

FINAL OARP REPORT



REVITALIZATION PROJECT

**Report on Goals & Recommendations to Guide Future Efforts,
including Studies, Specific Plans, Ordinances, & Projects**



**Prepared by
City of Tucson**

Housing and Community Development Department
Planning and Community Development Division

Endorsed

Date

September 13, 2011

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Members continued on next page



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 Fire Department
 Office of Conservation and Sustainability
 Parks and Recreation Department
 Planning and Development Services Department
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Pascua Yaqui Tribe, Development Services
Pima Community College, Downtown Campus
Tucson Unified School District
University of Arizona, Marketing and Development – Off-Campus Housing

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APPENDICES

Appendix A*	“Oracle Area Revitalization Project (OARP) Existing Conditions Report,” OARP Staff, City of Tucson, December 2007
Appendix B*	“Oracle Area Revitalization Project: Market Analysis, Final Report;” prepared by Economic & Planning Systems, Inc.; prepared for the City of Tucson; April 2008
Appendix C*	“Historic Miracle Mile, Tucson’s Northern Auto Gateway: A Historic Context Study for the Oracle Area” (with Appendix A: Neon Signs of the Oracle Area, and Appendix B: Oracle Area Historic Residential Development); prepared by Demion Clinco, Frontier Consulting Group; prepared for the City of Tucson; 2009
Appendix D*	“OARP Spring 2008 Visioning Workshops: Challenges and Opportunities Report,” OARP Staff, City of Tucson, June 2008

* *Appendices available under separate cover.*

I INTRODUCTION



GEOGRAPHIC FOCUS AREA

The focus of the Oracle Area Revitalization Project (“the OARP” or “the project”) is a 2.6-square-mile area bounded by Miracle Mile to the north, Speedway Boulevard to the south, Stone Avenue to the east, and Fairview Avenue to the west. The area is within Tucson’s older urban core, just north of

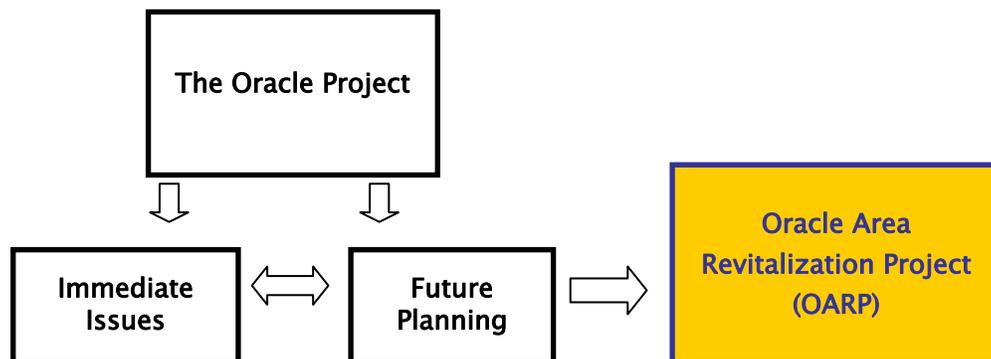
downtown, east of Interstate 10, and approximately one mile west of the University of Arizona. The project area, the original gateway to Tucson, includes Pima Community College’s Downtown Campus at its southern end, seven neighborhoods registered as associations with the City of Tucson (“the City”), and over 500 businesses. See *Exhibits I-1, I-2, I-3*.

BACKGROUND & PURPOSE

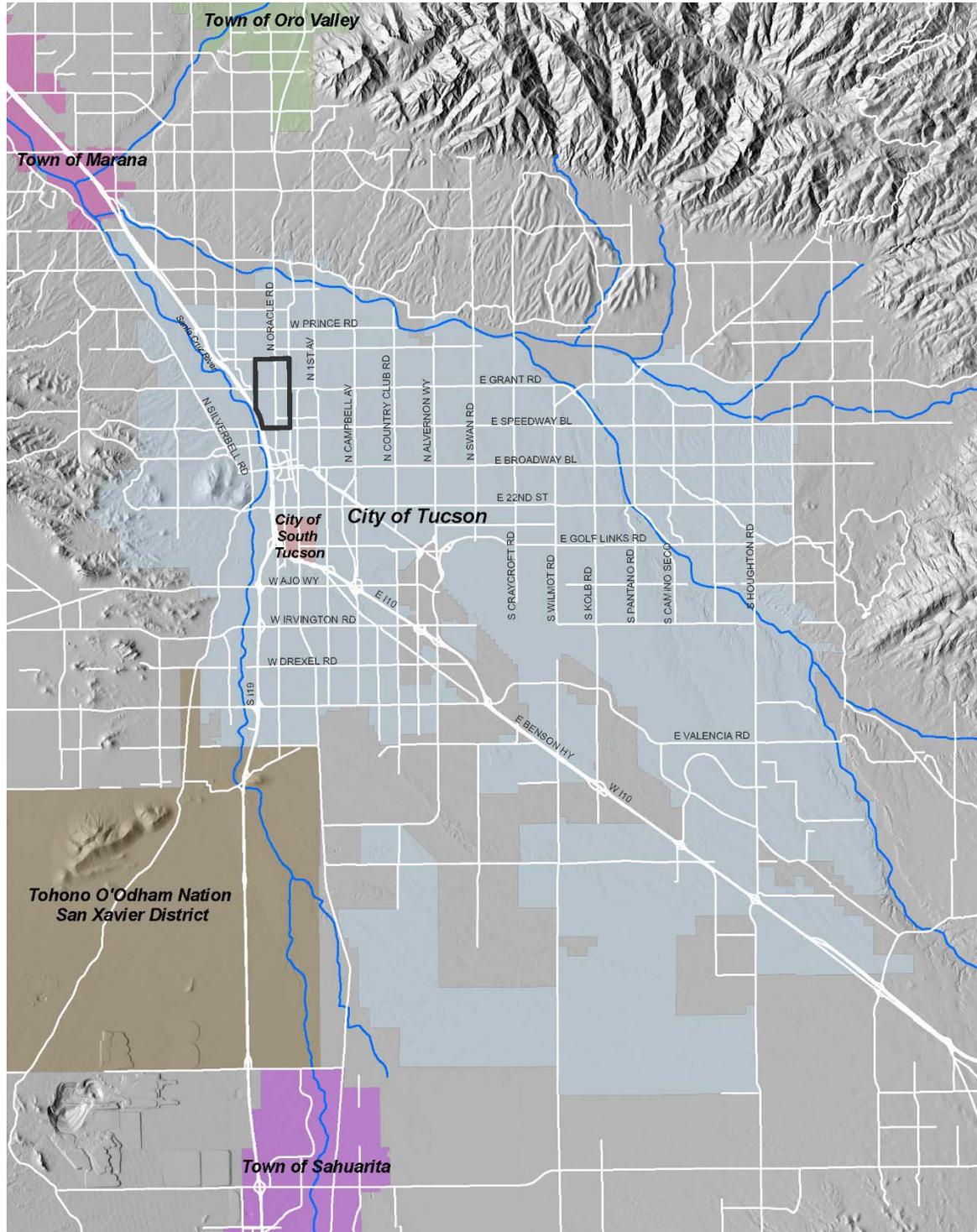
The project area, which has been struggling to regain its role as a prominent gateway in Tucson’s urban core, has been an ongoing focus and concern of residents, property owners, businesses, institutions, and others over the years.

The OARP was an outgrowth of the Oracle Project (TOP), which is a partnership of area stakeholders seeking to combat crime and urban decay and to create a better quality of life for all. While the TOP was primarily focused on current issues, the involved stakeholders saw a need for a longer term planning effort. This effort became the OARP.

The OARP was initiated in late 2007 by the City to explore with area stakeholders what might be done to help encourage the development of employment options, more services to meet surrounding needs, social and recreational opportunities, a variety of housing options, sensitivity to the area’s historic character, and overall improvement of the built environment.



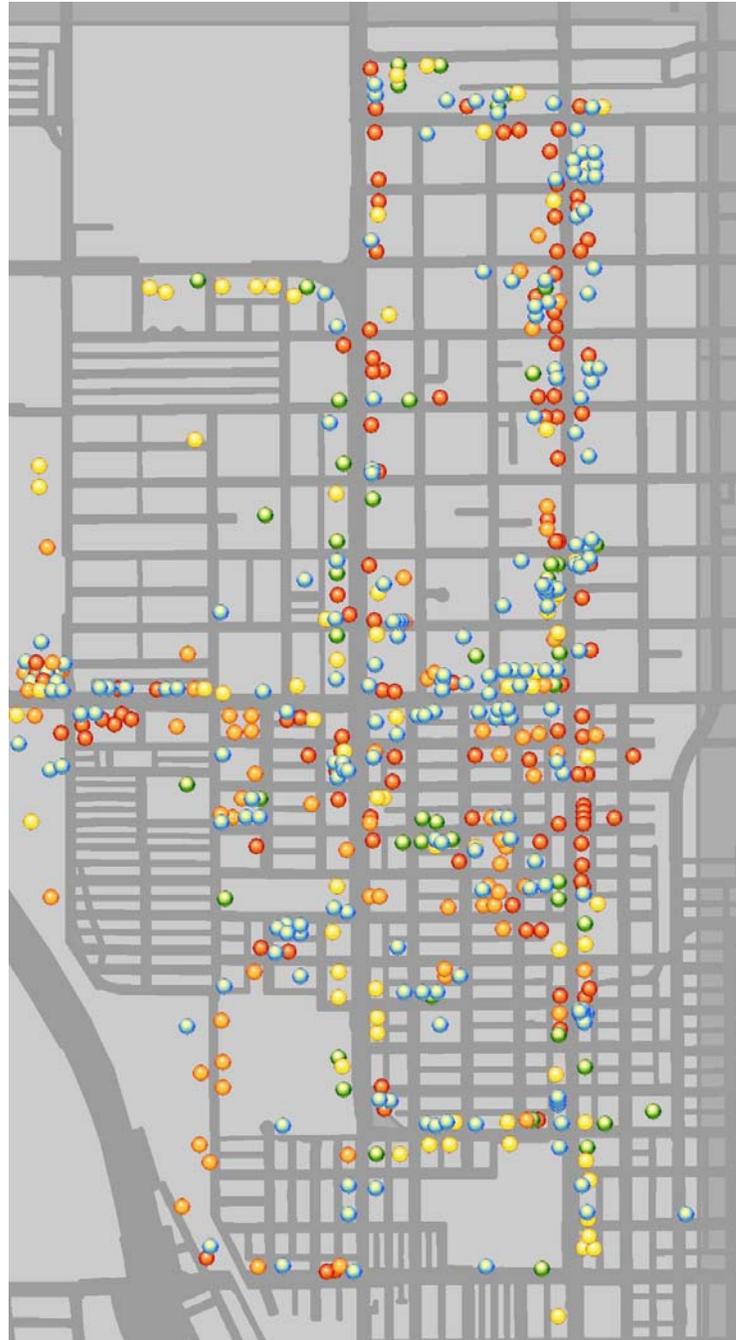
**Exhibit I-1
Project Area Location**



Insert Exhibit I-2
Project Area Neighborhood Associations



Insert Exhibit I-3
Project Area Business Types



- | | |
|---|--|
|  AUTOMOTIVE, ENGINE REPAIR, MACHINING |  ENTERTAINMENT, ARTS, SPORTS, HOSPITALITY |
|  CONSTRUCTION, INDUSTRIAL, MANUFACTURING |  SERVICE, SHOPPING, RETAIL |
|  COMMUNITY, SOCIAL SUPPORT, HOUSING, EDUCATION | |

PROCESS & PLAYERS

A multi-pronged approach was used in undertaking this project the major portion of which occurred between late 2007 and 2010. Key elements of this approach included:

- *Bilingual Survey*. Mailed to over 4,000 property addresses in the project area.
- *OARP Citizen Steering Committee (CSC)*. Twenty-one CSC formal meetings and nine “Brown Bag” discussions.
- *OARP Technical Advisory Team (TAT)*. Introductory meetings held in the early stages of the project to introduce the technical team to the scope of the effort. Subsequently, individual TAT members attended CSC meetings and were consulted on issues relevant to their fields of expertise.
- *Existing Conditions Data Collection and Documentation*. See Appendix A.
- *Field Trip*. Bus tour of project area with CSC and TAT members.
- *Market Analysis and Documentation*. See Appendix B.
- *Historical Context Study*. See Appendix C.
- *Neighborhood and Stakeholder Visioning Workshops*. Nine workshops - one workshop with each of the area’s seven neighborhoods, one with area businesses, and one with area social service agencies and institutions. See Appendix D.
- *Developer/Investor Conversation*
- *Principle, Goal, and Recommendation Development*
- *Catalyst Project Identification and Exploration*
- *Project Report Preparation, Review, and Endorsement*

DOCUMENT USE

The OARP Report begins with background on the project evolution, conduct, and geographical focus area, and then offers a framework of goals and recommendations for five elements, including (1) historic preservation, (2) economic development, (3) housing, (4) transportation and circulation, and (5) land use and design. The report lays the foundation for future development of specific plans, ordinances, and improvement projects, some of which are suggested in the OARP goals and recommendations in Chapter V, “Project Components.”

Chapter VI, “Project Implementation,” describes efforts that have already been undertaken that contribute to the furthering of the OARP goals and recommendations, as well as some projects identified by the OARP CSC as possible revitalization catalysts. The chapter concludes with a table designed as a tool for tracking progress of goals and recommendations.

The final chapter of this document, Chapter VII, “Ongoing Oversight,” suggests a process for providing some designated overseers to encourage, track, and review, as appropriate, next steps in the OARP revitalization.



This document will be provided to City departments, which will be encouraged to consider the recommendations if and when they are taking action within the project area or are developing policies or procedures that may affect the project area.

The document also will be given to individual Neighborhood Associations within the project area; the Gateway Business Alliance, which was an outgrowth of the OARP; and other interested stakeholders. These stakeholders may choose to reference the document in pursuit of funding for activities that would help advance this project's goals and recommendations.

Use Not Intended

This document does not offer specific, parcel-based land use guidance and is, therefore, not intended for formal use in review of rezoning proposals or in other parcel-specific land use related actions.

DOCUMENT AVAILABILITY

Copies of this document are available through the Ward III Council Office, on the City's website at www.tucsonaz.gov/planning/OARP, or by contacting the Housing and Community Development Department, Planning and Community Development Division, 791-4171.

II CONTEXT



This chapter highlights the area's history over the last century and follows with a summary of the area's existing conditions, including demographics, public facilities, and planning efforts.

AREA HISTORY

Implicit in a revitalization initiative is the notion that the area under consideration previously displayed a vitality that is no longer evident. In the case of the project area under consideration in this document that vitality was directly tied to Oracle Road's twentieth-century evolution as the major automobile gateway into the City.

Pre-World War II

The project area includes the historic alignments of Routes 80, 89, and 84, which converged at the current Miracle Mile and Oracle Road. The resulting growth, described in the following paragraphs, created a critical and significant impact on the development of Tucson's northwestern edge in the first half of the twentieth century.

During the early twentieth century, the area in which Oracle Road lies was still largely undeveloped. Over time, however, subdivisions were platted and new roadways were built. The northern entrance to Tucson, originally served by Yuma Road, was abandoned, and traffic shifted to the new Casa Grande Highway, which ran southeast into Tucson, turned east onto Miracle Mile, then south onto Oracle Road, east onto Drachman Street, and finally south onto Stone Avenue. This realignment provided developable land along roads with increasing traffic and created economic opportunity for entrepreneurs. As the automobile proliferated, the roadway developed to accommodate the new and rapidly growing automotive culture. Traversing the Arizona landscape, however, was still an arduous task. Rough, irregular roads were poorly equipped and hazardous to the car.

In 1937 a \$200,000 highway improvement project was undertaken within the area. The improvements consisted of the center median and a stream-lined traffic circle at each end of the improved roadway. The publication *Arizona Highways* referred to this improved roadway as "Miracle Mile."

Arizona is to have a "Miracle Mile" – an almost perfect piece of roadway that will be fool proof! It will be the only safety-plus thoroughfare in the West, and as such will put the state in the spotlight of national highways." (Arizona Highways, "Miracle Mile, Safety-plus Thoroughfare," June 1937)



In 1940 the Arizona State Guide from the Federal Writers’ Program, Works Project Administration, noted that Tucson had “25 hotels and 45 tourist courts on principle highways,” although 50 auto courts were listed that year in the City Directory.

They [the auto courts] represent the golden age of Tucson [...] Their signs represent a new age of exuberance. They were neon icons of the confidence of the automobile era. [...] Their building styles reflect the mania for all things Southwestern, design motifs that coalesced into what (Brooks) Jeffrey calls “funky roadside vernacular.” After a long day of driving, you pass innumerable glowing neon sculptures of cacti and Hispanic cultural images or stereotypes, each inviting you to stay in a cowboy-style lodge with heavy wood beams on the main house, or a Pueblo Deco design with curves and angles on a roofline, evoking Native American traditions, or most popular of all, modest Mission-style casitas, complete with red-tile roofs, adobe bricks, and porches.” (The Motel in America, Jakle, John A., Sculle, Keith A. and Rogers, Jefferson S. Baltimore: John Hopkins University Press, 1996, pg. 155.)

Post-World War II

During World War II, the demand for auto court rooms in Tucson increased as military personnel flooded the City. Despite the prosperity of many Arizona auto courts resulting from the patronage by military personnel during the war, the industry as a whole faced severe problems.

In 1942, *Business Week* reported a nationwide assessment that “[p]otential business casualties as a result of the tire-gas shortage [...] included, particularly, the nation’s tourist courts.” In southern Arizona, however, auto courts continued to be built after the war. The state’s growing tourist business and the influx of new residents in the late 1940s meant that rooms were in high demand. By 1948, there were 121 motor courts along Tucson’s highways, with dozens of guest ranches providing the “Western Experience” to the tourist market.



In 1958, Interstate 10 was constructed to replace Highway 80 as the major route through Tucson. As in so many cities, the interstate bypassed the City core. This new freeway instantly made the old U.S. Highways and Arizona State Highways irrelevant for long haul travelers. Despite the opening of Interstate 10, however, Miracle Mile-Oracle-Drachman remained the northern gateway of Tucson through the 1960s. Covered in billboards, festooned with aging neon signs, the corridor was maintained and large-scale investment flowed into the area. The pinnacle of the commercial investment on Miracle Mile was the Tucson House. Constructed in 1963, the building was designed as a 17-story, 409-apartment luxury residence. Within a decade, however, traffic was circumventing Miracle Mile, using exits from Interstate 10 to Speedway Boulevard, Grant Road, and Saint Mary’s Road.



The motels, once the commercial backbone of the area, became overrun with prostitution, crime, and drugs. In 1987, the Tucson City Council voted 4 – 2 to rename the “North Miracle Mile Strip” to “North Oracle Road” in an effort to rehabilitate the area’s image.

EXISTING CONDITIONS

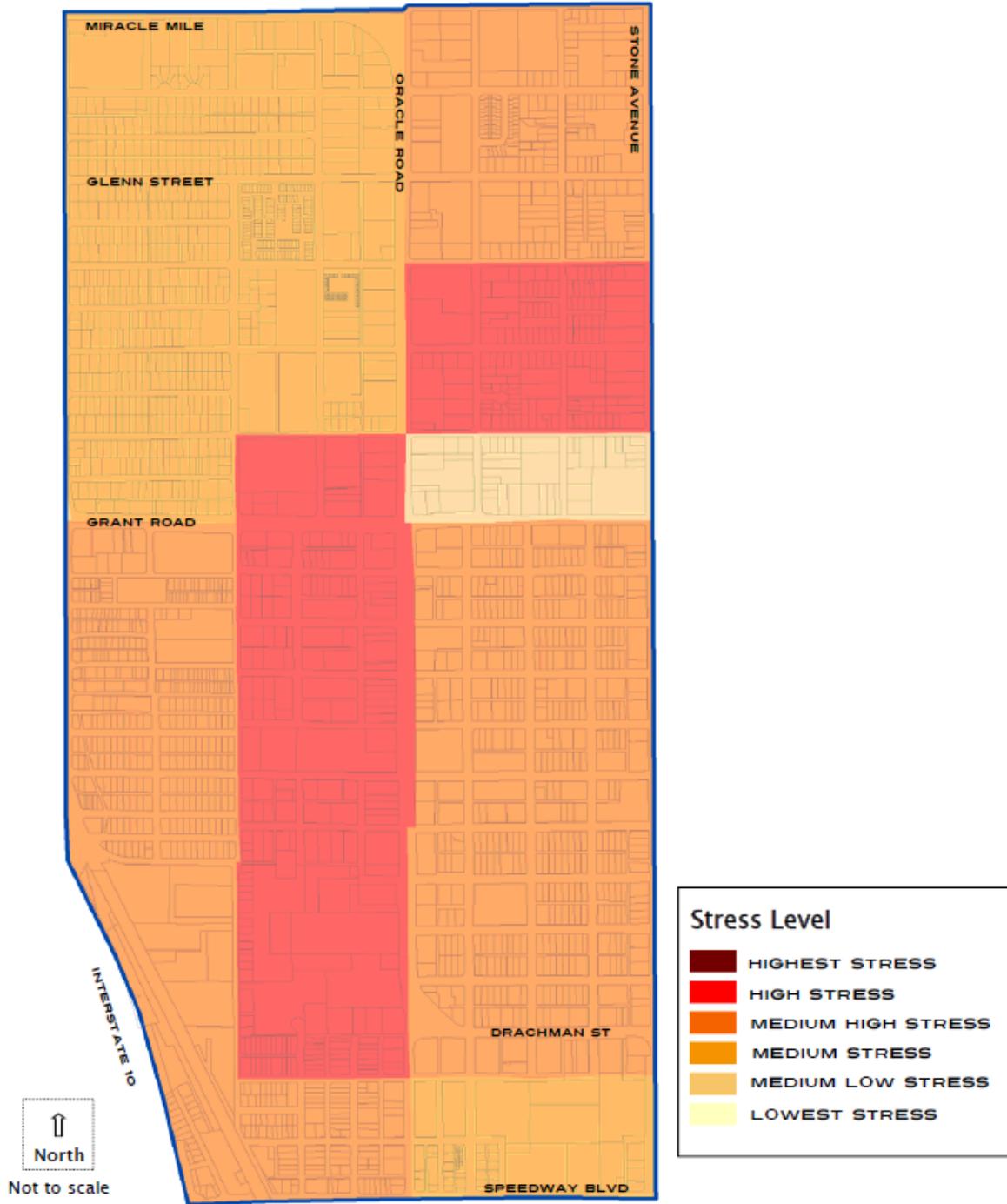
Demographics

Today the area continues to reflect the challenges that inevitably accompany an interstate that bypasses a once vital urban corridor. These challenges are reflected

in many of the demographics presented below. Taken together this data paints a picture of an area under stress as depicted in *Exhibit II-1*. The data in the exhibit and below is based on the Year 2000 U.S. Census; for more details see full the Existing Conditions Report, *Appendix A*.

- **Population:** Approximately 11,400 people reside within the project area.
- **Education:** For those 25 years and older, about the same number, that is, 24.5%, of people in the project area graduated from high school as compared to the City as a whole.
- **Income Level:** The median household income in the area is \$21,204, which is lower than the \$30,981 median income for the entire City. About 36% of the people in the project area are living below the poverty level, which is twice as many as for the City as a whole.
- **Property Ownership:** Approximately 75% of the land in the project area is privately owned.
- **Owner-Occupied vs. Rental Property:** Approximately 71.5% of the residential units are renter occupied vs. owner-occupied. This rental rate is similar to other older urban core areas of Tucson.
- **Housing:** The median value of owner-occupied homes in the project area is 24% lower than the median value of owner-occupied homes for the City as a whole. The median gross rent for area rental properties is also lower than for the City as a whole.
- **Transportation:** Approximately 67.4% of all renter households have no vehicle, and about 15.6% of owner-occupied households have no vehicle.
- **Unemployment:** The unemployment rate in the project area is 9.1%, which is significantly higher than the 5.9% unemployment rate for the City as a whole.

Exhibit II-1
Project Area Stress Level



Source: Year 2000 U.S. Census Data

- *Occupations:* The employed population from the area is working in a diversity of jobs, including production, professional services, food preparation, cleaning and maintenance, office and administrative support, transportation, construction, and management. Small numbers of people work in healthcare, protective services, personal care services, installation, maintenance and repair, and sales.
- *Ethnicity:* Approximately half of the population in the project area is Hispanic, followed by White, American Indian, African American, two or more races, and other race.

Public Facilities

The area is served by a range of public facilities as described below:

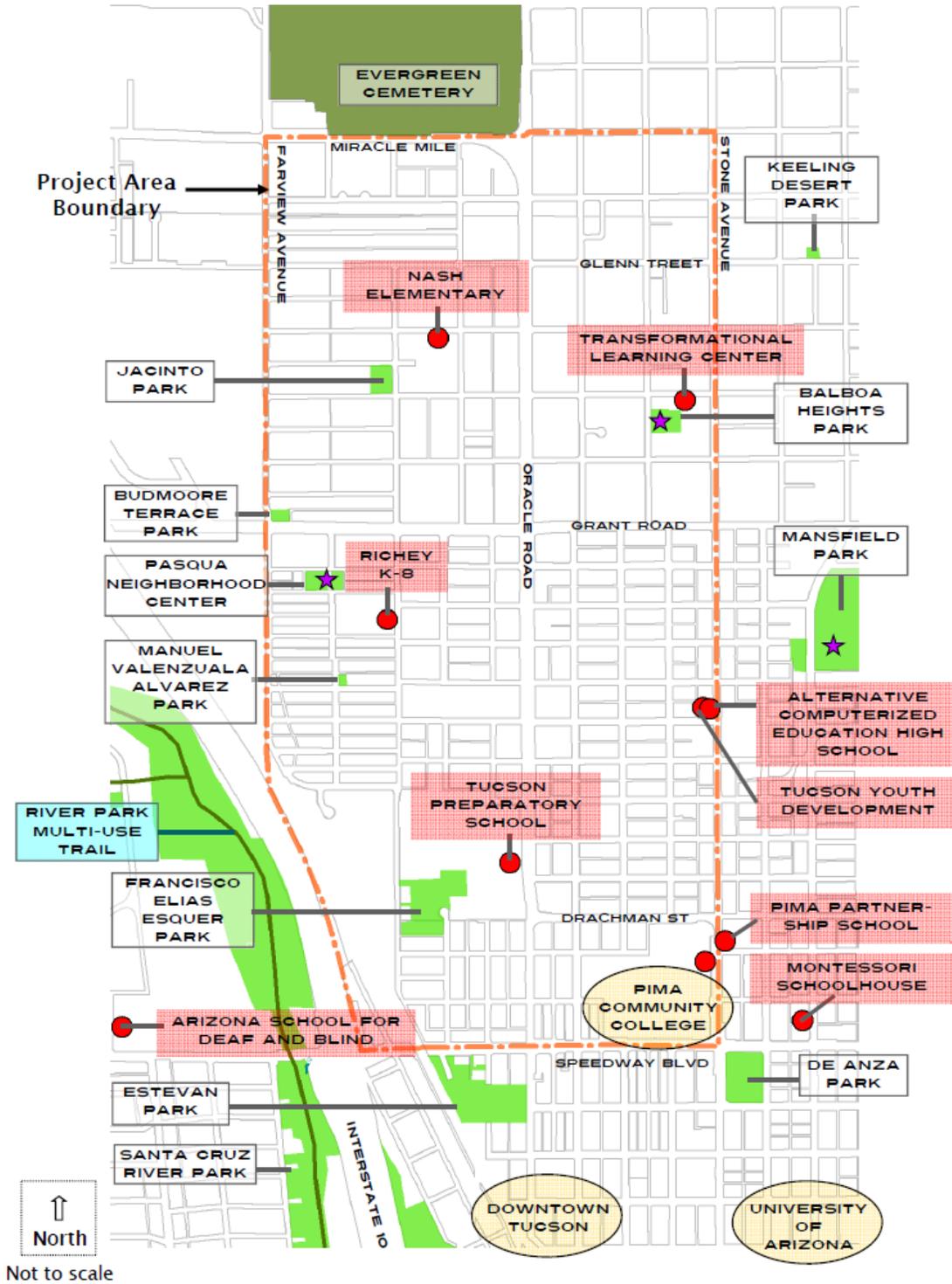
- *Fire Stations:* Three fire stations serve the project area. The closest, Station 8, is about a mile north of the project area. Fire response time is 5 minutes or less.
- *Police Stations:* There are no police stations within the project area, but the Westside Police Service Center, is just northwest of the project area on Miracle Mile.
- *K-12 Schools:* Three schools are located in the project area: Nash Elementary, which is in the Amphitheater School District and serves kindergarten through fifth grade; Richey Elementary, which is in the Tucson Unified School District and serves kindergarten through eighth grade. There are no high schools within the area. The closest high schools are Amphi High School, which is in the Amphitheater School District, and Flowing Wells High School, which is in the Flowing Wells School District. See *Exhibit II – 2*.



- *Higher Education:* Pima Community College Downtown Campus. See *Exhibit II-2*.
- *Public Library:* The nearest public library facility, El Rio Branch Library, is about one mile west of the project area.
- *Neighborhood Parks:* There are five neighborhood parks, two of which are co-located with the two elementary schools within the area. There is also a mini park and two neighborhood centers: the Pascua Neighborhood Center and the Marty Birdman Neighborhood Center. The latter is located in the Balboa Heights Neighborhood. See *Exhibit II-2*.



Exhibit II-2
Destinations In and Near Project Area



Current Land Use & Zoning

Most of the construction in the project area occurred prior to the establishment of zoning; therefore, there is variation between the location of actual uses of land in the area (see *Exhibit II-3*) and the prescribed location of uses as reflected in the City's zoning regulations (see *Exhibit II-4*).

Approximate breakdowns of uses in the project area are: 42% residential; 24% commercial; and 9.5% industrial. Additionally 13% of the land is in public use, including parks, utilities, and public institutions, and 12% is undeveloped. For comparison, the area zoning specifies the following distribution of uses within the area: 34% residential; 37% commercial, and 19% industrial.

Land Use & Strategic Plans

There are a variety of completed planning efforts applicable to the project area, which staff and CSC members consulted in thinking about goals and recommendations to guide revitalization over time. Some of these plans were prepared by the City of Tucson, while others were prepared through outside organizations.

Of the plans below, only the City of Tucson General Plan affects the entire project area.

- *General Plan:* Jurisdictions within Arizona are required by the State of Arizona to prepare a General Plan. Tucson's most recent General Plan, which was adopted in 2001, suggests a combination of characteristics in the urban area, including mixed use, high density residential areas and supportive uses; mixed neighborhood uses; predominantly residential uses; and some industrial uses. To a large degree, this mix of uses reflects what is currently in the project area. The General Plan provides goals and policies for each of the growth areas. These are intended to inform the Planning Commission and the City Council when they are making land use decisions. City planners are currently preparing a mandated update of the General Plan, which must be put before the voters by 2015.
- *Neighborhood Plans:* There are three completed plans for neighborhoods in the project area. One is an officially adopted land use and strategic plan; the other two plans, which might be characterized as strategic plans, were prepared by University of Arizona entities at the request of neighborhoods within the area.
 - *Unit 6 Neighborhood Land Use and Circulation Plan* was adopted by Mayor and Council in 1976. The Unit 6 Plan focuses on the area bounded by Grant Road to the north, Speedway Boulevard to the south, Oracle Road to the east, and Interstate 10 to the west. This plan's stated purpose is to balance residential, commercial, and industrial uses and to address circulation conflicts by establishing revitalization, circulation, and neighborhood policies.

Exhibit II-3
Project Area Land Use

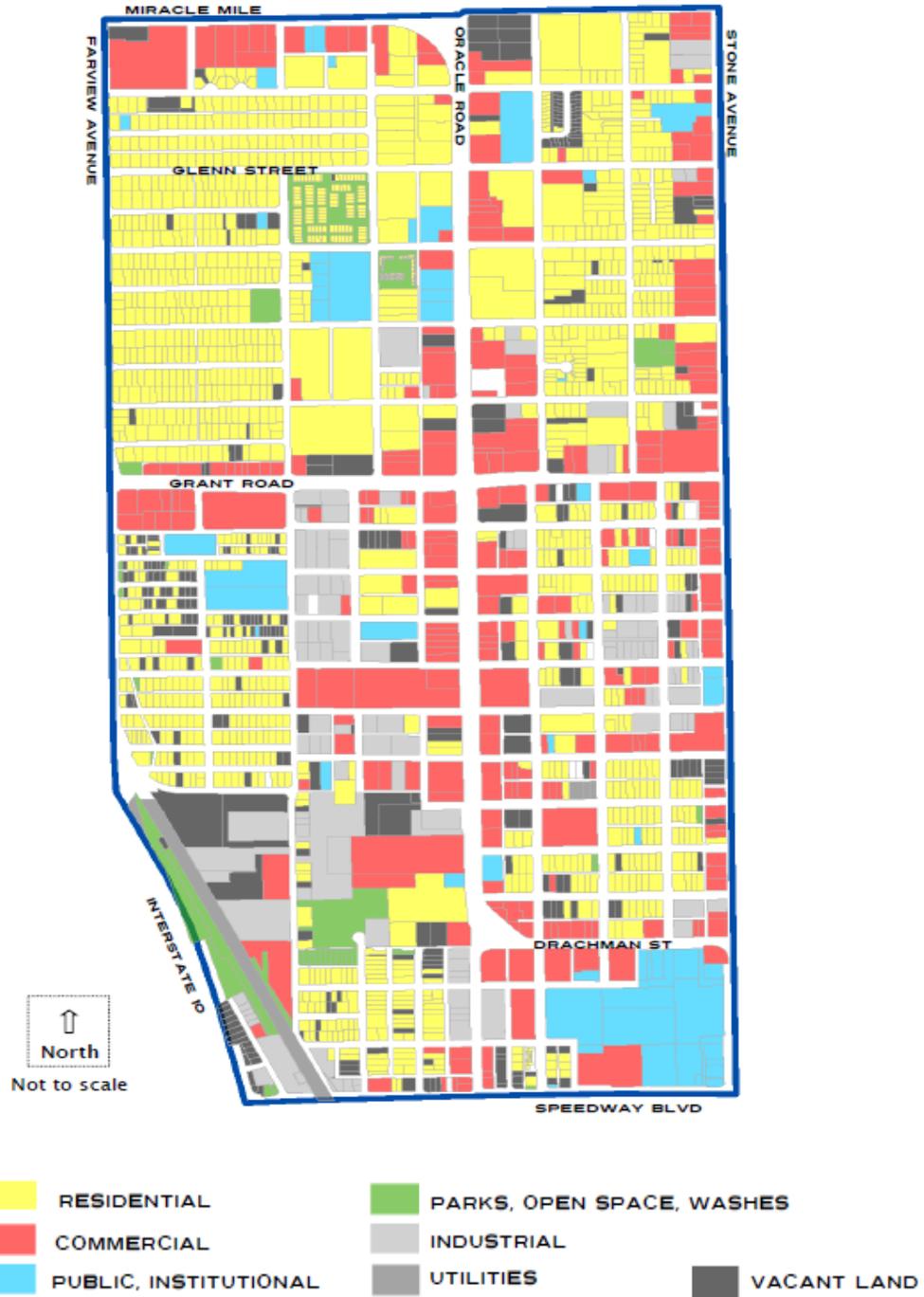


Exhibit II-4
Project Area Zoning Classification



Zoning Key:

- R-1: Residential, Single Family
- R-2: Residential, Medium Density
- R-3: Residential, High Density
- MH-1: Mobile Home
- C-1: Commercial, Local
- C-2: Commercial, General & Intensive
- C-3: Commercial, General & Intensive
- I-1: Industrial, Light
- O-3: Office
- OCR: Office/Commercial/Residential

- ❑ *Ocotillo Oracle Neighborhood Plan* was prepared in 2002 by the University of Arizona Drachman Institute.
- ❑ *Miracle Manor Neighborhood Action Plan* was prepared in 2005 by the University of Arizona Planning Program. This plan includes an inventory of neighborhood assets that was used in working with the residents to develop a vision for the neighborhood's future, as well as goals, objectives, and strategies to implement that vision.

Infill Ordinance

- *Downtown Area Infill Incentive District (referred to as the IID)*. In 2006, Mayor and Council adopted a policy to encourage infill in the Downtown area (Ordinance #20487). *Exhibit II – 5* shows that a portion of the IID extends into the OARP boundaries. In 2009, Mayor and Council activated a zoning regulation called the modification of development regulation (MDR) within the IID. The MDR provides flexibility from some of the dimensional standards related to the underlying zoning. For instance, the MDR allows greater building heights than the underlying zoning.

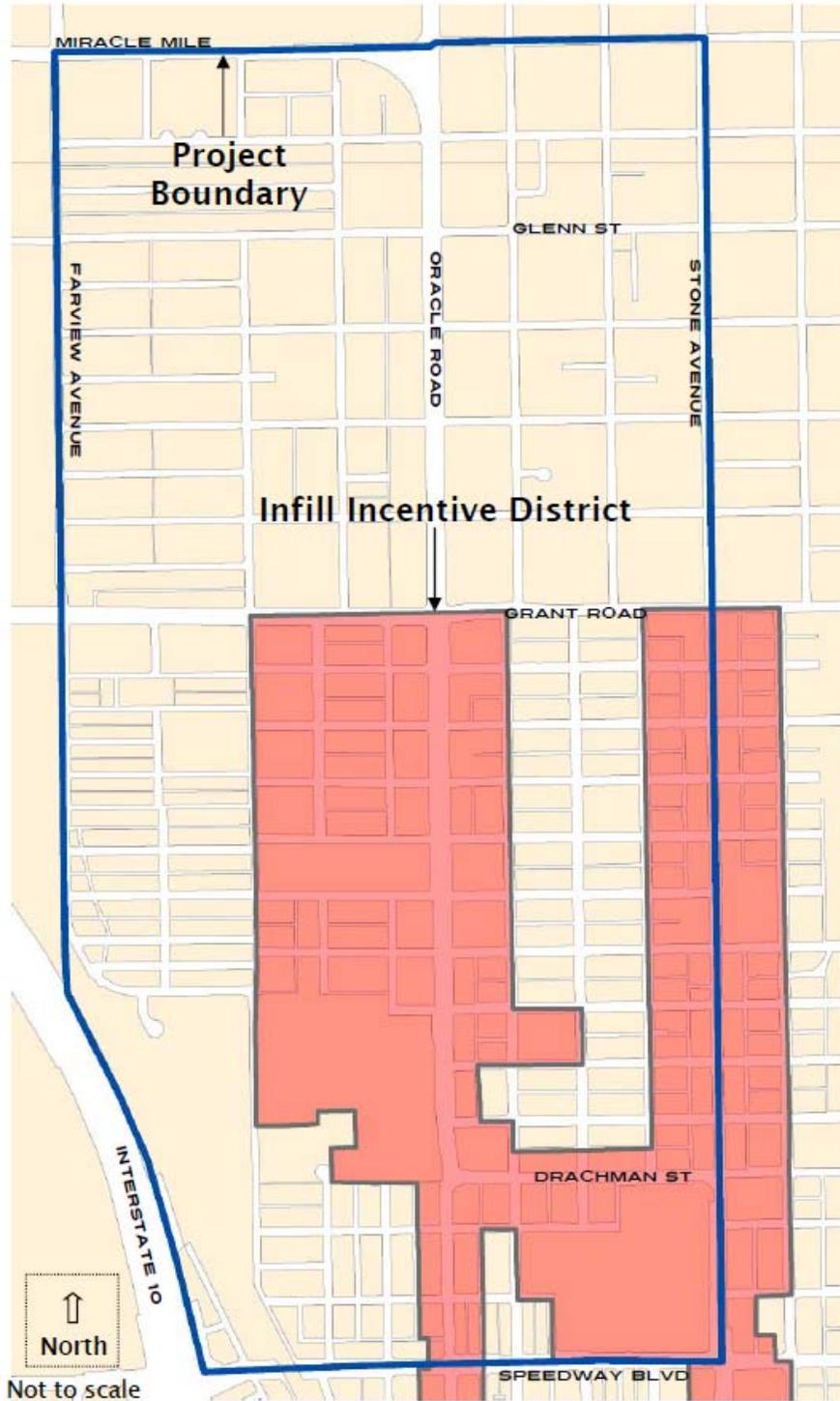
As a source of best practices for urban infill design, City staff consults the *Draft Downtown Urban Design Reference Manual* when reviewing infill plans proposed for the IID. The manual contains ideas that are consistent with goals of the OARP, such as promoting design that results in more pedestrian friendly urban spaces.

Roadway Improvement Plans & Projects

At the time this project was being undertaken, there were several roadway improvement projects underway within the project area.

- Three of these roadway improvement projects are associated with an effort initiated during the *Stone Avenue Measures for a Livable Corridor project*, approved by Mayor and Council in June 2006, to address traffic flow in the vicinity of Speedway Boulevard and Stone Avenue. This effort was intended to eliminate the need to substantially widen the Speedway Boulevard/Stone Avenue intersection by making more modest modifications to Speedway Boulevard/Stone Avenue, as well as modifications to the Oracle Road/Main Avenue/Drachman Street intersection, to the Speedway Boulevard/Main Street intersection, and to the Stone Avenue/Drachman Street intersection.
- ❑ *Oracle Road/Main Avenue/Drachman Street Traffic Control Change*: This project, which was completed in 2007 just prior to the initiation of the OARP, consisted of replacing the traffic circle at this location with a “T” intersection. The goal was to encourage traffic traveling south on Oracle Road to Speedway Boulevard, to continue on Main Street to Speedway Boulevard, rather than following the traffic circle onto Drachman Street and then turning right onto Stone Avenue to reach Speedway Boulevard.

Exhibit II-5
Infill Incentive District: Portion within OARP Boundaries



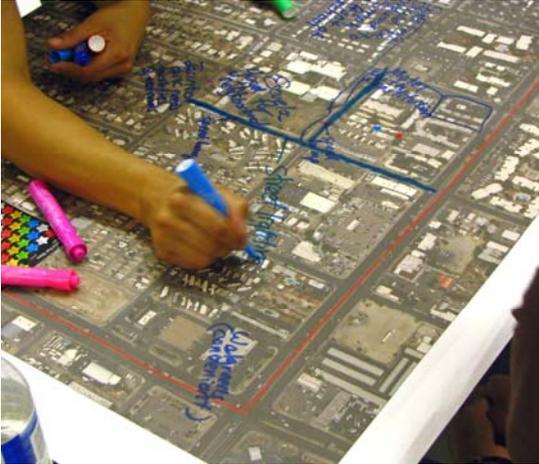
- ❑ *Speedway Boulevard/Main Avenue Intersection Improvements:* This project, which was completed in 2009, provided two left-hand turn lanes on the northern leg of Main Street at the Speedway Boulevard/Main Street intersection, as well as a bus pullout and shelter on the east side of the leg. The turn-lane improvement was undertaken to accommodate additional traffic anticipated to travel south on Main Street and east on Speedway Boulevard since completion of the Oracle Road/Main Avenue/Drachman Street “T” intersection described above.
- ❑ *Stone Avenue: Drachman Street to Speedway Boulevard Improvements:* This project continues the streetscape work completed between 1st Street and 6th Street. In addition to the streetscape work, the project will include constructing a northbound bus pullout and a southbound right-turn lane at Speedway Boulevard, as well as modifying the Stone Avenue/Drachman Street intersection to eliminate the sweeping eastbound right-turn lanes. Right-of-way acquisition began in the summer of 2010, and construction is scheduled to begin in the summer of 2011.
- ***Grant Road Improvement Project:*** The Grant Road Improvement Project is a five-mile widening and redevelopment project extending from Oracle Road on the west to Swan Road on the east. This project is being funded through a voter-approved half-cent sales tax that formed the Regional Transportation Authority in May 2006. The effort includes widening Grant Road to six lanes and providing comprehensive streetscape and infrastructure improvements and adjacent property redevelopment strategies. The Grant Road project team is using an approach referred to as Context Sensitive Design. The project has been divided into three segments for purposes of planning, design, and construction. A portion of the segment that extends from Oracle Road to 1st Avenue lies within the OARP area.

The City of Tucson Grant Road Team and the OARP Team shared information, and the OARP CSC was briefed periodically about the progress of the Grant Road Improvement Project.

- ❑ *Grant-Oracle Improvement Project:* This early project of the Grant Road Improvement Project is anticipated to be under construction in 2011. The project will showcase the unique design features and innovations planned as part of the Grant Road Improvement Project, including the indirect left-hand turn. The Grant-Oracle area was determined to be one of the locations within the five-mile Grant Road project area in which a significant investment in infrastructure would provide a substantial benefit to area residents and businesses. The early project improvements will extend along Grant Road from 14th Avenue, which is west of the Grant Road/Oracle Road intersection, to Stone Avenue, which is east of the intersection.

A piece of public art is being created for location near the Grant Road/Oracle Road intersection. Representatives of the OARP sat on the Tucson Pima Arts Council (TPAC) artist selection committee, and the selected artists met with the OARP CSC to share their concept for the public art and receive comments.

III CHALLENGES & OPPORTUNITIES



Identifying challenges presented by the area's past and present, and determining opportunities for the area's future was integral to each step of the project, from establishing the area's existing conditions, to assessing historic resources, to analyzing its market potential, to conducting visioning workshop. This chapter focuses on challenges and opportunities shared through the OARP Visioning Workshops.

VISIONING WORKSHOPS

Eight visioning workshops were conducted in 2008 to obtain stakeholders' input on the challenges and opportunities for the OARP area. Six workshops were held with neighborhoods, one with businesses, and one with social service agencies and institutions. The neighborhood workshops included Barrio Blue Moon, Ocotillo Oracle, Miracle Manor, Balboa Heights, Adelanto, and San Ignacio. Additionally workshops were held with Coronado Heights, which was in the process of becoming a city-registered neighborhood, and with the Tucson House, which although technically within the boundaries of the Barrio Blue Moon Neighborhood functions as an independent neighborhood in many ways. *Exhibit III – 1* presents the questions asked at the visioning workshops.

Exhibit III-1 **Visioning Workshop Questions**

Neighborhood Workshops	Businesses Workshop	Social Service Agencies & Institutions Workshop
<ul style="list-style-type: none"> ■ What do you like about your neighborhood? ■ What would you like to see improved in your neighborhood? ■ What in the surrounding area affects your neighborhood, either positively or negatively? 	<ul style="list-style-type: none"> ■ What are the benefits for your business of being located in the Oracle Road area? ■ What are the challenges for business investment and operation in the area? ■ What ideas do you have for addressing these challenges? ■ Do you interact with other businesses in the area? If so, in what way? 	<ul style="list-style-type: none"> ■ Where do your clients come from? ■ What are the benefits of being located in the Oracle Road area? ■ What do you see as the critical needs of your clients? ■ How could the OARP revitalization effort support your organization? Your clients? ■ Do you interact with businesses and neighborhoods in the area? If so, in what way?

The results of the OARP Visioning Workshops provided a springboard into the development of principles, goals, and recommendations for this document. These are discussed in Chapter IV, “Guiding Principles,” and Chapter V, “Project Components.”

WORKSHOP THEMES

Almost 1,200 comments were documented during the workshops. The full transcription of the comments, their categorization, and identification of common themes are included in *Appendix D*. Themes at individual workshops are presented in *Exhibit III – 2*. Overall areas of concern across workshops are summarized in the following paragraphs.

Amenities & Appearance

There was a variety of comments about the area’s amenities and appearance, ranging from dealing with litter and debris, to maintaining and enhancing open/green space, to planting more trees for shade and beautification. Concerns were raised about rental properties that are poorly managed and about the need for beautification of the area. Suggestions for the latter included increasing landscaping and providing screening between residential uses and commercial or industrial uses.



Crime & Safety

Crime and safety were often talked about together. The most commonly referenced crimes were drug use and drug dealing, prostitution, graffiti, vandalism, random gun fire, and stray animals. Residents were particularly concerned about criminal activities affecting neighborhood children’s opportunities to play outdoors and to walk to school. Concerns were also raised about the proximity of bars, liquor stores, and adult entertainment businesses to neighborhoods, as well as the lack of recreational activities and programs for youth. Suggestions to deter crime and improve safety in the area included increasing police presence, installing additional overhead street lights, addressing transients, and providing recreational activities and programs for area youth, especially those of high school age

Image

The issue of the area’s image was raised at the workshops. Participants generally felt that people outside the area have an image of the area that is worse than reality, and that this negative perception keeps people away from the area. Participants noted many positive

Exhibit III-2
Themes at Individual Visioning Workshops (2008)

Barrio Blue Moon Neighborhood <i>Mar. 31</i> 5:30 – 8:00 pm, Pima Community College, Downtown	Ocotillo / Oracle Neighborhood <i>Mar.31</i> 5:30 – 8:00 pm Pima Community College, Downtown	Coronado Heights Neighborhood <i>Apr. 5</i> 8:30 – 11:00 am Marty Birdman Center	Tucson House <i>Apr. 9</i> 4:30 – 7:00 pm Tucson House	Miracle Manor Neighborhood <i>Apr. 11</i> 6:00 – 8:30 pm Nash Elementary	Balboa Heights Neighborhood <i>Apr. 23</i> 6:00 – 8:30 pm Marty Birdman Ctr.	Adelanto & San Ignacio Neighborhoods <i>Apr. 25</i> 6:00 – 8:30 pm, Richey Elementary	Area Businesses <i>May 20</i> 4:00 – 6:00 pm Elk's Lodge #385	Area Social Service Agencies & Institutions <i>May 21</i> 11:00 – 1:00 am Pima Community College, Downtown
Esquer Park amenities Flooding Infill Development Historic Character Retail Community Gardens & Farmers Market Bike & Pedestrian Connections	Shopping Carts Historic Hotels Gem & Mineral Show Flooding Bus Service & Facilities Vacant Properties	Gateway Districts Litter & Debris Landlord Accountability Small Business Support Zoning Regulations Buffers Open Space & Green Space	Accessibility Bus Service & Facilities Landscaping Sidewalks Street Conditions Crosswalks Retail	Youth Activities Park Amenities Sidewalks Lighting Crosswalks Traffic Calming	Employment Options Vocational Training Landlord Accountability Bike Routes Landscaping Buffer Bus Service & Facilities Teen Programs	Culture & Character Ceremonial Lands Activities for Youth More Park Space & Amenities Neighborhood Markers Bus Service & Routes	Infill Development Investment Incentives Image Zoning Regulations Networking & Connections Workforce & Employment	Concentration of Services & Clients in Area Safety, Trust & Stability Education Job Training & Placement Housing Image Networking & Connections

aspects of the area, including the central location with its proximity to downtown, I-10, Pima Community College, the University of Arizona, elementary and secondary schools, and work places; bus, bicycle and pedestrian options for getting around with a car; affordability of the area; and friendliness of neighbors. Workshop participants' ideas for dispelling people's negative perception of the area generally included enhancing the area's physical appearance and improving its general safety.



Services

One comment was repeated at each of the visioning workshops, i.e., the desire to have more services within the project area. Types of services suggested by the participants were primarily food-related services, such as restaurants, grocery stores, and farmers markets. Other suggested services included a laundry mat, gym, and provision of free wi-fi.

IV GUIDING PRINCIPLES

The following ten principles were developed for two purposes: (1) to guide the preparation of goals and recommendations for each OARP component and (2) to serve as a yardstick for measuring the success of project implementation over time.

In Chapter V, “Project Components,” each component begins with a reference to the principle(s) relevant to the goals and recommendations for that component.

1. ***Comprehensive Approach:*** Use a comprehensive, multi-disciplinary approach in the revitalization effort. Physical improvements are not sufficient for meaningful change. Effective marketing and communication, a strong organizational base composed of businesses, institutions, neighborhood associations and homeowners associations, and solid economic and human development strategies are all necessary to improve the Oracle area.
2. ***Organization:*** Build public/private partnerships or networks to create a consistent revitalization strategy. Diverse groups, including property owners, residents, businesses, social workers, bankers, educators, public officials, civic and faith-based leaders, and others must work together to enhance the Oracle area over time.
3. ***Image/Promotion:*** Re-establish the area’s image as a compelling place for residents, businesses, investors, and visitors. This means not only improving sales but also community, excitement, and involvement. Promotions can range from street festivals to retail merchandising, from community education to proactive public relations.
4. ***Incremental Implementation:*** Support ongoing activity of all scales and types that are in keeping with the Guiding Principles.
5. ***Existing Assets:*** Recognize and build on existing assets in the area, including multi-generational neighborhoods, cultural diversity, historic and cultural resources, and a range of businesses from high tech to neighborhood services.
6. ***Strong Neighborhoods:*** Strengthen the character and vitality of neighborhoods in the Oracle area.
7. ***Economic Development:*** Strengthen existing assets and attract new ones in the Oracle area business corridors and places with mixes of uses by developing tools that are aimed at diversifying the economic base and bringing in additional needed services and jobs.

8. ***Quality Design and Aesthetics:*** Improve the visual quality of the Oracle area while being sensitive and working to preserve the intrinsic qualities of the corridor's unique mid-twentieth century highway vernacular, including but not limited to motor courts, roadside businesses, and neon signs.
9. ***Mobility and Access:*** Strengthen transportation options to the automobile in the Oracle area.
10. ***Environmental Sustainability:*** Develop the Oracle area's urban environment so that it contributes to its own sustainability and the sustainability of the City at large.

V PROJECT COMPONENTS



INTRODUCTION

This chapter presents the five components considered during this project, including:

- A. Historic Preservation
- B. Economic Development
- C. Housing
- D. Transportation and Circulation
- E. Land Use and Urban Design.

The discussion of each component includes summary background information and a set of goals and associated recommendations that if implemented would assist in meeting the goals.

A HISTORIC PRESERVATION

APPLICABLE GUIDING PRINCIPLES (Chapter IV):

4. **Incremental Implementation:** Support ongoing activity of all scales and types that are in keeping with the Guiding Principles.
5. **Existing Assets:** Recognize and build on existing assets in the area, including multi-generational neighborhoods, cultural diversity, historic and cultural resources, and a range of businesses from high tech to neighborhood services.
8. **Quality Design and Aesthetics:** Improve the visual quality of the Oracle area while being sensitive and working to preserve the intrinsic qualities of the corridor's unique mid-twentieth century highway vernacular, including but not limited to motor courts, roadside businesses, and neon signs.

HISTORIC RESOURCES

As documented in “Historic Miracle Mile, Tucson’s Northern Auto Gateway: A Historic Context Study for the Oracle Area,” prepared for the City of Tucson by Demion Clinco, Frontier Consulting, 2009, the built environment of the Oracle area articulates the historical development and importance of Tucson’s primary and original northern vehicular transportation corridor. Located within this area are some of the best extant examples of Tucson’s mid-twentieth century motor courts, roadside businesses, and neon signs. (See *Appendix C.*)

Commercial: The centerpiece of this area historically is Miracle Mile, Oracle Road, and Drachman Street, which together were known as Tucson’s “Miracle Mile Strip.” This was the northern segment of Tucson’s primary automotive corridor: the vehicular route into the City from the north, a crossroads for those traversing the nation on Routes 80 and 89, and an economic arterial that fostered development in several regionally popular architectural styles. For many, this defined their Tucson experience; for others, it shaped their first impression of the Old Pueblo. Swimming pools, flickering neon and lush grassy courtyards welcomed visitors to motels with names like La Siesta, El Rey, Frontier, and El Rancho.

The Historic Context Study considers the potential eligibility of commercial resources related to Tucson highway development for listing on the National Register of Historic Places. There are two sections of the Oracle area that are particularly viable. The first section is generally defined by the alignment of Miracle Mile and Oracle Road from Fairview Avenue to Jacinto Street, with the majority of historic resources extant on the south side of Miracle Mile and the west side of Oracle Road. The second section is generally defined by the alignment of Drachman Street and Oracle Road between Stone Avenue and Rillito Road, with the inclusion of Flores Street and Main Avenue between Speedway Boulevard and Drachman Street. *Exhibit V-A-1* presents a map of Non-Residential Historic Properties within the project area.

Residential: Within the project area were nine residential subdivisions platted between 1920 and 1937 and two re-subdivisions platted in 1946 and in 1956 (see *Exhibit V-A-2*). The modest residential developments were not deed restricted, which made them accessible to ethnic minorities, and the property values were affordable for those with lesser means.

Exhibit V-A-2 Historic Area Subdivisions

SUBDIVISION NAME	DATE	OWNER
Coronado Heights	15 September 1920	Constant Investment Co. R. K. Sheldon (President)
Bronx Park Addition	1 October 1920	Suburban Improvement Co. I. Rosenberg (President)
Pascua Subdivision	10 May 1922	A.M. and Eliza W. Franklin
Highland Park Subdivision	1 September 1923	Highland Park Improvement Co. A.M. Frurclisc (President)
Oracle Park	20 June 1924	Highland Park Co. Albert Sinfield (President)
Adelanto Subdivision	17 November 1928	N.A. and Maria Gonzales & Thos H. Adams
Mesa Verde	27 September 1930	Tucson Cemetery Association P.K. Shelton (President)
El Sahuaro	8 July 1937	Harry Ransom
Miracle Mile Addition	7 September 1937	W.E. and Laura E. Barnum Lautaro Roco
Miracle Mile Manor	1 December 1946	Re-subdivision of Miracle Mile Addition
Collen Subdivision	9 February 1956	Dave and Eve Collen

Source: “*Historic Miracle Mile, Tucson’s Northern Auto Gateway: A Historic Context Study for the Oracle Area,*” prepared for the City of Tucson by Demion Clinco, Frontier Consulting, 2009.

Four of these subdivisions, now part of registered neighborhoods, retain sufficient integrity to warrant further study for nomination to the National Register of Historic Places. Two of these neighborhoods, Oracle Park Addition (Barrio Blue Moon Neighborhood), and Miracle Mile Manor (Miracle Manor Neighborhood) are distinct districts; the third and fourth neighborhoods, the Pascua and Adelanto Subdivisions (Old Pascua and Adelanto Neighborhoods) should be evaluated through a Multiple Property National Register Nomination. (See Appendix B of *Appendix C* of this document.)

Neon Signs: There are twenty-eight extant neon monument signs and one advertising sculpture that provide visual cues about the area’s history. (See Appendix A of *Appendix C* of this document.) Twenty-six of these signs are along the original highway alignments of U.S. Highways 80 and 89, and within one block of these corridors. Generally, these signs retain an association with the businesses they front and contribute to the historic quality of the individual properties. In some cases, however, the building originally associated with the sign is gone or has been significantly modified, yet the sign remains as an artifact of the area’s

heyday. These colorful luminescent structures are important character defining features of the area. They activate the night environment, create visual continuity, exemplify the era of neon tube sculpture, and provide a tangible link to the past. The condition of these signs varies from excellent to poor, from full functioning as originally intended to painted-over sheet metal shells. In some cases, functional signs have been redesigned as owners, uses, and businesses have changed leaving intact only the primary form and structure.



AN AMERICANA THEME

The iconic buildings and glowing neon signs have emerged from history to provide a persistent reminder of the continuing American fascination with the automobile, and to enhance our society's understanding of the mythic twentieth-century West.

This understanding has suggested a general Americana theme for the project area, which would build on the many artifacts that relate to the history, geography, folklore, and cultural heritage foundation of the American southwest. The theme would embrace the corridor's rich history; incorporate many businesses, activities, and structures already in the area, and provide guidance for future uses and urban design.

HISTORIC PRESERVATION GOALS & RECOMMENDATIONS

Following are six goals and related recommendations identified to preserve the historic resources of the project area. These goals and recommendations build on the area's importance in the evolution of the City in the twentieth century, on the range of existing resources that contribute to the area's special character, and on memories of the past and hopes for the future. Additional recommended actions are expected to be identified as implementation proceeds. See Chapter VI, "Project Implementation."

GOAL #A1 **Respect and preserve the special character of the Oracle Road/Miracle Mile Corridor**

RECOMMENDATIONS

A1a Nomination of a Non-Residential Historic District to the National Register of Historic Places: Pursue nomination of a non-residential historic district on the National Register of Historic Places. This would contribute to preserving and strengthening the special character of the project area in several ways. First, if such an historic district were to be established it would provide some tax incentives to property owners. These incentives could be important in meeting the goals of adaptive reuse of motor courts. Second, being able to promote portions of the project area as an historic district should be a draw for

tourists to visit and choose accommodations in the area. Third, studies shows that historic designations contribute to the overall value of an area.

A1b Nomination of Historic Neighborhoods to the National Register of Historic Places: Work with the Barrio Blue Moon, San Ignacio Yaqui, Adelanto, and Miracle Manor neighborhoods to consider the benefits of pursuing nomination of eligible portions of their neighborhoods to the National Register of Historic Places.

A1c Historic Roadway Designation: Explore possible historic roadway designation for Oracle Road and Miracle Mile. Such designation, at the local, state, or federal level, can raise awareness, secure protections, and help generate funds. For historic preservation, a Historic Corridor Management Plan could be developed, and designation of the corridor could be pursued at three governmental levels, including the National Scenic Highway designation.

A1d Honorary Signage: Install honorary signage to acknowledge historic Miracle Mile – that is, Oracle Road between Speedway Boulevard and Miracle Mile.” This would accomplish several things. First, it would reinforce the “Miracle Mile” name that is integrated into the public art piece installed just north of the Oracle/Drachman intersection in 2010. Second, it would acknowledge the important history of this mile of engineering as a safety first thoroughfare (or “Miracle Mile”) without requiring the formal changing of the name “Oracle Road”. Third, the installation of honorary signage does not require the roadway to have an official historical designation. However, consideration should be given to using a name such as “Old Miracle Mile” to preserve the use of “Historic Miracle Mile” for any portion of the road that may eventually be designated historic for listing on the National Register of Historic Places.

A1e Interpretive Signage: Consider developing signage to interpret the history and historic resources in the project area. Signage in the vicinity of roadways should be designed at scales that work for both pedestrians and vehicular traffic to the extent possible. See further discussion of this idea under “Catalyst Projects,” “Interpretive Markers,” in Chapter VI, “Project Implementation.”

A1f Preservation of Neon Signs: Pursue development of an ordinance that would allow the preservation and use of neon signs. Tucson has a unique character, history, and identity reflected in its historic and iconic signs. Under the current Sign Code, owners of historic signs have difficulty restoring, reusing or relocating historic signs. As a result, owners opt to remove or demolish historically significant signs because such actions seem to be the only viable, legal options. [Note: This goal was a catalyst for the development of

the City’s Historic Landmark Signs Ordinance, adopted in June 2011. See further discussion under “Activities & Projects during Project,” in Chapter VI, “Project Implementation.”]

A1g *Preservation or Adaptive Reuse of Historic Buildings:* Preserve or adapt existing historic buildings for reuse. For adaptive reuse of motor courts, put emphasis on creative tourist-oriented uses.

GOAL #A2 Encourage infill development that is compatible with historic buildings.

RECOMMENDATIONS

A2a *Design Guidelines:* Develop design guidelines that suggest how to accommodate new development while preserving the intrinsic qualities of the corridor’s unique, mid-twentieth century highway vernacular. Substantial losses of historic resources between the northern and southern quarters of the Oracle area, and near the intersection of Grant Road and Oracle Road, provide substantial infill opportunities. Design guidelines should address not only new architectural development within the project area, but also any proposed modifications of the roadway, addition of a streetcar line, or any other transportation development that may affect the intrinsic historic character of the corridor. Begin this effort by reviewing the Draft *Downtown Urban Design Reference Manual*.

Consider collaborating with the University of Arizona College of Architecture and Landscape Architecture on developing such guidelines.

B ECONOMIC DEVELOPMENT

APPLICABLE GUIDING PRINCIPLES (Chapter IV):

- 1. Comprehensive Approach:** Use a comprehensive, multi-disciplinary approach in developing the revitalization effort. Physical improvements are not sufficient for meaningful change. Effective marketing and communication; a strong organizational base composed of businesses, institutions, neighborhood associations, and homeowners associations; and solid economic and human development strategies are all necessary to improve the Oracle area.
- 2. Organization:** Build public/private partnerships or networks to create a consistent revitalization strategy. Diverse groups, including property owners, residents, businesses, social workers, bankers, educators, public officials, civic and faith-based leaders, and others must work together to enhance the Oracle area over time.
- 3. Promotion:** Re-establish the area's image as a compelling place for residents, businesses, investors, and visitors. This means not only improving sales but also community, excitement, and involvement. Promotions can range from street festivals to retail merchandising, from community education to proactive public relations.
- 4. Incremental Implementation:** Support ongoing activity of all scales and types that are in keeping with the Guiding Principles.
- 7. Economic Development:** Strengthen existing assets and attract new ones in the Oracle area business corridors and places with mixes of uses by developing tools that are aimed at diversifying the economic base and bringing in additional needed services and jobs.

MARKET ANALYSIS

Economic development of a geographic area consists of a conscious effort to improve that area's economy. At the time of this project, there were approximately 500 businesses in the area, ranging from high tech to service industries.

A market analysis, "Oracle Area Revitalization Project: Market Analysis," was completed in March 2008 by Economic & Planning Systems, Inc. for the City of Tucson (see *Appendix B*). This analysis resulted in some general findings and strategic recommendations as follows.

General Findings

- The population in the area is expected to increase another 38% by 2030. This increase suggests a future demand for all types of housing, including smaller housing types, which are expected to become more prevalent.
- The job base is expected to continue to grow, which should generate additional demand for office development, as well as for retail space.
- Tucson attracts travelers, which makes it a prime hotel location, and there is expected to be an ongoing strong hotel demand.

Strategic Recommendations

- Revitalization efforts should focus on the activity center near Pima Community College.
- Housing should be the initial focus of revitalization efforts.
- Commercial development opportunities will increase as residential development occurs and the local population grows.
- To enhance the financial feasibility of new development, zoning in the OARP area should encourage mid-rise densities along major corridors.
- Consider various incentives to encourage desired development, such as density bonuses for projects that include mixed uses, income-restricted affordable housing, community facilities, etc.
- Increased transit connections can enhance development opportunities.
- Streetscape and landscaping improvements can enhance the pedestrian environment and property values.
- The City's efforts to enhance code enforcement and improve security through crime prevention should continue to be a high priority throughout the project area.

ECONOMIC DEVELOPMENT GOALS & RECOMMENDATIONS

Following are five goals related to promoting economic development in the project area. These goals build on the findings of the market analysis and input from area stakeholders with an emphasis on a balanced approach that recognizes the contributions of existing businesses while fostering an environment conducive to new business and job creation.

GOAL #B1 Pursue a balanced mix of uses throughout the project area and on individual sites.

RECOMMENDATIONS

B1a *Demonstration Project:* Explore undertaking a demonstration mixed-use project. Consider a location within the corridor that would demonstrate how OARP goals for development might be met, including sensitivity to neighborhood and existing business facilities, a mix of uses to extend daytime activity into the evening, and provision of more flexible planning tools such as a form-based overlay district. One such location is what was referred to as “the activity center near Pima Community College” in the market analysis “Strategic Recommendations” (see previous page). This is essentially the southern portion of the project area. Some of its assets included high visibility, property owners engaged in the OARP CSC and the Gateway Business Alliance; the Oracle Road/Main Street/Drachman Street intersection improvements and the nearby 2010 public art piece; College Place, student housing provided through the adaptation of a former hotel; and the Pima Community College Downtown Campus with approximately 9,500 students.

GOAL #B2 Create job opportunities for people who live in the area.



RECOMMENDATIONS

B2a Job Training: Work with Pima Community College, Tucson Regional Economic Opportunities, Inc., area social service agencies, high schools, and others to identify job training opportunities and to promote these opportunities first to residents of the project area and then to the community at large.

B2b Job Identification and Promotion: Work with the Gateway Business Alliance on approaches to promoting job opportunities in the project area and the benefits of working in the area. See description of Gateway Business Alliance under “Activities & Projects during Project,” Chapter VI, “Project Implementation.”

GOAL #B3 Encourage increased densities along major corridors to enhance financial feasibility of new development.

RECOMMENDATIONS

B3a Information and Education: Continue to reach out to developers and investors to introduce the OARP goals and recommendations and to review city initiatives such as the Downtown Area Infill Incentive District (IID) and the modification of development regulation (MDR). Knowledge of such incentives may foster increased interest in developing in the project area. See “Land Use & Strategic Plans,” in Chapter II, “Context,” for more on the IID and the MDR. Collaborate on this information sharing effort with such groups as the Tucson Regional Economic Opportunities, Inc., Tucson Chamber of Commerce, and the Gateway Business Alliance. See description of Gateway Business Alliance under “Activities & Projects during Project,” Chapter VI, “Project Implementation.”

GOAL #B4 Provide public investments, development incentives, and funding mechanisms to encourage desired development.

RECOMMENDATIONS

B4a Development Opportunity Information Packet: Prepare an information packet and complementary presentation on recent and planned public and private investment in the project area and on development incentives, such as

the IID, the MDR, and the Empowerment Zone. Create an action plan for distributing and updating on a regular basis.

B4b *Streetscape and Pedestrian Improvements:* Recognize that an area’s functionality and physical appearance are important to potential investors and developers. Prepare a streetscape and pedestrian improvement master plan building on the ideas provided in *Exhibit V-D-1* in this chapter. Develop the master plan to allow flexibility in implementation to meet the requirements of various funding sources.

B4c *Funding Mechanisms:* Consider some of the same funding mechanisms called out for Stone Avenue in “Stone Avenue: Measures for a Livable Corridor,” approved by Mayor and Council in 2000. Some of these mechanisms include Revolving Loan Funds, Business Development Finance Corporation, Community Block Development Grants, and Joint Public Private Cooperatives.

GOAL #B5 Develop with an emphasis on economic sustainability over time.

RECOMMENDATIONS

B5a *Coordination with Other Development Efforts:* Recognize the relationship between the revitalization efforts of the project area and the development efforts of other areas, institutions, and organizations in proximity to the project area, such as Pima Community College, Tucson’s Downtown, the University of Arizona, Interstate 10, Grant Road, and the Gem Show. Coordinate on a regular basis with representatives of these development efforts with the understanding that economic success and sustainability is interdependent. Particular consideration should be given to (a) transitions and linkages between nearby areas, and (b) complementary uses between adjacent areas.

C HOUSING

APPLICABLE GUIDING PRINCIPLES (*Chapter IV*):

6. **Strong Neighborhoods:** Strengthen the character and vitality of neighborhoods in the Oracle area.
7. **Economic Development:** Strengthen existing assets and attract new ones by developing tools for the Oracle area business corridors and mixed-use districts aimed at diversifying the economic base and bringing in additional needed services and job.

HOUSING GOALS & RECOMMENDATIONS

The market analysis for the project area, referred to in the previous section on Economic Development and presented in *Appendix B*, suggests that the focus in the project area initially should be on more middle-income housing. This would help provide the demographic needed to attract more service providers to the area. Currently the project area offers housing stock that is generally “affordable” although the quality of that stock varies greatly. Ultimately a range of housing types and costs will contribute to the creation of an urban vitality that will benefit from the “knowledge of place” provided by the multi-generational neighborhoods and businesses in the area.



GOAL #C1 Make housing the initial focus of the revitalization effort.

RECOMMENDATIONS

C1a Affordable Housing: Preserve and upgrade existing affordable housing. Working through the City of Tucson Housing and Community Development Department develop a housing strategy for the project area that addresses existing housing options and conditions and proposes ways to enhance the affordable housing in the area. The strategy should be coordinated with organizations that are already providing housing and housing rehabilitation in the area, such as Habitat for Humanity, and include identification of possible funding programs, such as the HOME program and Community Development Block Grants.

C1b Middle Income Housing: Develop more middle income housing. Promote the benefits of the central location of the project area while being sensitive to issues of gentrification.

C1c Student Housing: Recognize the demand for student housing and consider promoting the advantages of the project area’s adjacency to Pima

Community College Downtown Campus, as well as its proximity to the University of Arizona. Develop a student housing concept that identifies the project area arterials as appropriate locations for such housing with sensitivity to neighborhood adjacency.

GOAL #C2 Encourage homeownership.

RECOMMENDATIONS

C2a Information and Education: Make sure residents in the area have knowledge of and access to programs that provide education on and assistance with purchasing a home.

GOAL #C3 Encourage more property upkeep and investment.

RECOMMENDATIONS

C3a Code Enforcement: Enhance code enforcement by educating residents and businesses about how code violations that affect health, safety, and welfare are identified and the steps taken to rectify such situations. Coordinate with the Code Enforcement Division of the City's Housing and Community Development Department to provide this education. Use neighborhood associations and other appropriate organizations, such as the Gateway Business Alliance, as forums for this education.

C3b Landlord Network: Create a network of landlords and/or management companies that can share information on best practices and on issues of mutual concern. Include representatives of the Tucson Police Department and the City of Tucson Housing and Community Development Department in this networking effort as appropriate.

C3c Neighborhood Cleanups: Promote regular neighborhood cleanups. Set up opportunities for neighborhood associations across the City to share clean up strategies with the neighborhoods in the project area and to learn what tools and equipment are available through the City.

D TRANSPORTATION & CIRCULATION

APPLICABLE GUIDING PRINCIPLE (Chapter IV):

9. Mobility and Access: Strengthen the transportation options to the automobile in the Oracle area.

Transportation and circulation in the case of the OARP is more focused on alternative transportation than vehicular transportation, i.e., walking, taking the bus, and bicycling. This is in part because there is a higher use of alternative transportation within this corridor than many other areas of Tucson, and in part because vehicular transportation has been and continues to be addressed by a number of roadway projects within the project area. These projects are described in Chapter II, “Context.”



As noted in Chapter II, about 67% of renter households and 16% of owner-occupied households have no vehicle. There is, therefore, a high reliance on alternative transportation to get around necessitating the need for a pedestrian, transit, and bicycling friendly environment.

Additionally, a pedestrian friendly environment is important to realizing the types of uses envisioned for the project area,

such as mixed uses, tourist-oriented motor courts and near-by attractions, student housing, and more middle income development. Such an environment not only provides for functional alternative access, but should improve the appearance of the area and strengthen its identity. These improvements, in turn, should help foster investment and development, which should put more “eyes on the street,” which is one important factor in deterring crime.

Finally, living and working in urban locations that have transportation options will contribute to overall sustainability. Reducing dependency on the automobile reduces fuel consumption and automobile related pollution, and the exercise from walking to the bus or walking or bicycling to a destination contributes to individual health.

TRANSPORTATION & CIRCULATION GOALS & RECOMMENDATIONS

GOAL #D1 Enhance circulation and access within the project area.

RECOMMENDATIONS

D1a Streetscape Plan: Develop a streetscape plan for the area that complements its historic character and features while enhancing pedestrian amenities, including ADA facilities, transit facilities, shade, and lighting. Streetscapes play an important role in establishing the identity of an area, providing cues about the nature of the place for those moving within or through the area.

Exhibits V-D-1, V-D-2, V-D-3, V-D-4 together present a Gateway and Streetscape Concept that includes a variety of place-making elements. An explanation of the key elements in the exhibits follows:

Major Gateways: “Major Gateways” are primary intersections where vehicles and pedestrians enter into the project area. Such gateways provide an opportunity to create a sense of place and a visual aesthetic for the area. Providing similar treatments at major gateways along the historic Oracle Road Corridor would ensure visual continuity.

Elements for consideration at major gateways include:

- Public art that reflects character and heritage of the project area. Art pieces in major gateway locations should be designed to provide continuity to the historic Miracle Mile route and to be highly visible during the day and night time hours. The public art piece installed in February 2010 on Oracle Road just north of the Oracle Road/Main Street/Drachman Street intersection marks one end of the historic Miracle Mile and pays homage to the area’s neon signs. For further information on this public art piece see “Activities & Projects during Project,” in Chapter VI, “Project Implementation.”
- Distinctive night lighting to provide visibility to pedestrians and to illuminate public art
- Streetscape and landscape elements that highlight the history and character of the area and help tie the corridor together visually to create a sense of place
- Landscaping that includes homage to the historic palm allee that was a distinctive element of historic Miracle Mile. Other plant choices at these gateways should be drought tolerant, desert plants that are consistent with guidelines set forth by the Arizona Department of

Exhibit V-D-1
Gateways & Streetscape Concept: Overview

Note: See also Exhibits V-D-2, V-D-3, and V-D-4.

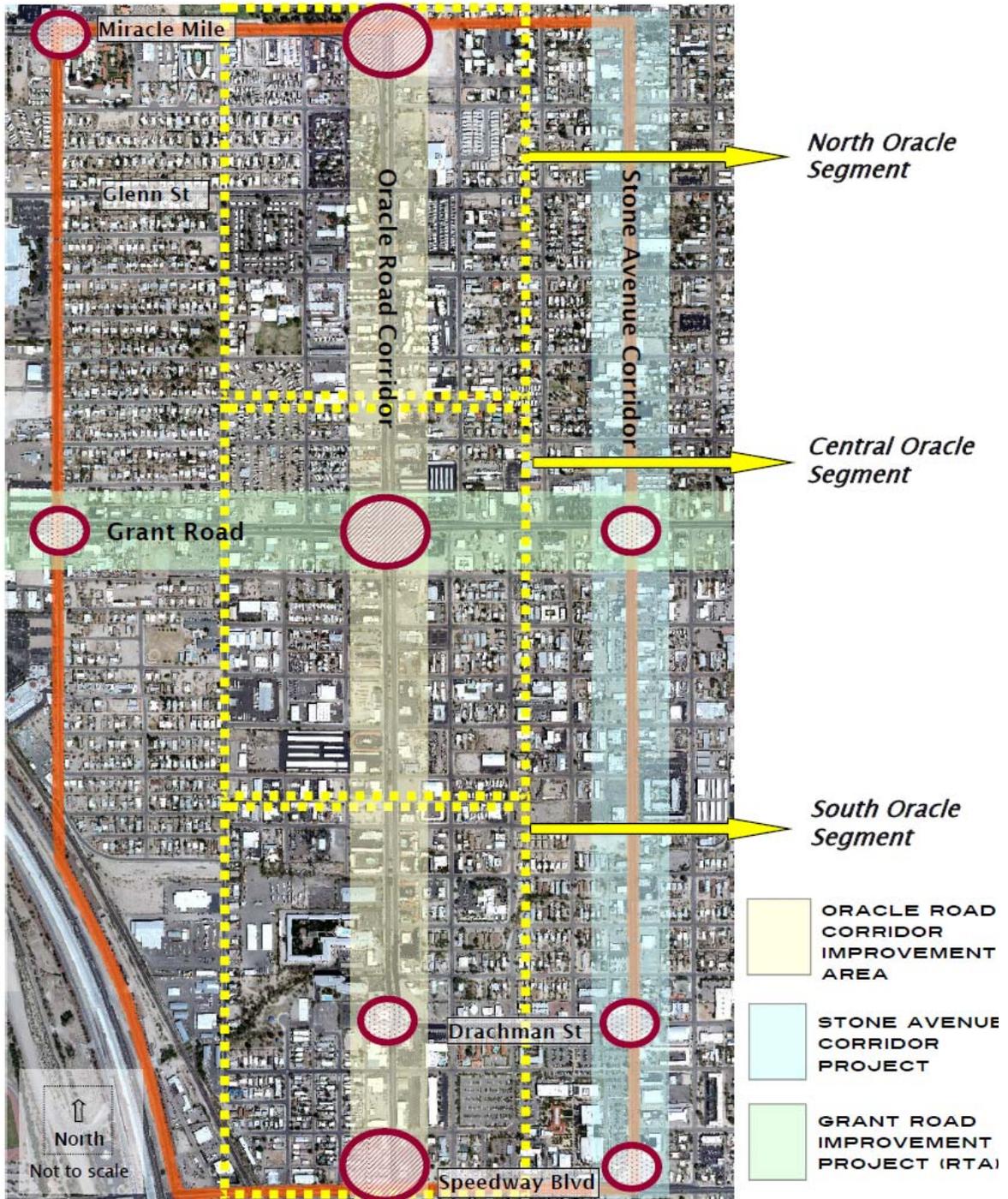


Exhibit V-D-2
Gateways & Streetscape Concept: North Oracle Segment

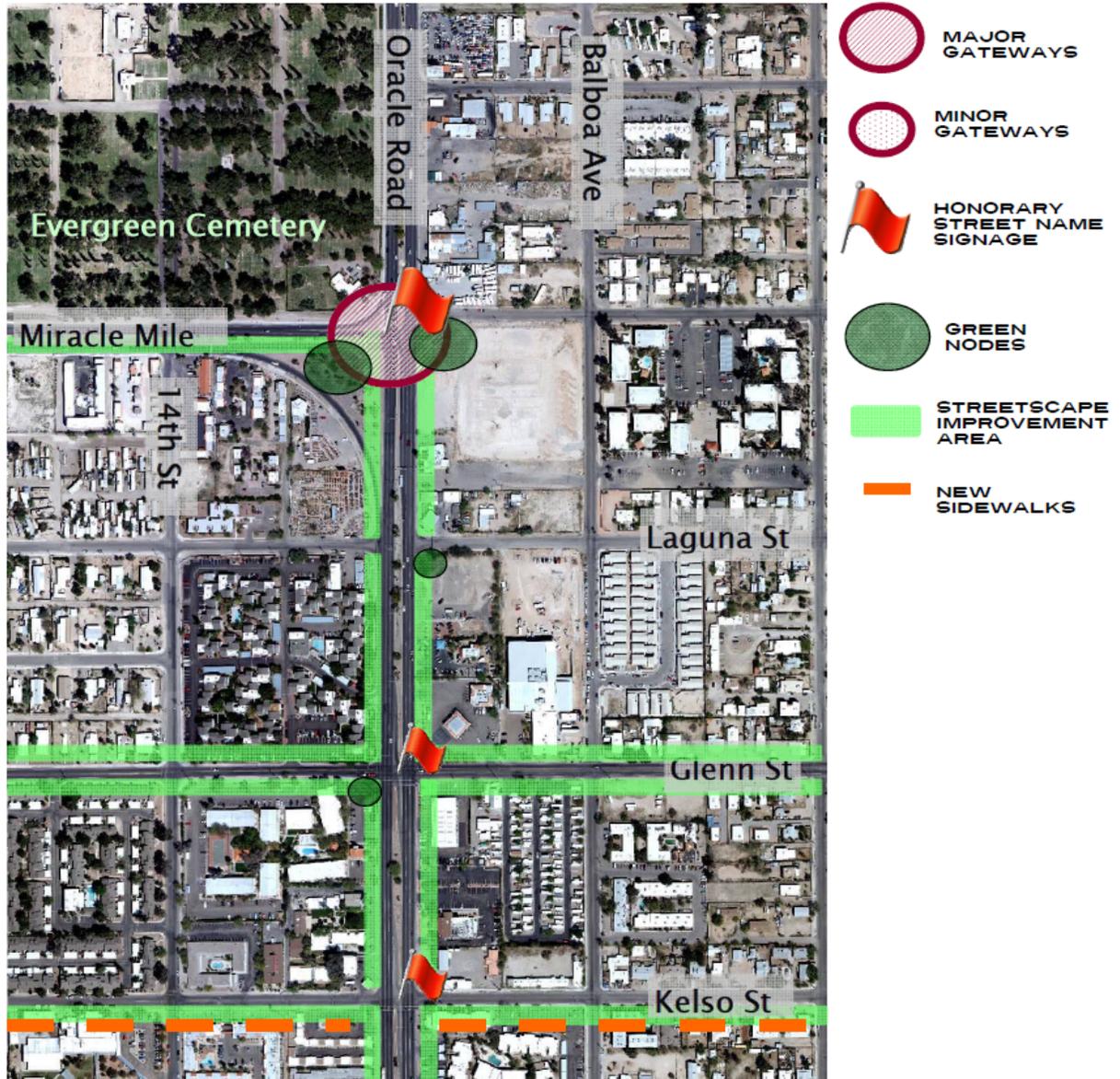


Exhibit V-D-3
Gateways & Streetscape Concept: Central Oracle Segment

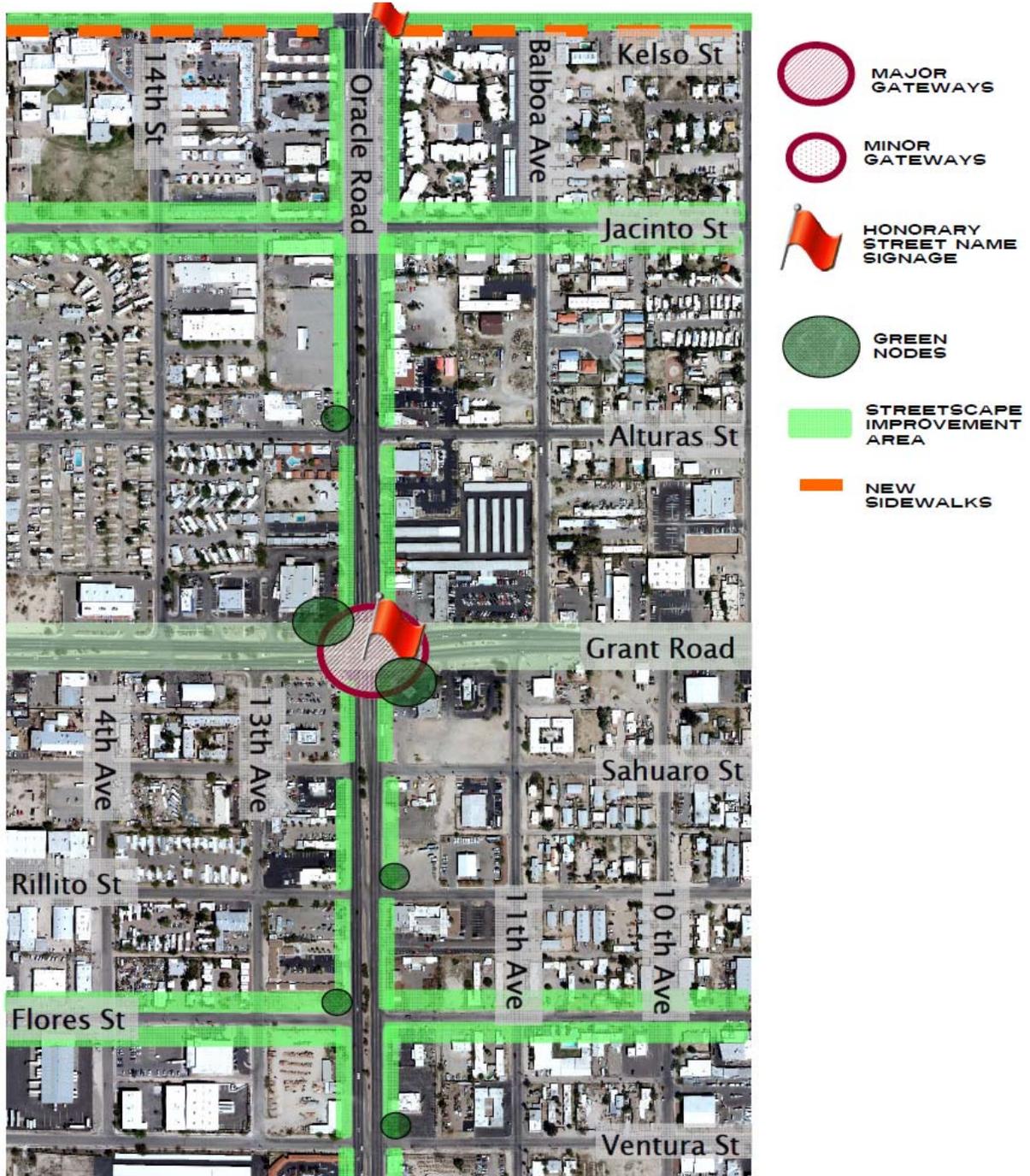
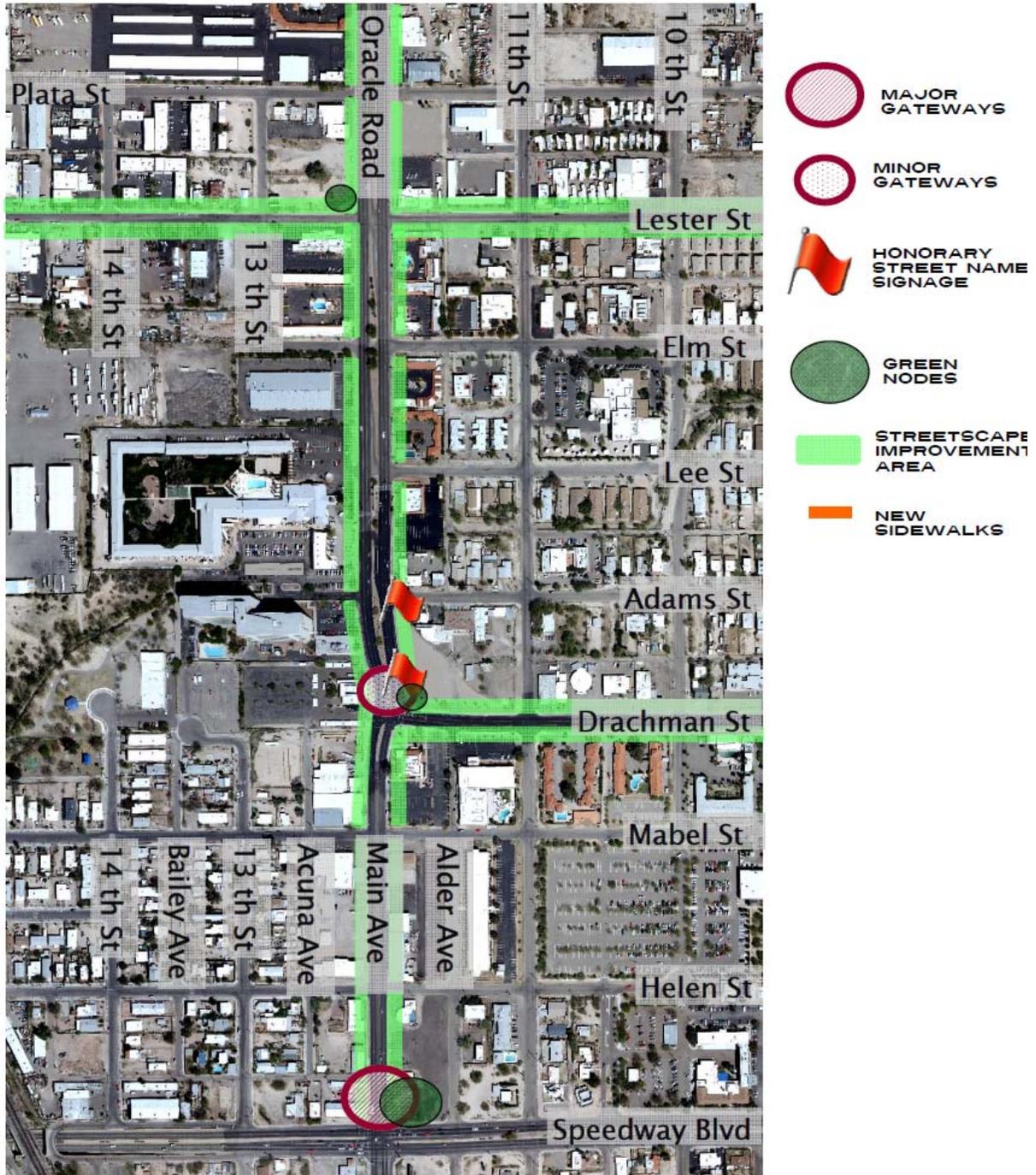


Exhibit V-D-4
Gateways & Streetscape Concept: South Oracle Segment



Water Resources Plant (ADWR) list (as adopted by the City of Tucson Land Use Code).

Minor Gateways: “Minor Gateways” are important, but not primary, intersections where vehicles and pedestrians enter into the project area. Treatments at these intersections should complement, but not be as prominent as, the design of major gateways.

Elements for consideration at minor gateways include:

- Distinctive night lighting to provide visibility to pedestrians and to illuminate signage
- Streetscape and landscape elements that highlight the history and character of the area and assist in tying the corridor together visually to create a sense of place
- Landscaping that features drought tolerant desert plants that are consistent with guidelines set forth by the ADWR list (as adopted by the City of Tucson Land Use Code)

Green Nodes: Green nodes are places that add visual appeal to the streetscape. These nodes may occur on public or private property and may be small or large, depending on the space available (*see Exhibits V-D-2, V-D-3, and V-D-4*). Green nodes contribute to the overall beautification of the area. All green nodes in the project area should have an integrated plan palette and use plants from the ADWR plant list.

Elements for consideration at green nodes include:

- Shade trees
- Plant materials for color and as accents
- Other design elements, such as signage, as appropriate
- Seating optional, depending on space

Landscape Improvement Areas: Landscape Improvement Areas refer to street corridors that should receive additional landscaping to beautify the corridor and enhance the project area's sense of place. Other important goals for Landscape Improvement Areas are to provide shade for pedestrians, to highlight drought tolerant, desert plants, and meet ADA requirements.

Elements for consideration in landscape improvement areas include:

- Shade trees

- Plant materials for color and as accents
- Enhanced pedestrian lighting that reflects the character and historic nature of the project area and is consistent with lighting at Major and Minor Gateways
- Sidewalks that are wide enough for comfortable passage by pedestrians on foot and in wheelchairs

GOAL #D2 Enhance pedestrian linkages and facilities throughout the area.

RECOMMENDATIONS

D2a Pedestrian Linkages to Public Places: Provide pedestrian linkages to key public places throughout the project area, including but not limited to bus stops, parks, and schools. *Exhibit VI-D-5* shows current pedestrian circulation in the project area.

GOAL #D3 Enhance transit facilities and services to better serve riders and to contribute to the overall identity of the area.

RECOMMENDATIONS

D3a Bus Shelter Customization: Consider customization of city bus shelters in the project area to contribute to the area’s overall identity, as well as providing more comfortable and functional bus stops for users.



D3b Bus Shelter Enhancement: Enhance all bus stops to include a minimum of shade and adequate seating and lighting. *Exhibit VI-D-6* shows accessibility ratings for bus stops in the project area.

GOAL #D4 Enhance bicycle routes and facilities throughout the area.

RECOMMENDATIONS

D4a Bicycle Connections: Expand bicycle route connections within the area and between the area and other locations such as the Downtown and the University of Arizona. *Exhibit VI-D-7* shows planned non-arterial bicycle routes.



D4b Bicycle Facilities: Increase bicycle “parking” opportunities (e.g., bicycle racks) at public facilities in the project area, such as schools, parks, and the post office.

**Exhibit V-D-5
Pedestrian Circulation**

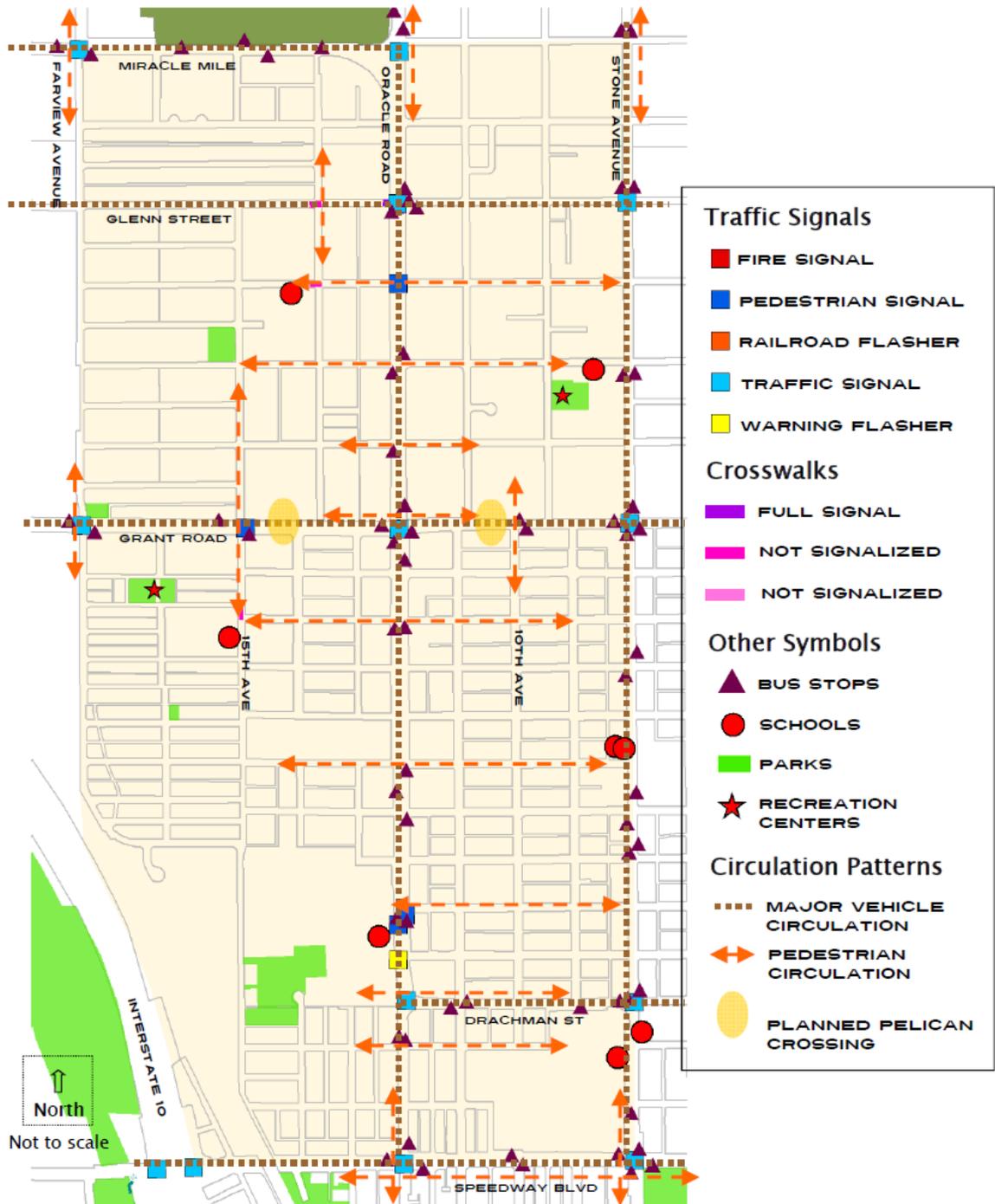
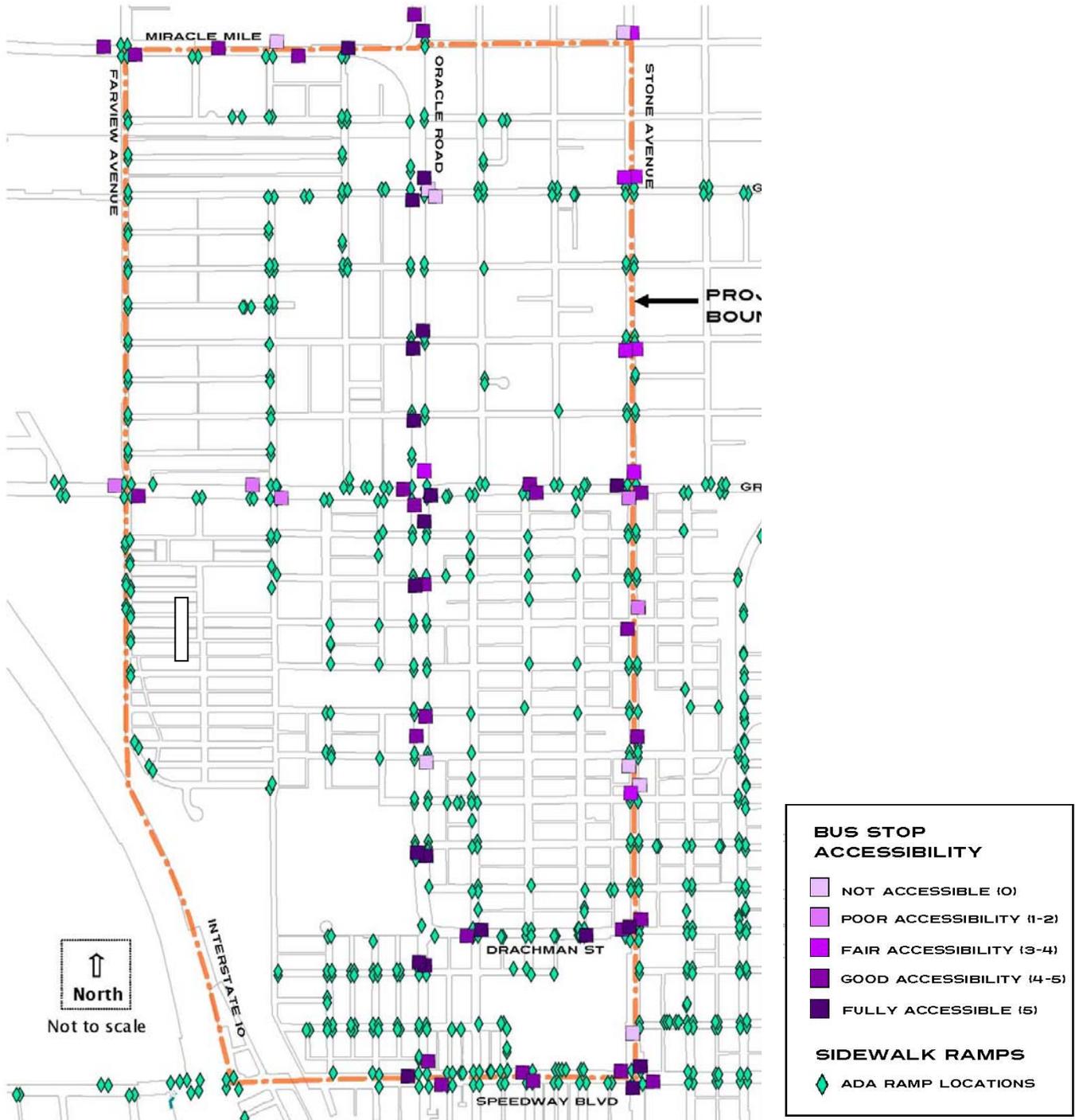
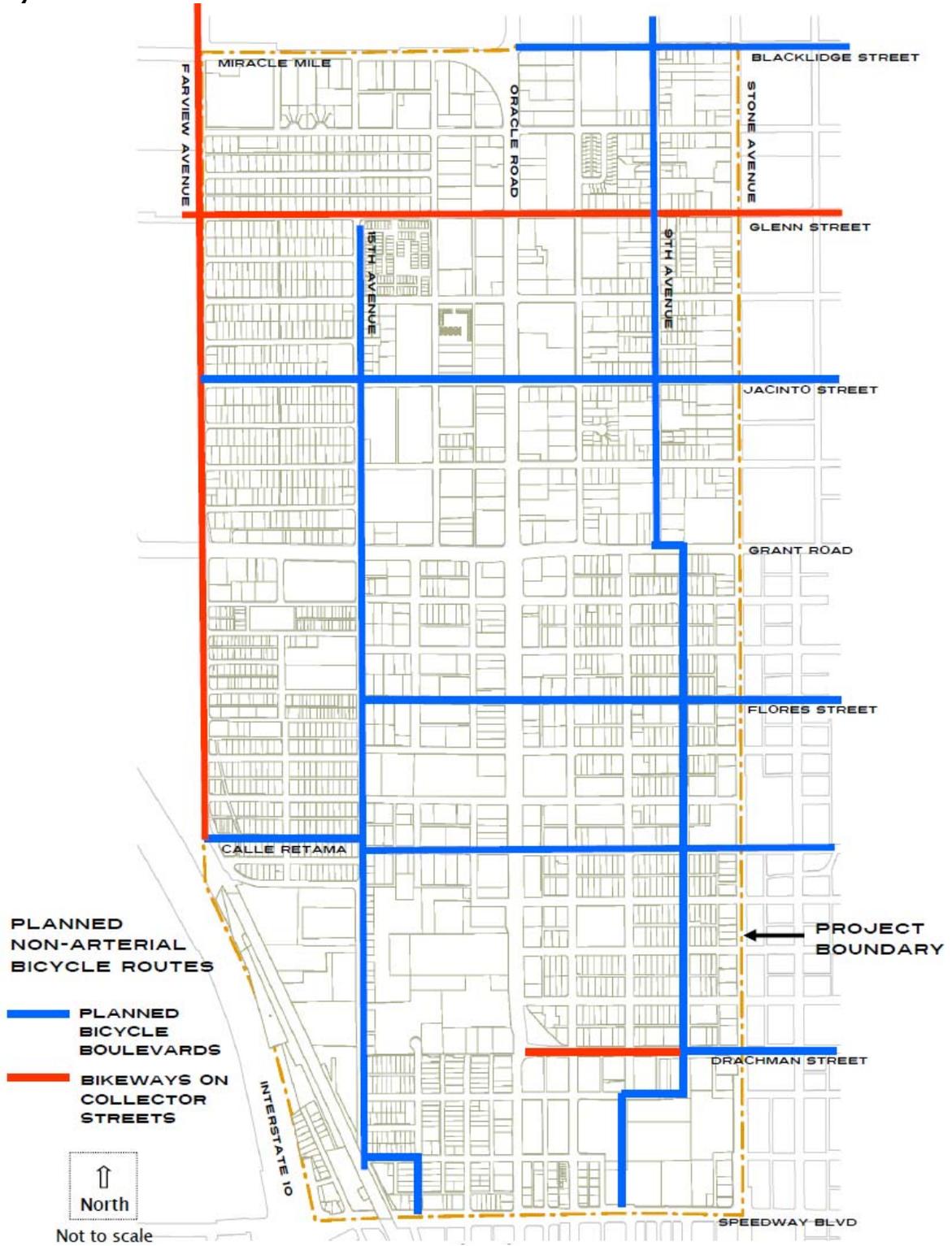


Exhibit V-D-6
Accessibility: Bus Stops & Wheelchair Ramps



Source: "ADA Bus Stop Accessibility Study Report, Tucson, Arizona," City of Tucson Department of Transportation, Transit Services Division, October 2009.

**Exhibit V-D-7
Bicycle Routes**



GOAL #D5 Extend Modern Streetcar.

RECOMMENDATIONS

D5a Modern Streetcar Extension: Explore the possibility of extending the City's new Modern Streetcar to serve the Oracle area.

GOAL #D6 Identify key neighborhood access points through gateway treatments and/or signage.

RECOMMENDATIONS

D6a Neighborhood Gateways: Work with neighborhoods within the project area to identify key neighborhood access points for gateway treatment.

GOAL #D7 Coordinate the OARP and the Grant Road Improvement Project to assure complementary plans within the Oracle project area.

RECOMMENDATIONS

D7a Early Intersection Project: Work with the Grant Road Improvement Project Team to develop an ongoing process that acknowledges the goals of both efforts and seeks collaborative solutions to issues that arise.

The Grant Road Improvement Project is a major roadway widening project approved by voters as part of the package of infrastructure improvements to be funded through the Regional Transportation Authority (RTA). The Grant Road Project is of relevance to the revitalization of the Oracle Road area because the western limit of the project is Oracle Road. The Grant Road Improvement Project is being planned using a Context Sensitive Design approach. This approach takes into account not only the roadway users, but also the adjacent neighborhoods and businesses and their needs and desires. While this planning process is separate from the OARP project, the Grant Road Project Team and Citizen Task Force and the OARP Team and Citizen Steering Committee have recognized the importance of working together to achieve a design at the Oracle Road end of Grant Road that is not only consistent with what has been heard through the Grant Road outreach, but also through the OARP outreach. Grant Road Improvement Project also discussed under "Roadway Improvement Plans & Project," Chapter II, "Context."

E LAND USE & URBAN DESIGN

APPLICABLE GUIDING PRINCIPLES (Chapter IV):

- 8. Quality Design and Aesthetics:** Improve the visual quality of the Oracle area while being sensitive and working to preserve the intrinsic qualities of the corridor's unique mid-twentieth century highway vernacular, including but not limited to motor courts, roadside businesses, and neon signs.

LAND USE & URBAN DESIGN GOALS & RECOMMENDATIONS

GOAL #E1 Preserve and strengthen existing neighborhoods.

RECOMMENDATIONS

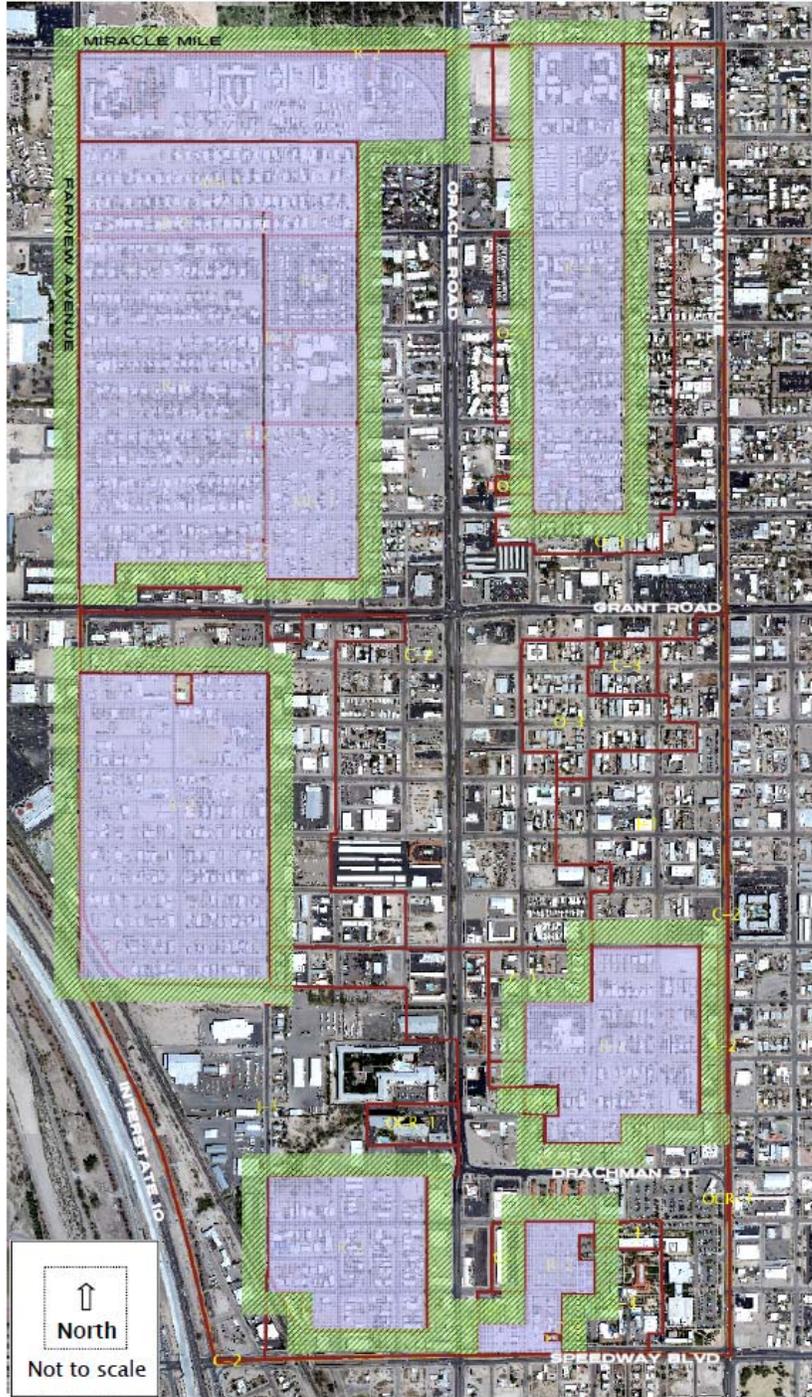
E1a Neighborhood Boundaries: Strengthen distinction between existing neighborhood residential areas and higher intensity commercial and industrial areas through more highly visible buffers.

Residentially-zoned neighborhoods in the project area are generally surrounded by commercial and industrial development. Ideally, transition zones should separate residential uses from high intensity uses. These transition zones might be open green space, parks, or even higher density residential uses. To mitigate the visual impacts of industrial and commercial uses on neighborhoods, landscaped buffer areas should be created that encompass the residential uses. A number of techniques can be used to create buffer zones including decorative walls around industrial complexes, divided roads with planted medians, fences, and landscaped areas with street trees, shrubs, and accent plants. Simple techniques such as changes in pavement color, texture, or style and public art can create a sense of separateness when other methods are not available.

To create comfortable and safe neighborhoods adjacent to commercial and industrial zones, walkable pedestrian environments must be created within the neighborhoods and through the industrial and commercial zones. Elements that comprise a walkable pedestrian environment include sidewalks, crosswalks, wheelchair ramps, and traffic signals. Shade trees, green nodes, seating areas, and comfortable bus shelters contribute to a safe and friendly residential environment.

Exhibit V-E-1 suggests how buffering the neighborhoods in the project area would help to strengthen their identity and reduce the infiltration of land uses that are not compatible with the neighborhoods' residential character.

Exhibit V-E-1
Landscape Buffering Concept



 **BUFFER ZONES**

 **ZONED RESIDENTIAL AREAS**

EXAMPLES OF BUFFER TREATMENTS



GOAL #E2 Promote land uses that serve area residents, workers, and visitors.

RECOMMENDATIONS

E2a *Americana Theme:* Develop an overarching theme for the project area that builds on the past and suggests land uses consistent with the theme. For instance, such a theme could include museums and other activities that complement and celebrate the history associated with the project area and that provide destinations for tourists, jobs for residents, and additional demand for services wanted by area neighborhoods.

E2b *Demonstration Project:* See Recommendation B1a, “Demonstration Project,” under Goal #B1 in Section B, “Economic Development,” of this chapter.

E2c *Housing:* See recommendations under “Goal #C1, “Make housing the initial focus of the revitalization effort,” in Section C, “Housing,” of this chapter.

GOAL #E3 Provide a greater mix of uses within the area.

RECOMMENDATIONS

E3a *Information and Education:* Promote city incentives for mixed use development in the project area.

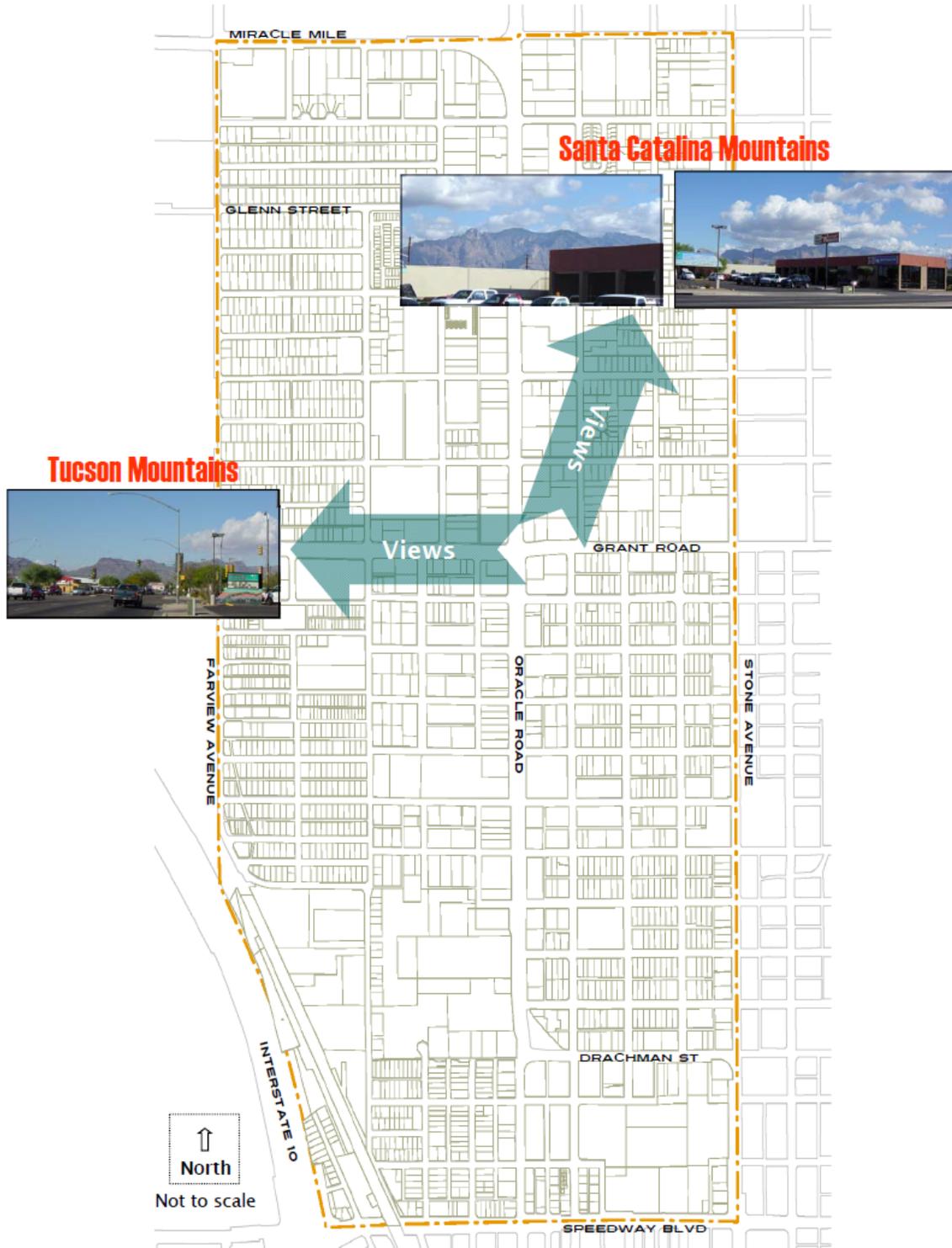
GOAL #E4 Protect prominent scenic views.

RECOMMENDATIONS

E4a *Viewshed Analysis:* Undertake a viewshed analysis to identify prominent views that should be preserved in the project area. Perhaps one of Tucson’s greatest assets is its natural setting of desert and mountains. The built environment should be designed to be sensitive to the natural environment, including preserving the visual connections that help create Tucson’s sense of place.

Exhibit V-E-2 provides an initial indication of prominent views that are important to inhabitants of the project area.

**Exhibit V-E-2
Prominent Views**



GOAL #E5 Promote urban form that helps to preserve the special character and identity of the area.

RECOMMENDATIONS

E5a Form Based Code: Explore use of form-based code to ensure that future investment results in a highly urban form that successfully integrates public and private areas to create a truly pedestrian friendly environment while being sensitive to historic resources.

E5b Design Guidelines: See Goal #A2 and the associated recommendation, #A2a, in Section A, “Historic Preservation,” of this chapter.

VI PROJECT IMPLEMENTATION

Critical to the OARP are ongoing activities that sustain momentum over time. The scale of activities and projects will vary from efforts that address the whole area, to efforts that address, a roadway corridor within the area, a neighborhood, a part of a neighborhood, or a property. This chapter considers two aspects of implementation. First are activities and projects already underway that grew out of or were influenced by the OARP process. Second are potential catalyst projects that would begin to meet the project goals with initial, limited resources. This chapter concludes with a table (*Exhibit VI – 4*) that presents the OARP goals and recommendations in one place. This table can be used as a quick reference and a tool to track efforts to meet the goals and address the recommendations whether by the City or by area neighborhoods, businesses, or other stakeholders.

ACTIVITIES & PROJECT DURING OARP

Even as the OARP was underway, activities and projects were begun based on ideas that came out of or were strengthened through the project process. These include:

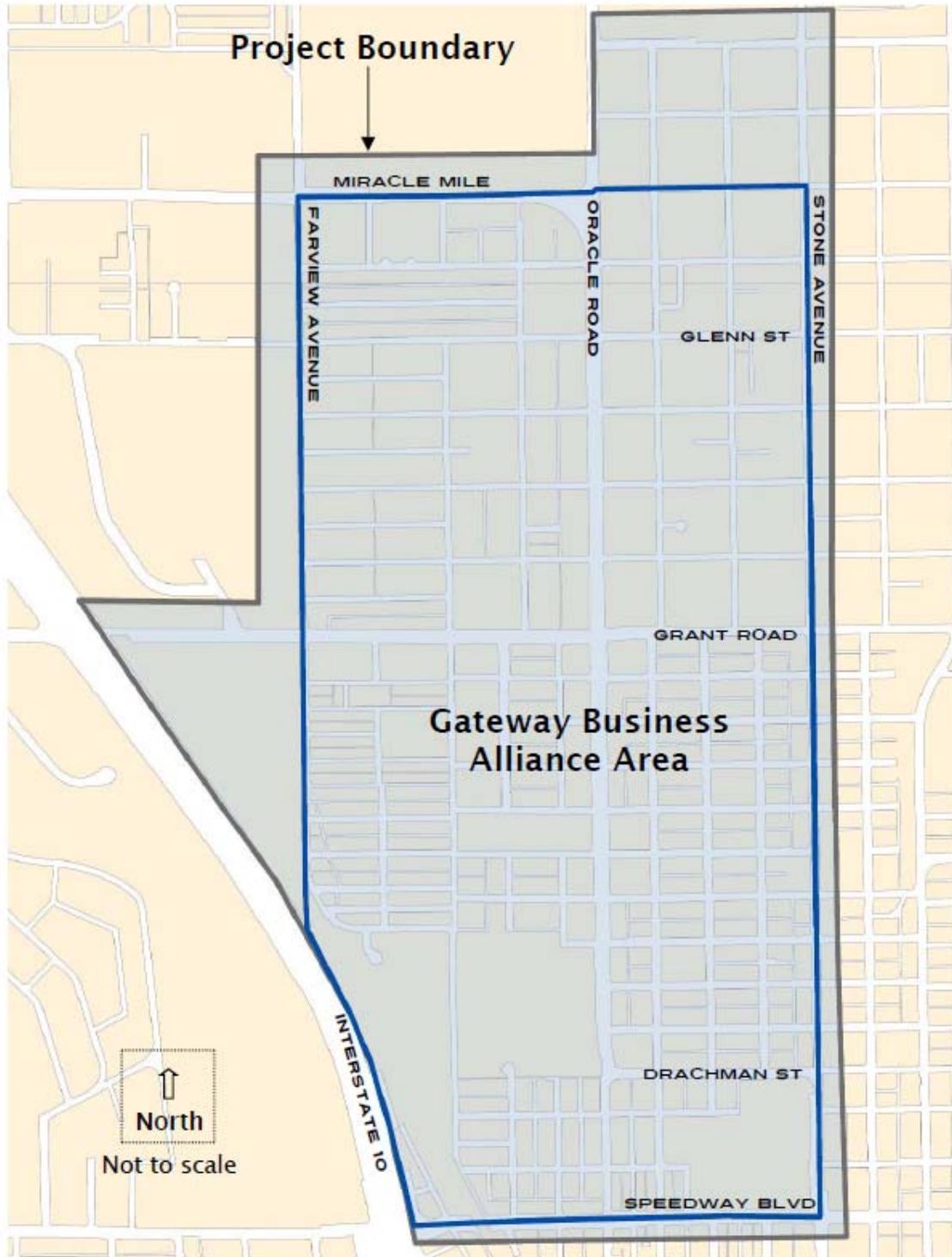
- The *Gateway Business Alliance (GBA)*, an association of businesses in the project area that grew out of public input during the OARP. A GBA leadership group developed a Strategic Action Plan and has been working on increasing membership, which would provide the Alliance with more resources to conduct additional activities. In 2010, the GBA oversaw the third Historic Miracle Mile Open House and Tour, which is described below. *Exhibit VI-1* presents the GBA's membership boundaries.
 



- The annual *Historic Miracle Mile Open House and Tour*, which grew out of desire to share with the larger community the area's rich history and special resources, and to counter the sometimes negative image of the area. The Open House and Tour began as a collaboration of the City, CSC members, and area businesses. The first event held in April 2008 attracted approximately 200 people; the subsequent three events (2009, 2010, 2011) each had over 500 attendees.

These events have included presentations on the history of the area, guided tours of historic venues, antique cars, food, music, and more. Each event drew media coverage, which provided further exposure of the area assets.

Exhibit VI-1
Gateway Business Alliance Membership Area





- The *Gateway Saguaro*, a *public artwork* just north of the Oracle Road/Main Street/ Drachman Street intersection. While this public art was originally planned in conjunction with the Oracle Road/Main Street/Drachman Street Traffic Control Interchange, it was implemented when the OARP was actively underway. The OARP CSC was represented in the artist selection process conducted by the Tucson Pima Arts Council (TPAC), and was briefed on the project periodically by TPAC staff. The 30-foot high piece, designed by local artist Dirk Arnold, was installed in February 2010. The piece reflected aspects of some of the OARP goals and recommendations, paying tribute to historic Miracle Mile and to the area’s neon lights.

- The CSC’s involvement in this public art process led committee members to put forth the idea of installing public art along Oracle Road that would help tie the corridor together and create an identity that pays homage to the area’s past. To this end, the CSC was consulted about the public artwork planned in conjunction with the Grant-Oracle Improvement Project. For further discussion of the early project of the Grant Road Improvement Project, see “Road Improvement Plans & Project,” Chapter II, “Context,” public art, see Goal #D1, Recommendation D1a, Section D, Transportation & Circulation, Chapter V, Project Components.”)

- A *variety of private development projects* underway or begun during the OARP process. Examples of such projects include the renovation of the former Arizona Plaza Motel as College Place, which serves for students while providing public restaurant and meeting spaces; historically sensitive rehabilitation of the former Ghost Ranch Lodge as senior housing, with a public community room; upgrades to the historic La Siesta Motel; and adaptive reuse of a former restaurant building to the Primavera Pre-School.



- *Several initiatives* for which the OARP process served as a springboard. First is the coming together of agency, non-profit, and faith-based organizations to explore ways they might address some of the more chronic issues that persist in the project area such as poverty and child welfare. Second was the effort led by the City Historic Preservation Office to develop a *Historic Landmark Signs Ordinance*, which was adopted by Mayor

and Council in June 2011. This ordinance, which allows the repair and retention of historic neon signs that meet established criteria, was motivated in part by discussions during the OARP process about the importance of neon signs to the history and identity of the project area, as well as by an explicit recommendation for such an ordinance. (See Goal A1, Recommendation A1f, “Preservation of Neon Signs, in Section A, “Historic Preservation,” of Chapter V, “Project Components.”)

CATALYST PROJECTS

The OARP staff and CSC members worked together to identify projects that could serve as catalysts for revitalizing the area. They reviewed the OARP goals and recommendations, created a list of possible catalyst projects, and then applied the criteria presented in *Exhibit VI - 2*. The projects that rose to the top are described below followed by descriptions of several other possible catalyst projects. *Exhibit VI - 3* provides a map showing how the suggested catalyst projects might be distributed across the project area.

Exhibit VI - 2 **Catalyst Project Selection Criteria**

Addresses Area Needs/Desires (<i>as identified through OARP process</i>)	Serves Area Broadly	Has High Visibility	Provides a Quick “Win” (<i>can be implemented in a relatively short time period</i>)	Has funding or a potential funding source
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Transit Facility Enhancement

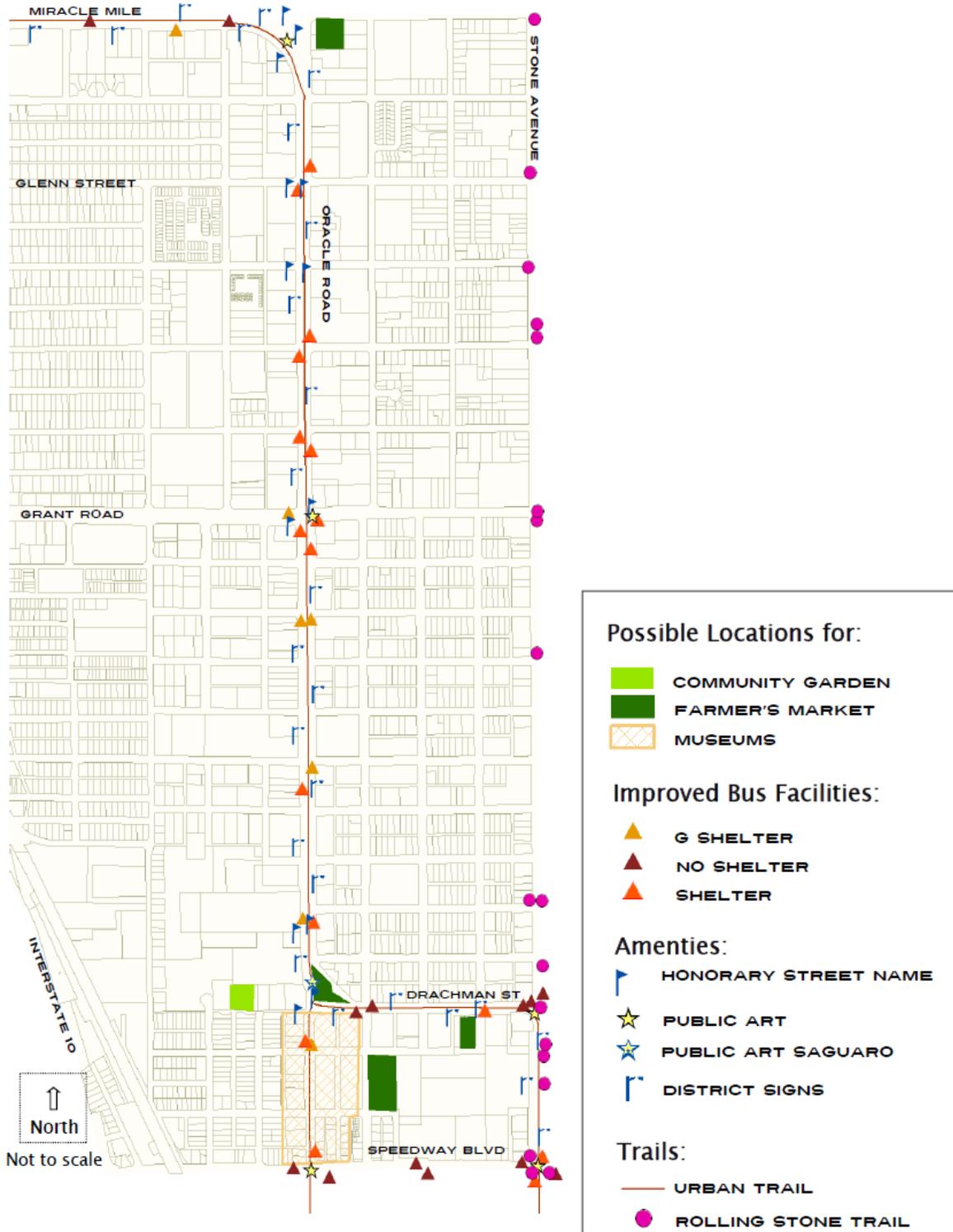
With a high bus ridership in the area, improving bus facilities - addressed explicitly in several OARP recommendations - has a direct benefit for both residents and workers in the area. Initially transit facility enhancement efforts in the project area should be focused on Oracle Road, with shelters being installed where none currently exist and existing shelters being upgraded. Shelters should be customized in a way that makes them recognizable as

Oracle Road shelters, perhaps with a special color reminiscent of a color found in the area’s historic signage. Additional features for consideration are solar lights and display cases for bus schedules and images that help tell the story of the area.

In addition to providing increased comfort for bus riders, the project would increase the visibility of public transit and help tie the corridor together.

With some funding provided for catalyst projects by the Ward III Office, the City has begun an effort to improve bus stops along Oracle Road within the project area responding to OARP

**Exhibit VI-3
Catalyst Projects**



recommendations, including painting recycled shelters a color consistent with area historic elements, such as neon signs; adding solar lighting; and making provisions for display cases to hold enlarged bus route maps and images celebrating the history of the project area.

Honorary Banners for Original Miracle Mile

Another explicit recommendation was to identify and honor the original Miracle Mile. For forty years, the segment of Oracle Road between Miracle Mile and Drachman Street was known as Miracle Mile in acknowledgment of an innovative roadway project undertaken in 1938 that introduced wide medians within the roadway in an effort to make it one of the safest roads in America. Formally changing the segment's name from Oracle Road to Miracle Mile was determined to have cost implications for area businesses because they would have to change any printed material containing the business's address. An alternative suggested was to create special street front banners that acknowledge the original "Miracle Mile." In discussions with the Department of Transportation, OARP staff determined that such banners could be displayed on light poles if those poles were structurally sound for such a use.

Using some of the funds provided by the Ward III Office for catalyst projects, the City Department of Transportation conducted an engineering study to establish whether the light poles along Oracle Road could accommodate banners of a size that would ensure their visibility and a material that would withstand the test of time. The results of this study indicated that the poles could be used for such a purpose.

Community Garden

A challenge for residents in the OARP area is access to affordable fresh produce. Various convenience marts are located in the area, but few offer fruits and vegetables. During the OARP project, a frequently voiced need was for a supermarket in the area. Currently the income demographics of the area will not support a supermarket as indicated in the Market Analysis (*Appendix B*). Many of the goals and recommendations presented in this report are designed to address more investment and a greater mix of income in the area both of which would serve to attract more neighborhood services. In the meantime, OARP participants identified community gardens as a way to provide more fresh produce to the area, along with an opportunity for increased physical and social activity for area residents. To that end, the City has identified a site and grant funding for the environmental assessment, design, and construction of a multi-generational, universally accessible public community garden.

The proposed Community Garden at the Tucson house will be sited on an unused parking lot directly behind the complex. The garden will include 36 raised bed gardens, a shade ramada with tables and small lockers. A secure tool shed, compost area, and benches will be included in the design. The garden will include ADA compliant walkways around the perimeter of the garden to encourage walking and desert-adapted landscape plants to create a pleasant and cool environment. A rainwater harvesting system will be built to capture water from the Tucson

House and will provide water to the landscape plants. An area resident garden committee has been formed and membership has been increasing. A demonstration garden plot has been constructed at the Tucson House with assistance from the Community Food Bank in order to begin to educate residents about gardening techniques.

Farmers Market

Along with community gardens, another approach to providing more immediate access to fresh produce and supporting local growers is to host a Farmers Market within the area. *Exhibit VI-3* identifies sites that have sufficient space to accommodate vendors and can be accessed not only by car and truck, but also by foot, bike, or bus. Coordination with existing Farmers Markets is recommended and could defray costs and competition.

Public Art at Major Intersections

An often repeated concern of OARP participants is the broader community's negative image of the area. This concern was at the root of many of the public discussions and ultimately in the development of the guiding principles, goals, and recommendations. There are a series of recommendations and related ideas that focus on how to provide physical elements that help enhance the area's visual identity, keeping in mind the area's historic resources and assets. Public art was often suggested as an appropriate way to meet such objectives with emphasis on Oracle Road as the spine of the area and a corridor with a distinctive history. During the OARP there were several opportunities for participants to get involved with public art projects being installed along the Oracle corridor.

As discussed elsewhere in this report, construction of the Oracle Road/Drachman Street/Main Avenue Improvement Project was being completed when the OARP project began. This roadway project entailed the removal of a signature traffic circle that had anchored the intersection for sixty years. Included with the roadway project was funding for public art. The selection of a public artist, led by the Tucson Pima Arts Council, was initiated after the OARP CSC was established, which allowed CSC involvement in the selection of an artist. The public art created embodies the history and character of the area: a neon saguaro that commemorates Oracle Road's past as the old Miracle Mile. The piece, which was installed in 2010, contributes to the project area's sense of place. OARP CSC members and other participants in the project often reference this artwork as an example of establishing a visual presence with its height, lighting, and placement, as complementing other historic resources in the area, and ultimately as a "landmark" for the area.

Also during the OARP project, CSC members and area residents, businesses, and institutions were invited to play a role in the public art process for the Grant Road Improvement Project, which includes the Grant Road/Oracle Road intersection. In the Fall of 2010, the "Public Art Master Plan: A Framework Strategy for Public Art along Grant Road from Oracle Road to Swan Road" (prepared by Urban Rock Plan Consultants, for the City of Tucson Department of Transportation in coordination with the Tucson Pima Arts Council) was released. This plan included proposed locations for siting public art and the themes for consideration in

creating art for the different locations. A prominent location identified was the Grant Road/Oracle Road intersection. OARP CSC members recommended that public art at that intersection be sensitive to the character of the historic Miracle Mile in which the intersection lies. OARP staff represented the project in the Tucson Pima Arts Council artist selection and public art review process. In that process, the OARP representative explained that the historic resources were viewed as key to the revitalization of the area and that public art and other public amenities should help pay tribute to that history and provide a complementary link with other resources, such as the neon signs and the formerly referenced neon saguaro art piece just north of the Oracle Road/Main Street/Drachman Street intersection. The public art for the Grant Road/Oracle Road intersection was still in the design phase at the time this report was being prepared.



Gateway Treatment at Speedway/Main Intersection

Along with public artwork, OARP participants identified gateway treatments as an important way to help establish a stronger identity for the area. They viewed the new bus pullout and shelter and the modest landscape treatment provided as part of the recent roadway improvement project at Speedway Boulevard and Main Avenue as a good foundation for a true gateway treatment. This intersection is an important access point for

the area in general and, more particularly, for Gem & Mineral Show exhibits and activities. The latter are typically concentrated in the southern half of the project area and a gateway at Speedway and Main could celebrate this historic location of the Gem & Mineral Show, as well as be another “landmark” for the area.

Further research on available right-of-way in this area is needed. If right-of-way is too limited for installation of a meaningful gateway treatment, additional right-of-way may be required.

Interpretive Markers

Another idea suggested to help celebrate the area’s history bolster its image, and provide a series of visual identity cues is the installation of interpretive markers that would relay highlights of the rich history of this older area of Tucson. A similar proposal was put forth in the “Stone Avenue Corridor Livable Measures” document along with researched highlights for inclusion on such markers.

The drawing to the right is a marker concept included in the Stone Avenue report.



Additional information that could be used in developing such markers for the historic Miracle Mile corridor, as well as for Drachman Street and Main Street, is presented in the Historic Context Study (*Appendix B*), as well as in materials developed in support of the Historic Miracle Mile Open House & Tour.

While resources have not been identified to design, construct, and install interpretive monuments and markers, OARP staff is preparing some historic posters for display in the enhanced bus stops discussed earlier in this section.

PROGRESS TRACKING TOOL

As noted in the introduction to this chapter, *Exhibit VI-4*, the multiple-page table that follows, serves two purposes. First, it consolidates the goals and recommendations presented in Chapter V, “Project Components,” in one place. Second, it notes steps that have been taken to address some of the goals and recommendations through efforts already underway as have been described in this chapter. The table is intended for use as a tool to continue tracking and documenting work within the project area that serves to further the OARP goals and recommendations. These efforts may be initiated by the City or by others committed to the revitalization of the area, including neighborhoods, businesses, institutions, and organizations. The table could be employed in the ongoing oversight of the OARP. A process for such oversight is proposed in Chapter VII, the next and final chapter of this report.

Exhibit VI-4

Tracking Tool for Revitalization Efforts over Time

Note: This table provides a tool for use in tracking efforts taken over time to address goals and recommendations in the interest of revitalization. For further details re goals recommendations, see Chapter V, Project Components. Some cells have been filled into reflect work that has begun and related timing estimates and involved entities as known.

GOALS & RECOMMENDATIONS <i>Organized by Project Components</i>	WHEN?	WHO?	STATUS?
A HISTORIC PRESERVATION			
GOAL A1 Respect and preserve the special character of the Oracle Road/Miracle Mile Corridor			
<u>A1a</u> Pursue nomination of a non-residential historic district on the National Register of Historic Places. This would contribute to preserving and strengthening the special character of the project area.	Near term	COT Historic Preservation Office	Nomination documentation underway. If district were to be listed would provide tax incentives.
<u>A1b</u> Work with Barrio Blue Moon, San Ignacio Yaqui, Adelanto, and Miracle Manor to consider the benefits of pursuing nomination of eligible portions of their neighborhoods to the National Register of Historic Places.	Mid term	Neighborhoods & COT Historic Preservation Office	Background information provided in Historic Context Study (<i>Appendix B</i>).
<u>A1c</u> Explore possible historic roadway designation for Oracle Road and Miracle Mile. Such designation, at the local, state, and federal level, can raise awareness, secure protection, and help generate funds.	Near term		Initial exploration of designation requirement undertaken in association with Historic Context Study (<i>Appendix B</i>).
<u>A1d</u> Install honorary banners to acknowledge historic Miracle Mile.		COT DOT	Initial engineering study conducted to determine whether light poles in area could accommodate banners.
<u>A1e</u> Consider developing signage to interpret the history and historic resources in the project area at scales that work for both pedestrians and vehicular traffic.		TBD	Information useful to such an effort included in Historic Context Study (<i>Appendix B</i>). Also "Stone Avenue Measures for a Livable Corridor" includes information on historic places, people, and events in the Stone Avenue area.

Exhibit VI-4 continued.

GOALS & RECOMMENDATIONS <i>Organized by Project Components</i>	WHEN?	WHO?	STATUS?
<u>A1f</u> Pursue development of an ordinance that would allow the preservation and use of neon signs.		COT Historic Preservation Office & COT Planning & Development Services	This recommendation served as a catalyst for the development and adoption of the City's Historic Landmark Signs Ordinance, adopted June 2011.
<u>A1g</u> Preserve or adapt existing historic buildings for reuse. For adaptive reuse of motor courts, put emphasis on creative tourist-oriented uses.	Near term	Private Developer with assistance from State, COT, & Pima County	An example of historic rehabilitation/adaptive reuse is the Ghost Ranch Lodge, which was completed for use as senior housing in April 2011. OARP CSC provided input.
GOAL 2A Encourage infill development that is compatible with historic buildings.			
<u>A2a</u> Develop design guidelines that accommodate new development while preserving the intrinsic qualities of the corridor's unique twentieth-century vernacular.			
B ECONOMIC DEVELOPMENT			
GOAL B1 Pursue a balanced mix of uses throughout the project area and on individual sites.			
<u>B1a</u> Explore undertaking a demonstration mixed-use project.			
GOAL B2 Create job opportunities for people who live in the area.			
<u>B2a</u> Work with Pima Community College, Tucson Regional Economic Opportunities, Inc., area social service agencies, high schools, and others to identify job training opportunities and to promote these opportunities first to residents of the project area and then to the community at large.			

Exhibit VI-4 continued

GOALS & RECOMMENDATIONS <i>Organized by Project Components</i>	WHEN?	WHO?	STATUS?
GOAL B3 Encourage increased densities along major corridors to enhance financial feasibility of new development.			
<u>B3a</u> Continue to reach out to developers and investors to introduce the OARP goals and recommendations and to review city initiatives, such as the Downtown Area Infill Incentive District (IID) and the modification of development regulation (MDR). Knowledge of such incentives may foster increased interest in developing in the project area.	Near term		During OARP several meetings were held with developers and investors to discuss development challenges and opportunities in area.
GOAL B4 Provide public investments, development incentives, and funding mechanisms to encourage desired development.			
<u>B4a</u> Prepare an information packet and complementary presentation on recent and planned public and private investment in the project area and on development incentives, such as the IID, MDR, and Empowerment Zone.			
<u>B4b</u> Recognize that an area’s functionality and physical appearance are important to potential investors and developers. Prepare a streetscape and pedestrian master plan building on ideas provided in <i>Exhibit V-D-1</i> of the OARP Report.			As recognized in recommendation, OARP Report provides ideas to be used in creating a master plan.
<u>B4c</u> Consider some of the same funding mechanisms called out in the “Stone Avenue: Measures for a Livable Corridor,” approved by Mayor and Council in 2000. Some of the mechanisms include: Revolving Loan Funds, Business Development Finance Corporation, Community Block Development Grants, and Joint Public/Private Cooperatives.			
GOAL B5 Develop with an emphasis on economic sustainability over time.			
<u>B5a</u> Recognize the relationship between the revitalization efforts of the project area and the development efforts of other areas, institutions, and organizations in proximity to the project area, such as Pima Community College, Tucson’s Downtown, the University of Arizona, Interstate 10, Grant Road, and the Gem Show.			

Exhibit VI-4 continued

GOALS & RECOMMENDATIONS <i>Organized by Project Components</i>	WHEN?	WHO?	STATUS?
C HOUSING			
GOAL C1 Make housing the initial focus of the revitalization effort.			
<u>C1a</u> Preserve and upgrade existing affordable housing. Working through the City of Tucson Housing and Community Development Department develop a housing strategy for the project area that addresses existing housing options and conditions and proposes ways to enhance the affordable housing in the area.	Near term	COT Housing & Community Dev. Dept., Planning & Community Development	Neighborhood Stabilization Program funds have been secured to assist with housing improvement in a portion of the OARP.
<u>C2b</u> Develop more middle income housing. Promote the benefits of the central location of the project area while being sensitive to issues of gentrification.			
<u>C1c</u> Recognize the demand for student housing and consider promoting the <i>advantages</i> of the project area's adjacency to Pima Community College Downtown Campus, as well as its proximity to the University of Arizona. Develop a student housing concept that identifies the project area arterials as appropriate locations for such housing with sensitivity to neighborhood adjacency.			
GOAL C2 Encourage homeownership.			
<u>C2a</u> Make sure residents in the area have knowledge of and access to programs that provide education on and assistance with purchasing a home.			
GOAL C3 Encourage more property upkeep and investment.			
<u>C3a</u> Enhance code enforcement by educating residents and businesses about how code violations that affect health, safety, and welfare are identified and the steps taken to rectify such situations. Coordinate with the Code Enforcement Division of the City Housing and Community Development Department to provide this education. Use neighborhood associations and other appropriate organizations, such as the Gateway Business Alliance, as forums for this education.		COT Housing & Community Dev. Dept., Code Enforcement	Code Enforcement staff available to talk to neighborhoods and organizations about code violation inspection, notification, and rectification process.
<u>C3b</u> Create a network of landlords and/or management companies that can share information on best practices and on issues of mutual concern. Include representatives of the Tucson Police Department and the City of Tucson Housing and Community Development Department in this networking effort as appropriate.			

Exhibit VI-4 continued

GOALS & RECOMMENDATIONS <i>Organized by Project Components</i>	WHEN?	WHO?	STATUS?
<u>C3c</u> Promote regular neighborhood cleanups. Set up opportunities for the neighborhood associations across the City to share clean up strategies with the neighborhoods in the project area and to learn what tools and equipment are available through the City.			
D TRANSPORTATION & CIRCULATION			
GOAL D1 Enhance circulation and access points within the project area.			
<u>D1a</u> Develop an area streetscape plan that complements the historic character and features, while enhancing pedestrian amenities, including ADA facilities, transit facilities, shade, and lighting. See B4b above.			OARP Report provides a variety of concepts for consideration in developing such a plan.
GOAL D2 Enhance pedestrian linkages and facilities throughout the area.			
<u>D2a</u> Provide pedestrian linkages to key public places throughout the project area, including but not limited to bus stops, parks, and schools.			
GOAL D3 Enhance transit facilities and services to better serve riders and to contribute to the overall identity of the area.			
<u>D3a</u> Consider customization of existing city bus shelters to contribute to the area's overall identity, as well as providing more comfortable and functional bus stops.	Near term		Upgrading of bus stops along Oracle Rd. is underway. Recycled, customized bus shelters placed on east and west sides of Oracle north of Oracle/Main/Drachman.
<u>D3b</u> Enhance all bus stops to include a minimum of shade and adequate seating and lighting.	Near term	Dept. of Transportation, Transit Services	Recycled, customized shelters ref. above include seating and solar lighting.
GOAL D4 Enhance bicycle routes and facilities throughout the area.			
<u>D4a</u> Expand bicycle route connections within the area and between the area and other locations, such as the Downtown and the University of Arizona.			
<u>D4b</u> Increase bicycle "parking" opportunities (e.g., bicycle racks) at public facilities in the project area, such as schools, parks, and the post office.			



Exhibit VI-4 continued

GOALS & RECOMMENDATIONS <i>Organized by Project Components</i>	WHEN?	WHO?	STATUS?
GOAL D5 Extend Modern Streetcar			
<u>D5a</u> Explore the possibility of extending the City’s new Modern Streetcar to serve the Oracle area.			
GOAL D6 Identify key neighborhood access points through gateway treatments and/or signage.			
<u>D6a</u> Work with neighborhoods within the project area to identify neighborhood access points for gateway treatment.		Housing & Community Dev. Dept., Planning & Community Dev.	OARP staff consulted with Coronado Neighborhood on possible locations for gateway treatments.
GOAL D7 Coordinate the OARP and the Grant Road Improvement Project to ensure complementary plans within the Oracle area.			
<u>D7a</u> Work with the Grant Road Improvement Project Team to develop an ongoing process that acknowledges the goals of both efforts and seeks collaborative solutions to issues that arise.			OARP and Grant Rd. project staff has coordinated. Grant Rd. Team met with OARP CSC to provide updates.
E LAND USE & URBAN DESIGN			
GOAL E1 Preserve and strengthen existing neighborhoods			
<u>E1a</u> Strengthen distinction between existing neighborhood residential areas and higher intensity commercial and industrial areas through more highly visible buffers. Consider buffer ideas provided in the OARP Report; Chapter V, “Project Components”: Section E, “Land Use and Urban Design.”			
GOAL E2 Promote land uses that serve area residents, workers, and visitors.			
<u>E2a</u> Develop an overarching theme for the project area that builds on the past and suggests land uses consistent with the theme. For instance, such a theme could include museums and other activities that complement and celebrate the history associated with the project area and that provide destinations for tourists, jobs for residents, and additional demand for services wanted by area neighborhoods.		OARP Team, Housing & Community Dev. Dept., Planning & Community Dev.	OARP Report suggests an “Americana Theme.” With that in mind, some preliminary outreach has been done with some museums and/or collectors with collections, such as classic cars, relevant to the area.



Exhibit VI-4 continued

GOALS & RECOMMENDATIONS <i>Organized by Project Components</i>	WHEN?	WHO?	STATUS?
<u>E2b</u> See Recommendation B1a, “Demonstration Project” above.			
<u>E2c</u> See Goal C1, “Make housing the initial focus of the revitalization effort,” Recommendations C1a – C1c above.			
GOAL E3 Provide a greater mix of uses within the area.			
<u>E3a</u> Promote city incentives for mixed use development in the project area.			
GOAL E4 Protect prominent scenic views.			
<u>E4a</u> Undertake a viewshed analysis to identify prominent views from the project area that should be preserved. One of Tucson’s greatest assets is its natural setting of desert and mountains. The built environment should be designed to be sensitive to the natural environment, including preserving the visual connections that help create Tucson’s sense of place.			
GOAL E5 Promote urban form that helps to preserve the special character and identity of the project area.			
<u>E5a</u> Explore use of form-based code to ensure that future investment results in a highly urban form that successfully integrates public and private areas to create a truly pedestrian friendly environment while being sensitive to the historic resources.			UA Planning Program graduate did final program project on possible use of form-based code in Oracle area. Of particular interest was research on challenges & opportunities associated with other jurisdictions’ use of form-based code.
<u>E5b</u> See Goal A2 and Recommendation A2a, “ Design Guidelines,” above.			

VII ONGOING OVERSIGHT

Oversight Process

The OARP has been a collaborative effort of the City of Tucson; the Ward III Office; and area neighbors, businesses, agencies, and institutions, the latter who have volunteered many hours to attend meetings, workshops, events and review and comment on a variety of materials. To ensure that efforts continue in pursuit of the OARP goals and recommendations will require ongoing collaboration of all of these stakeholders.

OARP CSC members suggested that one approach to maintaining momentum was to establish an OARP Oversight Committee that would meet periodically to help track and communicate revitalization initiatives over time, as well as be available in an advisory capacity to hear presentations or review ideas for the area as appropriate. To implement this suggestion would require some City planning staff time.

Following are the three steps suggested to get the oversight function underway. As noted in Chapter VI, “Project Implementation,” a tool such as that presented in *Exhibit VI-4* to assess progress regarding OARP goals and recommendations may be useful to this oversight function.

Step 1: Oversight Committee

- Invite the OARP CSC to serve as the OARP Oversight Committee.
- If not all OARP CSC members are able to continue in such a capacity, have those are able to serve determine how best to recruit additional members with the goal that the committee represent the range of stakeholders involved in developing the OARP Project, including neighborhoods, businesses, institutions, and organizations.
- Once in place, have the OARP Oversight Committee determine guidelines for:
 - Number of meetings per year, time, place, and meeting conduct and content
 - Possible involvement of Committee members in making presentations on the progress of OARP goals and recommendations to Neighborhood Associations, business groups, institutions, organizations, and others with an interest in the area.

Step 2: OARP Liaison Staff

- Have planning staff from the Housing and Community Development Department, Planning and Community Development Division, assist with the oversight function.
- Help establish and make operational the OARP Oversight Committee.
- Be available to answer questions, provide information, and make referrals concerning the OARP area.

- With the assistance of the Oversight Committee, compile an annual summary report on the progress of revitalization efforts in the Oracle area, and make the progress report available to the City of Tucson Mayor and Council, to the media, on a website if available, and in public places within the OARP area as appropriate.
- Consider whether this liaison role might be transitioned eventually to a non-City entity.

Step 3: Oversight Process Review

- Oversight Committee and assigned staff evaluate the oversight process on a regular basis to determine whether it is effective or whether it needs to be revised for increased effectiveness and/or to in light of available resources.