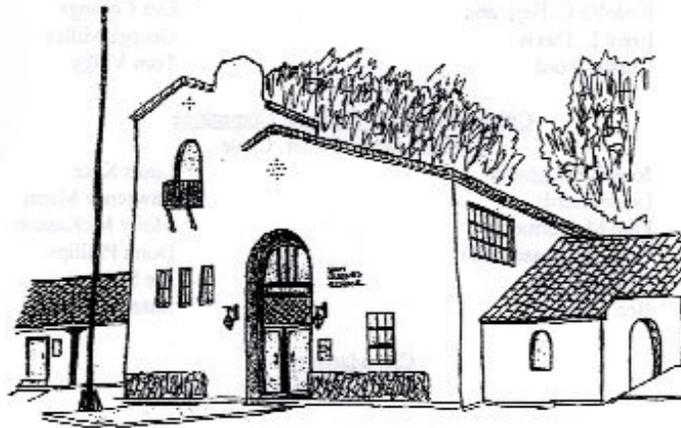


SAM HUGHES NEIGHBORHOOD



PLAN
September 1985

Adopted by Mayor
and Council 9/16/85
Resolution #13267

SAM HUGHES NEIGHBORHOOD PLAN

City of Tucson Planning Department

September, 1985

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TABLE OF CONTENTS

| | |
|--|----------|
| INTRODUCTION..... | 1 |
| PLAN GOAL..... | 6 |
| LAND USE..... | 6 |
| Rezoning..... | 6 |
| Historical and Architectural..... | 8 |
| TRANSPORTATION..... | 11 |
| Traffic..... | 11 |
| Pedestrian and Cycling..... | 13 |
| Residential Access along Sixth Street..... | 17 |
| Alley Upgrading..... | 17 |
| Bus Service..... | 19 |
| NEIGHBORHOOD STREET LIGHTING..... | 19 |
| NEIGHBORHOOD PROGRAMS AND ACTIVITIES | 21 |
| NEIGHBORHOOD SAFETY AND PROPERTY MAINTENANCE | 22 |
| QUESTIONNAIRE SUMMARY..... | 23 |
| ACKNOWLEDGEMENTS..... | 24 |
| <u>MAPS</u> | |
| Map 1 Existing Land Use..... | 2 |
| Map 2 Existing Zoning..... | 3 |
| Map 3 Neighborhood Location..... | 5 |
| Map 4 Office/Commercial Development Concept Map | 7 |
| Map 5 Existing and Proposed Street Signage | 12 |
| Map 6 Existing and Proposed Bike Routes..... | 14 |
| Map 7 Street Planter Location and Design..... | 16 |
| Map 8 Parking Permit Areas..... | 18 |
| Map 9 Existing Street Lighting..... | 20 |

***** Numbers in RED at bottom of page indicate ORIGINAL PAGE NUMBERS *****
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SAM HUGHES NEIGHBORHOOD PLAN

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Mayor and Council September 16, 1985 - Resolution #13267 (Adoption)
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For further information regarding this neighborhood, please call 791-4505.

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INTRODUCTION

The Sam Hughes neighborhood dates back to the early 1920s and is recognized as one of Tucson's more stable central-city residential areas. The neighborhood, named after the Sam Hughes Elementary School, is located in the mile-square area bounded by Campbell on the west, Speedway on the north, Country Club on the east, and Broadway on the south. See location map on Page 5. In 1980, there were approximately 4,391 residents in its 2,120 households; 16 percent under age 18, 45 percent between 19 and 44, and 39 percent age 45 and over. From information obtained from the residents through a neighborhood association questionnaire, the neighborhood has a stable residential population with the average person having lived in Tucson over 22 years and in this neighborhood over 14 years.

The residents of the Sam Hughes neighborhood feel the neighborhood is unique because of its central location, proximity to the University of Arizona, Himmel Park Library, senior citizen activity center, and excellent elementary school, and a variety of shops and services. The neighborhood, which is bounded by four major streets, is known for its bike routes, recreational facilities, pleasant areas for walking and jogging, and generally quiet, settled environment.

While there is little undeveloped land in the neighborhood, the pressures of an expanding Tucson have been strongly felt (see Maps 1 and 2). The expanding business districts along Speedway and Broadway and at the intersection of Tucson Boulevard and Sixth Street, coupled with the increased demand for multi-family dwellings, have caused concerned neighbors to join together in an effort to protect this area. The Sam Hughes Neighborhood Association was formed in 1971. Since then, the Association has been actively working with developers, City personnel, and state legislators on zoning requests, development studies, legislation, and programs which affect the neighborhood, and the neighborhood plan.

In the spring of 1981, recognizing possible conflict between future development and neighborhood integrity, the neighborhood association decided that a neighborhood plan would help guide future development and provide direction for future zoning cases. With the help of student volunteers from the University of Arizona, college of Architecture, neighborhood residents, and the City of Tucson's Citizen Participation Office, a questionnaire was designed to elicit information on demographics and neighborhood concerns, and the information gathered serves as the basis for this *Plan*. A summary of the questions is contained in the Questionnaire Summary. Results of the questionnaire are available in the City of Tucson Planning Department, 255 West Alameda.

After tabulating the responses to the questionnaire, the Neighborhood Association Board of Directors appointed a committee to conduct a series of meetings in a further attempt to solicit the consensus of the residents on a variety of issues. The first meeting was held in February, 1983, and dealt with the issues of traffic and parking. The second was held in March, 1983, concerning crime and lighting. The final meeting was held in April, 1983, on the subjects of

1

2

zoning and design criteria. All the meetings were held in the Himmel Library and publicized through the neighborhood newsletter. The newsletter is delivered to each residence in the Sam Hughes neighborhood.

A draft of the *Plan* was presented to the neighborhood as a whole at the annual "Party in the Park" on May 1, 1983. Responses were directed back to the committee members, and revisions were considered based on the volume and frequency of the responses generated by each issue. A final *Plan* was approved by the members of the neighborhood association at a special meeting in April, 1984. In an attempt to emphasize the goals, policies, and implementation techniques, the *Plan* format was revised with the assistance of the City Planning Department.

The policies of the *University District Plan* adopted in 1980 cover part of the Sam Hughes neighborhood and provide specific direction for the development of properties west of Tucson Boulevard. See Map 3. Therefore, the policies in the *Sam Hughes Neighborhood Plan* that pertain to land between Tucson Boulevard and Campbell Avenue are designed to complement those adopted in the *University District Plan*.

5

PLAN GOAL

The goal of the Plan is to create a safe and enjoyable living environment and protect the integrity of the Sam Hughes Neighborhood. In order to accomplish this goal, it is proposed that the following actions be taken:

LAND USE

Recommendations for land use in the Sam Hughes neighborhood focus on maintaining the present residential aspect and integrity of the neighborhood. The residents of the Sam Hughes neighborhood recognize that development on vacant land will occur and strongly encourage that development design:

GOAL I:

Maintain the quiet, single-family residential character of the Sam Hughes Neighborhood.

Policy I:

Discourage rezoning of land which would allow densities higher than currently permitted under the existing R-1 zoning classification, except for those lots which access onto Speedway Boulevard and Broadway and at the intersections of Sixth Street and Tucson Boulevard and Sixth Street and Campbell Avenue. See Map 4 for proposed commercial node areas.

Implementation:

1. Speedway Boulevard - Campbell to Country Club Road. Medical and office use is recommended.

Speedway Boulevard - Tucson Boulevard to Country Club Road and the southeast corner of Speedway Boulevard and Campbell Avenue. General commercial uses are appropriate.

The height of new office, medical, and commercial structures along Speedway should be no higher than 40 feet. If areas adjacent to new proposed development are low density, then the new proposed development should be designed so impacts on these areas will be minimized.

2. Broadway Frontage.

General commercial uses are appropriate provided new developments furnish required access, off-street parking, and circulation which will not be eliminated or adversely affected by future dedications for, and construction of, any projects recommended by the Broadway Corridor Study.

3. New development along major streets must be designed sensitively to existing residential areas. When appropriate, design should include reduced building height, noise attenuation, and dense screening of outside business activities, such as parking, loading, mechanical equipment, lighting, etc.
4. When office/commercial development is proposed adjacent to other proposed or existing intense uses, it is strongly encouraged that the new development be designed to integrate access, parking areas, on-site circulation, and refuse collection areas.

5. Major Intersections.

Prevent the establishment of strip commercial districts within the neighborhood by denying rezoning requests for commercial use on parcels not identified on the Future Office/Commercial Development Concept Map.

6. High-density residential uses are appropriate in areas identified for commercial use.

7. On parcels not identified for commercial use on Map 4.
 - a. Retain zoning for R-1 single-family uses.
 - b. Discourage conversion of existing residential uses to nonresidential uses.
8. Restrict access for nonresidential and higher density (over 6 units per acre) residential uses to only major streets.
9. All Code required parking must be located on-site.
10. Variances from the amount of Code required parking for all uses should be denied.
11. Sixth Street/Tucson Boulevard, Future Office/Commercial Development Conditions. The future office/commercial property is improved with buildings and structures for commercial and office

8

use, together with parking, commonly known as Rincon Market Village. The adjacent four lots located at Fifth Street and Tucson Boulevard, and the west 54 feet of 521 and 529 N. Forgeus may be appropriate for parking to support the general commercial uses of the Rincon Market Village, provided the all following can be met:

- a. The lots are used for internal circulation of the site and do not provide direct access to Fifth Street;
- b. Design of the parking lots should include appropriate screening of adjacent residential properties;
- c. Low level lighting no higher than 48" should be used;
- d. Fencing along Fifth Street and Tucson Boulevard shall not be constructed with a solid masonry wall; instead a wrought iron fence or similar decorative material should be used which conforms architecturally with the building materials and style of the Sam Hughes Village buildings;
- e. A masonry wall shall be constructed between the northernmost parking lot and the adjacent residential structure directly to the east;

- f. Appropriate signage conforming to a Parking Lot Security Plan approved by the property owner and the Sam Hughes Neighborhood Association should be erected;
- g. Landscaping along Fifth Street and Tucson Boulevard should contain drought tolerant materials and shall provide 90 percent screening during all seasons while also providing a safe environment for pedestrians. There shall be a 24-foot wide landscaped bufferyard along the Fifth Street frontage of the property. There shall be a 13-foot wide landscaped bufferyard along the Tucson Boulevard frontage. Any proposed parking area at the southeast corner of Fifth Street and Tucson Boulevard shall be screened so that it blocks headlights from the parking area to surrounding residences and blocks the view of the parking area from surrounding residences;
- h. None of the parking areas shall be used for overnight parking or camping;
- i. Loading zones, dumpsters, or storage structures shall not be constructed in these parking areas;
- j. There shall be a setback of 17.5 feet along the Fifth Street frontage of the property measured from the property line on Fifth Street to the beginning of the parking area. There shall be a setback of 13 feet along the Tucson Boulevard frontage of the property measured from the property line on Tucson Boulevard to the beginning of the parking area.

9

(March 26, 2001, Resolution #18868, SHNP, Land Use Policy 1.11)

12. The mixed-use development of the block at the southeast corner of Campbell Avenue and Sixth Street will include buildings, structures and parking for mixed uses, including office, commercial, and residential based on the following conditions:
 - a. Development of the site will provide a transition from a mixture of office, commercial and residential land uses on the northwest portion of the site in building(s) a maximum of 3 stories not to exceed 44 feet high to exclusively residential uses on the east and south sides of the site in building(s) a maximum of 2 stories (excluding wholly or partially below-grade parking) not to exceed 28 feet high.

- b. The architectural design of the development will be reviewed by the City for architectural elements complementary and compatible with the building materials, colors and styles of the surrounding area. Architectural design should encourage visual and social integration of the development into the neighborhood with minimal negative impact on adjacent development. The site design of the development will generally follow the concept plan labeled "PA-03-01 Conceptual Development Plan" subject to the rezoning process, with regard to the location of buildings, landscaping, parking, vehicular and pedestrian circulation, and access to surrounding streets as recommended by the Planning Commission on July 2, 2003;
- c. The site will incorporate multi-modal transportation including enhanced pedestrian access from the surrounding neighborhoods and pedestrian site

10

circulation, bicycle-friendly access, and designed public transit access and facilities.

- d. One access point from the development to Seventh Street will be permitted immediately east of Campbell Avenue. There will be no access permitted to Norris Avenue.
- e. If access from Seventh Street to Norris Avenue is closed, Seventh Street may be integrated into the overall site design.
- f. Parking will be evaluated based on the mixed-use character of the development and the provision of enhanced pedestrian, bicycle, and transit facilities.
- g. Consider reductions in required building setbacks on the Campbell Avenue and Sixth Street perimeters of the development to enhance mixed-use activities and reflect the setbacks of existing commercial development.
- h. In order to integrate development of the site into the residential neighborhoods east of Norris Street and south of Seventh Street, provide an inviting street frontage along Sixth Street and Campbell, and encourage pedestrian access to the commercial uses within the

development, enhanced landscaping may be substituted for masonry walls otherwise required by this *Plan*.

(August 4, 2003, Resolution #19662, SHNP, Land Use Policy 1.12)

Policy 2:

Preserve the unique diversity and character of the neighborhood's historic and architectural value.

Implementation:

1. Architectural design of new construction should be compatible with, and complementary to, the design of structures which exist along the same block frontage and the block frontage across the street. If this new construction is proposed on a corner lot, then its design should also be compatible with, and complementary to, the development on opposite corner lots.

10.1

2. Building setbacks for new structures should be at least those which exist on contiguous lots or as required by the City of Tucson Major Streets and Routes Plan and Gateway regulations adopted by Mayor and Council.
 3. Planned Unit Developments and Residential Development Projects should comply with the following design criteria:*
- a. "Building setbacks should be the same as those which exist on contiguous lots.
 - b. Building height should not exceed 26 feet.
 - c. Structures proposed over 13 feet high should be designed with variations in the roof ridge line.
 - d. Second story construction should be designed to orient doors, windows, and balconies away from side and rear yards of existing residences. If this design is not feasible, then balconies should not be permitted, and second story windows should be clerestory with a minimum sill height of 72 inches.
 - e. Accessory structures shall not exceed 12 feet in height.
 - f. All structures exceeding 12 feet high must be set back a minimum of 15 feet from non-street side yards.

4. New development should have defensible space design features which help control certain types of behavior, especially crime, within a residential community. Grouping and positioning of units, paths, windows, stairwells, landscaping, doors, and elevators should be carefully considered to allow resident monitoring of public, semiprivate, and private spaces within a complex.

* PUD and RDP were rescinded by the Mayor and Council on March 9, 1987, Ordinance No. 6642. Cluster type development is allowed under the provisions of the Residential Cluster Project Ordinance adopted by the Mayor and Council on March 9, 1987.

11

5. New development other than a single-family residence should include a masonry wall located along property lines which are adjacent to residential uses or zones. The wall should be a minimum of six feet high and finished in a manner compatible with, and complementary to, the construction of the principal structures within the development and structures on contiguous lots. Where a six-foot-high common masonry wall already exists on the property line of a contiguous lot, a new wall in that location is not necessary.
6. New development other than a single-family residence should furnish an attractive and unified landscape buffer along all street lot lines. A minimum six-foot-high masonry wall finished in the same manner described above must be placed at least five feet inside the street lot line, and the area between the street lot line and the masonry wall must be landscaped, except at points of ingress and egress. Living plant materials placed in the landscape buffer should cover at least 50 percent of the buffer area. Coverage is calculated on an estimated two-year plant growing season. Plant types should be drought tolerant and low pollen pollutant.
7. At least 15 days prior to public hearings for rezoning requests, the applicant is required to consult with the Sam Hughes Neighborhood Association and

provide the Association a project summary. Applicants for other development projects are encouraged to consult with the Sam Hughes Neighborhood Association and provide the Association a project summary. A project summary might include: a concept plan; existing site conditions (topography, vegetation, grading, hydrology, soil conditions, historical and archeological sites, etc.); traffic, sound and lighting considerations; view sheds; and buffering.

After review of the project summary, the Association is required to forward their comments to the Planning Department subsequent to reviews and hearings of the rezoning, subdivision case, or development plan.

8. Building and site lighting is encouraged in new development. It should be located, designed, and oriented to prevent illumination of adjacent properties and glare when viewed from adjacent properties.

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TRANSPORTATION

Sam Hughes Neighborhood Plan The residents of Sam Hughes, through the questionnaire and the public meetings, have expressed concerns about traffic regulations. The use of reversible lanes on Speedway, Sixth Street, and Broadway has increased both the volume and the speed of automobile traffic in the interior of the neighborhood during rush hours. The residents come to a consensus that:

GOAL 2:

The neighborhood needs better regulation of automobile, bike, and pedestrian traffic.

Policy I:

Reduce the speed of automobiles on the neighborhood streets and make the streets safer for pedestrians, joggers, and cyclists.

Implementation:

1. Four-way stop signs should be considered at the following locations:
 - a. First Street and Norris Avenue. (Map 5, Item 1)
 - b. Eighth Street and Treat Avenue. (Map 5, Item 2)
 - c. Tenth Street and Treat Avenue. (Map 5, Item 3)

2. Stop and yield signs should be considered at the following locations:
 - a. North/south stop signs at Fifth Street and Forgeus Avenue. (Map 5, Item 4)
 - b. East/west stop signs at Seventh Street and Wilson Avenue. (Map 5 Item 5)
 - c. North/south yield signs at Second Street and Stewart Avenue and a north/south yield sign at Eighth Street and Stewart Avenue. (Map 5, Item 6a and 6b)
 - d. Change the direction of the existing 2-way stop signs (from stopping north/south traffic to stopping east/west traffic) at Seventh Street and Sawtelle Avenue and at Eighth Street and Sawtelle Avenue. (Map 5, Item 7a and 7b)

NOTE: The City Department of Transportation is required to follow State and National standards and guidelines for the installation of traffic control signals and signs. Location, relocation, or placement of traffic control signals, signs, and devices considered in this Plan will be reviewed on a case-by-case basis and must be approved by the City Department of Transportation.

Policy 2:

Discourage all unnecessary traffic from using the residential streets by facilitating the safe arterial flow of automobiles along the perimeter of the neighborhood and along the main crossing streets.

Implementation:

1. Encourage the installation of left turn arrows for all directions should be installed at the following intersections:
 - a. Campbell onto Broadway.
 - b. Tucson Boulevard onto Broadway.
 - c. Country Club onto Fifth Street.
 - d. Sixth Street onto Campbell Avenue.
 - e. Sixth Street onto Tucson Boulevard.

See Map 5, Page 12.

2. The speed limit should be posted 30 MPH on Sixth Street from Campbell Avenue east as far as Country Club Road.
3. Encourage improvement to alternate east/west routes and thoroughfares through the City which will reduce the amount of traffic on Sixth Street.

4. Consider elimination of the reversible lane system currently utilized on Sixth Street after alternate east/west routes and thoroughfares are improved.

Policy 3:

Encourage walking, jogging, and cycling activities through improvements for bike routes, pedestrian ways, and on-street and off-street parking

Implementation:

1. Conversion of Third Street to a major bike route has been a great success. Additional signage should be installed along Third Street which will encourage bike use. Automobiles turning onto Third Street should be discouraged by constructing temporary planter boxes in the right-hand lane of Third Street at the following intersections:

- a. Campbell Avenue east and Third Street.
- b. Tucson Boulevard and Third Street.
- c. Country Club and Third Street.

The planter boxes will be maintained by the Sam Hughes Neighborhood Association. If the planter concept is successful, then installation of permanent planters should be considered. Planting, construction materials, design and location of the planter boxes are subject to approval by the City Department of Transportation.

2. Encourage repaving and maintenance of Third Street to make it safer and more appealing for bike riders.
3. The feasibility of developing Eighth Street and Treat Avenue as bike routes should be considered by the Department of Transportation.
4. For the safety of bike riders, the feasibility of placing signage along Sixth Street and Speedway Blvd. from Country Club Road to Campbell Avenue which discourages its use as a bike route should be considered. Signage should include direction information to designated bike routes established in the neighborhood.
5. In order to improve the safety of pedestrians and cyclists, installation of an amber caution light should be considered by the Tucson Department of Transportation at the crosswalks at Tucson Boulevard and Third Street and at Country Club and Third Street.

6. An improvement district should be established for installation of sidewalks with handicap ramps along street frontages which do not currently have sidewalks.
7. Installation of handicap ramps should be considered at street intersections where sidewalks currently exist.

Policy 4:

Limit nonresidential parking in the neighborhood and improve access to residences along Sixth Street.

Implementation:

1. Continue the Parking Permit Program in the neighborhood and consider expanding the Parking Permit Program in conjunction with Mayor and Council policy to include the three blocks east of Campbell between Speedway and Eighth Street. See Parking Permit Program map.
2. In order to improve and provide safer vehicle access to the single family residences fronting on Sixth Street, the alley adjacent to these residences should be paved and used as their primary access. This access would be a public service and would be permitted for residential use only. An improvement district should be established for alley improvement.
3. Residents are encouraged to apply for a Land Use Code variance which, if approved, would allow residential parking structures to be constructed nearer the rear lot line than the Code currently allows

Policy 5:

All alleys in the neighborhood should be upgraded and improved because of their frequent use for vehicle access for parking and service.

Implementation:

1. An alley lighting and paving improvement district should be established for the Sam Hughes Neighborhood. Basic design criteria is included in Goal 3.

2. The residents should work in cooperation with the City of Tucson Sanitation Division to clear trash and unnecessary debris from the neighborhood alleys.

Policy 6:

Encourage bus service along the major streets adjacent to Sam Hughes which is convenient to both the neighborhood and University of Arizona commuters.

Implementation:

1. Relocate the major bus stop currently located in front of the single family residence at Third Street and Campbell Avenue north to the corner of the alley between Hawthorne and Third Streets. See Parking Permit Program map.
2. Retain the existing bus stop and bus service for University of Arizona students on the University of Arizona campus near the University Boulevard/Warren Avenue loop.

NEIGHBORHOOD LIGHTING

The lighting throughout the neighborhood is random and ineffective in discouraging crime and ensuring safety of pedestrians and vehicles. The residents suggest:

GOAL 3:

Installation of an integrated neighborhood lighting system which provides maximum coverage.

Policy:

Position and stagger additional low profile street lighting so as not to glare into residents' rear yards.

Implementation:

1. Place higher intensity lighting along the perimeter arterials.

2. Lighting along Sixth Street, between Campbell and Country Club, should be improved by the City in a fashion consistent with existing lighting along Sixth Street west of Campbell Avenue.
3. All new or replacement lighting fixtures should be low pressure sodium and capped to prevent upward glare.

4. Neighborhood residents are encouraged to provide lighting designed for the safety and protection of their premises.
5. Placement or replacement of lighting fixtures should match the style of existing fixtures which are in that immediate vicinity.

NEIGHBORHOOD PROGRAMS

The Sam Hughes residents with the assistance of local government resources are encouraged to take steps to:

GOAL 4:

Preserve, protect, and enhance the residential character and charm of the neighborhood.

Policy:

Expand existing programs and initiate new programs for resident activity and property maintenance.

Implementation:

1. The Neighborhood Association is encouraged to:
 - a. Enhance the use of Himmel Park as a social center by scheduling activities both during the day and at night.
 - b. Continue such programs as "Shakespeare in the Park" and "Party in the Park."
 - c. Develop a Neighborhood Resource Section in the Himmel Park Library which contains information concerning the neighborhood, homeowner renovation and repair, yard sale information, and clean up days coordinated with City Sanitation.
2. The residents are encouraged to organize and coordinate with the Street Maintenance Division of the Department of Operations an ongoing alley maintenance program.

3. Encourage residents to renovate and restore their homes by assembling information on the history of the architectural design of the buildings and neighborhood residences, acknowledge buildings which have been restored and maintained in a historical fashion, and provide information on sources for obtaining materials, skilled labor, and instruction for restoration and maintenance.

23

NEIGHBORHOOD SAFETY

The residents, on their own or with the assistance of local government resources, are encouraged to take additional steps to enhance the security, cohesiveness, and charm of [he neighborhood. Because of their concern about crime and safety in the neighborhood, the Sam Hughes residents should band together and strive to:

GOAL 5:

Improve the safety and security of the residents and property in the neighborhood.

Policy:

The Association should organize neighborhood groups to support crime prevention, education, and security programs which will alleviate related neighborhood problems.

Implementation:

1. The current "neighborhood watch" programs have been a deterrent to crime and should be encouraged in every sector of the neighborhood.
2. The neighborhood residents should attend classes offered by the Tucson Police Department on how landscaping, lighting, fencing, and security devices discourage crime.
3. The neighborhood residents should attend classes offered by the Tucson Fire Department on fire safety and prevention and emergency life-saving programs.
4. The Neighborhood Association should make residents aware:
 - a. that several agencies offer public education programs on selfdefense and personal protection.

- b. of the programs which provide assistance to the elderly and disabled in crime proofing their homes and yards through volunteer help.

24

QUESTIONNAIRE SUMMARY

1. How long have you lived in Tucson?
2. How long have you lived in the Sam Hughes Neighborhood? Status of members of the household (employed, retired, student)? Age range of the head of household.
3. household (employed, retired, student)? Age range of the head of household.
4. What educational institutions do members of your family attend?
5. Is a member of your family employed at the University of Arizona? What problems do you feel face the neighborhood?
6. What is your feeling about the traffic in the Sam Hughes neighborhood?
7. What intersections do you feel are unnecessarily dangerous in the neighborhood? How should vehicle speed be reduced on the residential streets?
8. Should additional street lights be installed in the neighborhood?
9. Should sidewalks be installed throughout the neighborhood?
10. Would you vote for an improvement district tax assessment for street lights and sidewalks?
11. Would you participate in a Neighborhood Watch Crime Prevention Program? Should there be restrictions on the size and location of commercial signs in the neighborhood?
12. Should higher density development be allowed in the neighborhood provided it conforms to reasonable design and land use criteria?
13. Is there a need for additional business in the neighborhood?
14. What facilities do you use in Himmel Park?
15. Does Himmel Park present a neighborhood security problem?
16. Do you feel safe using Himmel Park facilities?
17. Are the facilities at Himmel Park adequate?
18. Does Himmel Park generate excessive traffic through the neighborhood? Should playing fields at Himmel Park have lighting?
19. What central neighborhood businesses do you use?
20. Do you use public transportation?
21. Do you bicycle to work, school, etc.?
22. Do you walk to work, school, etc.?
23. Why do you like living in the Sam Hughes neighborhood?
24. What do you dislike about living in the Sam Hughes neighborhood?

ACKNOWLEDGMENT

The Sam Hughes Neighborhood Association would like to thank the numerous individuals who have volunteered their time and talents toward completing this *Plan*. In the initial stages of formulating and collating the neighborhood questionnaire, Professor Chuck Aibanese and his graduate students at the University of Arizona College of Architecture provided invaluable assistance. City staff personnel from various departments critiqued the initial drafts and made helpful comments concerning the feasibility of the proposals. The library staff at the Himmel Park Library offered us a place for the neighborhood meetings and a work site for the maps, diagrams, and other papers generated by the research that went into the Plan. Finally, a special thanks is given to the members of the Board of Directors whose efforts during the project's two-year period brought the project to completion.

