and what exists at the destination. These signs should be placed liberally around Town Lake.



Building Block: Tempe Marina and Boathouse

The Marina and planned new boathouse is one of Tempe’s most immediate opportunities for Placemaking to create a great waterfront destination for all kinds of people. It should have a fun and exciting atmosphere and offer a great variety of things for non-boaters to do. There is nothing the non-boating public likes better than to have reasons to be on the water and around boats and boating.

Destinations & Activities

The existing program for the new boathouse (*pictured below*) needs to be greatly expanded from the planned boat storage, fitness center, concession, and community space.



Linkages & Wayfinding Elements

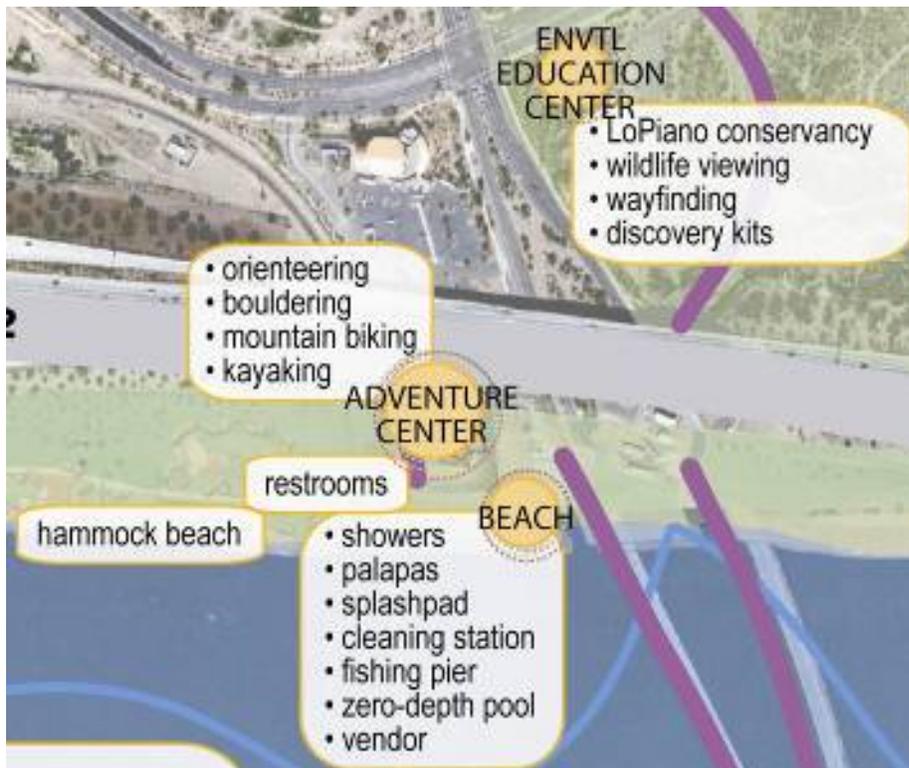
- Info hub/trail head to orient visitors to lake front as well as Papago Park
- Future access to water-based transportation (ferries)

Amenities

- Outdoor tables and seating
- Grills and shaded picnic tables
- Umbrellas and other shade structures
- Bike racks
- Rest rooms

Maintenance Level:

- The marina and boathouse operations need to be maintained at a level one maintenance mode as it will become a high image area for the Lake and visitors



Building Block: Boat Launch and LoPiano Bosque

The northwest corner of Town Lake offers an opportunity to build on several nearby assets – the lake, the new Washington St. LRT station, LoPiano Bosque, Moeur Park, and the archeology center – through the creation of stronger destinations, linkages and wayfinding.

Destinations & Activities

- Develop the boat launch as a beach with palapas (thatch bench shelters), splash pads, and a beach or zero-depth pool (beach-type gradual entrance)
- Market research shows a regional market exists for an Adventure Center that would help establish the lake and Papago Park as outdoor recreation attractions
- An Environmental Education Center at Moeur Park would create an anchor for more passive ways to enjoy the wildlife, natural and archeological attractions of Papago Park and LoPiano Bosque
- Minor improvements to LoPiano Bosque should be made to encourage more people to use this unique mesquite bosque: quiet seating areas, lighting, signage for trail runners, hikers, and others, and more regular maintenance.

Linkages

- Improved walking route from new LRT station on Washington Street.
- Removal of N. Lake View Rd middle section to create a deeper beach that can be used for more activities. Access to this beach and beach parking should still be provided from the east and west along the remaining sections of Lake View Rd
- Access up to Mill Ave. bridge

Wayfinding

- Signs along Washington St. directing people to Papago Park, Moeur Park, and lake
- Signs from the Environmental Education Center into LoPiano Bosque and to archeological site

Maintenance Levels:

- The sand court needs to be maintained at a level one maintenance mode to attract leagues and tournaments
- The north bank linear park needs to be maintained at a level two maintenance mode to attract visitors and create a sense of safety and place
- The LRT, LoPiano Bosque, and Moeur Park all need to be maintained at a level two maintenance mode for user safety, image of the sites and use by visitors to these areas of the Lake

South Bank Linear Park

The south bank has easy access to a large segment of the Tempe population, being up against downtown and its neighborhoods, as well as ASU. Although it has some of the Lake's more popular destinations, including Tempe Beach Park, these do not link together in an inviting linear park, due in part to a lack of shade, smaller and destinations, and because there are areas still being developed.

Overall recommendations:

- Develop a linear exercise course to encourage more users of the path system
- Make more upland links to neighborhoods, with good crosswalks and traffic calming on Rio Salado Parkway, access across Karsten Golf Course, and clear routes through every private development along the length of the lake.
- A package of signs needs to be developed that provides not only the name of the park, but also distances to neighboring amenities, and what exists at the destination. These signs should be placed liberally around Town Lake.

Maintenance Level:

The linear exercise course needs to be maintained as a level two maintenance mode. The upland links to neighborhoods need to be maintained at a level two maintenance mode.



Building Block: Recreation Area

The expanse of land on the south side of the lake west of Priest has been identified by the city as a potential recreation area. This site gives good access to both a regional audience, by way of Rio Salado Parkway, and to downtown residents who can easily walk. A balance between both user groups needs to be struck – i.e. the regional needs that might result in league sports should not displace community residents who would use some of the same fields for casual play. It should also be expected that ASU students will put demand on athletic facilities since the needs of many ASU sports groups may be unmet on campus.

Destinations & Activities

Even though this site is not directly on Town Lake, it is an integral part of Rio Salado and needs to be integrated into the whole lakefront experience. It is important to think of the area not only as a string of athletic fields – as many such sports facilities are – but to design it as a high quality, multi dimensional, and family friendly lakefront destination.

- Cluster fields around focal points and buildings to create places, with seating, spectator areas, refreshments, wayfinding, restrooms, even BBQ pits and playgrounds.
- Tie some aspects of the facility into the cultural theme of the nearby arts center and possible arts district.

Linkages & Wayfinding

- Adequate parking and generous pedestrian crosswalks need to be provided.
- Trails along the lake and Rio Salado need to be integrated into the physical layout of the recreation area so the through-walker or biker has a pleasant experience and choice of routes both through and into the main activity areas as well as around them, following the river bed instead.
- Orientation signage should encourage sports enthusiasts to explore the rest of the lakefront as well as downtown.

Maintenance levels:

- Sports facilities will need to be maintained at a level two maintenance mode



Building Block: Tempe Center for the Arts

The Tempe Center for the Arts (TCA) is a regional visual and performing arts facility that will also serve local arts groups and as the home for Childsplay, a professional theater company for families and young audiences. The park outside the Center is envisioned as a performance space, an outdoor sculpture garden and a venue for events, helping to reduce the pressure on Tempe Beach Park (casual use of Tempe Beach Park is often restricted due to the large number of events that take over the park and limit access).

Tempe Center for the Arts can become the nucleus of an exciting district of arts-related uses and activities. West of the Center is a large area of vacant land that has been discussed at various times for development as a mixed-use “arts village”. We support this idea. This

development, combined with the TCA and outdoor exhibits and activities at the arts park can create a meaningful arts anchor on Town Lake. Public destinations – theater, gallery, events and park activities – can mix with private art studios, galleries, cafes, art-related manufacturing, workshops, classrooms, retail shops, a market hall and other uses to achieve an exceptionally dynamic arts attraction, similar to Granville Island in Vancouver, B.C., which has become the #1 attraction in the city for both tourists and residents.

Destinations & Activities

More activities and small destinations are needed to help Tempe Center for the Arts and its environs to realize its full potential as a significant and successful arts anchor. It is especially important to provide activities and attractions that appeal to families and children.

Throughout our background study, we heard that there's not much in this part of Tempe that appeals to families and to children. Childsplay will bring busloads of school children to TCA and offer family- and kid-oriented events on over 200 days of the year. This area offers splendid opportunities to create destinations and activities that will allow children and their parents to make a day of it – visit a gallery, see a play, eat a (kid-friendly) lunch, play an art game in the park, visit a real art studio or workshop, sing songs and ride a boat at nearby Tempe Beach Park. It's the Power of Ten again.

- The current design of the TCA exterior offers an outdoor park and plaza. Until now, though, no thought has been given to how to enliven these places. What is there to see and do? Is there a special place to sit and view some artwork or a view of the water? What activities can occur here? What can kids and families do? Is there an outdoor café? Is the area kid-safe and kid-friendly? Asking these questions points to many new directions for improvements.
- The art park and village can represent an extension of the Center for the Arts into outdoor areas. These areas can be the site of quiet and educational uses, clustered near the Center, but still leaving a large green space for performances and events. Our preliminary suggestions for these areas would be:
 - Passive spaces, like outdoor meeting rooms and classrooms, gardens with fountains that can be used by small groups and outdoor yoga classes seeking a quiet green environment, shaded sitting areas with views of the water and art, tables and chairs for groups to gather and potentially for children's groups to use for lunches and other programs.
 - Kids activities: an art-themed playground, especially for kids involved in the center's programs, but also for nearby residents and kids who would return with their parents on other occasions.
 - A downtown skate park would be a great attraction for young people as well

as to the parents who would not have to drive them to facilities farther away. The vacant land at the head of Farmer Avenue could be one such location and provide a good link between Mill Avenue and the arts center.

- If an arts village concept is pursued, it will be potentially a major point of interest and should be master planned with great care, to get the best possible design that blends in with the overall vision for not only the arts center but the lakefront in general. Working from the precedent of Granville Island in Vancouver, British Columbia, we might envision a mix of uses that includes arts production facilities, galleries, live/work studios, plus public attractions like an arts café, classrooms, small performance and art demonstration spaces. Whatever uses are proposed, it is recommended that a concentration of destinations and amenities with appeal to kids and families be provided as an important part of the mix.

Linkages & Wayfinding Elements

It is critical to make better neighborhood connections across Rio Salado Parkway and at Farmer Ave, as well as other side streets for pedestrians and bicyclists of all ages.

- Along Rio Salado Parkway, generous on-street bicycle lanes and a wider-than-average sidewalk should be provided, recognizing the high number of children likely to be attracted to this anchor. The sidewalk should be separated from back-of-curb by a landscape buffer and should be designed to guide people (especially bicyclists) away from the street to interior areas of the park and Town Lake trails. Even though there are many safety issues associated with bicycling on sidewalks, it is recognized that some families and children do not feel comfortable riding in the roadway and are likely to use the sidewalk. In light of this, the sidewalks should be designed to minimize conflict with motor vehicles, maintain good sight distances and be fully compliant with current design standards for bicycle-use path facilities.
- A distinctive “arts district” landscape theme should be developed for this section of Rio Salado Parkway. Landscaping should provide shade for pedestrians and help reduce the impact of noise and traffic views from the park.
- Water taxis and boat docks should be planned for, since of all the public lakefront destinations, the Center for the Arts could become one of the biggest.
- Wayfinding at the arts center can incorporate public art and a sense of arrival so that through-walkers and bicyclists and people arriving from neighborhoods or the parking lots get a good orientation not only to where they are on the lake but to activities and features of the TCA, arts park and possible arts village. When the path across the west dam is completed, the TCA may be a stopping point on a

hike or bike ride to the Mill Avenue District, Tempe Beach Park or ASU, so information about these (and other) destinations should be provided as well.

- Throughout this area – in the art park, TCA, village, plazas, paths, streetscape, signage, fences, lighting, paving, benches, gateways, architecture and other aspects of the Tempe Center for the Arts environment – public art can play an important role. It can tell a story, offer opportunities for contemplation, challenge and inform, and make the ordinary extraordinary. The art selected for this anchor should include works with appeal to children. Interactive and kinetic works are especially encouraged.
- A map and brochures or other guiding devices should display all the other child- and family-friendly spaces, activities and attractions in downtown and show recommended routes.
- When the light rail system is operative, it is anticipated that families may be expected to arrive at the Third Street LRT station. Consideration should be given to plotting out and publicizing a kid-friendly walking route from the station to the Center for the Arts area.

Maintenance Levels:

- Art Center area and proposed Art District will need to be maintained as a level one maintenance mode to attract visitors and create a strong sense of appeal
- Trails along the parkway will need to be maintained at a level two maintenance mode
- Passive space areas will need to be maintained at a level two maintenance mode
- Themed playground will need to be maintained at a level two maintenance mode
- The skate park would need to be maintained at a level two maintenance mode
- Rio-Salado Parkway will need to be maintained at a level two maintenance mode
- LRT will need to be maintained at a level one maintenance mode



Building Block: Tempe Beach Park / Plaza Between the Bridges / Hayden Ferry Lakeside

15-acre Tempe Beach Park was established in 1931, renovated in the late 1990s, and has since become the undisputed hub of activity for all Town Lake. In fact, it is the most popular event venue in Arizona, with about 100 event days in a year, about one fourth of them gated. While this positive energy benefits the city in terms of publicity and revenues, the frequency of events here also prevents developing Tempe's best lakefront location as an active everyday destination for casual users. The site's location up against downtown could support a much more major waterfront destination that draws people from Mill Avenue everyday and evening, not just during events.

Since Beach Park does work so well as an events park, we are not suggesting that use be discontinued, but rather would suggest the following measures:

- The waterfront and important public amenities, such as the playground and picnic areas, should always be kept open to anyone, i.e. an event should never interrupt a walk along the lake or a parent from getting access to its playground. This may mean moving the stage forward, a few yards farther from the lakefront path. It may also mean relocating picnicking ramadas to one side, for example closer to the Mill Avenue Bridge.
- Many smaller events should be relocated to other places downtown to reduce the pressure of too many events on this one location. These alternative places, including 6th

Street Park, Hayden Square, and the marina and boathouse, will benefit from hosting these events, and so will all of downtown.

- Additional attractions for the casual park user need to be developed in Tempe Beach Park so that it is better used by the public on non-event days (see below).

Destinations & Activities

Additional nodes of activity should be developed to attract the casual user, build on the success of the playground, and help draw people in from Mill Avenue. These uses obviously need to be in places where events can set up around them, if at all possible.

- Instead of vending machines, develop a stronger destination where people get information from a park office/kiosk, can get lunch at a snack bar, or use a restroom, or even use a locker at the park office to stow bags brought from work or school.
- The playground needs more shade, which could include trees, umbrellas, and shaded ramadas for large groups (depending on their placement, these could be useful structures for certain types of events). The playground would also benefit from additional play equipment.
- A center for historic interpretation could be developed at the veterans memorial, as well as a gateway entrance with a small plaza
- More shaded picnic and play areas can be develop along the bridge, which would be always accessible during any event and provide a pathway to the water for the public.
- A node should be developed around the boat rental concession as well to draw people to the water and support the use of the boat rentals. This could be, for example, a carousel, or some other small attraction.

Between the Bridges is a one-of-a-kind place that has architectural interest, but is limited in terms of size (1.5 acres) and use that actually would work well in such a space. A beer garden or outdoor restaurant could actually work well here and be a great magnet to the waterfront, without conflicting with events or children's activities in Tempe Beach Park itself. It would also work well with the restaurants at Hayden Ferry Lakeside, but perhaps be differentiated by having a lower price point and more informal atmosphere.

Hayden Ferry Lakeside is envisioned to have outdoor cafes and performances, but relatively few amenities to serve the public have been developed. The developer's vision of an active space for dining and performances can be built upon with the Between the Bridges ideas discussed above, and by providing more café-style seating near the water for those who are *not* patronizing one of the restaurants. In this way, a bigger scene can be created that makes the place more public and actually helps the private businesses at the same time.

Linkages & Wayfinding

- Develop a more prominent and interesting entrance from Mill Avenue into Tempe Beach Park.

- Some of the activity nodes recommended above for Tempe Beach Park should be located closer to the entrance, within sight from the intersection of Mill and Rio Salado Parkway.
- The intersection should become a gateway itself – it is one of the biggest opportunities to impress the arriving visitor with a strong sense of place. It is an especially ripe opportunity when one analyzes the four corners of the intersection: Monti’s restaurant, Hayden Flour Mill, Hayden Butte, Hayden Ferry Lakeside, and the park itself.

The developers of Hayden Flour Mill and Hayden Ferry Lakeside should be asked to contribute to the development of this gateway intersection, once a plan is in place. An example of a corner that is similar in scale is provided below, along with a photo-simulation of what it would look like with an architectural element in the middle of it.

- Provide a lake information center or kiosk at Tempe Beach Park
- A map should display all the other child- and family-friendly spaces in downtown
- Ferry boats between the lakeside attractions may eventually be a very attractive option, and Hayden Ferry Lakeside / Tempe Beach Park would be one of the more prominent landings on that system.

Maintenance Levels:

- Tempe Beach Park / Plaza Between the Bridges / and Hayden Ferry Lakeside all need to be maintained at a level two maintenance mode



Building Block: Marina Heights

This ASU-owned property will be developed along the lake in a prominent location across from Sun Devil Stadium and next to Hayden Ferry Lakeside. With its convenient location to ASU, we feel that it needs to include places that are a major lakeside attraction, especially for the student community.

Destinations & Activities

- A “great lawn” would be a flexible space for everything from Frisbee-playing to sunbathing to pre-game events, whether formal or informal.
- The lawn could also include a dog park, a lake pavilion for shade and seating, a waterfront café or bar, and a boat launch, among other ideas.

Linkages & Wayfinding

- The buildings that line the great lawn and lakeside need to be designed so that there is no confusion over what is public and what is private space – private spaces need to be clearly delineated and separated so residents don’t feel as though people are playing Frisbee directly outside their door.
- Linkages also should be strong between the lakeside spaces and the existing ASU athletic fields and facilities across Rio Salado Parkway. We recommend a pathway crossing the parkway and extending to and around Sun Devil Stadium and to Hayden Butte.

Maintenance Levels: The maintenance levels of ASU Lakeside development needs to be maintained as a level one maintenance mode to attract people to the area. The Great Lawn should also be maintained at a level one maintenance mode. The pathways to the sites can be maintained at a level two level.



Building Block: “ASU Beach”

ASU Beach would create an area for students that is on the lakefront just north of Karsten Golf Course, which will have very good access to ASU students. It is important that a destination for students be developed that captures their interest in being near water in a

desert climate. For this reason, we suggest that a student beach be created that is easy for them to get to and has an informal atmosphere and good links to the campus and sports facilities.

Destinations & Activities

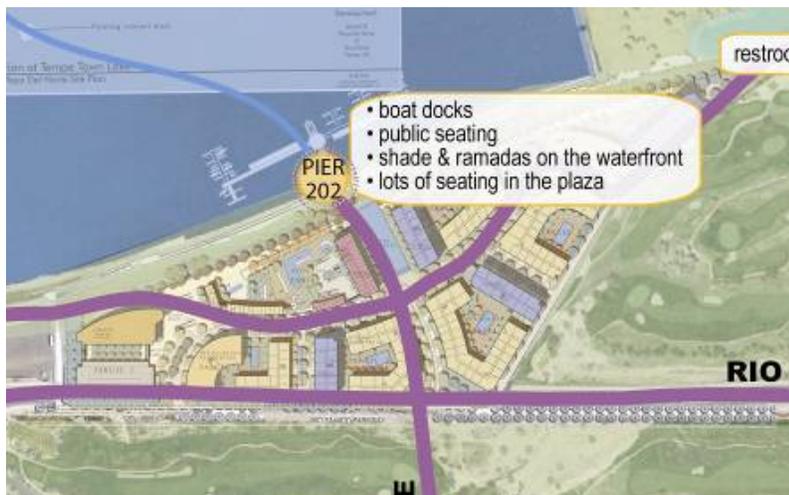
- ASU Beach would have all sorts of beach recreation, including, of course, a sand beach, volleyball, perhaps basketball half-courts, and a skate park geared for older skateboarders.
- If an actual beach on the water is not feasible, then a 0 Edge Pool with ample sand could be developed instead.

Linkages & Wayfinding

ASU Beach would have access to ASU and other neighborhoods from Rural Road which is directly adjacent.

Maintenance Levels:

The maintenance mode for the ASU Beach would be to maintain the beach in a level one mode during the peak season and a level two mode outside of the peak season



Building Block: The Pier

The Pier is a development that proposes an outdoor plaza that could easily become a public amenity with good access both from along the lakefront and back to ASU and the southeast neighborhoods. Its location suggests one day it could be a logical stopping point for anybody walking along the lakefront from Tempe Marketplace to downtown.

Destinations & Activities

- Additional public amenities should be provided to create a defined public destination.
- These amenities include: boat docks, shaded seating and ramadas on the water, clear public area within the proposed plaza.

Linkages & Wayfinding

- Paths should be provided both along the waterfront and back through the retail plaza so that the bulk of the development is permeable.
- Another north-south link needs to extend down through Kartsten's Golf Course to University Drive and the LRT stop.

Maintenance Levels:

The Pier 202 site needs to be maintained as a level two maintenance mode to create a sense of place and safety for users of this area of the lake.

ANCHOR: HAYDEN BUTTE

Description

- Hayden Butte is a significant landmark that marks the downtown. With its large letter "A," it represents a local icon; on the other hand, with its plainly visible chain link fences and water tanks, it clearly has not been treated as an icon throughout its history
- The Butte has several trails up to its peak and provides a shortcut between the lakeshore and the southeast quadrant/ASU

Significance:

- Hayden Butte, or "A" Mountain, is a 25-acre refuge overlooking both the Mill Avenue District and Tempe Town Lake. It is well used by hikers and runners and offers beautiful sunsets and views as far as Phoenix, the Superstition Mountains, and north Scottsdale.
- Hayden Butte is one of the few remaining areas in the urbanized region that still retains a fairly native desert landscape covering 25 acres.
- Hayden Butte is a sacred area to the Hohokam and their ancestors.

Analysis of Existing Conditions

Hayden Butte is one of the identifying features that locals point out to visitors and gives people their bearing wherever they are in Tempe. But this landmark has unmet potential in terms of it being a stronger identifier for the image and landscape of downtown. Unsightly fences, antennae, water tanks, and rock slides from excavation all mar the south side, which is visible from many parts of downtown.

The railroad ties that make up much of the trail are beginning to see wear and there is graffiti on the interpretative signs.

While the butte could easily be developed as more of a destination, we would also respect local tribes who prefer to have fewer visitors on this sacred site. However, that may leave many opportunities for improving the butte's overall look and restoring its landscape and incorporating it into the landscape of streets that encircle it.

- Hayden Butte should be a far more significant identifier for downtown. Its desert landscape should set the standard for any street that passes along its base so that the mountain actually sweeps down and across the streets that surround it. We recommend a Hayden Butte Zone be established that prescribes a desert butte streetscape for the streets and landscapes within that zone.
- Once the radio towers are relocated to the new Centerpoint building, there is an opportunity to create a viewing platform with shade, and seating.
- Improvements to the trails would allow Tempe to stage runs from the base of A Mountain after the Light Rail Station Area opens.
- A rock climbing program could be established at the base of the butte, near the Transportation Center or at the proposed Stadium Plaza (see below)

Maintenance Level:

The level of maintenance for the Hayden Butte should be maintained at a level two for all lower level areas of the park and level three for the natural trail to the top of the Butte.



Building Block: Tempe Transportation Center

The Tempe Transportation Center is an innovative new LRT and bus station that incorporates wayfinding, a bike center, zipcar rentals, food concessions and other elements into a LEED platinum certified building and plaza.

- A walkway along the tracks from the stadium to Mill Avenue and the 3rd Street LRT stop would provide an attractive and convenient shortcut at the base of Hayden

Maintenance Level:

Tempe Transportation Center needs to be maintained at a level one maintenance mode



Building Block: Stadium Plaza

At the intersection of Stadium Way and College Ave, a new “Stadium Plaza” should be created that builds off its location at the nexus of the college community, downtown, and the new Transportation Center. Redesigning it as a people place, rather than just an auto-centric intersection, is also appropriate at this key, highly visible location at the base of Hayden Butte.

Destinations & Activities

- Elements of the beautiful desert arboretum in back of the stadium can be brought out front to make the plaza an attractive and educational landscape
- Rock climbing at the base of Hayden Butte could be a marquee downtown recreation opportunity that is visible to passing LRT riders.
- A book market could be a good activity to attract both students and downtown residents, as well as visitors
- Giant chess, vendors, and public art (perhaps from ASU’s collection) would help round out the plaza as an active space

Linkages & Wayfinding

- A trailhead orienting people to hikes up the butte, the lakefront path system, and other hikes in the region

Maintenance Level:

The Stadium Plaza need to be maintained at a level one maintenance mode to attract visitors to the site and create a strong image presence.



Building Block: Hayden Flour Mill

At a key gateway at the intersection of Mill Ave and Rio Salado Parkway, the flour mill will help to provide a missing link between the downtown retail core and Town Lake. Where it faces the intersection, the development should contribute to the overall gateway concept (see Tempe Beach Park description).

Linkages & Wayfinding

- As the Hayden Flour Mill project proceeds, total access around the development to the butte needs to be preserved
- Signage should orient hikers to Hayden Butte trails and nearby hiking destinations, as well as Town Lake

Maintenance Level:

The Hayden Flour Mill needs to act like a gateway and be maintained at a level one maintenance mode. This will provide a great image for the community.

ANCHOR: MILL AVENUE DISTRICT

Overview

As the commercial main street of Tempe, Mill Avenue is one of the most important areas to focus on the public realm. It is also one of the areas where the most investment has already been made. It generally has a high standard of maintenance, a good walking infrastructure, and a generally lively atmosphere that attracts thousands of visitors. In recent years, the Downtown Tempe Community (DTC) has helped develop the avenue into a larger idea: the Mill Avenue District.

Description

Various studies have looked at the Mill Avenue District and how it can strengthen its identity and performance as a retail location. Some of these studies have pointed to the avenue's funkiness and diversity and that this character, made up of independent merchants, is a strength that needs to be preserved. It has also been pointed out that one key way to preserve this is to preserve the district's older, smaller buildings wherever possible, since they will not only impart a sense of place and history, but also are the only supply of affordable rental spaces that are crucial to keeping independents in downtown.

Analysis of Existing Conditions

In 2004 a retail consultant panel from the International Downtown Association (IDA) was invited to come to Tempe and evaluate Mill Ave. Some of the findings were that the Avenue needs a "major housekeeping effort" focused on such things as streetscape, plantings, awnings, and so on to give it a better walking experience. The desirable outcome, the panel said, was to enhance its authenticity as the only real main street experience in the valley.

The physical effort is certainly important, and it is useful to compare Mill Avenue to its counterparts in other cities that have put more finish on their main streets. But some of the other issues identified in this process had more to do with merchandising, the design of building ground floors and storefronts, and a lack of programming to activate its existing key spaces.

Merchandising is in part the art of displaying the products a store sells in a manner attractive enough to entice a shopper in from the sidewalk. Many of Mill Avenue's stores could do more to liven up the sidewalk with better window displays and outdoor displays and retailing. Many buildings use tinted glass that makes it difficult even to see into the store, and making it a less interesting place to visit.

Ground floor design guidelines should really emphasize those aspects of a building façade that make it "sticky." Sticky buildings have interesting architectural details that slow down the pedestrian, catch the eye, and are a comfortable human scale. There is also variety in architecture between buildings and a sculptural quality in the way the façade's planes

advance and recede. Sticky buildings turn walking down the street into a compelling journey. Slippery buildings, on the other hand, feel modular or formulaic – they let you slide by, with little that is interesting to slow you down. For more on sticky versus slippery buildings, see the Idea Book, Chapter VI.

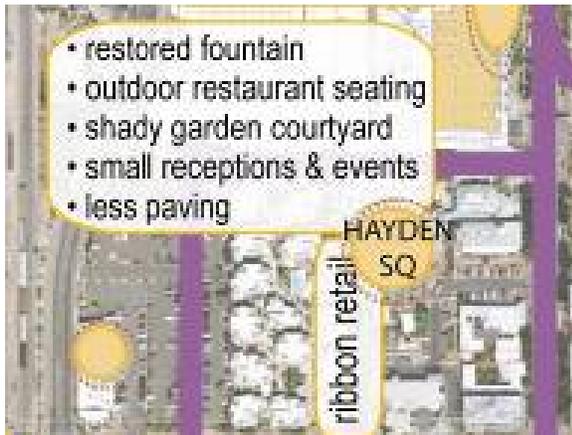
Programming the street experience is similar to programming any other space, which is discussed throughout this report. Two key areas that have probably not been sufficiently developed for the Mill Avenue District are an outdoor vending program and an outdoor entertainment program. Both these activities can bring a richness to the environment that requires almost no additional infrastructure and that will activate spaces that have been blessed with beautiful fountains, sculptures, and the like, but still feel dead.

Several other key issues are explored in the report and need special attention to tie Mill Avenue into the rest of downtown:

- How to expand the experience of Mill Avenue to other streets in the district?
- How to connect the district better to the ASU campus, which is so close by, yet feels disconnected?
- How to fill in the gap in retail along Mill Avenue between 3rd Street and Tempe Beach Park, a gap which discourages people from going down to the lakefront or conversely from visiting the avenue after a Beach park event?
- How to incorporate new development without losing Tempe's local flavor?
- How to expand Mill Avenue's appeal to a wider range of audiences?

Maintenance Levels:

Mill Avenue District maintenance levels operate between a level one and a level two maintenance mode. Visitors and property owners desire a higher level of maintenance of streetscapes, trees, cleanliness of sidewalks, tile improvements, trash management, flower and landscape management, turf management, and amenity management. The staff maintaining the Mill Street Avenue area are barely able to keep up with the volume of work required and are not meeting the standards that property owners desire. The standards for care need to be increased to achieve the look and image for the site but also for the safety of the visitors. Consideration should also be given to create a strong gateway appeal for the north and south end on Mill Ave with some features that could include archways, plantings, or art related components that signify that you are in the District. A special benefit District should be considered by the city of Tempe to help finance the cost to maintain the image that property owners and visitors desire and expect for the area.



Building Block: Hayden Square

This small square with stage was once an actively programmed space, but in recent years has fallen into disuse as other venues have risen in prominence. Another reason the square is rarely used is that, for most downtown visitors and employees, it is on the way to nowhere, but rather a dead end where one turns around and heads back to Mill Avenue. Recognizing that this won't likely change in the foreseeable future (although Centerpoint will bring a new population that might enliven the area), we recommend that Hayden Square be redesigned to embrace its quiet character and be a beautiful oasis in the downtown.

Destinations & Activities

- Introduce a welcoming garden environment
- Repair the existing Mary Miss fountain
- Performances (local showcase) and amenities that fit the audience for current retailers/restaurants/offices
- Allow courtyard seating for adjacent restaurants

Linkages & Wayfinding

An important issue to resolve is how create other destinations along the back streets leading to Hayden Square so that it is less a backwater and has more critical mass.

- Develop ribbon retail along both sides of S. Maple Street from W. 5th Street to Hayden Square. As described in the 1995 report for DTC by Donovan Rypkema.
- Maintain a public pathway from the square north to 3rd Street in any future redevelopments of this block. This would lead to the 3rd Street LRT stop and should continue along a pedestrian axis north behind the new building on US Airways' property, eventually arriving at Tempe Beach Park behind Monti's.

Maintenance Level:

Hayden Square needs to be maintained at a level one maintenance mode to create user image appeal and attraction.



Building Block: 6th Street Park

6th Street Park has the potential to be a more active park, but it will depend on redeveloping the surrounding ground floors with more retail and on a much more active management strategy. Alternatively, 6th Street could be reopened to slow traffic, following the guidelines for street design under Chapter 5: Getting Around.

Destinations & Activities

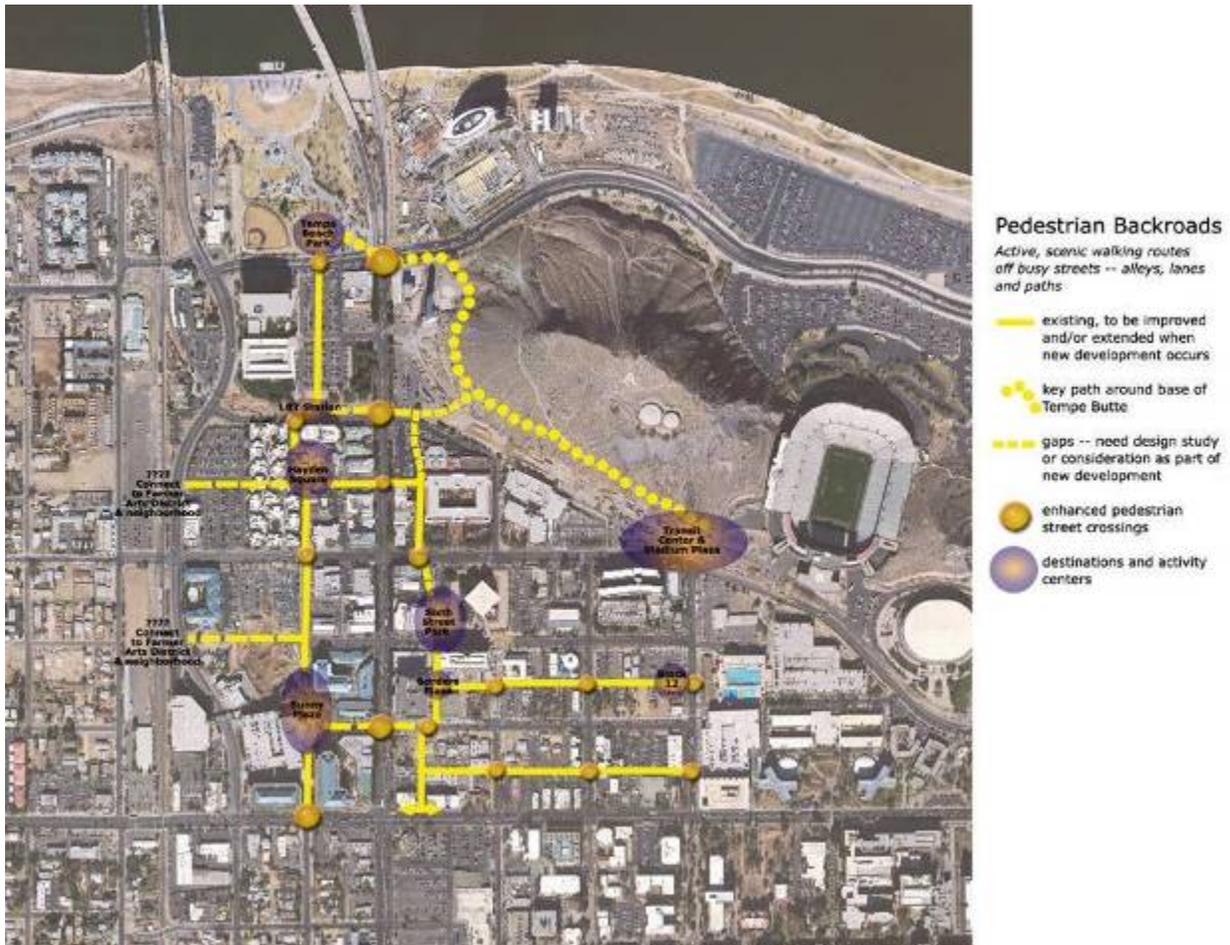
- Retail on all edges, including Orchid House and moving existing Orchid House retail farther outside into the park.
- Various kinds of special seating that invite passers by to stop and linger
- Tables and chairs
- Games, such as a giant puzzle for kids and adults
- A small beach with umbrellas and hammocks would be another possibility – something that surprises and delights and becomes a conversation piece.

Linkages & Wayfinding

- 6th Street Park should become part of a larger system of Alley Parks that connect it to other spaces like Borders Plaza, La Plazita, and to the existing alleys that would be improved as recommended below. 6th Street Park would be the heart of this alley park system and a wayfinding point for visitors.

Maintenance Level:

6th Street Park needs to be maintained at a level one maintenance mode to match the Mill Street Avenue look and feel and blended together as one area.



Building Block: Alley Parks

Two key alleys connect Mill Avenue to 6th Street Park and the Southeast Quad (see map). Each can be improved and managed as park elements leading up to 6th Street Park and become quite beautiful features of downtown.

Destinations & Activities

The key destinations on the alleys park system would be:

- La Plazita, which would benefit from having a vendor located by the fountain and seating
- Borders Plaza, which could also have a vendor, art, and more greenery and shade
- At alley entrances and corners, especially where retail or restaurants could spill out and occupy the mouth of the alley - there are several opportunities like this within the system, especially around the Mission Palms Hotel and 6th Street Park

Linkages & Wayfinding

- Shade and greenery needs to be a signature element of the system to humanize the environment and make it more comfortable and intimate
- Other key elements should help create the identity of this system: pedestrian lighting, paving patterns, seating, flower beds, or even split rail fences as seen in the San Diego example below. These finishing details will remake a fairly plain street infrastructure into a cool, lush and catalytic network of public spaces connecting most of Tempe's downtown core.

Maintenance Level.

Alley Parks need to be maintained at a level one maintenance mode to support traffic and congestion off of Mill Avenue and encourage users to take these routes to move visitors to the area in a more image friendly environment.



Building Block: Bunny Plaza

Bunny Plaza is a spectacular piece of sculpture that is irresistible for kids to climb on. Unfortunately there is a rule against climbing on it, as is plainly posted around the rabbits. Since there are so many other cities that have been able to balance public enjoyment with their liability concerns, we feel sure that city staff can work out a way to overturn this rule. Moreover, we feel there should be even more opportunities for kids to climb and play in the downtown and Bunny Plaza will be an excellent location for a small downtown playground.

Destinations & Activities

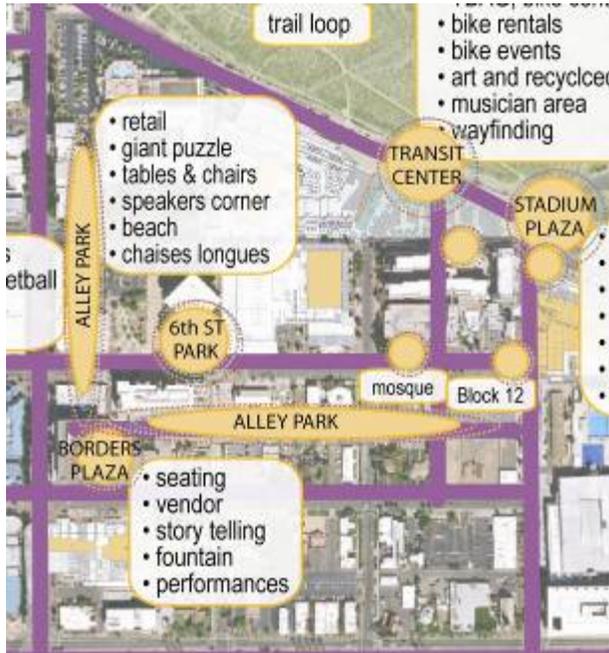
- Small playground with shade and seating
- Games, like chess and horseshoes

Linkages & Wayfinding

- This is a key location to inform visitors about the destinations and retail along the alleys on the west side of Mill, including Centerpoint and Hayden Square.
- A map should display all the other child- and family-friendly spaces in downtown

Maintenance Level:

Bunny Plaza needs to be maintained as a level one maintenance mode for user enjoyment and image appeal.



Building Block: Southeast Quadrant

The Southeast Quadrant is a neighborhood of small discoveries, even though its numerous parking lots are evidence that it has eroded over time. Places like the House of Tricks were identified as great destinations in the public workshops, but even more often people pointed out the great opportunity to develop the alleys and side streets (particularly 6th and 7th Streets) as more pedestrian friendly environments. While it is not in the scope of this project to define a vision for the neighborhood, we do see many, many elements that can be connected into a great walking neighborhood, if – and only if – the right decisions are made with regard to future development and street design. The Southeast Quadrant and the lakefront are the two biggest development opportunities in downtown and both should be master planned with great care.

Destinations & Activities

Key places that can be developed into more attractive and interesting destinations include:

- 6th Street and Forest – from the mosque to the soon-to-be-vacant Performing Arts Center
- The back side of the mosque, as a feature along the Alley Park system

- The corner of 6th Street and College Ave, formerly Julio's restaurant, and the development to occur on Block 12
- The intersection of Stadium Way and College Ave, including the development of Stadium Tower and the recommended Stadium Plaza (see above)
- University Towers, especially at 5th Street and Forest. Since this building is to be totally renovated, ASU should explore the possibility of adding a one-story retail structure extending the building out to the sidewalk along 5th.
- Hayden Butte – see above section

The real opportunity may be in the master planning of future developments and narrower streets that would result in wider sidewalks and a network of great public spaces and retail streets. Comparing the existing streets (5th, 6th, and 7th Streets) to streets of the same capacity in West Palm Beach and Boca Raton, Florida, one sees the immense potential to improve the public environment even while allowing major development to take place.

- A Master Plan needs to be developed for the Southeast Quad that unifies all new development into a single great vision for how this neighborhood should be in the future.
- New development guidelines need to be developed specific to this district and following the master plan, and the development review process may need to be re-thought (see accompanying memo). Incremental approvals of individual buildings will never achieve a result as good as the Florida examples. In the case of West Palm Beach, a form-based code was developed to regulate development. Such a code could also be done building on a Placemaking framework.
- The process for developing the Master Plan needs to be with full participation from the community and ASU, so there is wide consensus for how the neighborhood should look in the future.
- We tend to think that the special environment in the southeast quadrant, with its slightly funky college atmosphere, would be better respected and built upon by limiting building heights, as they did in the Florida examples.

Linkages & Wayfinding

By narrowing all the streets and alleys, without reducing their capacity, a great deal of reclaimed pedestrian space can be developed to support the vision for the new mixed use development discussed above. Key elements that could infuse this reclaimed space might include:

- Mixed use buildings with retail and/or public use ground floors
- Regulations for awnings along all building fronts
- Provision of pocket parks or plazas at key locations, like corners, alleys, and the spaces mentioned above
- Protection of existing alley Rights of Way – for example, Block 12 should be developed as two smaller buildings, not one large one, so that the alley between 6th and 7th Street can go all the way to College Ave.

- High quality amenities and materials that unify the district, both alleys and streets
- Greenery, especially along the alleys
- Traffic calming and a Design Speed for 6th and 7th Streets that does not exceed 20 mph. This will probably entail reducing travel lanes to 9 or 10 feet, with 8-foot parking lanes.
- In terms of its potential to connect downtown to Sunset Riverside, narrowing Fifth Street west of Mill should be a very high priority.

Maintenance Level.

The Southeast Quadrant area needs to be maintained at a level two maintenance mode.

IV: Neighborhood Places

While anchors such as Tempe Town Lake are “must visit” attractions, neighborhood places are most basic parts of the experience of Tempe as a great place to live.

Neighborhood places are the roots of a great city. While they may not be trumpeted by the Chamber of Commerce as major tourist destinations or as throbbing economic engines, they are *Very Important Places* close to home. They are the places experienced by Tempe residents every single day – the pleasant streets for walking, the neighborhood coffee shop where you meet friends in the morning, a small park, playground or a shady block of historic homes. These are the places where you can make friends, build relationships and a sense that “Tempe is my home”.

Tempe is blessed with great neighborhoods and an active citizenry that protects and values them. This plan looks at neighborhoods near Papago Park, Town Lake, ASU and the Mill Avenue District. These neighborhoods are not only exceptional places in and of themselves but they have the extra advantage of being within an easy bike ride or walk of many of Tempe’s primary open spaces and attractions.

Neighborhood Places: North Tempe

North Tempe neighborhoods are located only a short distance from the many attractions within Papago Park, Indian Bend Wash and Town Lake. The North Tempe Multi-Generational Center and Indian Bend Park provide additional open space and community activities for this area.

This area, with a few exceptions, lacks small neighborhood open spaces. Homes were, for the most part, built as part of subdivisions in the 1960s-1970s, a time when bicycling and walking were not given the priority they are today. Streets, mostly laid out in a grid pattern, were designed to move cars, not as “places” for people to walk, bike and socialize. Within

residential subdivisions, homes were laid out very efficiently in terms of “yield”, so little (if any) space was left over for pocket parks, street landscaping or community open space. People were expected to go to the park, not to live in a park.



Tempe has the start of a good network of bike facilities in the North Tempe area. At present, bicycle lanes are located on College Avenue, Miller Road, McKellips Road and Weber Drive (College Avenue to Indian Bend Wash). There is also north-south shared-use trail access along the Crosscut Canal and in Indian Bend Wash. A trail linking the Crosscut Canal Path to Town Lake will be constructed in FY 07-08.

The existing bike lanes and the trail systems in Indian Bend Wash and Papago Park provide access to ASU, the Mill Avenue District and allow Tempe residents to take advantage of Valley’s regional trail network to go to Scottsdale, Phoenix and beyond.

While attention has been paid to travel by bicycle, not much is planned to make neighborhoods more inviting for pedestrians. Sidewalks are typically four to five feet wide, unshaded and located at back-of-curb. If people are to be encouraged to leave their cars at home and walk, improvements should be considered.

The net result of this in north Tempe is that opportunities for providing open space within neighborhoods is limited and getting from home to the parks and open spaces assumes a high priority. At the community workshops conducted as part of this study, all the “best places” and “opportunities” identified were in City parks, open spaces and community facilities, not within the neighborhoods themselves.

Challenges

- Limited access across the Crosscut Canal into Papago Park. The Crosscut Canal Trail is located on the west bank of the canal, on the opposite side from Tempe residential areas. The Phoenix Zoo, Desert Botanical Garden, lakes, picnic areas and Hole-in-the-Rock are “so near and yet so far”. Between McDowell Road and Canal Park, there are only crossing points – a bridge, south of McDowell Road (next to the auto dealer) and an underpass at Canal Park.
- Need for improved east-west bike/ped connections allowing neighborhoods to link up Papago Park and Indian Bend Wash, create a loop with Town Lake and access the LRT stations. The public workshop identified additional connection opportunities, including: Curry Road (connection to LRT station and other major destinations), Continental Drive and a jog north from Weber to provide access to the North Tempe Multi-Generational Center.

- Lack of public swimming pool. Input at the public workshops gave high priority to finding a site for a public swimming pool in this area.
- Need for a community center, meeting place. The need for an additional North Tempe community center was identified as part of the public workshops. The North Tempe Multi-Gen Center is located east of Rural Road. A site west of Rural Road should be considered.
- Need for improved neighborhood pedestrian facilities. Within neighborhoods, look for opportunities to improve the quality of the walking environment with shade, benches and other amenities.
- Lack of close-to-home open space. Within neighborhoods, look for opportunities to create small pedestrian places.
- Scottsdale/Rural Road is a major divider, lacks amenity and consistent, positive character. The Loop 202 freeway exit at Rural Road is a major gateway to North Tempe. The experience at present (County island development, strip commercial) could be improved.

Opportunities

- A new trail is under design connecting Crosscut Canal to Town Lake.
- The Papago Park Master Plan provides for more neighborhood connectivity. The Tri-city planning effort can include consideration of additional canal crossing(s)
- Scottsdale Road streetscape project (in Scottsdale) is funded and under design. This creates an opportunity to extend to freeway along Scottsdale/Rural Road.
- New development along north shore of Town Lake can bring increased demand for better bicycling and walking facilities within the area.

Program

- Evaluate options for a community swimming pool at Papago Park, Multi-Gen Center, Indian Bend Park or other locations.
- Consider creating a North Tempe Community Center at Tempe Papago Park, that would also serve as the park's visitor center. Also evaluate alternative locations such as the Eisendrath House.
- Continue implementation of the bicycle facilities plan for North Tempe. Consider

adding on-street facilities that provide direct access to the Multi-Gen Center and bike lanes on Continental Drive.

- Improve bicycling and pedestrian linkages to Town Lake and to Tempe Marketplace.
- Provide at least one additional crossing of the Crosscut Canal for improved neighborhood access. A location in the vicinity of the PERA Club could connect to future bike facilities on Continental Drive. Construct a shared-use trail on the east bank of the Crosscut Canal (work with neighbors to locate and design; may be unpaved).
- Cooperate with the North Tempe Neighborhood Association and City of Scottsdale to extend Scottsdale Road streetscape improvements all the way to the Loop 202 freeway. Include upgraded pedestrian and bicyclist amenities, transit stops, art, landscaping and gateway features.
- Work with neighborhood and homeowners' associations in the North Tempe area to identify and implement a program of potential improvements to encourage walking, such as improved sidewalks, shade trees, benches and pocket parks.

Maintenance Levels:

The North Tempe area of parks and facilities need to be maintained at a level two maintenance mode to encourage and promote usage of these park areas and sites and connect the system with other attractions in the area.

Neighborhood Places: Sunset / Riverside

From: Northwest Tempe Specific Area Plan Draft, 2002

Mature trees line many of the streets within the planning area. Residents congregate at the Westside Multi-Generational Center while their children play at the neighboring Jaycees Park. Employees of downtown businesses ride their bikes to work or hop on the neighborhood shuttle. University students live next door to lifetime Tempeans. Nearly 30 languages are represented at the Scales Professional Development Elementary School. The personality of the area makes Northwest Tempe unique and unlike any other group of neighborhoods in our city.

The paragraph above describes the Sunset/Riverside neighborhoods. This area enjoys a wealth of history with some homes built in the early 1900s, proximity to Town Lake, ASU and the Mill Avenue District, places to walk and bicycle. These are neighborhoods that have stood the test of time and today face new challenges.

Small, resident-oriented shops and services have closed – grocery stores, dry cleaners, shoe repair. In their place are clothing stores, restaurants and pubs that serve college-age young adults, instead of families, seniors and long-time residents.

As high-rise development has occurred in the Mill Avenue District and along Town Lake, the Sunset/Riverside neighborhoods have seen pressures associated with assembly of land for infill redevelopment, replacing small single-family homes and older apartment complexes with new, higher-density lofts, patio homes and condos.

Even though Sunset/Riverside neighborhoods are close to Tempe's most prominent attractions, getting to them is not always easy. The railroad tracks, University Drive and Rio Salado Parkway are formidable barriers that inhibit walking and bicycling access.

Even as Sunset/Riverside evolves, its residents are enthusiastic about its qualities. When asked to identify the "ten best" places in the area, they came up with 18. Their hope is that the distinctive character they now enjoy can be protected as Tempe grows and that neighborhood access and services can be improved..

This is an area that truly can have it all – shady streets for walking past historic homes, a neighborhood park and Multi-Gen Center, an easy walk, bike or transit ride to Town Lake, ASU, Tempe Beach Park or Mill Avenue, the soon-to-be-realized amenities of the Farmer Arts District and Tempe Center for the Arts.

Challenges

- The railroad tracks represent a barrier to bicycle and pedestrian travel from Sunset/Riverside neighborhoods into the Mill Avenue District. Crossing points are limited and may require substantial detours.
- Rio Salado Parkway is a wide arterial with fast-moving traffic. It separates the neighborhoods from Tempe Town Lake, the Center for the Arts, lakeshore walking paths and recreational amenities.
- University Drive is not a friendly environment for bicycling and walking. Sidewalks are narrow and at back of curb. Traffic moves fast. The street is wide, a difficult crossing for many pedestrians and bicyclists.
- In this diverse neighborhood, with many families, there is no public swimming pool. The public workshop identified the need for one as a high priority.
- Except for Scales School and Jaycees Park, there are no small pocket parks or other neighborhood open space areas. The public workshops identified a desire for such

spaces.

- Infill development is occurring. Developers are assembling blocks of homes and replacing them with higher density residential projects. These typically have greater height and bulk than historic development in the area. The character and scale of these new homes may not always be consistent with neighborhood character.
- A desire was expressed to strengthen the sense of arrival into and identity of the Sunset/Riverside neighborhoods.

Opportunities

- Scales School is being rebuilt. There is an opportunity to expand community use of playground facilities as part of this project.
- There are opportunities to provide gateways to the neighborhoods and to Tempe's key districts:
 - Priest & Rio Salado Parkway gateway – symbolic, public art
 - Neighborhood entrances/gateways at both ends of Fifth Street and at Hardy/Rio Salado Parkway
 - Priest and University gateway
- The public workshop identified an opportunity for a riparian area and promenade between Roosevelt and Hardy, from First Street to Rio Salado Parkway.
- In the area west of Arts Center is the opportunity for expanded arts-related recreation and open space. Residents would like access to community performance space, community-based, hands-on art experiences.
- Consider redevelopment of the police property facility as a community swimming pool, next to Jaycee Park and the Multi-Gen Center.
- The planned Farmer Arts District represents a strong opportunity as a neighborhood anchor and transition to the Mill Avenue District. It should include small artist galleries/live/work spaces, coffee shops, farmer's market, juried art, funky incubator spaces, higher-end art spaces near the Arts Center. The District is proposed to be pedestrian-oriented. This could help satisfy needs identified for pocket parks and other types of small, accessible neighborhood spaces. Specific ideas for these spaces include: movable tables and chairs, small kids stuff, BBQ, family hangouts, sand boxes with covers, dog walks, poop bags, shade, picnic tables, drinking fountains, and a plaza beside the library with reading garden and vendor.

- Beck & Fifth Street, northeast corner – neighborhood place; could be improved.
- Entire length of University – great opportunity to make this a neighborhood/resident-oriented street, providing neighborhood goods and services – shops, not just restaurants – and a more inviting appearance and walking environment.
- Retail facing Fifth Street/Plaza – possible hang-out, close for events, coffee, deli
- First Street to Rio Salado Parkway – this can be the “insiders’ route into the Mill Avenue District. It should be pedestrian and bicycle-friendly, with an improved crossing at the railroad tracks. Infill planned along First Street can be designed to strengthen this connection and to allow north/south access to the lake.
- APS Substation – opportunities for beautification and public art

Program

- Improve link between neighborhoods and LRT Station, Mill Avenue District on First Street, across railroad tracks, and 5th Street, which should be a narrower street with wider sidewalks, street trees and other amenities all the way to College.
- Work with Farmer Arts District developers to encourage inclusion of neighborhood amenities, things for kids to do.
- Explore options for a community swimming pool.
- Talk to APS and Tempe Arts Commission about options for beautifying the First Street substation and possible addition of a public art element.
- Recognize and celebrate neighborhood “best places” such as the Roosevelt Addition, Carney cul-de-sac and Third Street cul-de-sac. As redevelopment occurs, preserve these as elements important to neighborhood character.
- Work with the school district to explore possible expansion of community uses at Scales School.
- Improve Roosevelt, Hardy and Beck for bicycling and walking. Make connections across Rio Salado Parkway to Town Lake and the Tempe Arts Center.
- Improve University Drive for walking and bicycling, including landscaping, shade,

wider sidewalks separated from the curb where possible, enhanced pedestrian crossings and Roosevelt, Farmer and other measures.

- Work with the Arts Commission to create artist-designed neighborhood gateways.
- Explore the possibility of a program that recognizes neighborhood “Best Places”.
- Develop guidelines for infill development with the objective of preserving neighborhood character and pedestrian access within the existing street grid.

Maintenance Levels:

The Sunset/Riverside Maintenance Modes need to be at a level two maintenance to support the sense of community and place for residents living in this area of the city as it applies to streets and parks.

Neighborhood Places: Southwest Neighborhoods

The Southwest Neighborhoods include Maple-Ash, Mitchell Park East and West, and Gililand neighborhoods. These are among Tempe’s most distinctive and historic areas with homes dating from the early 1900s in Maple Ash. Historic buildings such as the W. A. Moeur House (Casey Moore’s Oyster House) and the Hiatt-Barnes House (used for community events) are strong contributors to neighborhood character.

The neighborhoods are just south of the Mill Avenue District and across Mill Avenue from Arizona State University. With a great deal of charm, narrow streets, large, mature trees and a rich mix of historic and newer homes, this is a great area for walking and bicycling. It’s only a short distance to many of Tempe’s shops, restaurants, museums, theaters and other attractions.

Mitchell Park, on Hardy south of University, is the only public park within this area (Birchett Park is separated from the neighborhoods by the Mill Avenue/Apache Boulevard curve). It includes an off-leash dog area and recreation facilities. The adjoining school is being rebuilt as headquarters, offices, classrooms and workshops for Childsplay

Challenges

- A long-standing concern within these neighborhoods is cut-through traffic. When traffic backs up on University, it’s easy to short-cut using the grid street pattern.
- Discussion of designating Maple Ash as an historic district is ongoing. The Maple Ash Neighborhood Study is evaluating characteristics and setting priorities of this area. Close to ASU and the Mill Avenue District, zoned for multi-family uses, there is pressure to allow redevelopment of a nature and scale that could impact historic

character.

- Mill Avenue south of University is a broad, busy street that has not been redesigned to increase pedestrian amenity (as has Mill north of University). This street is a significant barrier separating the neighborhoods from ASU. Bicycle lanes and pedestrian improvements are needed.
- Birchett Park is located in what is essentially a large traffic island at the Mill Avenue curve. This landscaped area is primarily a “drive-by” open space.
- University Drive is not a pleasant street to walk along or bicycle. Traffic is fast-moving. The street is wide. Sidewalks are narrow and located at back-of-curb. Landscaping is minimal. Uses are, for the most part, remnants of strip commercial centers, individual commercial establishments and offices. Pedestrian crossings at Farmer, Ash, Roosevelt and Mill should be improved.
- Hardy Drive is a main north-south pedestrian and bicycling route, but improvements are needed, especially at its crossing of University Drive.
- The railroad tracks are a major barrier to east-west travel, running the length of this area. The wide right-of-way has led to suggestions over the years as the location of a shared-use trail.

Opportunities

- Traffic calming improvements are planned in Maple Ash and Mitchell Park East and West neighborhoods to discourage cut-through traffic.
- The Maple Ash Neighborhood Study has the potential to achieve consensus on future development within this area.
- The railroad right-of-way has potential as a corridor for a shared-use trail leading north to the Farmer Arts District.
- The Hardy/University Drive intersection was cited as being “restaurant corner” for the neighborhood. Could this character be enhanced?
- The future development of University Center can be the catalyst for pedestrian and bicycle improvements to Mill Avenue, creating a character more consistent with that of Mill north of University and improving links to the southwest neighborhoods.

Program

- Develop concept plans and design guidelines for extending Mill Avenue's pedestrian-oriented character south to the Apache Boulevard Curve. As part of this, plan enhanced pedestrian crossings at key access points (10th Street, others).
- Implement plans to redesign University Drive as a more pedestrian-oriented street, with enhanced crossings at Hardy, Roosevelt, Ash, Farmer and Mill.
- As part of traffic calming work within the neighborhoods, add upgraded pedestrian and bicycle facilities along Hardy, making it a primary off-Mill neighborhood access street to downtown and Town Lake.
- Protect and preserve the historic character of Maple Ash, including shade trees and a pleasant walking environment.
- Keep the alleys open and protect the integrity of the grid street pattern in this area.
- Work with the railroad to gain approval of a shared-use path within the railroad right-of-way. This will connect to the Farmer Arts District and provide a valuable off-street travel option.
- Explore ways to make Birchett Park a major southern gateway to the Mill Avenue District and to improve neighborhood access and uses.

Maintenance Level:

The maintenance mode for the Southwest Neighborhoods needs to be maintained at a level two maintenance mode to create a sense of place and high image appeal for the community as it applies to streets and parks.

Neighborhood Places: Southeast Neighborhoods

The Southeast Neighborhoods are intense, diverse and lively. The light rail line cuts diagonally through the area, and the LRT stations south of Mill and at Dorsey and Apache are generating transit-oriented-development interest. Land south of Apache at Terrace is under consideration of mixed-use development; and realignment of Dorsey and Cedar south of Apache is being studied.

The old "Sin City" district along Terrace houses many ASU students within sprawling apartment complexes. Ethnic restaurants, small shops, the New School for the Arts and the Institute of Healing Arts help define the area's unique flavor.

The only open space in the Southeast Neighborhood is Creamery Park on 8th Street between Dorsey and McClintock.

The neighborhoods are bordered by Rural Road, McClintock Drive, University Drive, Apache Boulevard, and Eastern Boundary and are somewhat isolated from the Mill Avenue District, Town Lake and other primary anchors identified in this study. Aside from traveling along Rural Road or McClintock Drive, there are no viable north-south routes bicyclists or pedestrians can take to get directly to Town Lake. They can cut through the ASU campus to go to the Mill Avenue District.

University Drive along this stretch is bordered by the Cornerstone Mall, APS generating station, a fire station, offices and other uses that are strongly auto-oriented. Old Eighth Street provides to some extent an alternative, parallel bicycling and walking route. A number of restaurants and pubs are located along Old Eighth Street.

Arizona State University is in the process of developing new student housing in the vicinity of Apache Boulevard and Rural Road. The additional student population should be considered in planning future uses and development in the area.

All in all, the Southeast Neighborhoods are likely to change in response to construction of the light rail line, transit-oriented development and new ASU facilities. This is a good time to think ahead, to develop a strategy for obtaining public open space and a greater level of pedestrian amenity. The City can work with ASU and developers to gain their cooperation and contribution toward meeting this goal.

Challenges

- The Southeast Neighborhoods are cut off from walking and bicycling access to Town Lake and the Mill Avenue District by busy arterial streets and large-scale development such as Cornerstone and the APS facilities.
- Development of new ASU housing will bring a new population into this area, and a demand for services, shops, open space and amenities.
- University Drive is a significant barrier to pedestrian and bicycle travel;
- There is a need to upgrade bicycle and pedestrian facilities throughout this area, including access across the railroad tracks on Rural Road, east-west access on Lemon to ASU, access to/from the LRT station at University, at the University/Rural intersection and in other locations.
- Opportunities to secure space for parks or public open space are very limited.

Opportunities

- As new development and redevelopment occurs, there may be opportunities to secure public open space such as plazas, small parks or performance venues.
- Redevelopment associated with the LRT stations can help the Southeast Neighborhoods evolve toward more pedestrian-oriented development.
- Old Eighth Street railroad right-of-way offers an opportunity for an off-road trail and/or linear park.
- At Terrace/Apache there is opportunity for expansion of the Healing Arts campus on the north, and for new mixed-use development south of the intersection.
- Redevelopment of vacant land near Terrace/Lemon would be a good location for a central public open space to serve the neighborhoods.
- The old Terrace alignment might be used for pedestrian and bicycle access to the LRT station.
- ASU's student housing and redevelopment represents an opportunity for improving the pedestrian and bicycling environment.
- Future redevelopment of Fraternity Row, north of University, could be planned as part of improvement of the overall University/Rural/LRT station intersection area.

Program

- Develop strategies for securing public open space within the Southeast Neighborhood area. High priority sites include: Lemon/Terrace (heart of the neighborhoods gathering place, public market); Terrace/Apache (Healing Arts park, plaza); Apache/Dorsey LRT plaza; Apache/Rural (gateway feature); Rural/University (major redevelopment of intersection tied to LRT station, ASU redevelopment).
- Build a shared-use trail within the rail right-of-way along Old Eighth Street. Incorporate park/open space features and pedestrian amenities.
- Improve bicycling and walking facilities along Dorsey Lane from Apache to University. Consider extension of a shared-use path north from University along the Dorsey alignment (between Karsten Golf Course and APS) to Town Lake.

- Provide a pedestrian/bicycling connection along the old Terrace Road alignment, providing neighborhood access to the LRT station south of University Drive.
- Improve bicycling and pedestrian connections between the neighborhood and ASU, across Rural Road.
- Work with ASU to create a major gateway feature at the Apache/Rural intersection. This feature may include open space elements and public art.
- As redevelopment occurs at Terrace/Apache, require a strong bicycle/pedestrian connection to link neighborhoods to the south to Terrace. This redevelopment is an opportunity to establish a greatly improved connection across Apache.
- At the Dorsey Lane LRT station intersection, create greatly improved access to neighborhoods south of Apache.
- Take a fresh look at the Rural/University intersection. This is a major gateway. With the opening of the LRT station and potential redevelopment at ASU's fraternity row there may be an opportunity for substantial improvements: better bicycle and pedestrian circulation, landscaping and open space, public art, gateway feature, etc.
- Identify opportunities and a program for temporary art installations within this area. Work with the Arts Commission, New School for the Arts and ASU to accomplish this, with a focus on emerging/local artists.

Maintenance Level:

The Southeast Neighborhood Maintenance Mode needs to be maintained at a level two maintenance mode to create a sense of place and image for the community as it applies to streets and parks.

V: Getting Around – Arterials, Transit, & Connecting Places

Connecting the places of downtown Tempe is as important as the places themselves, and Tempe has a special duty to use sensible street design to bring together its remarkable assets: the Mill Avenue District, a collection of wonderful downtown residential neighborhoods, a new and developing lakefront, and the ASU campus. Connections across Town Lake are also vital, to connect North Tempe and Papago Park to the system of great places in downtown.

In the competition to attract residents and employers, cities around the U.S. have realized that a walkable, bikeable core is one of the key attributes that represents a certain kind of

living that is highly desirable. Think of Boulder, Colorado or Portland, Oregon, or Santa Fe, New Mexico. With a fine-grained network of wonderful streets and walkways, getting there is half the fun and such environments attract more high quality businesses that add to the mix of interesting destinations.

In thinking about the amazing opportunities within Tempe's downtown, we have identified several major categories, or planning elements:

- Major/arterials, especially University Drive, Rio Salado Parkway, Ash Avenue
- LRT stations as places
- Green Streets

Major / Arterials

There are some places where traffic should be secondary to other more important factors, and several of those places are in the downtown and along the south lakefront. By adjusting the expectations of how easily traffic should move through these areas where people on foot should have priority, a weight can be lifted from efforts to develop a better vision for downtown and its residents.

Rio Salado Parkway

Rio Salado Parkway was built as a high capacity feeder into downtown before Tempe Town Lake was envisioned as a major public amenity and a place to expand the downtown office and residential population. Thus, as many people in the public workshop pointed out, today there is a mismatch between this wide, high-speed road and the vision for a lakefront connected to downtown. There is, fortunately, an opportunity to address the parkway's design: since the road never attracted the traffic volumes that were expected it can be downsized without major consequences. Of course in the future, as development continues, traffic will probably increase, but there are several reasons to think first about the vision for downtown and not be led into planning decisions based on future traffic predictions:

- A great vision for any downtown or waterfront has never been achieved by letting traffic and parking take the lead role in determining the character of a place. Roads should serve a larger vision and be kept within that larger perspective
- New residents will be far more attracted to live on the lakefront if it is not isolated by a high-speed road like Rio Salado Parkway that is actually unsafe to cross. These residents will then be more integrated into a walkable downtown and become more frequent patrons of downtown businesses. It is not in anyone's interest to override these larger community benefits with traffic-based decision structure.
- In addition, the new LRT is intended to reduce the public's reliance on cars to arrive in downtown. The investment in transit has to be coupled with a commitment to the larger vision of a better-connected downtown oriented around pedestrians.

A redesign of the parkway should at least explore some or all of the following:

- Reduce the roadway to a two or possibly three-lane cross section, from McClintock to Priest. Three lane roads, with a scenic median and left turn lanes at intersections, are now the preferred design for arterials in many states and can effectively carry an average daily traffic of up to 25,000 cars per day, often more efficiently than four lane roads. Rio Salado Parkway currently moves a mere 8 to 9,000 cars per day.
- Wider sidewalks with landscaped buffers along both sides
- Generous crosswalks at major intersections and other places where lake access is most needed
- Buffered bike lanes

University Drive

University Drive should be a major retail corridor serving the residents in adjacent neighborhoods. It is a major opportunity for expanding the downtown retail base, but this needs to happen in a pedestrian oriented way. It is currently oriented almost completely to the automobile. In public workshops, many of the favorite places in downtown were along University Dr., but people wanted better sidewalks and crosswalks, a greener landscape, and fewer lanes of traffic.

University Dr. is a major barrier to the Maple Ash and Mitchell Park East and West neighborhood residents walking into downtown safely. It is a very pronounced problem between Mill Ave and S. Farmer Ave, since these blocks all clearly belong to downtown but have been severed from it by University.

East of Mill, University also restricts the ASU campus from better integrating with downtown. Were it a smaller street, there would be a sense of seamless connection from the Mill Avenue district into campus.

A redesign of University Drive should at least explore some or all of the following:

- A three-lane section with center turn lane (and median)
- Alternatively, a five-lane section with center turning lane, basically identical to the design east of Mill
- Landscaped medians
- Buffered bike lanes
- Generous crosswalks at major intersections
- Gateway treatments at key places:
 - Corner of Ash
 - Corner of Farmer
 - Corner of Roosevelt
 - Corner of Hardy
 - Corner of Beck

Ash Avenue

Like Rio Salado Parkway, Ash Avenue was built to deliver commuters into downtown Tempe. Also like the parkway, the expected volumes of traffic never materialized and most of the time Ash Avenue is nearly empty of traffic. The street, together with the railroad right of way and undeveloped land on Farmer Ave, interrupts the connection between downtown and the Sunset Riverside neighborhood. The street should be narrowed and become a better bike route with buffered bike lanes. Future development should be required to design a good façade facing Ash and more parking garage walls need to be avoided.

Light Rail Transit Station Areas

Light rail station areas are a wonderful opportunity to create compelling attractive places and good bike and pedestrian connections into the surrounding fabric. Every station of importance should be thought of as a portal to many different modes of transportation and information, such as:

- Transfers to other modes, such as:
 - Buses
 - Bikes, by providing bike racks, rentals, and maps
 - Car shares (such as the Zipcar program found in other cities)
- Wayfinding and information:
 - Signage and visitor maps and kiosks
 - Wi-fi access points
- Placemaking and station elements:
 - Luggage lockers for bicycle commuters and those using transit to come for downtown entertainment after work
 - Seating
 - Shade and landscaping
 - Art
 - Food
 - Markets and exhibits

Green Streets

Green Streets are an important concept for the Urban Open Space plan for several reasons:

- Wherever possible, all aspects of the plan should try to improve Tempe's performance as an environmentally sustainable city
- Many of the elements of green streets support the development of pedestrian and bicycle-friendly neighborhoods that are pleasant and shaded to use.

The City of Tempe has already proposed a Green Streets network and once implemented it will put Tempe at the forefront of progressive cities. In the Comprehensive Plan, the reasons for establishing a Green Streets program include:

- Through more landscaping, new drainage systems, bio-swales and permeable paving,

it will reduce the heat island effect and reduce surface water run-off which pollutes local water systems.

- Higher level of amenities for pedestrians, including better sidewalk lighting, seating, and so on
- Better accommodations for bicycles and transit

From a Placemaking perspective, these measures also create a cooler, shadier, and more attractive environment for walking. We also recommend that Rio Salado Parkway be designated a Green Street since it would be one of the worst polluters of lake water by run-off.

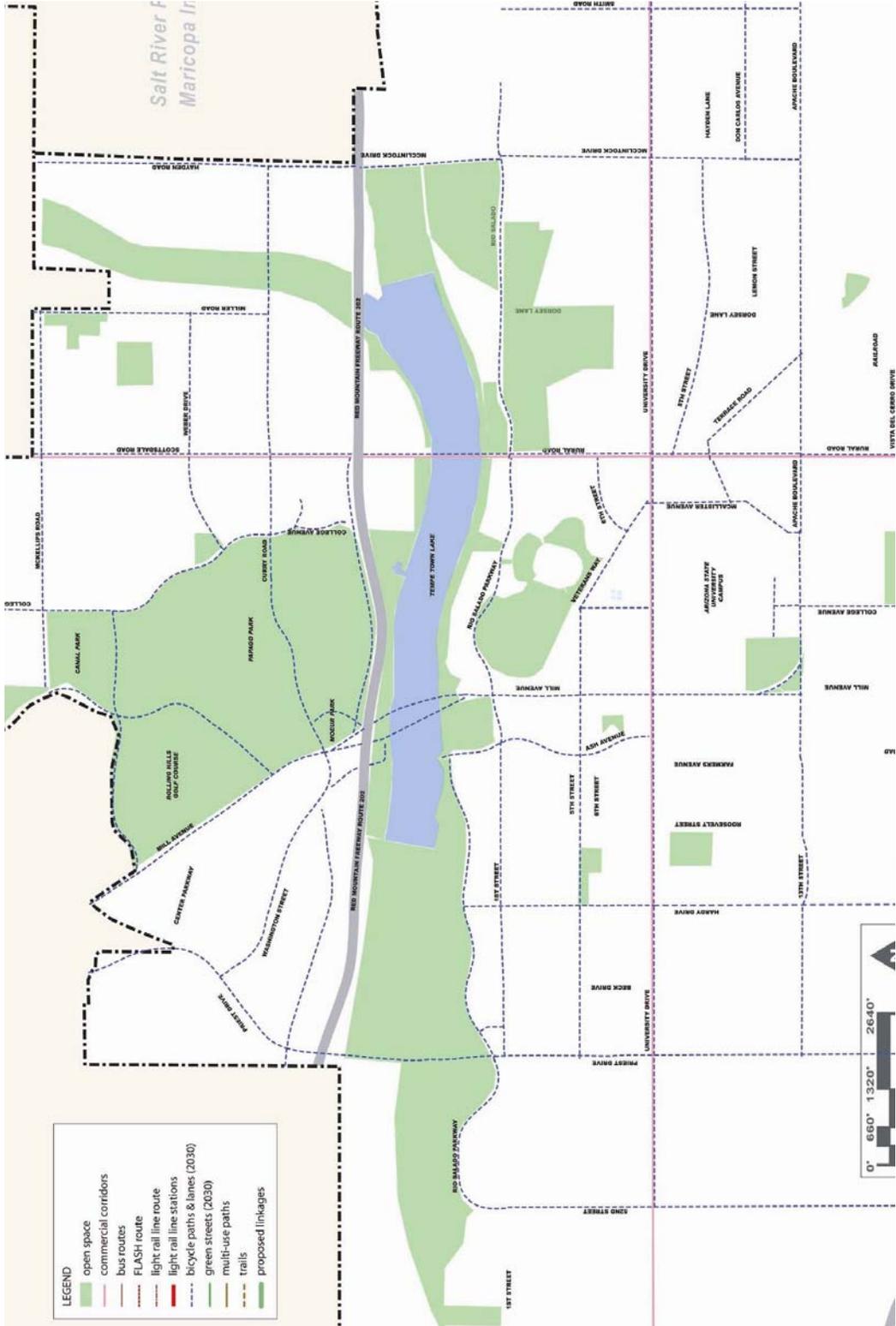
System Overview

The Power of Ten: A system of destinations

The idea behind using Placemaking as a framework of the Urban Open Space Plan is that the downtown would become full of compelling destinations and public spaces that would all be interconnected by interesting routes for pedestrians, cyclists, transit riders, and also drivers. In the following maps, the plan takes shape, as the destinations are shown in relation to these connectors. The basis for the circulation maps is the city's 2030 Comprehensive Transportation Plan, as well as many other documents that provided information on trails and transit routes

2030 Plan: Bike routes
 Plan showing proposed bike route system (in blue dashed line) of the 2030 Comprehensive Transportation Plan.

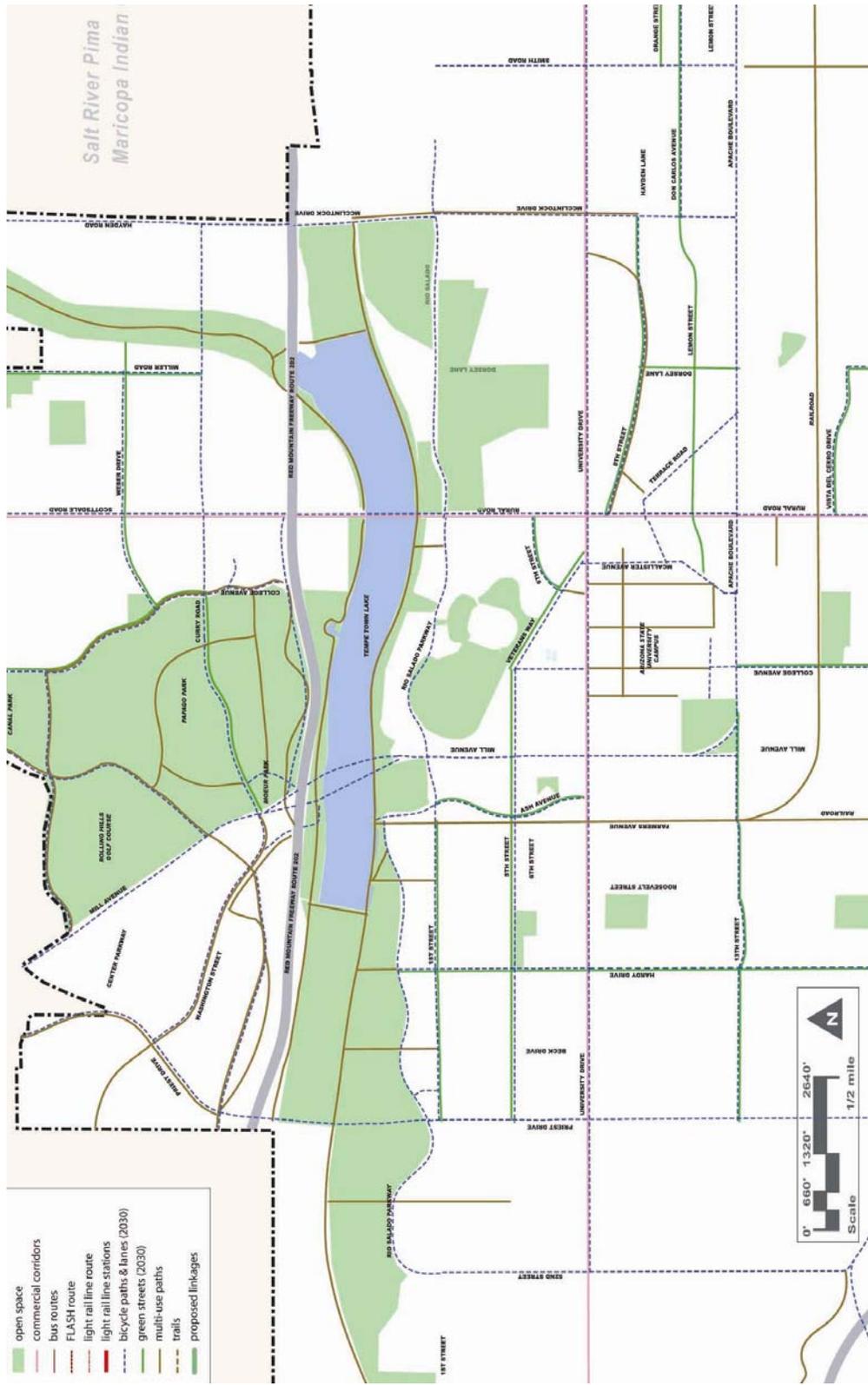
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September 12, 2007

2030 Plan: Bike routes + Multi use paths + Green Streets

Thin green lines show the proposed Green Street network also proposed in the 2030 plan. Recommended addition to system: Rio Salado Parkway

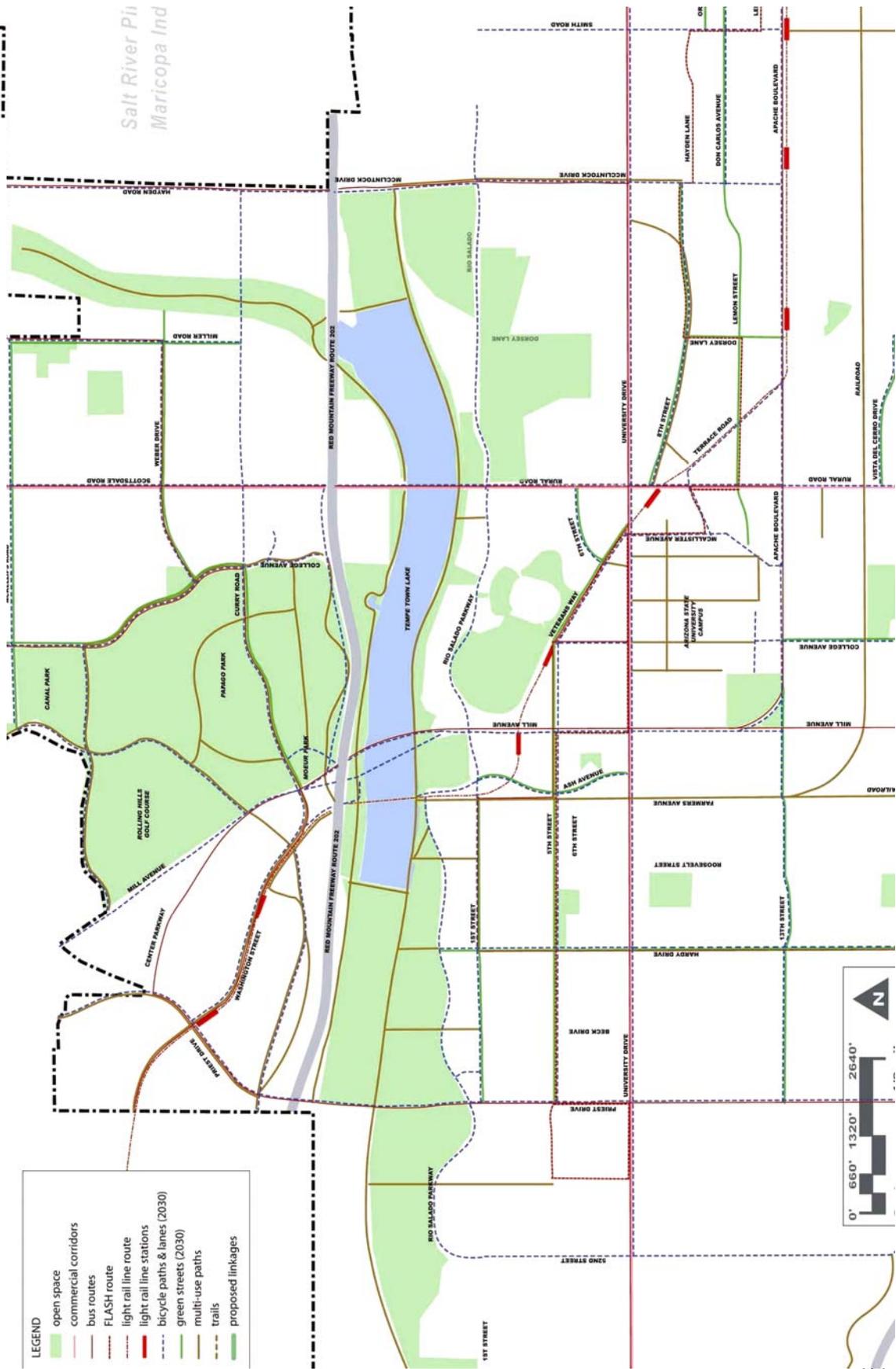


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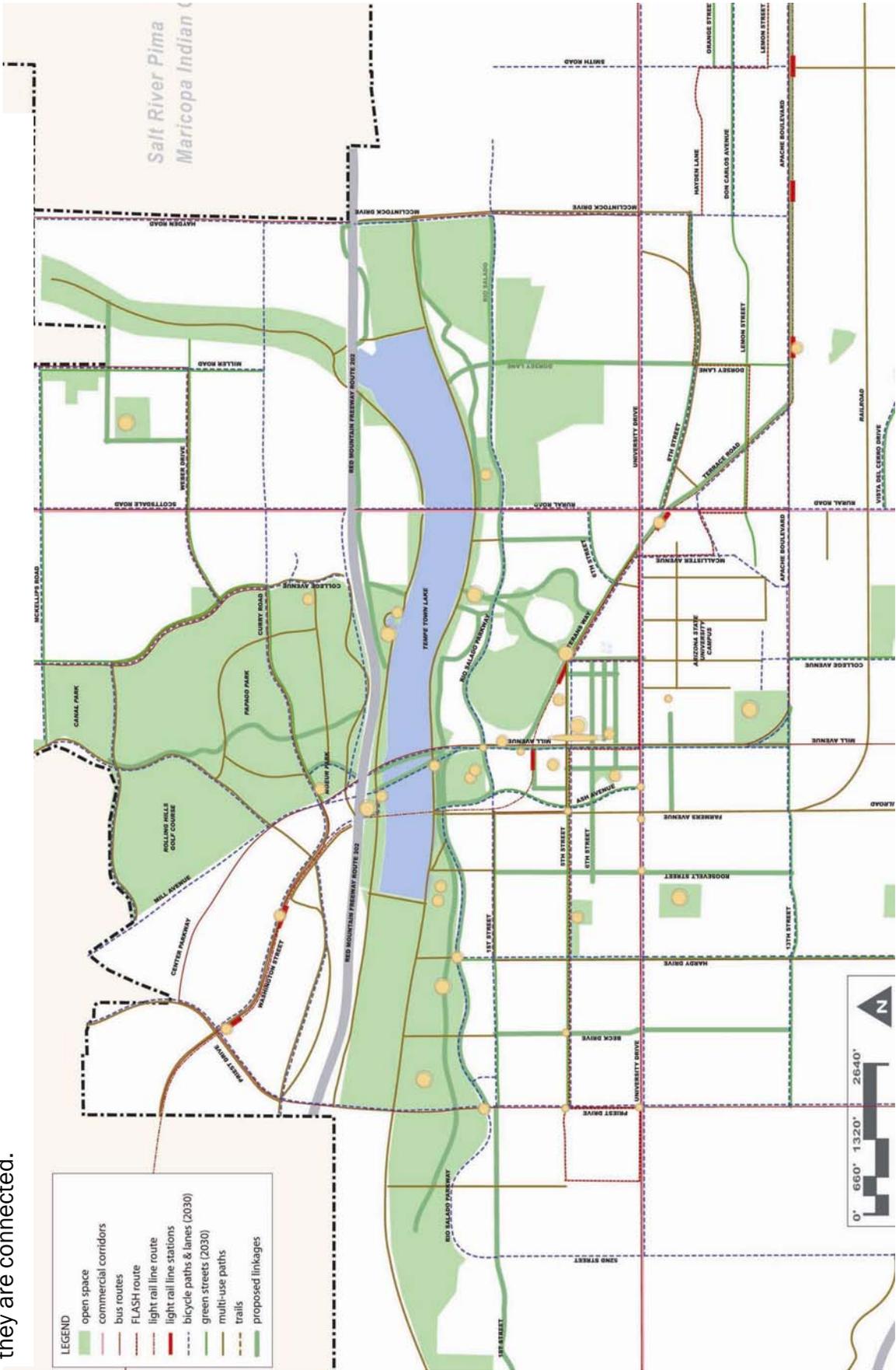
2030 Plan: Bike routes + Multi use paths + Green Streets + Transit (bus + LRT)

In red, the LRT route and bus transit is added.



Team Recommendations: Key Routes

In thick green lines we show additional routes that should be studied as key connectors, whether they be multi-use paths, green streets, or streets that get improved for pedestrians. Yellow dots show system of destinations and how they are connected.



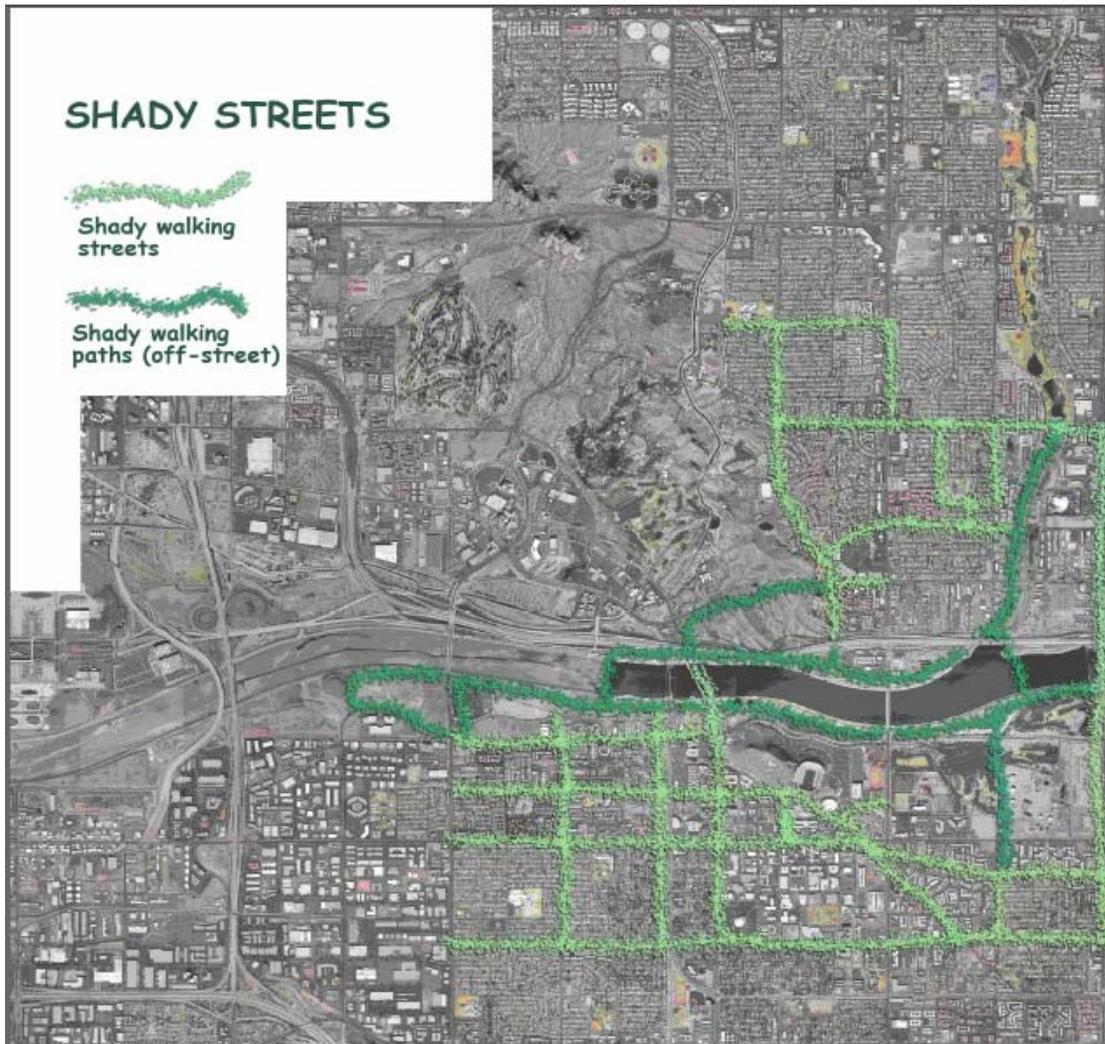
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Team Recommendations: Key Routes

Included in the recommended linkages (map above) are:

- Improvements for pedestrians described under the Southeast Quadrant section for 5th, 6th, and 7th Streets, including improvements to 5th Street all the way to Roosevelt
- Improvements for pedestrians and cyclists to major arterials: Ash Avenue, Rio Salado Parkway, University Drive and Rural Road
- Enhanced shaded walking routes that would have seamless tree cover or other shade and high quality streetscape:
 - North-south streets to promote walking between neighborhoods and the lakeshore and downtown:
 - Roosevelt and Beck
 - Mill Avenue from Gammage Auditorium to the north shore of Tempe Town Lake
- Multi-use paths east-west along Rio Salado Parkway and completing a loop system along Tempe Town Lake (complementing the routes proposed in the 2030 plan)
- Paths to the lake from the Southeast Quadrant (around Sun Devil Stadium) and from the Southeast Neighborhoods
- Paths connecting North Tempe to Indian Bend Wash and Papago Park
- The completion of the Crosscut Canal path
- An enhanced walking/biking route along the LRT route
- Alley parks, as well as a north south pedestrian right of way behind the Hayden Square residential community.



Team Recommendations: Shaded Pathways

It is crucial to connect Tempe's places with the most pleasant walking experience possible. In the accompanying graphic, we show a shady street and path network, that includes the Green Streets, to get people where they want to go in a cooler environment. The additional trees for downtown will also do their part to reduce the downtown heat island effect overall.

Many of the proposed routes are aimed at connecting neighborhoods into the various building blocks and anchors. While it would be inappropriate to plant tree-lined routes in Hayden Butte or Papago Park, we do recommend shaded routes to get to these places in shade.

Shady streets should use a consistent row of low-water-use shade trees along the west and

south sides of the sidewalks (as feasible), perhaps with shaded sitting areas and drinking fountains at key locations to allow rest and refreshment en route.

The shady off-street paths would give people the option of choosing shade over sun for their route – for example, along the lakefront there would be a shaded route and non shaded route to walk so the user could choose depending on the season. Around the lake, trees may need to be above the "high water" line or along a route that satisfies the county flood control district's concerns. Again, shade trees should be selected with low water use in mind.

In Indian Bend Wash, trees and shade ramadas along the west side of the existing path would need to be planted outside of the low-flow channel. They could be grouped or spaced informally in keeping with character of the wash's habitat, but should provide more-or-less continuous shade.

VI: Idea Book on Key Elements

Philosophy and Approach

A plan like this, by necessity, focuses on the big-picture ideas, strategies and general approaches. It establishes a framework to be followed in evaluating plans and policies.

Although this is important, the ultimate success of a plan owes as much to the details of design and implementation as it does to Great Big Policies. The fact that there is a sidewalk that allows pedestrians to get from A to B is important, but that sidewalk can be either an inviting and engaging place that just begs you to come walk along it...or it can be an intimidating narrow strip of concrete past faceless buildings a misstep away from four lanes of fast-moving traffic.

What makes the difference is a combination of design, policy and political will. The architect, landscape architect or engineer needs guidance about the City's intentions regarding that sidewalk. Minimum design standards are needed, as well as qualitative guidelines that demonstrate the design's intent. Policy is needed to outline how that sidewalk meets larger civic objectives and where special design treatment should be applied.

Most of all, perhaps, political will is important at all levels of government. City Council members, board and commission members can, and should, ask developers to contribute to creating a high-quality public realm in Tempe and should set an example in the City's own capital improvements and other programs. With support from elected and appointed decision-makers, City staff will feel confident in negotiating with developers on their behalf and working hard in the trenches to apply design standards, guidelines and policy.

Citizens and civic groups can, and should, act as guardians of the public interest and review City and developer proposals, asking questions such as “WHAT IF I wanted to ride my bike to this restaurant...or walk? Would the design proposed make it more fun to walk or bike there than driving would be? Is it safe for me to walk or bike there? Is it comfortable?”

This is a formidable task, but details really do matter. In the long run, they can make the difference between having either an active, authentic and much-loved place or just another nice, clean, empty pass-through.

This doesn't happen overnight. This is an effort that must be sustained over many years as development and redevelopment incrementally take place. That's why having adopted policy and design guidance and consistent political support are so important. They help bridge the gap as elected and appointed officials and City staff come and go.

In 1977, downtown Tempe was a relative wasteland of utility offices, funeral parlors, questionable drinking establishments and marginal uses. With leadership from the City and community – and over 20 years of sustained vision – downtown has turned into the Mill Avenue District, an economic engine and unique high-profile destination that draws people to Tempe from near and far.

In the 1970s, the Rio Salado Project was just a glimmer in the eyes of Jim Elmore and his students at ASU. Again, with leadership from the City, sustained long-term political support and a big vision, Town Lake has become a reality. Together, the Mill Avenue District and Town Lake are proof positive that Tempe has what it takes to lead the way in Arizona in creating a dynamic urban environment.

It is critically important that Tempe take full advantage of the opportunities represented by new development and City initiatives. With this in mind, here are some ideas that can be used as a starting point for developing more specific design guidelines, standards and policy.

Getting There – General Considerations

Getting there should be at least half the fun. If you can get people out of their cars on moving around on foot or by bicycle, they'll see more, experience more, spend more time, spend more money and in general be more likely to have a great time.

Walking – The Pedestrian Experience Starts When You Step Out Of Your Vehicle

The walking experience should be considered from the moment a person steps out of a bus, train or car and becomes a pedestrian.

- Bus stops, LRT stations, transit centers and parking lots should be designed for pedestrian comfort, safety and amenity, per the guidelines that follow. The new Transit Center at Fifth and College is a good example of how this can be done.

- Parking lots and structures should make specific provision for pedestrian movement.
- In at-grade/surface parking lots, pedestrian walkways between parking aisles provide a safe place to walk and allow room for shade and landscaping.
- In parking structures, pedestrians generally need to keep their wits about them. It is not generally feasible to provide separated pedestrian “paths” within these structures. The structures can be designed with good lighting, sight distances at corners that give pedestrians fair warning of approaching vehicles and distance to elevators or stairways minimized.
- When exiting parking structures, two types of pedestrian considerations are especially important:
 - Orientation and wayfinding – it should be easy to figure out where you are, where you’re going, how to get there and how to find your car once you get back. This can be done using maps, colors, symbols, a friendly parking attendant or by locating the pedestrian exit points where there are open views of landmarks that help guide people on their way. If the parking structure is buried behind a building, a clear and inviting path to an orientation area should be provided.
 - Safety – access to and from parking structures for motor vehicles often has to cross sidewalks. Because parking structures are usually designed for maximum capacity and are located in urban areas where building setbacks are not required, parking structure walls are, in many cases, located right at or very close to the sidewalk. Sight distances are obstructed so motorists exiting the parking structure have only a limited view of the sidewalks they must cross. Parking garage entrances should be designed to provide safe sight distances for affected sidewalks
- Parking should be a mix of remote parking located at the periphery of a district and limited, short-term on-street parking. Remote parking gets people out of their cars, but may require at least a short walk to get to the park, lake, shopping or other pedestrian “good stuff”. It is important that the walk from the parking structure to the “good stuff” also be a positive experience. The “good stuff” can even creep right into the parking structure if shops, cafes, offices, art display spaces or similar uses are provided at ground level.

Many other things (shade, seating, visual detail, etc.) contribute to making walking a pleasant and engaging experience. These are discussed in the sections that follow.

Bicycling – Bicycling in a Pedestrian Place

Getting to the anchors described in this plan by bicycle is one thing, but what do you do when you get there? Tempe has long been considered a leader in provision of facilities for bicycle transportation. This tradition continues with bikes on buses and the bike station and other bike accommodation at the LRT stations and Tempe Transportation Center.

Conflicts can arise when bicyclists mix it up with pedestrians so it's generally a good idea to encourage bicyclists to become pedestrians in crowded areas off the streets and pathway system. This means that bicyclists need to have places to park.

Tempe has adopted guidelines for bicycle parking in Appendix A of the Tempe Zoning and Development Code and additional guidelines within the Comprehensive Transportation Plan.

It is important that provision be made for secure, long-term, weather-protected bicycle parking as well as for typical bike racks. If people are to feel comfortable with leaving their bikes parked for an event at Town Lake, an afternoon hike on Hayden Butte or a night on the town, improved parking facilities are needed. Parking structures can include bike lockers or secure enclosures. Bicycle valet parking is another option. Parking locations should be distributed throughout the Mill Avenue District, along Town Lake (Center for the Arts, new developments) and at other "anchors".

Wayfinding

"Wayfinding" is the way people orient themselves and navigate from place to place. It involves knowing where you are within a given area, understanding how that area is laid out and being able to locate your destination so you can map out a route to get there. Along the way, people can be helped or hindered by the environment around them. Buildings, signs, landscape elements, views, landmarks, natural features, streets and other elements provide cues that can either point people in the right direction or send them off-course.

It is a concept that involves a complex array of cues:

- Architectural
 - distinctive buildings that don't all look alike
 - clearly identifiable building entrances
 - architectural graphics, street numbers, business signs
 - orientation of entrances to pedestrian walkways and spaces
 - siting to allow views of landmarks, natural features
- Graphics and information
 - consistent location, design and format for directional signage
 - Avoid an overabundance of signs to eliminate visual clutter and increase the

- conspicuity of important wayfinding signs.
 - provide standardized “you are here” points at predictable locations and intervals
 - Place maps at all parking exits, public buildings, plazas, other open space areas and at key intersections.
- Audible communication
 - provide audible traffic signals at all signalized intersections
 - consider the audible cues of traffic, water sounds, music and activity
 - Consider volunteer-staffed information carts or kiosks where people can provide verbal information and directions.
- Tactile communication
 - establish legible paths and edges using varied textures and surface materials
 - Establish clear tactile boundaries defining street edges, driveway crossings and other areas where motor vehicles may be present.
 - provide tactile and/or interactive maps that can be used by people with visual impairment
- Landscape
 - use of distinctive tree varieties to identify individual streets or types of streets
 - use of hardscape materials to identify different types of spaces
 - Consistent lighting along streets and pedestrian areas; theme lighting can create a distinctive character within individual districts and assist in wayfinding.
 - inclusion of landscape landmark features such as specimen trees or water features
- Streets
 - Simple-to-follow, legible system. The historic grid should be reestablished where possible.
 - clearly identify dead-ends, well in advance
 - Provide views ahead along the streets – the mystery of “what’s around the curve” or “what’s beyond that giant bit of shrubbery” may be enticing but doesn’t help with wayfinding.
 - provide clear and consistent street signage
- Landmarks and views
 - Both big and small landmarks and views are important. Big views tell you where you are within the region (keep Town Lake on your right) and small views help you focus on specific destinations.
 - frequent views of major natural landmarks (Hayden Butte, Town Lake, Papago

- Buttes) keep people going in the right direction
- variety in store fronts along the street provides a series of little memorable landmarks to help with orientation (it was next to the Double Dip Ice Cream Parlor)
- use public art and historic monuments as waypoints
- Connecting public spaces with clearly discernable pathways is important. The public spaces become major orientation points.

Landscape Treatment, Sense of Nature

In an urban area, being able to reconnect with nature, however casually, is important to the quality of everyday life. Landscaped or natural area parks, street trees, planter boxes on buildings or light posts and planting around buildings all contribute to this quality.

Tempe is in a desert where the native landscape is often perceived of as arid and dry. Although the desert is full of lush, flowering plants that bloom and reflect cycles of rain and water flow, the natural desert landscape cannot be transported, literally, into an intensely urbanized city center. Especially in the summer, people crave coolness, shade and maybe a nice patch of green to sit on under a big tree. It's the sense of open space as providing an oasis, a contrast.

The idea of the desert oasis is a compelling attraction. It speaks of water, activity, gathering and coolness. It's a place where you might relax, meet friends and end or start a journey. Although some "exotic" plants may be present at the oasis, arid region and arid-adapted plant materials should predominate; and water conservation should be a primary objective in landscape design.

In all seasons, turf lawns are attractive as comfortable surfaces for a variety of activities – sitting, exhibits, and events. They offer a contrast to the hardness of the urban area around them. Lawns invite people to stay a while. Turf should be limited to areas where it is accessible and usable. It should not be a drive-by experience only.

Flowering plants and plants that change with the seasons strengthen people's connection with natural cycles. Whether it's the brilliant red of Mexican Bird of Paradise in the summertime or the rich golden blooms of the Palo Verdes in spring, the desert has its own seasons to share.

Use of native plant materials reinforces the authenticity and distinctive character of Tempe as an Arizona place. Landscape architects should be encouraged to make full and creative use of the rich palette of native, arid region and arid-adapted plants as new development projects and civic improvements take place.

Water

Water in the desert is a miracle – a thing of beauty, a life-giving force. It should respect, used conservatively and strategically.

- Water should be used where people can approach it, touch it, sit by it, interact with it.
- Water should never be only a drive-by ornament
- Water features should be designed for maximum splash and sparkle with minimum evaporation
- Water should be used to mask traffic noise in parks, plazas, patios and other open space where people spend time outdoors.
- Water features should be used as landmarks to denote important urban spaces.
- Public art involving water can be a great attraction. Artworks such as the Mary Miss fountain at Hayden Square should be repaired and well-maintained.
- Water depicted in paving patterns at Hayden Ferry Lakeside evokes a desert stream that leads to Town Lake. “Water” is a theme that could be explored to link together public spaces throughout the downtown.
- Additional drinking fountains throughout the downtown and at other key locations would be a welcomed pedestrian amenity.

Shade and Sun

Arizona is a tricky environment. In the winter people bask happily in full sun. In the summer they go to great lengths to seek shade and stay out of the sun. Design guidelines that require shading need to consider, also, the winter season.

- Shade should be provided along street front sidewalks in commercial areas. This can take the form of trees, arcades, awnings or building overhangs. Shade will encourage pedestrian activity in the hot seasons, when business typically lags.
- In parks and plazas, outdoor seating should offer choices. Fixed seating (ledges, benches, etc.) should, where possible, be at least partially shaded. Shady areas for movable seating can be provided under shade structures, ramadas, trees, building overhangs or other protection.
- Outdoor picnic areas should be shaded. If movable tables are provided, consider

shade structures that can accommodate a variety of event sizes, from small family picnics to larger gatherings.

- Shade structures or ramadas should be provided at intervals along trails and linear parks such as Town Lake.
- There should be lawns or beaches where sun lovers can gather to soak up the rays.
- Building materials and colors should be selected for low reflectivity, to minimize heat transmitted to adjoining outdoor spaces.
- The south and west sides of buildings and open spaces should include consideration for the intensity of summer sun.
- **Continuous option along the lakefront.**

Sticky and Slippery Buildings – Notes on Architecture

Sticky buildings reach out to pedestrians and grab hold of them....they catch your attention, make you pause and tempt you to stop, shop and spend some time. They give you a sense of what's inside them...and it looks pretty interesting. They make it easy for you to walk in the door. They slow down the pedestrian, catch the eye, have interesting architectural details and a comfortable human scale. They are not the same. The architecture varies, moves in and out, up and down, changes colors and materials. There may be sounds, lights and yummy smells to contemplate. Sticky buildings turn walking down the street into a compelling journey.

Slippery buildings, on the other hand, just let you slide on by. They have doors spaced far apart, punched into the building walls but not much to distinguish them architecturally. They have a modular look, pretty much the same from retail bay to retail bay...metal, glass, maybe a bit of stone or masonry along the bottom. They present a flat face to the street, with little articulation or whimsy. There's not much superfluous detail or human-scale interest. It's formulaic.

In pedestrian districts, sticky buildings should be required. They create the friction that binds people to places and helps assure the success of the district. What are the key elements of sticky buildings?

- Relatively small shop/café frontages so there are many doors and many experiences to choose from.
- Entrances that are easy to locate and architecturally distinguished by color, a wonderful door, an entry alcove or even by a wide open space that blurs the line

between street and shop.

- Eye-level architectural details, a human scale to engage your eye as you walk along.
- Variation in architectural elements, materials, detailing with lower levels different from upper ones. This helps ground the building and create a comfortable human-scaled base.
- Great windows! Framed like artworks, lighted like jewel cases, full of treasures...many windows, not just big continuous sheets of glass.
- Streetside amenities such as benches, flowerpots or displays. Give “him” a place to sit and watch people while “she” is inside.
- Signage that clearly identifies the business or place, of a design that contributes to street character, consistent with the architecture of the buildings.
- People...if it's a café, create a streetside patio. If it's a shop, provide a clear view inside. If it's an art gallery, put an artist in the window, painting. Give people something to watch, or a place to watch from.

Spending Time – What Is It That Makes You Stop And Linger In A Place?

An important measure of success for public spaces is the number of people attracted to them and the amount of time they spend there. What factors contribute to a space that people can't wait to get to and hate to leave?

- Seating:
 - Most basic is a comfortable place to sit. Movable or adaptable seating is best, as it allows people to create their own groupings (solitude, a couple of friends or a whole bunch), to move chairs around to use as props for a lunch, a chessboard, feet or laptop and to generally customize the space and make it their own.
 - Ledges, stairs and other edges can also be useful seating. They, too, can be adaptable and accommodate different sizes of groups and activities.
 - Least successful are bolted-in-place benches or chairs. Although secure, they may not be the best way of engaging a variety of users and uses.
- Vendors And Food
 - People will stay much longer in a public space if they can have a cup of coffee, eat lunch, browse vendor stalls for produce or used books. Policy and a

program to allow and manage vendors in public spaces is important. The City should explore possible incentives to encourage businesses adjoining public spaces to open their store fronts to the spaces or build patios along them for outside dining.

- Exhibits and events
 - Developing a program of exhibits and events for public spaces is a fundamental recommendation. If there's something happening, people will come. It may be a brown bag theater performance, a political debate, an art exhibit, temporary kids playground, chess tournament, kite flying, fashion show or whatever sparks the imagination. A program for management of public spaces should accompany design proposals.
- Music
 - Music can both lure people to public spaces and hold them there. Whether it's a showcase for local musicians, a kids choir, street musicians, the ASU marching band, barbershop quartets or heavy metal, it will draw an audience. Music should be considered as part of public space programming and management.
- Art
 - The Bunny Plaza is identified by Mark Rossi's monumental rabbits. Art can help "brand" a public space, give it a distinct identity and create a loved destination. Art can tell the story of the place, of community values, commemorate local figures and comment on our times and environment.
- Chance to Socialize, Gather
 - People are always looking for a good place to meet, eat, have a cup of coffee or glass of wine and a visit. Public spaces can be great for socializing, for creating social islands in the midst of a crowded city's traffic and bustle.
- Water
 - Water provides movement, sparkle, a sense of coolness and refreshment. It helps screen out the background noise of a busy city. It is a fairly rare amenity and can be an important attraction to public spaces. It should be touchable, accessible and, if possible, interactive or varying. It can be incorporated into public artwork and become a major landmark.
- Games
 - There's nothing like game-playing to get people to stay and stay and stay in public spaces. Whether it's chess, checkers, backgammon or another game, people like to be where they can meet a fellow player, where they have the

chance for a pick-up game or where they can watch games in progress. Game tables can be built in or flat playing surfaces with seating can be provided.

- People to Watch
 - People draw people. People like to watch other people. One great thing about public spaces is that they are open to all and can attract a very diverse crowd. Everyone is welcomed and should be made to feel comfortable. Seniors like to enjoy the fresh air, activity and changing scene. People bring their dogs and their children. Guys watch the girls go by and girls check out the guys. Tourists check out the purple hair and tattooed youngsters and the tattooed youngsters wonder whose parents those people are. It's a scene.
- Place to Work, Read, Relax
 - Public spaces are not just about socializing and activity. They can also offer quiet places to get out of the rushing urban stream and relax, read or work. It is important that a balance of these quiet places and active programmed places be provided.
- Beauty
 - Sometimes it's just nice to sit or visit friends in a beautiful place. This is something that's hard to define, but it has something authentic, unique and special about it...something found nowhere else. A beautiful place has a strong sense of nature. It has water, art, high-quality materials, color, and sensory engagement. It's clean and comfortable. .

Comfort and Amenity

Some very fundamental considerations contribute to the success of public spaces. Providing for basic comfort and amenities will encourage people to spend time in public spaces. Among these are:

- Drinking water
 - Cool public drinking fountains, including ADA compliant fountains and doggie watering stations too.
- Restrooms
 - Clearly identified, mapped, meticulously maintained, strategically located.
- Selection of materials, fixtures, etc.
 - Materials should be selected for comfort as well as durability. Special consideration should be given to materials that are cool and usable during hot summer months.

- Flexibility within spaces – chance to move things to suit your group, situation, find a patch of shade, etc.
 - Movable tables and chairs can contribute greatly to comfortable use of public spaces.
- Clean, tidy and nice – trash receptacles, etc.
 - Trash and recycling receptacles should be designed as attractive compliments to the space and located at frequent intervals in convenient places.

Security

- Lighting
 - Public spaces should be well-lighted consistent with security needs.
- What makes a place feel safe?
 - People, activity, a police or security guard presence, “eyes on the street” from adjoining buildings – all contribute to a sense of security in public spaces. Many of the principles of CPTED, Crime Prevention through Environmental Design can be adapted for use in public spaces.

History and Authenticity

Public Art

Public art and interpretation of local history can tell you where you are and contribute strongly to the uniqueness and authenticity of a place.

- It can celebrate and commemorate.
- It can activate a space.
- It can tell a story.
- It can fill our world with beauty.
- It can invite interaction.
- It can make the ordinary, extraordinary.
- It can bring new dimensions to the experience of place.
- It can challenge, stimulate discussion and make people smile.

Tempe has a very active public art program and a strong collection of 26 public artworks mapped within the downtown area. Additional public art is located in neighborhoods and on the ASU campus. The gallery space, art park and area surrounding Tempe Center for the Arts offer exciting possibilities. The Farmer Arts District is planned to include a variety of art studio spaces, galleries and event spaces.

The plan builds upon the leadership of the Tempe Municipal Arts Commission and supports extending the public art program deeper into neighborhoods and within all anchors and building block areas identified in this plan. The Arts Commission is in the early stages of

crafting a citywide Public Art Master Plan and it is hoped that recommendations of the Urban Open Space Plan can be incorporated into that effort.

Accessibility, approachability, and liability are all key issues to address. Where there are bunnies, there are kids who want to climb on the bunnies. Where there is a water sculpture, there will be people who want to play in it. This raises conflicting concerns about accessibility of the art, potential for liability in case of mishaps and about increased maintenance costs due to wear and tear.

Successful public art allows people to get up close and personal. It is strongly urged that the City explore ways to satisfy legal concerns and to allow interaction with the bunnies and other public artworks and installations. Tempe is more restrictive than many cities in this regard.

Public art opportunities are identified throughout this plan. It is recommended that the Tempe Municipal Arts Commission consider these opportunities and other art-related guidelines and recommendations as it prepares its citywide Public Art Master Plan. As has been stated previously in this report, art is a very important element in Tempe's public open space environment. It contributes greatly to the uniqueness and authenticity that set Tempe apart from other Valley communities.

VII: Sustainability – A Key Part of the Vision

Part of the challenge of planning in today's world is to identify specific ways in which cities can plan for bigger picture outcomes, especially around sustainability. No longer can we responsibly create an ambitious plan or vision that will be the focus of considerable investment, without outlining with some specificity how that investment will also improve our lives and the life of the planet. The city of Tempe already has a laudable record of planning for sustainability, even if many of these projects are not off the ground yet. For example, the 2030 Comprehensive Transportation Plan is a landmark document that incorporates *green streets* and expanded networks for bicycling and transit. This section looks at several of the systems that could make up a more healthy or sustainable city, and how the recommendations help to achieve those goals.

Water Quality

Water quality in and around cities is most often degraded by surface water runoff due to the large amount of non-porous, paved surfaces.

Water quality goals:

- Reduce runoff from streets and parking lots that drain to Town Lake through use of

- green streets and pervious surfaces
- Enhance awareness of importance of water quality by creating appropriate ways for people to interact with water through recreation, along with education programs and signage
- reduce water use by relying on desert landscapes as the primary streetscape palette
- recycle water used in fountains and splash pads for use on plants, where possible.

Air Quality

The single biggest contributor to air pollution in most American cities is automobile traffic. By providing better walking and biking routes, plus transit, along with compelling destinations along those routes, we can hope to significantly reduce reliance on cars among downtown residents and hopefully residents in the larger area as well

Air quality goals:

- Reduce reliance on auto trips by connecting destinations through Green Streets, transit, hiking and bike routes
- Locate activities at transit nodes to provide convenience and attract more riders to LRT
- Increase the amount of green spaces and trees

Individual Health

Rapidly escalating obesity rates, especially among young people, has caused alarm among health care professionals – and parents. A healthy downtown would surely be one that appeals to young people and invites them into every inch of it to play and be active.

Individual health goals

- Improve the overall walking experience by creating pleasant routes that connect people to strong destinations
- Promote physical activities by providing recreation facilities in convenient locations and programs that encourage physical activity
- Provide access to natural areas that restore the personal link to the environment and environmental issues

Community Health and Economic Goals

Healthy communities need places where its citizens can interact, and where our divisions break down and we notice how we are more alike one another than different. One of the great benefits of social public spaces is creating that contact between people that brings out our collective spirit and builds a culture of taking care of each other.

Another well-documented benefit of good public spaces is the impact they can have on the economic vitality of an area, including attracting more customers for retail, raising property

values, and creating the desirability that makes residents and employers want to move there. *Something from Crompton?*

Community health goals:

- Strengthen the sense of community identity and connection through sociable places, places of beauty, and destinations that become points of pride and anchors for economic growth
- Create a safe public environment by creating places that attract people and foster interaction rather than isolation
- Reduce accident rates by calming traffic and prioritizing pedestrians and bikes in downtown

Economic Goals:

- Create stronger destinations for people to spend time and money
- Create strong tourism (sports, arts, events, authentic downtown experience)
- Create regional destination with broader mix of users
- Property values enhanced
- Increase in sales tax spending

Interpretation of Sustainable Strategies for the Public

An educational component of the Urban Open Space plan would be to sign certain places to explain how the city is addressing sustainability in different ways. For example, along Green Streets, signs could explain how Tempe is handling water conservation, reducing the heat island effect, and so on. This would be another programmatic element that would tie together a system of places and also invite the public to consider how their taxes are being spent on important initiatives.

VIII: Driving the Dream – Maintenance, Operation, Resource Requirements, Revenue Options and Strategies

Maintenance

The maintenance requirements for the existing planning area were evaluated on the current maintenance standards in place that is provided by the City and the cost on a per task and per acre basis. The maintenance assessment evaluated current management practices and ways to make those management practices more efficient. The Consulting Team evaluated the gap in what the community desires in maintenance standards and what the City is providing in meeting those expected maintenance standards. The Consulting Team developed a working model based on NRPA Maintenance Modes for the targeted areas outlined in the project. Based on this work, the City needs to find dedicated funding sources to help support existing maintenance requirements as they are under-funded and new maintenance operational monies required for the plan to be successful. This is very challenging for the staff today to meet these standards let alone with the additional attractions and amenities coming online. The funding options provide good alternatives for the City to consider that other municipalities have used to fund similar projects.

Financial Opportunities for the Urban Open Space Plan

The Tempe Urban Open Space Plan will require the use of all available funding options for the Plan to be a success and implementable. In developing the recommendations in the plan the following funding options should be considered for capital improvements and maintenance operational costs. Many of these funding options listed have not been used by the City of Tempe in the past and may require legal support for its use as a funding opportunity. Some of the funding opportunities have been implemented the City but needs some adjustments in rates to maximize the use of this funding source.

1. **Transient Occupancy Tax on hotels.** A portion of this tax should be considered for maintenance operations as the value of the hotel properties are a direct benefit to the value of the landscape and cleanliness of the area around the hotel.
2. **Maintenance Endowment.** A maintenance endowment needs to be established on all amenities as part of the capital cost so infrastructure dollars are available to make improvements after the 7th or 10th years of operation. The endowment can be established as part of the capital cost or collected as part of the user fees associated with people who use the facilities created and a percentage of these fees should go towards the maintenance endowment.
3. **User fees.** These fees need to be priced high enough to cover operational costs so as to not be a burden on the existing system for the added amenities planned in the Urban Open Space Plan
4. **Benefit District.** The City of Tempe should establish the Mill Street and Town Lake as a benefit district where dollars from the sales of property contribute to the quality of

open space and park operational costs. The Benefit District boundaries need to be all encompassing for those homeowners and businesses that will benefit from the improvements made by the City to cover operational costs and capital costs.

5. **Park Impact Fee.** Currently the City of Tempe has a park impact fee for land acquisition which was recently updated in 2007. The current fee is still below what other municipal jurisdictions charge development for parks and open space in the region and should continually be adjusted.
6. **Dedicated Sales Tax.** A dedicated sales tax for park maintenance should be considered in the benefit zone that receives the highest amount of city support for the cleanliness of sidewalks, streets, landscaping, trash removal, tree care, mowing costs, signage, and restroom cleanings that support the many activities and events held in the Mill Street District and around Town Lake.
7. **Efficiencies and use of landscape and maintenance contractors versus use of skilled labor staff provided by the City.** The City of Tempe should re-consider the use of landscape and maintenance contractors for managing trees, flowers, hard surfaces, trash removal and restroom cleaning versus skilled city staff for these functions which they are paying 40% to 50% higher wages for this type of work currently.
8. **Establish a Boulevard Tax.** The City should consider evaluating certain corridors as a boulevard or parkway and those developments and homeowners should be taxed for the value the boulevard provides to their property on a lineal foot basis.
9. **Surface water management fee.** Many of urban cites charge a surface run off fee for parking areas and streets associated with densely developed property to support open space and help control run off. These fees are paid as part of home owner's annual assessments.
10. **Land Leases.** The City has the opportunity to lease park land or open space land for recreation purposes to private developers in the form of concessions, restaurants, marinas, sports fields, and retail opportunities for an annual lease rate plus a percentage of gross sales. The area could be around Town Lake.
11. **Sell the Development Rights below trails.** Trails are a major component of the recreation opportunities surrounding Town Lake. Selling utility rights below the trail could be considered a funding option to support trail development and maintenance costs.
12. **Use of Wheel Tax monies from licensing fees.** In many cities like Tempe, the city collects wheel tax monies from cars to support roads and parking lots. These monies could be used by the city for the improvements of the roads in the area, parking lots, and trails surrounding the Town Lake.
13. **Collect Capital Improvement Fee as part of the user fee.** The City of Tempe should consider collecting a capital improvement fee on top of a user fee for recreation users of city facilities to support operational costs and future capital improvements that will be needed in the coming years of the project.

14. **Real Estate Transfer Fee.** The City of Tempe could implement a real-estate transfer fee for property that exchanges hands at $\frac{1}{4}$ or $\frac{1}{2}$ percent of sale to support capital improvements in the Mill Street District and around Town Lake.
15. **Park Improvement Fee.** As new developments continue to grow around the Lake these additional users will require more open space. A dedicated portion of the capital costs for the project should be paid upfront so the City can develop plan amenities that will add value to the property and user and sale of property quicker.
16. **Landscape and Floral District.** The City of Tempe could establish the Mill Street District as a floral district and collect sales tax from retail operations for the floral improvements they make to keep the area strong in appeal and safe.
17. **Establish partnerships with local businesses, conservation groups and land trusts to help acquire and maintain park property in the form of adopt a park programs, and supporting the conservation areas in the area outlined in the Urban Open Space Plan.** Many cities such as Chicago, Miami, Denver, Seattle, Indianapolis, and Cleveland have reached out to business owners, conservation groups and land trusts to help acquire, manage and maintain open space and park areas as a commitment to the quality life the area.
18. **Sponsorship Development.** The City has a strong sponsorship program in place for events and also permits events to other special event providers. The sponsorship dollars created usually go for the cost of putting on the event but dollars could be created with in the sponsorship costs for park maintenance set-up and clean-up and the special arrangements that have to be made by the city for the event to be a success.
19. **Establish a Park Foundation for the Town Lake and Mill Street District.** Establishing a park foundation for the Town Lake and Mill Street District would help support need park type furniture, sculpture attractions, floral and fountain displays, and needed park improvements as the area needs it to keep the park and commercial district in the best condition possible.

As with any funding option people will see the pros and cons of the funding opportunity. Each one of these funding options can create a substantial amount of money if managed correctly and in the right context. The key is to establish how wide the funding gap is for what the city is maintaining now and when the plan comes on line how wide will the funding gap be then. Ideally the City should begin to develop these funding options so when the opportunities are right they should move on them quickly.

Partnership Management Strategy

The Tempe Urban Open Space Plan will require numerous partnerships to make the plan come to fruition. As with any good planning document, when partnerships are expected to be apart of its success it requires the City of Tempe taking a lead role and sitting down with each potential partner and educating them on the process that the plan under took and

what the recommendations are and seek additional input from the potential partnership about what their contribution could be to help in its implementation. In the case of the Urban Open Space Plan, the consulting team met with numerous local potential partners on the front end of the project to gain their insight and perspective on what was needed and the level of commitment they had to seeing the plan come together.

These partners included:

- Downtown Businesses
- Arizona State University
- Transit Authority
- Neighborhood and Homeowners' Associations
- Developers
- Members of the Arts Community
- City of Phoenix and the City of Scottsdale
- Tempe Sports Commission
- Chamber of Commerce, Convention and Visitor's Bureau
- Other City of Tempe Departments
- Local user groups
- Tempe Leaders

In each of these partnership discussions, people and groups brought forward many ideas about what was needed, important and what they would advocate for in the plan. To make a partnership strategy work starts with an effective planning process that the community believes was well organized and includes the appropriate amount of public process. In addition, the cost of the plan and funding options need to be spelled out well so the potential partners know what is expected of them and what is to be expected of the City of Tempe and what other partners in the community will be asked to help contribute to its implementation.

The City of Tempe will need to develop a partnership policy for this project first to create consistency between partners and develop as much equity and fairness in each partnership so as to not make one partner feel that they are doing all the work. The partnership process needs to look at costs, the benefits to the partner, the City of Tempe and the community as a whole. Timing of the work to be completed and how money will be exchanged will be important. The City will need to establish working management plans with each partner with measurable outcomes for the partner and the City to follow and be accountable for. Ideally, the city should do some feasibility and business planning work on some of the key attractions recommended and the operational costs should be detailed out as well so everyone involved understands what the capital needs are and the operational need are for the project or specific component. In many situations the City will seek requests for proposals from private businesses interested in participating in the project and to see what

options they bring forward as well. This could include seeking out capital companies to put forward the capital dollars and then leasing back to the city those improvements through funding sources created for each element listed in the plan.

The City should seek to develop a partnership manager to oversee this work and to work with the Community Development; Development Services, Planning Division; Financial Services, Cultural Services; Public Works; and the City Manager's offices. The City of Tempe has a good reputation in the Valley and region for developing sound partnership agreements with developers and the business community. Their process needs to be extended to these groups and others both on the private side as well as on the not-for-profit and public side. The true economic impact of the planning document needs to be established and tracked as these improvements and recommendations come on line. The vision is strong enough for the community and key leaders to want to invest in the plan but it will require all available partners to step forward to make it happen.

IX: Implementation Strategies

Organizational strategies

- Create a Placemaking team. Create a team of government employees from many departments plus other stakeholders from the community to advocate for public spaces in a holistic manner.
- Training: In order for staff or consultants to learn how to turn a program into a great design, the city might consider hosting a Placemaking design training course, which would use one or two pilot sites as the training ground. If, for example, the marina were the pilot site, the training would include a public Placemaking workshop that uses the Place Audit, then concept design development, followed by design, all building on the program developed for the Urban Open Space Plan.
- Urban Design Center. Achieving high quality design in a city never happens because of one person, one designer, one architect. It happens because it becomes a culture and an expectation on many levels, starting at the top and infiltrating all the staff and review committees that are pieces of the overall puzzle. One strategy that has worked for some cities, such as Raleigh, NC, is to establish an urban design center with a core staff with architectural and urban design experience.
- The city should develop a partnership coordinator to help seek out potential partners to provide capital or operational dollars for the key program or recreation facility needs outlined in the project
- The city should consider developing feasibility studies and business plans for each of the key attractions outlined in the plan to support capital and operational costs.

Project Initiation

- Dream big, start small. Run several small, low-cost, quick-to-implement improvements, instead of expensive, time-consuming and controversial large projects. Also, don't be afraid of experimenting with ideas that may seem far-fetched but could be very successful. Focusing on small, even temporary improvements helps to overcome inertia.
- Vending program: a relatively easy and short term way to bring life to many places is to establish a more comprehensive vendor program for downtown. Some of the most obvious spaces that would work quite well for vendors include: La Plazita, 6th Street Park, Borders, Hayden Square, plus other lakeshore places on weekends, such as the marina.
- A street entertainers program is another way to tap local talent and bring benefit to visitors and Mill Avenue merchants. Key spaces to program should be identified and artists invited to apply for the chance to perform in them.
- Development of concept plans: the Urban Open Space Plan has put on the table the possibility of not 10 places to create or improve, but 20 or 30. Obviously, the concept for each place has to be developed in more detail before it can even go into

design. In most cases, we recommend additional community input to develop the concept, and suggest the use of the Place Audit in small community workshops. Whether the design is then done by consultants or in-house, it is important to *triangulate* the program of each place during their design.

- Master Planning: in addition to specific concept plans, we feel it is vitally important for the city to come forward with a vision or master plan for Tempe Town Lake and for the Southeast Quadrant.
 - Tempe Town Lake will develop in a piecemeal way without great destinations unless and until the city sponsors its own master plan that will give a strong direction and vision to the development that is happening around the lake. In American cities, there are few urban waterfronts with the size and potential of Town Lake – in the southwest there are almost none. Therefore, we think its successful development as a world-class waterfront could have as big an impact on Tempe’s future as any other single project in the city’s history. If the city is interested in a phased approach, then we suggest a master plan be developed immediately for the southern waterfront from Tempe Beach Park to the recreation fields west of Priest. The projects along this shore are either already under construction (as in the arts center) or are in early planning stages. Approaching them all as separate projects will be more likely to have a disappointing result, whereas creating an overarching vision has the potential to deliver world-class results.
 - The Southeast Quadrant is potentially one of the most charming areas of downtown and is also on the receiving end of a great deal of development that will change its character forever. We agree with prior consultants who urged the city to protect this district’s historic small buildings and funky flavor. As described earlier, the side streets and alleys also have great potential if they are developed correctly. Therefore we strongly recommend developing a District Master Plan that engages the public and becomes a regulating document for future development. We refer the city to other success stories, such as West Palm Beach, which turned an uninspiring and underdeveloped area into a beautiful and desirable district by creating a vision document that had teeth, which the mayor and council assiduously adhered to in considering any development proposals.

Ongoing Placemaking and Public Participation

- Building the campaign. Placemaking is not a project with a beginning and an end, it is an on-going, coordinated campaign. After a few very visible demonstration projects, the city will have earned much trust and confidence from communities and can expand to new neighborhoods and help those communities develop smaller neighborhood-led projects. Community Development may be the appropriate department to spearhead these ideas.

- Change people’s mindset toward change. Overcome people’s fear of change by educating them about Placemaking and empowering them to decide of their future. Stakeholders who are involved in the process will understand and advocate change.
- Improve the community input process. Involve a wider range of residents (children, seniors, minorities) earlier in the planning process, and give them a leadership role. Community members should be encouraged to initiate projects, while the city’s role is to implement their vision. Seattle’s Department of Neighborhoods is a good model of a city planner helping every neighborhood with their vision and plans.

Strategies for Events & Event Spaces

- Tempe Beach Park
 - Configure all large events to allow public access along the waterfront and into high-use areas (e.g. playground, picnic ramadas)
 - Hold smaller events in other venues to reduce the overall number of events. Alternative event venues include:
 - Marina
 - Art Park
 - Hayden Square
 - Alley Parks
 - 6th Street Park
 - Mill Avenue
- Arts Park (west of Beach Park)

Maintenance

- The maintenance of the planning area currently does not meet the desired standard by the community and the staff is stressed on meeting the standards desired. It is very important to tie desired maintenance standards to time and tasks to support each key component outlined in the plan with an appropriate funding strategy. The maintenance model provided in the index describes that process to match costs to standards. Funding options are outlined and should be pursued by the city to build up the funding base to support the operational needs of staff and the equipment to the work desired.

FEEDBACK

The City of Tempe fosters an open process to envision the future of our shared public spaces. Please provide your comments on this draft by **FRIDAY, 12 OCTOBER**, via:

- Email to the attention of Hansen at hansen1@tempe.gov, or
- Online comment form at www.tempe.gov/comdev/urbanopenspace.htm, or
- Postal mail at **Urban Open Space Feedback PO Box 5002 Tempe, AZ 85280**.

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