

Tucson, Arizona

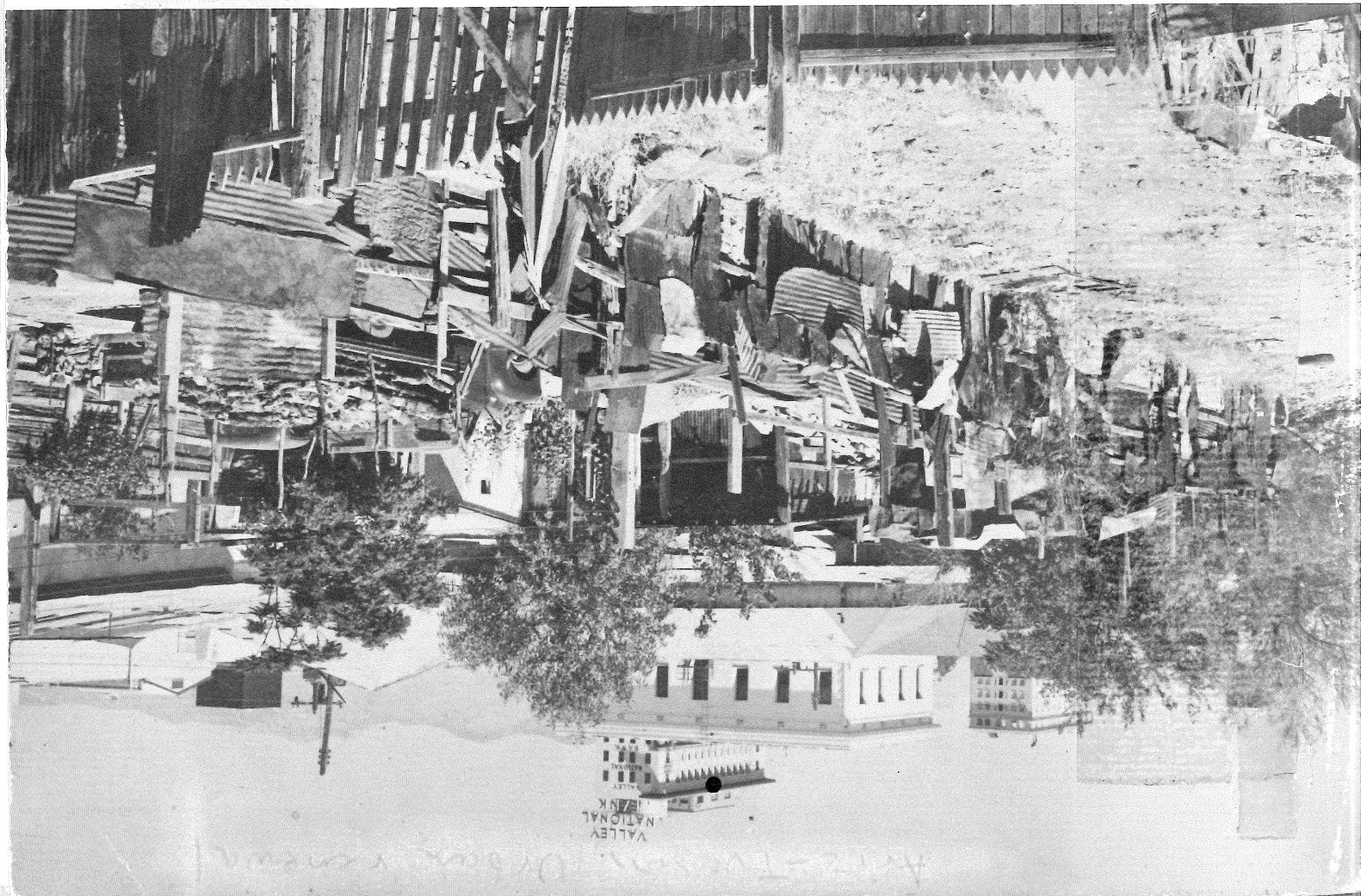


..... of the Old Pueblo District

for SLUM CLEARANCE and REDEVELOPMENT

a teamwork of private enterprise and government

Urban RENEWAL



Tucson, Arizona



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Urban Renewal



VALLEY NATIONAL BANK

September 18, 1961

(Citizens' Advisory Public Information
Subcommittee

The assistance of Munday Johnston, (Citizens' Advisory
Committee Chairman; C. Edgar Goyette, Chairman, Dean Sidney
W. Little, Enrie Hoffman, Lois R. Nelson, and the members
of the (Citizens' Public Information Subcommittee; and the
City-County Planning Department, its staff and its Director,
Andre Faure, is herewith acknowledged with deep appreciation.

The (Citizens' Advisory Public Information Subcommittee
has asked S. Lenwood Schorn, Urban Renewal Director and
Assistant City Manager, to research and prepare this text.
It is thought that by briefly relating the background and
mechanics of urban renewal, the (Citizens of Tucson will be
in a better position to understand what Tucson's Urban
Renewal program is -- what it is not -- and how it affects
them.

In the soaring but sobering 60's the revitalization of
the nation's cities has emerged as a monumental problem that
must be solved. Urban Renewal has indeed become "Urgent
Renewal."

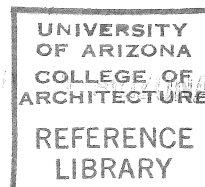
Urban Renewal, Tucson

This is the City

The city is a living thing - not merely a mass of architecture. It is a pulsating entity not a series of suburban clusters held together by a Name and a system of arterial streets emanating from a central core. The city lives today and plans for tomorrow - never content with tradition alone. The city is people - not simply a system of living or a government unit.

Every part of the city must grow, thrive and progress with equal vigor or the city as an entity will collapse leaving its fragments inevitably to die. The urban core is the heart of the total city and supplies to its fringes and its suburbs visual and cultural amenities, a basis for broad business enterprise and an economic stability that must be maintained so the whole complex may be easily and pridefully accepted as the City.

*S. W. Little
Dean of the College of Fine Arts
University of Arizona*



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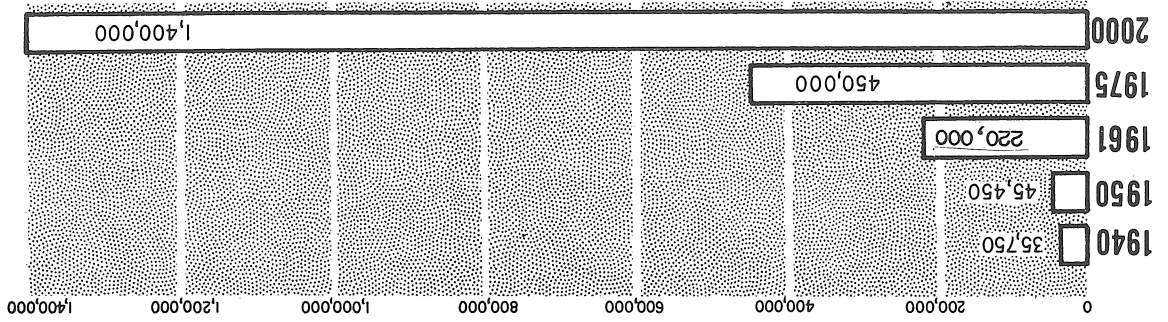
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Cover - Ray Manley photo
by Mickey Prim

GROWTH OF TUCSON



Tucsonians look with pride upon this development. Signs of progress are evident everywhere as homes are built by the thousands, and tall office buildings are silhouetted against the painted mountains encircling the City. Soon, modern air terminal facilities will serve several major airlines, when only yesterday there was one. The University of Arizona's national stature continues to grow. Kitt Peak becomes increasingly more significant to astronomical studies throughout the western world.

While most of the old cities of our country are just about holding their own, Tucson has evolved from a 17th century outpost of new Spain to one of the fastest growing municipalities in our nation. Within the last decade, Tucson has catapulted from the 251st to the 54th largest city in the United States, and to the third largest city in the Rocky Mountains area.

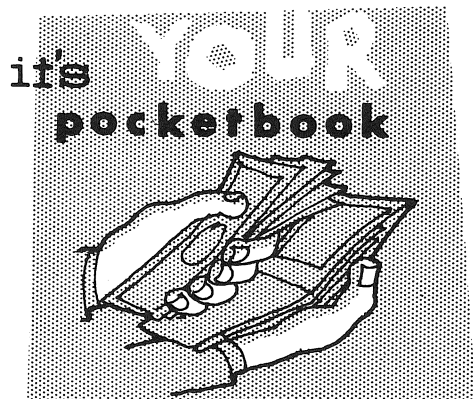
Why Urban Renewal for the "Old Pueblo District"?

INTRODUCTION

Despite these (and many other) signs of progress, we still have in the heart of our city, the Old Pueblo District, an area with the highest crime, fire and juvenile delinquency rates of any area of comparable size and population in the community. It is difficult to place a dollar value on the cost of this social liability to the community but municipal services, i.e., police, sanitation, fire, to this section exceed \$200,000 per year. There was a time when the Old Pueblo District contributed more than its share but its decline is unceasing. In the last two years alone, the assessed valuation has declined over \$450,000 with the property tax yield to the city decreasing from \$30,000 to about \$23,000.

The renewal of this area is of serious concern to each Tucsonian as all citizens of the city, living in all parts of the city, will pay during

this decade more than \$1.25 million to support this area.



YOU NOW SUBSIDIZE THIS BLIGHT

The people of Tucson have a choice of how to spend this sum. They can spend it to continue to subsidize, and thus perpetuate this blight, or they can vote that this same amount be authorized to carry out the renewal of the Old Pueblo District. If they choose urban renewal, they do so with the

knowledge that the program will not raise the fixed city property tax rate and moreover that the city's investment will be returned many times and in many ways.

HISTORY OF URBAN RENEWAL AND REDEVELOPMENT

Nationally -

The problems of urban blight now facing American cities go back as far in history as the cities themselves. Official recognition of these problems dates back to 1892 when Congress first appropriated funds to investigate city slums. The great depression of 1929 brought forth laws aimed at stimulating the construction of housing. Other measures in the 1930's dealt in one way or another with slums, but it was not until 1949 that a comprehensive attack on the problems of slums and blight was enacted by the Congress.

This role became necessary "because urban areas had been losing this battle (against slums and blight) . . . and because the welfare and security of the nation depends on winning it . . . Federal participation came about to fill a gap - the gap between urban renewal needs and the ability of state and local governments and private enterprise to put up the funds . . ." *

After World War II, the U. S. Senate Sub-Committee on Housing and Redevelopment, headed by the late Senator Robert A. Taft, recommended a program of Federal financial assistance for urban redevelopment

* "Federal Government's Role in Urban Renewal", Senator Joseph S. Clark, Newark Commerce, May 1961.

by America's cities.* The committee found that any plan for urban redevelopment would have to recognize that certain necessary losses would have to be absorbed if the program were to be successful. The Taft Committee's recommendations were subsequently adopted in the 1949 Housing Act.

In 1953, President Eisenhower appointed a Citizens' Advisory Committee on Housing. "Federal assistance," President Eisenhower said, "is justified for communities which face up to the problem of neighborhood decay and undertake long range programs directed to its prevention."** Congress responded with the Housing Act of 1954, broadening and strengthening the slum clearance program. It was in this 1954 Act that the term "urban renewal" was coined to describe the total approach to city blight. The recently enacted Housing Act of 1961 has further strengthened the concept of urban renewal.

Today, urban renewal programs are underway in 45 of the 50 states. Twenty-three of the nation's twenty-five largest cities have one or more urban renewal projects. Altogether, there are approximately 475 local governments engaged in 870 renewal programs.

A comparative population analysis of the 475 local governments shows that 56 are in the 100,000 - 249,000 population group, 23 in the

* "Federal Urban Renewal Legislation", Ashley A. Foard and Hilbert Fefferman, Law & Contemporary Problems, Duke University, Volume XXV, No. 4.

** "Urban Renewal - what it is", Housing & Home Finance Agency, Washington, D.C., December 1959.

250,000 - 499,000 group. Of the 870 projects, 128 are in cities of 100,000 - 249,000 population, and 83 are in cities of 250,000 - 499,000 population. To further illustrate the nationwide acceptance of urban renewal, 200 communities with less than 25,000 population are engaged in these programs and 96 of these smaller communities have populations of less than 10,000.*

How the State of Arizona Encourages Urban Renewal -

The Arizona State Legislature has passed enabling legislation which permits cities to seek "financial assistance from the Federal Government" for the purpose of urban redevelopment. The Legislature has recognized that "slums and blighted areas constitute a growing menace" to the public health and welfare of all Arizonans and contribute greatly to the spread of disease, crime and juvenile delinquency. The law further declares that slums and blighted areas "constitute an economic and social liability" and that they "cannot be dealt with effectively by the ordinary operations of private enterprise without the aids provided" by Section 36, Article 3.**

History in Tucson - The Proposal is Not a New One -

Renewal and revitalization of the Old Pueblo District has been a dream of many Tucsonians for more than 20 years.

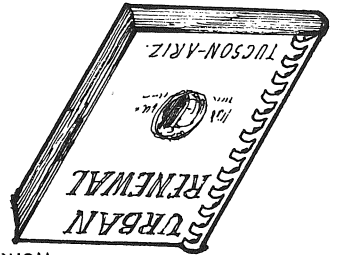
* "Urban Renewal Project Characteristics", December 31, 1960, H.H.F.A., Washington, D.C.
** Arizona Revised Statutes, Section 36, Article 3. Slum Clearance and Redevelopment.

In 1942, planning consultant Ladislav Segoe, as a part of his recommendations for a comprehensive plan for Tucson and its environs, pointed out that this area needed serious attention. The matter had to be deferred because of the war, but in 1949 a Citizens' Housing Committee submitted to the Mayor and Council another study reiterating the need for redevelopment in the Old Pueblo area. In 1952, the Planning Department was asked by the City Manager to study the feasibility of redevelopment and the blighted conditions prevalent in this district were again pointed out in 1954 when the City Building Inspector reported on unsafe and substandard housing in the city.

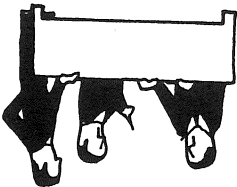
In addition to these and other studies, a number of private groups tried to redevelop this area, but their efforts were fruitless. One of many reasons for their failure was that the properties in the "Old Pueblo District" are held in many ownerships. It requires the assemblage of many small lots to create a parcel large enough for revision of the existing inadequate street pattern and still permit feasible development. If only one lot in a block is not acquired the development fails. Moreover, financing is not available unless the entire neighborhood is assured of renewal. Indeed, some owners may well have improved their properties except for the fact that economically it would be a step against the tide in the area. Naturally, financial institutions, in making improvement loans available are even more sensitive to the hazards of neighborhood blight and, therefore, satisfactory financing is unavailable.

URBAN RENEWAL...how it works

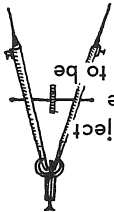
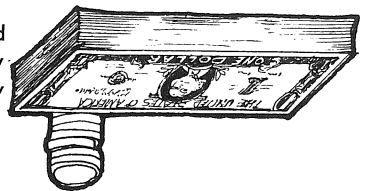
To qualify for Federal Urban Renewal Aid, a community submits a blueprint of the actions that it proposes, or has already taken, to deal with its slums and blight. This is called a "Workable Program".



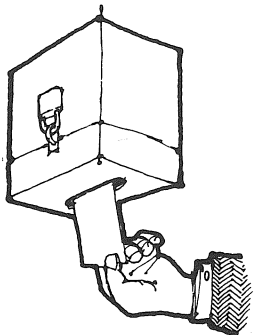
In submitting its "Workable Program" the City must show the Federal Government that it has, and/or will attain within a reasonable time: adequate health and safety codes, a plan for community development, responsibility for adequately rehousing displaced families, citizen participation, etc.



After "Workable Program" approval, planning funds are advanced from the Urban Renewal Administration to study the feasibility of undertaking an urban renewal program in a particular area.

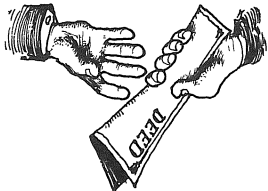


When the study and planning for dealing with a project area is completed the resulting product is called the Urban Renewal Plan. This Plan delineates the area to be treated and specifies how it is to be treated.

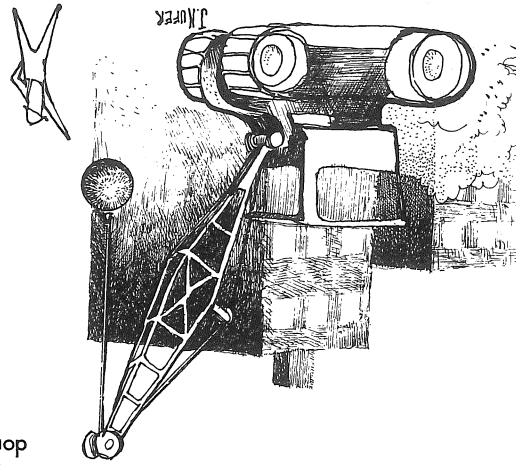


Upon adoption of the Plan by the Mayor and Council and approval by the voters in a bond election, the City submits an application for loan and grant to the Housing and Home Finance Agency, and after its approval the actual redevelopment may proceed.

When the area is ready for redevelopment after two acquisition appraisals, the City acquires the land from its present ownership, for its fair value by negotiation or, that failing, by exercising eminent domain.



Land acquired by the City is sold to private developers for its fair value after at least two re-use appraisals (making a total of four appraisals). Developers must agree to renew the site according to the urban renewal plan. If proceeds from the sale of all land are less than the cost of the project--including costs of buying the property, clearance, off-site improvements and administrative overhead, Federal Government makes up two-thirds of the difference. The City is responsible for the remaining one-third although its share can be offset by contributions in the form of various community facilities.



FACTS CONCERNING THE AREA

The District includes 392 acres. Its boundaries are generally Congress Street on the north, Twenty-second Street on the south, the Freeway on the west, Stone-Sixth Avenues on the east.

About 850 families live in this area. They are predominantly of Mexican-American ancestry. About 12 per cent of the families in the area are non-white. Of all the families, about 37 per cent own their own homes.

There are approximately 1,500 structures in the area of which about 200 are now vacant. Involved are about 900 property owners, some of whom own more than one structure in the District. Rated substandard are 1,484 of the structures, or 98.9 per cent of all those

in the District. About 57 per cent of the residential structures occupied have only one bedroom and 40 per cent of them have outside toilets.

A few housekeeping facts about the Old Pueblo District:

1. Law enforcement services

Sabino Alley
August 1961



Tucson Daily Citizen

There is a "Closed" sign in the window of a store that has not been open for years. . . . Two men sit in the shade outside a shine parlor and turn their heads to follow a slow-moving white and gold police cruiser. . . . Bills are posted on deserted buildings and in store windows; bills from elections that have long been history; bills from circuses long extinct. The colorful tatters ripple in the gentle wind. . . . Two boys, shirts open, walk slowly toward their homes. They carry wet bathing suits and towels.

An empty lot where once a building stood is now a field of broken glass and rusted beer cans. Beyond the field is an alley, which fronts a long, low adobe building. The structure is lined irregularly with window and door frames whose pale green paint is chipped and peeling. Beyond the mud-colored building, the twin towers of San Agustin Cathedral are a blinding white against the sky of deep blue.

A Meyer Street door is wired shut and in the window of the place is a faded sign offering the premises "For Rent." . . . There are many broken windows, others protected by nailed boards. . . . An ancient cooler drips and the water streams slowly across the sidewalk, over the curb, down the gutter. . . . There are cracked front steps and screen doors that have long been no barrier. . . . A boy and girl walk along the street sur- . . . gary snow cones as another patrol car cruises . . . There are gently pitched roofs of corrugated tin and fences of corrugated tin and gray, and boards.

Everywhere along Meyer Street there is a ghostly oldness. Once gay paint on storefronts is now faded and bleached. Signs are barely readable.

The Pioneer Hotel, Valley National Bank, Arizona Land Title Buildings and the skeleton of the Phoenix Title loom against the skyline, mere blocks—yet worlds—away.

A nondescript dog sniffs along the curb and an old man sits on a doorway step watching the world—his world—go by. . . . Walls of adobe have been patched, repatched, finally given up as irreparable. . . . There is a stillness in late afternoon on Meyer Street.

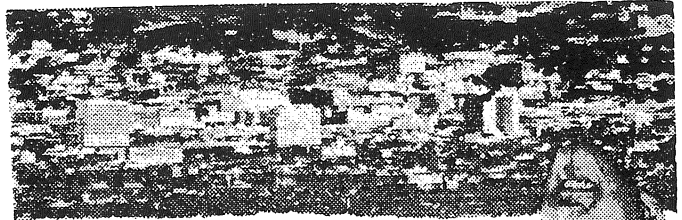
A few doors down from the Bible missions, a drunk sleeps it off in a doorway. . . . A merchant carries a load of trash to the curb as the cruel sun drops lower. . . . Another rolls down the awning. . . . With a stick a small boy makes his way along the avenue, striking every light pole on the block.

Music spills out across the sidewalk from the dark, cavern entrance of a saloon. . . . A woman tells her neighbor good-bye and enters her small apartment and another police car passes slowly.

Meyer Street, U.S.A.

TUESDAY, AUGUST 1, 1961

DON SCHELLIE



City records and street signs say it is Meyer Avenue, but nobody ever calls it that. It's Meyer STREET. Was, is and probably always will be.

It's yesterday's Tucson, in the shadows, now, far removed in the minds of our citizens from the proud and respectable canyon of concrete and glass that is our downtown today.

If Tucson has a Skid Row, then this is it. Meyer Street and the network of alleys and avenues that surrounds it. Sabino, Convent, McCormick, Franklin, Skid Row, Tucson, Arizona, U.S.A.

Meyer is a narrow strip of asphalt confined by rows of decaying buildings that stand just a few feet from the curb. It is a street of empty stores, where windows are clouded by time and grime and awnings are faded and torn. The entrance are handy receptacles for dirt and paper . . . and empty wine bottles. Tokay, muscatel.

The street is laced in by a spider web of electric and telephone wires that crisscross overhead. The wires are supported by rows of tilting, aged utility poles.

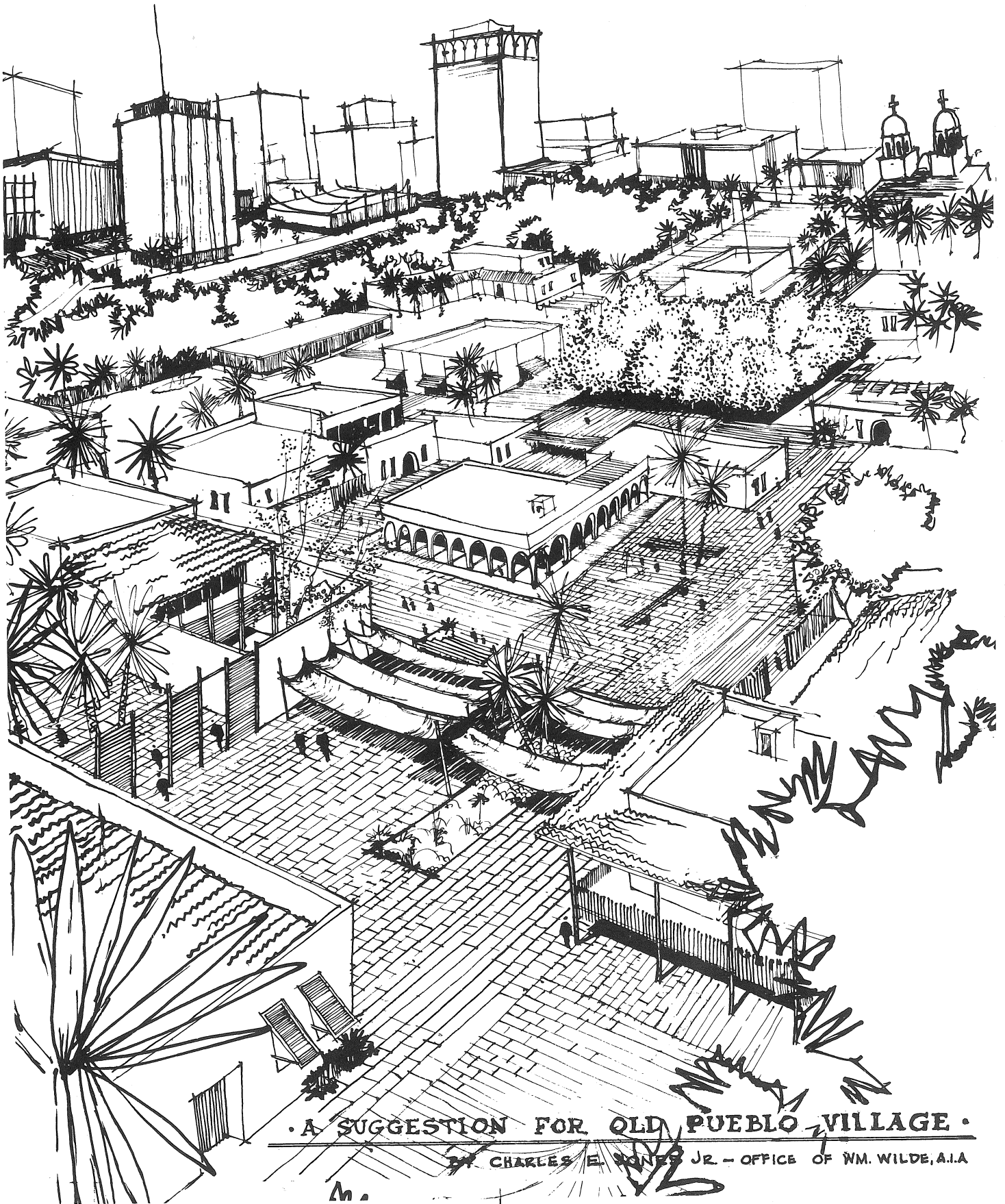
It is a faded street. The sun and the rain and wind have not been kind. Harsh years have left their mark.

0 0 0

Meyer Street is an avenue of cafes, of saloons, of food markets. It is an avenue of flop houses and of shine parlors. An avenue of pool halls.

For 75 cents you can buy a roof over your head and a cot for the night. Bath or shower, 50 cents. Chalk your cue and rack 'em up for a nickel.

Only an occasional pedestrian travels the thin sidewalk in the hot afternoon hours. Those who do, walk slowly in the heat. At the end of the block a bunch of kids laugh and shriek in barefooted play on the walks and street.

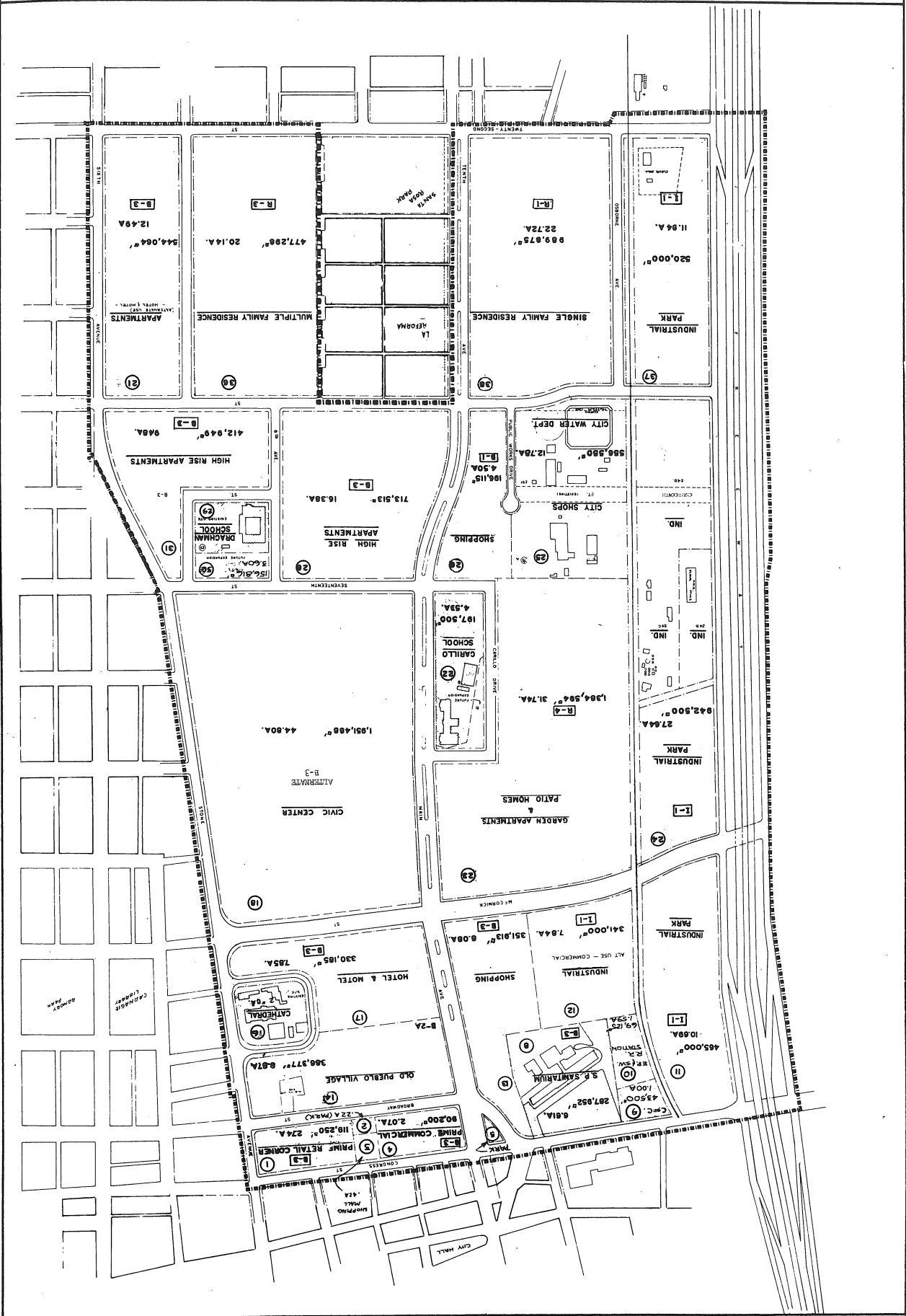


• A SUGGESTION FOR OLD PUEBLO VILLAGE •

BY CHARLES E. JONES JR. - OFFICE OF WM. WILDE, A.I.A.



URBAN RENEWAL AREA



OLD PUEBLO DISTRICT LAND PLAN

The Citizens' Advisory Redevelopment Committee, representing an informed cross-section of Tucson's citizenry has recommended and approved a land use plan for the Old Pueblo District. The plan took almost two years of work and was predicated upon the re-use, value, appraisal and marketability studies conducted by the firm of Real Estate Analysts, Inc.

Size of the District -

The boundaries of the district encompass a natural planning area. Of the 392 gross acres in the district, 112 acres are in streets and 33 acres are not to be acquired, leaving 247 acres available for re-development and owner participation agreements. These 247 acres include 44 acres for the civic center site.

Owner Participation Agreements -

Existing owners of properties who wish to participate in the re-development plan, retain their ownership by entering into an agreement with the city to improve or redevelop their property in conformity to the over-all plan.

Uses to be Developed -

Old Pueblo Village - One facet of the land use plan calls for a

In New Haven, Connecticut, tax income as a result of redevelopment, went from \$105,000 to \$537,000 with the project not yet finished. The cost of the city services in this New Haven area decreased from \$200,000 a year to \$100,000.

In Richmond, California, the city's \$600,000 cost of the Harbor Gate Project was paid off in four years. Although redevelopment is not finished, tax revenues have increased ten times since 1954. When additional facilities are completed it is expected that the revenues will be 25 times that received in 1954.

In Tarrytown, New York, the assessed value in the project area rose from \$18 million to \$40 million dollars in a six-year span as the result of urban renewal activities.

In Sacramento, California, taxes prior to redevelopment in a project area were \$176,000 and annual taxes after redevelopment are estimated at \$789,000.

In Perth Amboy, New Jersey, taxes rose from \$35,000 to \$178,000 in an urban renewal project area.

In Providence, Rhode Island, an urban renewal area produced \$29,000 per year in city taxes, and with redevelopment not yet completed, city taxes are already estimated at \$205,000.

The experience of these and other cities points out the municipal

gains to be expected.

Urban Renewal Can Pay for Itself -

Tucson taxpayers spend over \$200,000 a year

to service the Old Pueblo District. The city de-

rives about \$23,000 a year in property taxes from

the present district. We are faced with the

fact that if urban renewal is NOT undertaken we

will spend during the 1960's the same amount of

money it would cost the city to redevelop the

