PIMA PROSPERS

Pima County Comprehensive Plan Update
PLANNING AND ZONING COMMISSION
STAFF REPORT

HEARING DATES	Wednesday March 25, 2015 and Wednesday April 8, 2015
CASE	Co7-13-10 Pima County Comprehensive Plan Update, Pima Prospers
SUBREGIONS	All
DISTRICTS	All
REQUEST	Update the Pima County Comprehensive Plan with Pima Prospers document including maps and appendices

STAFF REPORT

Recommendation

Staff recommends **APPROVAL** of Pima Prospers, the Pima County Comprehensive Plan. Staff further recommends that a motion to approve, if the Commission is so inclined, include the following:

1) The first implementation item after adoption of the plan by the Board be for county staff to work together to refine Appendix B (the Implementation Matrix) and to bring it back to the Board for ratification.
2) Planning staff is directed to create an executive summary and bring that back to the Board for ratification.
3) Planning staff is directed to address and complete the direction in the bolded notes throughout the plan; to make non-substantive grammar, organizational, indexing, glossary linking modifications and similar changes; and, to make any conforming plan changes to the appendices prior to publishing the plan.

Staff has made changes in the draft since the Commission last saw it in study session. Comments and questions from Planning and Zoning Commission during its two study sessions have resulted in a number of revisions throughout the draft plan now before the Commission for public hearing. Most of the work in previously bolded notes in the draft have been completed and reflected in the draft. Other changes are responsive to a request from the Metro Chamber of Commerce primarily about road maintenance and the County's Office of Sustainability and Conservation regarding climate resilience, as well as completion of the water resources element, completion of the draft Implementation Matrix and Fiscal Impact Analysis, and completion of staff's land use map recommendations. A number of other public or staff comments have led to smaller modifications to the draft that correct language, background information or plan policy. The public hearing draft is better for all of the input, and will no doubt improve as a result of public hearing testimony. **The public hearing draft in the attachments to this staff report shows all the edits since the study session draft in track changes.**

Pima Prospers is the product of the ideas of many. Citizens who provided ideas at public

events, public meetings, and on-line; representative groups and associations who either invited or allowed staff to meet with them; state, regional and local agencies and jurisdictions who commented on the plan while in process; the County's staff from many different departments; the Planning and Zoning Commissioners and Board of Supervisors themselves; and many others. Pima Prospers reflects ideas generated from urban, suburban and rural parts of our county, and from a wide cross section of people, some of whom are often involved in public planning processes and some who made a comment for the first time ever.

Pima Prospers charts a course for the next ten years. It sets the framework for managing progress on that journey. It honors and continues past planning tools and techniques, and it strategically brings new tools forward. It brings together people and processes, it seeks to take staff out of silos, and it seeks to bring stakeholders in to develop new ideas and processes. It asks us to continue what we are doing but often to make improvements in that. It asks us to make changes in how we might better accomplish things. It asks us to explore ideas that are found to work well, or to discover they may not, and perhaps in the process of discovery find a better path. It asks us to work with our regional partners on regional solutions. Like all plans, it will not be a static document but change as will be necessary over the ten years of its life.

This plan will be the County's first that will be viewed primarily on-line in its totality: there is no one shelf for it to sit on and gather dust. Pima County has actually always made good use of its comprehensive plan over time, but primarily to guide land use changes and specifically rezoning. With a focus on healthy communities, Pima Prospers marries work on economic growth and development, human service infrastructure, physical infrastructure, and the county's continuing conservation interests.

Vision / Organizing Principles

Building off past and current work begins with the shared values and the Regional Vision developed through Imagine Greater Tucson and accepted by Pima County in 2012. That vision is briefly outlined in Chapter 1 of the draft plan with a link provided to the Vision in its entirety. Pima Prospers recognizes the dual role Pima County has in moving the Regional Vision forward; the contribution of land use in the suburban unincorporated area and that of a service provider for the county has a whole. From a land use perspective, most of the County's developable land mass will continue to grow in a rural manner, and while individual communities may be touched by the Regional Vision, local vision to be developed later with communities such as Ajo will be more important. However, since over one-third of the county's population does live in the unincorporated area, primarily in the suburban Tucson metropolitan area, the shared Vision's full principles apply.

Pima Prospers goals, policies and strategies collectively are quite consistent with doing the county's share toward making the vision a reality with focus on: creating quality places and neighborhood choices; creating a strong and diverse economy; fostering resource conservation and the natural environment, creating an accessible region, and being regionally collaborative.

Healthy Communities

While there are a number of key themes and principles outlined in Chapter 1 of Pima Prospers, first and foremost is that of creating healthy communities. Healthy communities mean together each community in the county and the county has a whole: healthy people, healthy economy, and healthy environment. This principle is prevalent throughout the plan. Staff knows that this is a goal, not a reality today; Pima Prospers works to try to move us closer to that reality, understanding full well there are not unlimited resources, and that it does not fall completely to the County or any government to bring this about.

Much Wider Focus

Like the current comprehensive plan, Pima Prospers continues to address both the development and conservation sides of land use. The Conservation Lands System principles are maintained. Growth is provided for consistent with regional projections, but with few needed changes in land use. The Administration chapter provides more complete written guidance as to the land use and its implementation. The land use legend (Chapter 8) has been updated and slightly condensed to resolve issues and needs that have arisen since the current plan was adopted.

Most importantly, the focus of Pima Prospers has been enlarged to incorporate many aspects of Human Infrastructure (Chapter 5), Physical Infrastructure (Chapter 4) and Economic Development (Chapter 6) with the interrelationships of these and the other elements of the plan clearly intertwined. Economic development, like healthy communities, is a recurring theme of the plan with references in multiple elements beyond the Economic Development Chapter.

While the region continues to struggle through economic recovery, and the plan clearly recognizes that, the overall language of the plan is positive and forward looking. Comprehensive plans are business tools as well as tools for the county to manage and meet its future goals, so this is important.

Focus on Implementation - what will change because of this plan?

Pima Prospers includes a short section of examples of Game Changers in Chapter 1, with the recognition that as our society is moving fast, the plan needs to remain adaptable and amendable to those unknowns. This being said, as implementation moves forward, certain fundamental changes would occur. These are a few highlights:

- The Interagency Monitoring Team (Chapter 10), under the auspices of the County Administrator's office, will be managing and monitoring progress on implementation of the Comprehensive Plan.
- Multi-disciplinary collaboration will occur through the Integrated Facilities Planning System (Chapter 7) leading to more efficiencies and cost savings in infrastructure planning and development, and integration with land use decisions.
- The county's annual budget, capital facilities program, bonding, departmental strategic or facilities plans, and implementing standards and guideline documents would be linked with the comprehensive plan so that at the very least, the county would be moving forward with the same goals and principles in mind. This does not mean that there will be no exceptions and for good reason, but the exceptions would not be the standard.
- Barriers to meeting the goals and policies of the plan will be reduced or eliminated through code amendments. Incentives will be sought and offered in a number of areas where possible and it makes sense.
- Economic development, land development, infrastructure and conservation strategies will be better aligned.
- Rural communities, who wish it, such as Ajo, will see a focus on their communities that cannot be provided just through a regional comprehensive plan.
- Conservation lands will continue to be acquired, monitored and maintained; climate resilience and adaptation will be a focus as we continue to think long term, and the zoning code will come into alignment with the comprehensive plan it must implement.
- The population make-up of the County will continue to change as noted in the plan, and the county will need to be willing to make the changes in code and elsewhere to address these changes. Areas include the increasing aging population, three or more generation families living together, the coming of age of the millennial generation and our ability to

retain them in the community, the need for a diversity of housing choices and raising the per capita income in the county. These are regional matters for which the County must continue to work collaboratively with the private and non-profit sectors, all local governments and Pima Association of Governments, however each jurisdiction will need to do its share for they are commonly shared issues.

There will be many other changes, some larger, some smaller, amongst much of the subject matter in the plan not expressly mentioned above. The Implementation Matrix (Appendix B), once ratified by the Board will be an annually updated guide and reference to ensure timely progress and accountability to the extent possible..

All implementation of the plan is subject to budgetary constraints. There may be less expensive alternatives to an action, an action might depend on funds that become unavailable, or an alternative action may prove to be more cost-effective. The implementation matrix is designed to be a working and reporting tool, not a report card.

Statement of meeting all statutory requirements and how/where

All state statutory requirements under the Growing Smarter and Growing Smarter Plus Acts as amended have been followed and met by the draft Comprehensive plan. Required elements covering Land Use, Growth Areas (Focus development Investment Areas), Open Space and the Natural Resources of the Environment are to be found in Chapter 3. Military airports and aggregate mining, also noted in state statute, are also addressed in Chapter 1. Required elements covering Circulation (Transportation), Water Resources, Energy are covered in Chapter 2. Water quality, an aspect of the state required Environmental element is also covered under Water Resources in this Chapter, and Air Quality, also an aspect of the required Environmental Element is found under that element in this Chapter as well.
The Cost of Development required element is covered in Chapter 7 by that name.
State requirements for including both Military Electronic Range Protection and Shooting Ranges can be found as special area policies in Chapter 9.

Public Participation

The Board adopted Public Participation Plan for Pima Prospers is included in Appendix C of Pima Prospers, along with the summary results of the processes to date. The summary results will be updated upon conclusion of the public hearing and adoption processes with all new input through adoption. The plan and the actions taken under the Public Participation Plan meet or exceed both itself and the requirements of the Growing Smarter and Growing Smarter Plus Acts as amended which requires seeking and receiving input from all "geographic, ethnic and economic areas of the county". All told, staff has thus far participated in a total of 33 facilitated public meetings, 4 focused workshops, 4 public festival events, 24 invited speaking engagements, countless individual meetings and other activities over approximately one and a half years. These included three distinct periods of engagement.

In the fall of 2013, staff sought out people's big ideas for the county both in public meeting, events and on-line using our Mindmixer website further describes in Appendix C. In the spring of 2014, staff sought out comments and directional advice after the release of the first draft of the plan. In the late fall of 2014, we sought out comment on the second, more complete draft of the plan released in October of that year through invited engagements, public meetings and on line input. Much of this public input helped staff to create the first two drafts of Pima Prospers.

Note that staff from many county departments in addition to Development Services and the consultant team participated directly in these public meetings including facilitating small group

discussions, and answering questions. Planning staff is grateful for that assistance.

Combined, the County received approximately 2000 or more letters, emails, on-line comments, public event cards, public meeting comment forms, and ideas at facilitated public meetings. All of the written commentary, public event and public meeting input as of March 6, 2015 is *summarized* in Appendix C which will be updated at the end of the process. All of the commentary *itself* from the beginning through approximately March 10th is in a separate file entitled Comment Letters – Public and Agency in the attachment package to this staff report.

A comment matrix is also a useful attachment to this staff report. This matrix includes all 60 day public agency review comments and all public comments received *since the release of Draft 2 lin mid-October 2014*, and is annotated with a note as to the disposition of the comment. While comments before this date were critical to the shaping of earlier drafts of Pima Prospers, it would not have been terribly useful to have included in the matrix for disposition these earlier comments as the Plan continued to take shape and progress.

Agency participation and Guidance Team

Pima Prospers is a product of a county-wide effort. A 29 member Guidance Team consisting of four Planning and Zoning Commissioners, representatives from almost all of the municipalities, tribal entities, and department agencies involved in the creation of the plan as well as staff from the County Administrators office met 6 times over the life of the process including the week prior to the first Commission public hearing. The Guidance Committee provided helpful content or process suggestions, and brought information back to their agencies on the plan.

In addition to the Guidance Team, many staff from throughout the county government actively worked to create the plan, help with public engagement, publicize the effort or contribute in some way in its existence. All told, we count over 100 dedicated county staffers, in addition to the Commissioners and Supervisors, who participated. This is not normally the case in this kind of planning exercise, and Pima Prospers is better for it.

Because of the unique nature of the effort, no separate county agency memoranda are included for the Commission's review.

Outside Agency participation – 60 day review

The state statutes require a number of different governments and entities, to be contacted as part of what is known as the 60 day review process. Pima County's review period began in mid-October and ended shortly before the Christmas holiday. Staff sent out letters requesting comments to all required jurisdictions (cities and towns in the county, Pima Association of Governments, neighboring counties, certain state agencies, DMAFB). While not required, school districts, utilities, fire districts and others were invited to submit comments. To date, staff received responses from the following:

- City of Tucson (coordinated multi-departmental response)
- Pima Association of Governments
- Tohono O'odham Nation, San Xavier District
- Metro Water District
- Sahuarita School District
- Arizona Department of Water Resources
- Arizona Game and Fish Department
- Saguaro National Park

The Arizona State Land Department is treated specially in the state's Growing Smarter Acts in that the County and the Department are to coordinate major planning activities. Staff met with representatives of the Land Department a number of times through the process. Staff is awaiting a letter from the agency, but understands through e-mail correspondence that the agency has no objection to the plan.

Organization of Plan document and appendices
Members of the Planning and Zoning Commission have attended two study sessions earlier this year, and in so doing, have reviewed a pre-public hearing draft of the plan and most of its contents extensively.

Pima Prospers, if adopted, is meant to be primarily an electronic document, living and being updated on line.
Section 2.3 of Chapter 2 contains a short guide of each chapter. For the record, Pima Prospers is divided into 10 chapters, 7 of which contain the 26 elements of the plan. Each of the 26 elements contains goals, policies and strategies. There is overlap in the plan with some items mentioned in more than one place. Not every policy contains an implementation strategy and some strategies serve to implement more than one policy. If the plan is adopted, staff intends to create a matrix and/or index that would assist in easily locating a topic of interest to a reader.

The Plan in Chapter 1 contains the basic plan premise, Vision and organizing Themes and Principles. Chapter 8 contains the Land Use Legend and the land use maps. Chapter 9 contains the Special Area Policies (the ones that apply to a subsection of the county , most of which are carried over from the current plan) and Rezoning Policies, which are more site specific and result primarily from guidance being placed on previous individual comprehensive plan amendments. Most of the rezoning policies are also carryovers from the current plan, although a number are slated for deletion for various reasons and would be renumbered in an adopted version of the plan.

Chapter 10 includes the implementation instructions for the plan, and they are more extensive and complete than in the past. They conform to Chapter 18.89 of the Pima County Zoning Code, but add more clarity than the code, and cover more situations to ensure greater consistency and reliance on the plan over time.

The five appendices to Pima Prospers contain:

- A. The Background Document – this provides the background data and history used to create the plan. It is been heavily edited to the most salient points as otherwise it would be approximately three times as large. Background maps will be found to the rear of this appendix.
- B. The Implementation Matrix. While the entire Pima Prospers public hearing draft is just that, a draft, this appendix is stamped DRAFT as it will be reviewed by county agencies, and then brought back for ratification by the Board after Plan adoption. It is intended to be used, monitored and continuously updated on an ongoing basis for the life of the plan. The Planning and Zoning Commission would receive an annual report on Plan implementation progress.
- C. Public Participation Plan and Report – this is as described above.
- D. Fiscal Impact Analysis. This report was commissioned to be performed on a level commensurate with a general comprehensive plan, and while it notes there are limitations to this approach, it gives a sense of the potential impact of the planned land use. When included in the consultant's scope of work, staff felt that if there were to be a

lot of proposed land use changes during the 20 year look forward of the plan, this would be important to know. As it turned out in the end, there were relatively few land use changes, and none were very large in nature. Based on the limited focus which does not include maintenance, the report concludes that while the overall net impact is a mildly positive fiscal impact, six of the thirteen planning areas are on the negative side. Four of these six areas are rural, and two are rural to suburbanizing. Note though on page 4 of the draft report, there is a caution about basing land use solely on fiscal impact analysis.

- E. Glossary of Terms- This is the repository for all definitions in Pima Prospers. The intent, assuming adoption of the plan, is to link any defined term used in Pima Prospers to the definition in the electronic /on-line version of the adopted plan.

Land Use map changes

There are few substantive changes in land use in Pima Prospers from the current plan.. There are five kinds of changes in the maps. Those changes:

- resulting from modifications in the land use legend;
- resulting from corrections and reflection of actual densities;
- resulting from separation of land use and drainage maps;
- resulting from consultation with other jurisdictions; and
- resulting from staff review and special requests.

One of the attachments to this staff report is a matrix of two types of land use requests in the last category above, when density or intensity of land use is to be increased. One group includes the requests made by individual property owners relative to their property. For these, staff is making a recommendation and will present both the property owners request and the staff recommendation if it differs. The second are staff requests for increased land use changes on select parcels. Neighbors within 300 feet of properties in both groups have been given courtesy mailed notice of the Commission public hearings.

These requests will be presented by staff by Planning Area map to make it as easy to understand as possible.

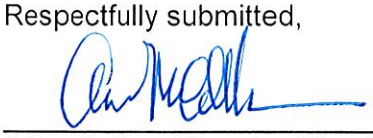
Conclusion

At the March 25th public hearing, staff will give a verbal summation of public comments received since March 10th. As we discuss each land use proposal, we will bring up comments relevant to that request.

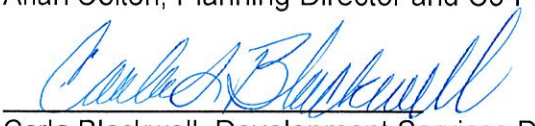
Staff intends to issue a supplement to this staff report for the April 8, 2015 hearing. At a minimum, it will include staff recommended corrections that would need to be captured in a motion, should the motion be to forward the plan to the Board of Supervisors with a positive recommendation. Secondly, the comment matrix chart will be updated to address comments received after March 10th.

Staff will of course be available to answer the Commissioner's questions at both public hearings.

Respectfully submitted,



Arlan Colton, Planning Director and Co-Project Manager



Carla Blackwell, Development Services Deputy Director and Co-Project Manager

Attachments

1. Policy Document with Post-Study Session track changes, Appendices and Maps
2. Two Planning and Zoning Commission Study Session Summaries
3. Individual Request (IR) and Staff Initiated (ST) Land Use Map or Policy Changes
4. Comment Matrix including 60-day Review Letters and public comments between October, 2014 and March 10, 2015
5. Comment letters – Public and Agency (from the beginning of the process)
6. Land Use Legend Changes Chart