Board of Supervisors Memorandum

June 18, 2013

Public Participation Plan for Comprehensive Plan Update

Background

Arizona Revised Statutes (the Growing Smarter Acts of 1998 and 2000) require a county Board of Supervisors, prior to beginning a public process for an update to a Comprehensive Plan, to adopt written procedures to provide effective, early and continuous public participation. Statute refers to this document as a Public Participation Plan.

Planning staff in the Development Services Department; the County's planning consultant, The Planning Center; and the County's Communications Office have developed a draft Public Participation Plan for the Board's consideration. This plan provides appropriate guidance for the manner in which the County will engage and inform the public of Comprehensive Plan themes and policies, as well as solicit participation, ideas and comments from the public, consistent with the budget and scope for the Comprehensive Plan project.

For each of Pima County's past Comprehensive Plan efforts (1992 and 2001), the County has engaged in meaningful and extensive public participation efforts. Each was geared to the circumstances of the time and the focus points of that particular planning process. For both past efforts, the predominant form of communication were public meetings, and each plan yielded many public engagements, both formal public meetings and individual stakeholder group discussions. The 1992 Plan had more structured participation in terms of numerous committees; the 2001 effort also had a large number of meetings but less committee structure. Meeting notice was provided by use of a mailing list, newspaper advertisements and for the 2001 plan, some reliance on email.

Citizen Participation Tools and Methods

The attached Public Participation Plan also focuses on meetings but as only one tool in the toolbox to both impart and receive information. The rise of digital formats for communication, changing demographics, and less availability to attend meetings provide the County an opportunity to use social media and interactive websites geared to public engagement in planning efforts. While traditional means of communication will also be employed to provide notice, the plan anticipates using email, the website, and an interactive online tool as opportunities to inform and receive comment and answer questions, as well as provide an additional vehicle for notice of sub-regional and other in-person meetings.

We will make broad use of Pima County staff from many departments throughout the Comprehensive Planning process, and we want to maximize the use of our Library system as well. The Library has historically been a repository for planning documents, but staff will be exploring more active and creative use of this opportunity as well.

A series of set or structured meetings will occur in two phases. The first are to be held in the fall and will be workshops and conversations that will lead to the creation of a modified vision, guiding principles and goals, and policies. The second set of meetings will be a return visit after the drafting of a plan document to discuss and get reaction to the work that was done in between the two sets of meetings.

In previous plans, there were six sub-regions in eastern Pima County. Staff has now doubled those and also identified major rural or exurban communities that will experience additional meetings. These are identified in the document, and others are not precluded. In summary, there will be public meetings in each sub-region in each phase and in identified rural communities. Comprehensive planning processes, in our experience, will always result in more meetings than planned, and staff will work to accommodate this need within the project budget. There will also be special speaking events, community events, individual meetings sought by staff or requested by citizens, public groups and stakeholders. Experience shows that most public participation efforts generate much of their involvement from major stakeholders, those who are more comfortable or experienced with public meetings, those who tend to be most interested in a specific set of issues, concerns and/or communities, and some who are interested in big picture community planning issues. Therefore, in addition to the electronic communication tools discussed above, staff will seek out opportunities, appropriate venues and contacts with those who may be underserved or who would likely not know about or opt out of providing any input into the County's Comprehensive Plan process. This is even more imperative knowing that the County is facing likely significant demographic shifts over the next 30 years or so. Engaging youth, younger adults with and without families, seniors, minority communities and the disabled population to a greater extent than is typically done is necessary, and it means reaching out to these citizens and not expecting that they will have the time, ability or interest in attending a set public meeting. Staff will reach out as well as to the Tohono O'odham Nation and Pascua Yaqui Tribe. While the County's plan does not prescribe land use on the land under their jurisdiction, it has indirect impacts, and the County does provide certain limited services to both.

The Public Participation Plan outlines the major expected focus points of involvement. Planning processes by their nature are fluid, and the plan recognizes there may need to be adaptations to meet specific community needs or issues that may arise over a two year period.

Pima Prospers

The Public Participation Plan also offers our first opportunity to introduce the title of the Comprehensive Plan's initiative, *Pima Prospers*. The name is intended to encompass the County's aspirations for the plan and its implementation, essentially tracking our future. The name *Pima Prospers* reflects continuous improvement for our economy, our people, our fiscal health and our environment. If successful, we will have created or strengthened linkages between our goals, our plan principles and policies, and our actions over the life of the plan. We will have measureable results.

Recommendation

I recommend the Board of Supervisors adopt the proposed Public Participation Plan for *Pima Prospers*, the Pima County Comprehensive Plan Initiative.

Respectfully submitted,

C.H. Huckelberry
County Administrator

CHH/mjk – June 12, 2013

Attachment

PIMA PROSPERS

comprehensive plan initiative

PUBLIC PARTICIPATION PLAN

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LEGISLATIVE REQUIREMENTS

Every decade, Pima County updates its long-range Comprehensive Plan. This Plan strategically addresses land use, infrastructure, resource conservation, economic development, and service delivery through a series of maps, goals, policies, implementation strategies and action plans. The State of Arizona requires counties to adopt a Comprehensive Plan and update every ten years and provides guidelines to "provide effective, early, and continuous public participation in the development and major amendment of the Comprehensive Plan" (ARS 11-805). This Public Participation Plan enables a proactive, open and inclusive process that will exceed basic requirements and effectively engage the public and other stakeholders. The state deadline for adoption of this update is July 1, 2015.

INTRODUCTION/BACKGROUND

Pima County's last Comprehensive Plan update, adopted in 2001, charted a course for Sonoran Desert habitat protection and brought the County's Plan into compliance with Arizona's new Growing Smarter statutes. This Plan initiative, to be known by its project name **Pima Prospers**, is proposed to focus on better managing the region's urban and suburban infrastructure services, creating healthy communities, and addressing economic development goals and social services provision, among other tasks. The Plan initiative will also examine the unique needs of established rural communities and determine implementation actions to address those needs.

Since the last Plan update, Pima County has undergone significant changes, including:

- Residential and non-residential development patterns
- New and changing transportation modes including the Modern Streetcar and The Loop
- Population growth
- Increased focus on healthy communities and sustainable living
- Emergence of major economic development corridors, including the Aerospace/Defense Corridor, the Tucson Tech Corridor and the Bioscience Corridor
- Development of several key warehousing and distribution centers, including the Port of Tucson at Century Park and the Target Distribution Center, and a renewed emphasis on U.S.- Mexico trade corridors
- A housing bubble, followed by a major economic downturn that is now on the rebound
- Significant land areas annexed into local jurisdictions

The first phase of the Comprehensive Plan initiative, **Pima Prospers**, includes the preparation and adoption of this Public Participation Plan, outlining the County's strategy for involving local residents, business owners, jurisdictions, interest groups, and other stakeholders in the Planning process. Public participation and input is vital to the success of the Comprehensive Plan. Over the next 18 months, the County will actively engage the diverse interests of these groups through a variety of options and methods to help us set the course for Pima County.

The Comprehensive Plan Update will outline the County's guiding principles, goals, policies and implementation strategies necessary to maintain and enhance Pima County's quality of life over the next decades. Implicit in those goals will be challenges and opportunities associated with:

- Physical Environment
    - Topography
    - Geology
    - Hydrology
    - Climate
- Changes in Demographics and Socioeconomic Conditions
- Use of Land
- Physical Infrastructure Connectivity
    - Mobility/Circulation
    - Water Resources
    - Energy
    - Wastewater
    - Environmental Quality (Air, Water)
    - Communications
    - Trails
    - Flood Control/Drainage
- Human infrastructure Connectivity
    - Health Care Service Delivery
    - Public Safety and Emergency Services
    - Parks and Recreation
    - Workforce Training
    - K-12 and Higher Education
    - Arts and Entertainment
    - Library Services
    - Animal Care Facilities
    - Local Food Production Systems
- Economic Development and Jobs
    - Quality Employment Retention and Attraction
    - Economic Development Centers and Corridors
    - U.S.- Mexico Border Opportunities
    - Tourism

- Cost of Development and Squaring Economic/Fiscal Impact of Plan on Resources

At the end of the process, The Pima County Comprehensive Plan will include: (1) The Executive Summary (loose-leaf); (2) The Policy Plan; (3) The Background and Current Conditions Volume (Appendix A); (4) the Implementation, Administrative Procedures, and Plan Monitoring Volume (Appendix B); The Public Participation Plan (Appendix C); The Fiscal Impact Analysis Study (Appendix D); The Glossary and Sources (Appendix E).

THE VISION FOR A GREATER TUCSON REGION EVALUATION AND REFINEMENT

The Vision for a Greater Tucson Region, resulting from the recent Imagine Greater Tucson (IGT) process, is the culmination of more than two years of input and participation by over 10,000 people countywide. The Vision describes the future desired for the region based on shared values. This process resulted in 60 Shared Regional Values, categorized into nine (9) principles:

- Accessibility
- Educational Excellence
- Environmental Integrity
- Good Governance
- Healthy Communities
- Higher Education
- Prosperity
- Quality Neighborhoods
- Regional Identity

The Pima County Board of Supervisors accepted the Vision for a Greater Tucson Region, which focuses primarily on development in urbanizing and suburbanizing eastern Pima County.

It is the intent of this Public Participation Plan to expand upon the accepted IGT vision to ensure that a vision can be incorporated into the Plan so that it covers the entirety of the County including rural communities and western Pima County. This public engagement program will include outreach efforts to focus on those areas generally outside the urban sphere.

MAJOR OBJECTIVES

The major objectives of this Public Participation Plan are to:

- Provide opportunities for community participation to all income, age, ethnic and special needs populations from all geographic and economic areas of the County
- Seek out involvement of those potentially affected
- Provide on-going project information
- Comply with requirements of the Arizona Growing Smarter Acts of 1998 and 2000 for early and continuous public participation throughout the process.

PUBLIC PARTICIPATION PLAN ORGANIZATION

The Comprehensive Plan will be prepared under the direction of the Planning and Zoning Commission and the Board of Supervisors of Pima County. County staff in partnership with a consulting team led by The Planning Center, Tucson, will be directly responsible for managing the Comprehensive Plan effort, facilitating public input and developing the Plan's content, documentation and graphics. The following groups will play significant roles guiding the preparation of the Comprehensive Plan:

Residents, Business and Land Owners, Neighborhood Organizations, Interest Groups, and Other Stakeholders

This Public Participation Plan includes outreach efforts to engage a wide variety of stakeholders, including residents, business and land owners, interest groups, development and conservation entities, chambers of commerce and others. It will utilize the latest public input techniques as well as in-person conversations such as:

- Sub-region Strategy Workshops and Community Conversations
- Rural Community Strategy Workshops and Community Conversations
- Targeted meetings and other types of engagement with underrepresented populations

Stakeholders will have the opportunity to provide input and comment during several feedback loops throughout different stages of the Comprehensive Plan in addition to public hearings in front of the Planning and Zoning Commission and the Board of Supervisors. As youth, homebound seniors, younger families and non-English speaking minorities are usually less likely to attend organized meetings for a variety of reasons, the County will reach out to these groups in appropriate ways by attending and participating in community events, through electronic media contact, and visits to social meetings and gatherings.

Major Public and Private Land Owners and Other Jurisdictions

Major land owners including the Arizona State Land Department, the Bureau of Land Management, Forest Services, school districts, the Arizona Board of Regents (University of Arizona), Davis-Monthan Air Force Base, Tucson Airport Authority, other jurisdictions owning land in the County, and owners of large tracts of land will have opportunities to provide comment and review at all stages of the planning process. Alignment with their planning efforts will be key to building a Plan that can work regionally and be implemented and funded.

Staff will offer to meet with all municipal and special district jurisdictions of the region–most notably Pima Association of Governments (PAG), cities and towns, fire districts, and school districts–at key points in the planning process to discuss various aspects of the Plan, get input, and coordinate with their planning efforts. All these jurisdictions will also have input during the required 60-day review prior to moving to the Public Hearing phase of the project. While the Pascua Yaqui Tribe and Tohono O'odham Nation are distinct nations and not governed by County Land Use policy, other aspects of the Plan will directly or indirectly affect their own service delivery including certain social services provided through the County and land use as it applies to tribal lands not yet brought into the U.S. Land Trust held for each tribal nation. Staff will contact the appropriate representatives to coordinate with their planning efforts.

State statutes require coordination with the Arizona State Land Department's production of a conceptual land use Plan for its lands held in trust for beneficiaries of the State Land Trust. If the Land Department proceeds with such a Plan, staff will work to coordinate efforts. If there is no active state conceptual planning at the time, staff will work with the Land Department to keep them informed and offer opportunities to participate in the County's Planning process.

Pima County will, as required by state law, inform known sand and gravel mine owners of its planning process and invite them to participate in the planning process as well.

Public Service Providers

Health care systems, libraries, physical infrastructure, fire, police and emergency services, public and private utilities, and animal shelter services are some of the entities that provide vital public services that help create healthy communities. Public service providers will have opportunities to provide comment and review at all stages of the planning process. Many, including the Health Director, Library Director, Pima County Animal Care Center Manager and other key Pima County staff will help the Project Management Team guide and direct outreach efforts.

Volunteer-based Non-profit Groups

Volunteer-based non-profit groups serving the community such as Chicanos Por La Causa, Primavera Foundation, and a vast array of others that are vital to the success of the region and will have opportunities to provide comment and review at all stages of the planning process. Pima County community development and faith-based initiatives staff will help identify key stakeholder groups and community leadership as well as engage them in the process. These organizations may also assist with the dissemination of materials and information to their members and contacts.

Stakeholder Management

Pima County staff will compile and monitor a list of stakeholders, both external and internal to Pima County, to determine whether targeted outreach efforts are appropriate. Pima County will contact people and groups regarding Comprehensive Plan events or public meetings it hosts within the appropriate sub-region(s) of the County, and all County-wide events, meetings and hearings. Meetings and community events can also be requested by members of the public. Staff will work with the interested parties (neighborhood groups, business or trade groups, social service entities) to attend and engage with the group during the Comprehensive Plan Initiative. Engaging Pima County employees in the initiative is also important. Many department employees are subject matter experts and the project team will seek their involvement in solutions and strategies. Stakeholder management will primarily be the responsibility of the Project Management Team with direction from the Project Guidance Team.

Project Management Team

The Project Management Team is comprised of the Pima County Development Services Director, the Pima County Development Services Deputy Director, the Pima County Planning Director and the Consulting Team Project Manager. The Team will meet on a regular basis to monitor Plan progress, identify strategic issues associated with the Plan's development, and ensure that project goals and objectives are addressed in an appropriate and timely manner.

Project Guidance Team

The Project Guidance Team will at a minimum be comprised of three to four members of the Planning and Zoning Commission, and key administrators and County department directors or managers who will have direct responsibility for ultimately implementing the Comprehensive Plan, once adopted. This Team will meet at key stages of the Planning process for the purposes of

receiving information and providing guidance to the Project Management Team. The Team is expected to actively engage in the creation of the Plan and identify strategies and policies to be included in the Plan. Six to eight meetings during the lifespan of the planning process are anticipated.

Additionally there will be individual meetings with department directors and managers who may or may not be on the Project Guidance Team; each is expected to provide resources to define issues as well as contribute to strategy, policy and implementation of the approved Plan. Ideally the Plan will inform the strategic direction of County departments and will be tied to future budgets and capital improvement programs.

COMMUNICATIONS PLAN

The Project Team will develop a Communications Plan that will manage the dissemination of information both externally and internally to staff and elected and appointed officials. The Communications Plan will manage the process of how staff accepts and organizes comments received by the public at the various stages of the planning process. Members of the Pima County Communications Office will help guide and supplement all communication efforts. They have already played a key role in the development of professionally designed templates, covers and guides for all presentation materials. The Communications Office will play an active role in reporting news on the Comprehensive Plan Initiative and establishing communication vehicles to reach the public.

The Communications Plan is intended to serve from the beginning of the planning process through implementation and will likely be periodically updated during the various stages of the Plan creation, adoption and annual review reports on metrics during the implementation phase.

Communication Vehicles

To provide ample opportunity to residents and stakeholders for participation, a variety of communication methods and techniques will be employed as follows:

- Presentations
- Electronic Mail
- Electronic Tools
- Progress Reports to the Board of Supervisors
- **Pima Prospers** website
- Facebook
- Banners & Signs
- Board of Supervisors Public Meetings
- Community Events
- Community Meetings
- Press Releases
- Mailings
- Advertising

Comprehensive Plan Website: Pima Prospers

A website for the Comprehensive Plan will be set and managed throughout the duration of the Comprehensive Plan initiative. The website will include:

- draft documents for public review
- brochures
- announcements
- public input reports
- meeting schedules
- educational materials
- upcoming project milestones
- anticipated public workshops
- public meetings
- plan presentations and graphics
- maps

Public Online Input Software

The County intends to employ an online software package that enables those who are not likely or cannot attend public meetings throughout the Planning process to participate in the Plan process. This automated tool will provide countywide outreach to individuals who may not have the time or ability to attend meetings but can provide input via computer, smart pad or smart phone, allowing additional opportunities for input and comment from the comfort of their homes or at their convenience.

Libraries

The Public Library is the traditional repository for information on major planning processes throughout the County, and this Public Participation Plan assumes the same. Planning staff will work with the Pima County Library Director and staff to determine the best ways to distribute the information throughout the library system to make it

accessible in hard copy, electronically, or both, as is most appropriate for each branch. For disadvantaged populations, it can also serve as a mechanism to provide equal access to the website, email and web based Plan software for input. Libraries may also serve as public meeting places to discuss aspects of the Plan or the process for its creation. The final draft of the Comprehensive Plan will be available to the public via County website and library system.

INVOLVEMENT VIA PUBLIC MEETINGS

The Public Participation Plan anticipates a series of meetings, strategy workshops and/or community conversations, providing many opportunities for public input. These include:

1. Comprehensive Plan Countywide Kickoff Meeting: This meeting is designed to explore themes, challenges, and opportunities such as Growing Smart and Healthy Communities, with widely recognized national experts in these fields.
2. Strategy Workshops/Community Conversations with subregions: The Project Team will host workshops to understand the different needs of the County's urban, suburban and rural areas to guide policies and land use strategies.
3. Strategy Workshops/Community Conversations with Established Rural Communities: The Project Team will meet with Ajo, Catalina, Green Valley, Vail, Three Points, Arivaca, the Pascua Yaqui Tribe, Corona de Tucson, and Summerhaven leadership to ensure these rural communities' participation in the Comprehensive Plan and understand their unique needs.
4. Strategy Workshops to Present Materials for Feedback: These are designed to present the draft vision, guiding principles, goals, policy and comprehensive Plan regulatory map series for public feedback.
5. Arizona Revised Statutes Sixty (60) Day Agency Review Period that mandates the Final Draft of the Comprehensive Plan will be transmitted to the following entities during the sixty (60) day review period for their review and comment:
   - Each municipality in the County.
   - Every other county that is contiguous to the County.
   - Pima Association of Governments, the regional Planning agency in the County.
   - The Arizona Commerce Authority (or as designated by the State of Arizona).
   - The Arizona Department of Water Resources for review and comment on the water resources element.
   - Davis-Monthan Air Force Base (territory in the vicinity of a military airport or ancillary military facility as defined in ARS 28-8461).
   - The Attorney General, due to property (Davis-Monthan Air Force Base) in the high noise or accident potential zone of a military airport or ancillary military facility.
   - Any person or entity that requests in writing to receive a review copy of the draft Plan.

PUBLIC HEARINGS

Opportunities for final oral and written comments for modifications to the Final Draft exist at public hearings to be held prior to adoption of a new Comprehensive Plan. Prior to the hearings, the specific comments received from the public and during the 60 day review will be collected on a matrix, noting which proposed changes can be recommended by the Project Management Team, and for those that cannot, an explanation as to the rationale.

Planning and Zoning Commission (Commission) Public Hearings

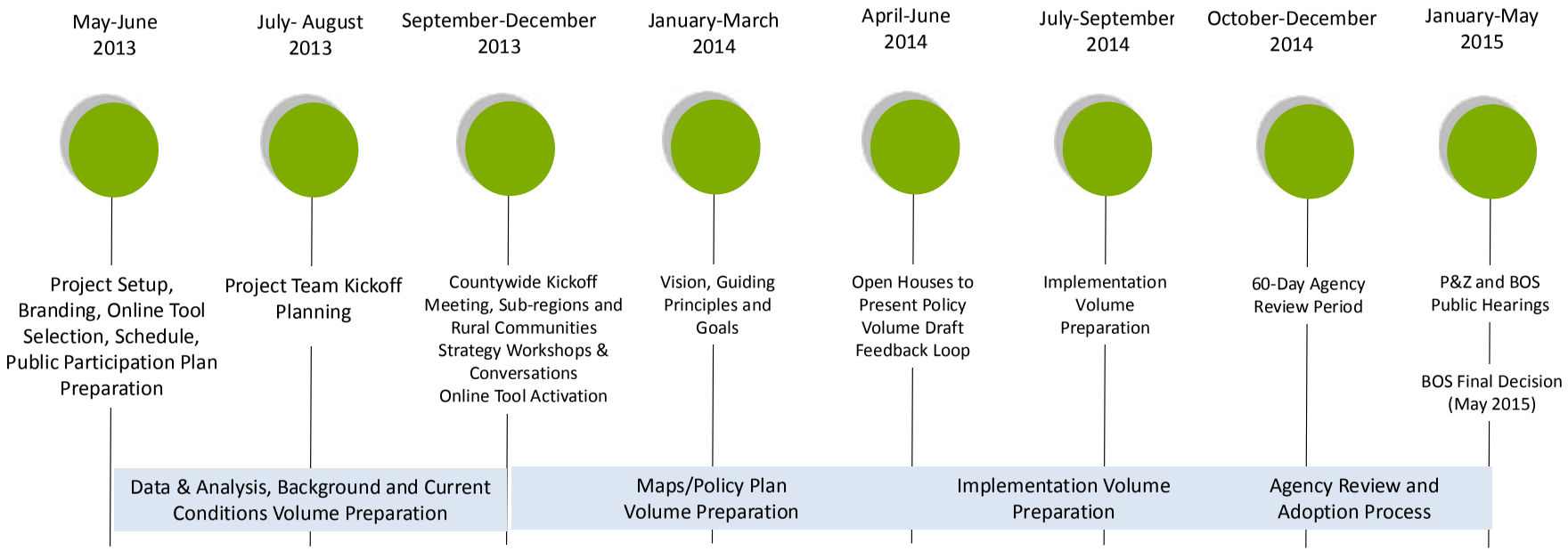
The Commission is required by law to hold at least one public hearing; however, additional hearings may be held. The Commission role is to make a recommendation on the Plan to the Board of Supervisors after reviewing the Final Draft, the input from the public hearing and comment summary received prior to the hearing.

Pima County Board of Supervisors (Board) Public Hearings

The Commission recommended final draft of the Comprehensive Plan will be transmitted to the Board of Supervisors for consideration at least one public hearing. The Board will receive the Commission recommended Draft Plan, an updated matrix of public comments and may receive additional comments prior to or during the hearing itself. Final adoption of the Plan is by the Board.

PIMA PROSPERS
comprehensive plan initiative

Pima County Comprehensive Plan



Schedule

Major Project Milestones

Pima County Board of Supervisors

Ramón Valadez, Chairman, Supervisor, District 2
Ally Miller, Supervisor, District 1
Sharon Bronson, Supervisor, District 3
Raymond J. Carroll, Supervisor, District 4
Richard Elías, Supervisor, District 5

Pima County Administrator

Chuck Huckelberry