

ELEMENT 2: LAND USE

VISION The *Vision* for regional land use will guide the growth of the Tucson metropolitan area in an efficient, coordinated manner in order to provide for high quality and balanced land use in the unique Sonoran Desert setting. As a comprehensive statement of long-range policy direction, land use patterns will reflect the community's desire to affect its destiny constructively. Local governments will participate in a regional effort to encourage growth in appropriate areas while maintaining the unique character of individual communities. The natural character of the region will be maintained through attention to environmental values, compatible use, and sensitive design of structures. The continued development of mixed-use activity centers is the centerpiece for the land use vision in the urbanized area. This vision also addresses land use themes with respect to urban growth, residential neighborhoods, industrial districts, and commercial areas.

New growth will be accommodated primarily through compatible infill, higher density activity centers, and redevelopment corridors rather than peripheral sprawl. Thus, over the next two decades, the historical trend of dispersed population will be slowed and reversed so that overall densities will be increased and open space resources thus preserved. Smaller and clustered residential lots will be acceptable with more skillful site planning. Higher densities will contribute to successful achievement of improved air quality.

At least 90 percent of the regional population will be located within a defined metropolitan urban area of approximately 600 square miles. Urban densities will be clearly separated from rural and natural resource-based areas. Greater integration of land uses will be encouraged in the urbanized area. New commercial and high-density residential development will be designed to minimize adverse impacts and enhance urban streetscapes. Opportunities for new office, commercial, and residential uses at a variety of densities will be made available at appropriate locations along major streets.



An ample reserve capacity for future land uses will be maintained at a level to safely and economically accommodate the additional people expected to reside within the metropolitan area over the next twenty years. This reserve will be regularly reviewed and adjusted as needed to satisfy a wide choice of lifestyle preferences.

The region has evolved as a low-density, spread-out metropolitan area, punctuated by various activity centers, such as shopping malls; major medical and educational facilities; concentrated job sites (including industrial and business parks); and airport,

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military, and university complexes. Such activity centers will help preserve the surrounding desert and retain residential neighborhoods at traditional densities.

Future emphasis will be placed on securing self-sustaining activity centers which include high-density residential facilities, work sites, transportation, recreation, shopping, and services. Activity centers will concentrate economic activities, provide shelter, and optimize the movement of people, information, goods, and services. They will be designed to promote social interaction, conserve land resources and energy, and establish points of reference within the region by virtue of higher intensities and identifiable visual characteristics.



A vibrant downtown is the civic and cultural heart of the region.

The integrity and stability of residential neighborhoods will be protected and enhanced. Physical and functional separation of incompatible land uses will improve the quality of life. Preservation of neighborhoods will be considered on an equal basis with overall community needs and goals.

Industries will be encouraged to locate near airports and along major transportation corridors, such as Interstate 10 (I-10), Interstate 19 (I-19), and the Southern Pacific Railroad. Control over strip commercial development along major streets will be regulated rigorously so that the traffic and visual nuisances of strip developments will diminish. As an alternative to the prevailing linear pattern of commercial development, the *Vision* includes commercial uses grouped together at major street intersections. Small-scale neighborhood commercial centers will provide convenience and fulfill the needs of the surrounding population. Community commercial activities that serve larger areas will be encouraged to locate in mixed-use activity centers.

Livable Tucson Goals

Better Alternatives to Automobile Transportation

Includes improved public transportation system, bicycle- and pedestrian-friendly streets, improved roadways (landscape, lighting, sidewalks, bus stops), and promotion of alternatives to the automobile.

Safe Neighborhoods

Includes how safe people feel in their neighborhoods, crime, policing, and risk perceptions.

Infill and Reinvestment, Not Urban Sprawl

Includes well-planned growth, the management of sprawl, and development in the city's core, rather than on the periphery.

Abundant Urban Green Space and Recreation Areas

Includes recreation and green space within the city, including neighborhood and regional parks, common space, community gardens, bike and walking paths, linear and river parks, trees, and urban landscaping.

Protected Natural Desert Environment

Includes protection of the Sonoran Desert ecosystem and protection of washes, hillsides, open space, and wildlife.

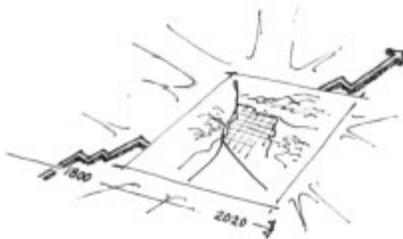
People-Oriented Neighborhoods

Includes designing new neighborhoods and investing in old neighborhoods to promote a mix of commercial and residential uses, a pedestrian focus, landscaping and aesthetics, and interaction among residents.

Successful Downtown

Includes the cultural and commercial aspects of the city center.

Introduction



The Land Use Element identifies policies that, along with other elements of the *General Plan*, describe the City's vision for physical development by providing criteria for the location and intensity of future residential, commercial, office, mixed-use, and industrial land uses.

The Land Use policies establish a community framework and are supplemented and reinforced by the policies in Element 4, Community Character and Design. Both the Land Use and Community Character and Design policies are the result of a 1998 *General Plan* update. The update expanded on the major themes of the Tucson *Vision* document (1989) and *Livable Tucson Goals* (1997), while incorporating new approaches to community planning that address livable communities, the concepts of sustainability and new urbanism, and pedestrian and "transit-oriented development." The 2001 update added related policies that had been adopted as part of other *General Plan* elements. These policies were added to establish context for the elements of the document.

The purpose of the Land Use and Community Character and Design policies is to guide any future urban growth into patterns that create a more livable community. For Tucson, this means that development and redevelopment should balance economic and environmental quality, promote more efficient use of land and public infrastructure, reduce automobile dependence, better support alternate modes of transportation, and create safer and more attractive neighborhoods. The indicators of a livable community are economic vitality, community stability, and environmental health.

Tucson's Vision for Land Use

The Tucson *Vision* document for land use acknowledges that, to a great extent, future land use is shaped by the city's existing land use and transportation patterns. Although there are large tracts of vacant land, Tucson is primarily an established city with its urban form determined by terrain, hydrology, and historic settlement patterns. This community form is reflected in low profile, medium- to low-density residential development spread throughout the basin's regular grid of streets, supported by commercial and other nonresidential uses along major arterial streets.

Within the urban perimeter of the city, where opportunities for infill and redevelopment exist, such development needs to be sensitive to site conditions as well as neighborhood context. At such future time that development may occur beyond the urban perimeter, MPCs and “Desert Villages” are encouraged.

Policies in this section and in Community Character and Design promote a sensitive response to natural resources; innovative neighborhood design, such as cluster and planned unit developments; and increased densities in the urban core to support greater transit use.



Major Themes The critical residential land use theme common to the Tucson *Vision*, *Livable Tucson Goals*, and area and neighborhood plans is *the protection of residential neighborhoods while promoting compatible infill*. More recent planning and community design approaches highlight pedestrian- and transit-oriented development as a means to increase residential density, reduce auto trips, and promote transit use. Generally, the higher the density, the lower the vehicle miles traveled (VMT) per capita. Fewer and shorter auto trips translate to lower road construction and maintenance costs and improved air quality.

The recurrent nonresidential theme focuses on *grouping commercial uses in nodes or mixed-use activity centers*. Again, the integration of uses, particularly in mixed-use centers or “village centers,” is emphasized as one way to create a more livable, pedestrian-friendly community. In addition, increasing residential uses and density in and around activity centers will provide a local market for commercial services. A number of policies in these core documents are, in a sense, variations on these two major themes. They outline specific ways to locate residential infill and nonresidential uses appropriately and to enhance design, pedestrian circulation, transit use, and streetscape quality.

Because the framework for development is already determined for much of the urbanized area of the basin, the focus of the policies and actions is on fine-tuning, improving what exists, and ensuring that new development and redevelopment are compatible with surrounding development and established residential character. In many cases, the opportunities for higher density infill will be limited to large vacant or underdeveloped sites on major arterials or adjacent to activity centers. Accommodating new development into the fabric of existing activity centers and surrounding neighborhoods will require attention to transitions in density and design character. The effects on community design are particularly challenging with large retail establishments (the “big box” or mega-marts). Design guidelines will help mitigate the negative impacts of these large commercial buildings on neighborhood and street character. In

areas that are undeveloped, particularly large vacant areas, more sustainable land use patterns and more pedestrian-friendly design in MPCs should be incorporated into the development.

Policies in these four sections of the *General Plan* (Element 1, Growth Areas and Population; Element 3, Circulation; Element 4, Community Character and Design; and Element 14, Environmental Planning and Conservation) focus on compatible urban infill and integration of land uses--on maintaining, preserving, refining, redeveloping, and rehabilitating what is currently on the ground.

Regional Context

Although most of the policies and actions in this section provide land use guidance for the City of Tucson, the last listed policy focuses on regional land use planning and coordination to support more livable communities and more sustainable land use patterns. This policy recognizes that major issues affecting the quality of community life in metropolitan Tucson are also regional in scope.

Each of the region's jurisdictions, in their individual land use plans and in the shared *Regional Vision* statement, has addressed the important connection between land use and transportation. An overall theme of these plans is to coordinate land use and transportation planning and to manage any future growth in ways that will balance environmental, social, and economic values. Regional jurisdictions recognize that unplanned growth is costly. It consumes environmental resources and tax dollars in the form of infrastructure requirements, and it diminishes the quality of community life.

The region's metropolitan planning organization, the Pima Association of Governments (PAG), is both the clearinghouse for technical information on water and air quality and, through its Transportation Planning Division, the focus of long-range metropolitan transportation planning. PAG has been an important advocate for regional information sharing and cooperation.

Maintain A Distribution and Range of Land Use to Serve Existing and Future Citizens

Background

The City of Tucson Generalized Distribution of Land Use Patterns reflects the basic use and intensity to which land in the city is proposed to be developed. The Tucson Generalized Distribution of Land Use Patterns displays the broad designation and arrangement of land uses and densities. These broad designations, listed below, include residential, commercial, business/industrial, mixed use, activity centers, MPCs, park and open space, and public use categories. A general description of the range of primary and supportive uses, gross residential densities, and other pertinent characteristics is identified. The Tucson Generalized Distribution of Land Use Patterns is implemented through more detailed subregional, area, neighborhood, community, and other City specific plans; land use codes; and other regulatory measures. These specific plans provide more detailed policy direction and development review criteria at the parcel level concerning

the location, type, and intensity of residential uses, shopping and business centers, office and employment areas, parks, libraries, and other public buildings and services.

Policy 1: Maintain a generalized distribution of land use patterns for Tucson which (a) provides sufficient land for a variety of land uses, facilities, and services needed to serve present and future citizens; (b) recognizes the basic environmental and cultural heritage characteristics of the city; and (c) makes sound use of its economic resources and natural amenities.

RESIDENTIAL DESIGNATIONS

The following Generalized Distribution of Land Use Patterns designations are to be used in conjunction with the other land use policies and the other elements of the *General Plan*.

Rural Character (generally up to two dwelling units per acre)

This designation identifies areas primarily made up of and planned for housing units on larger lots, typically found in existing edge areas, usually in lower density residential zoning categories. Planned residential developments with natural or consolidated open space may be located in these areas. Limited office and commercial services at the intersections of major streets and public and private facilities may also occur in these areas.

Suburban Character (generally up to six dwelling units per acre)

This designation is primarily made up of and planned for housing units at densities up to approximately six housing units per acre. This includes the range of densities allowed in low-density zoning categories, though zoning classifications with higher densities may be found along major streets. Planned residential/mixed use developments with natural and consolidated open space may also be located in these areas.

This designation encompasses the basic areas of residential development that have been constructed in Tucson since World War II. The designation also encompasses the majority of single-family housing units currently located in the Mid-City and Evolving Edge Growth Areas. While the basic character of development is suburban with single-family dwellings, a mixture of duplexes, town houses developed in a cluster pattern, and apartment complexes may also occur within this designation. These uses typically occur along major streets or as components of neighborhoods, when consistent with historic land use and zoning patterns. This designation also includes such supporting land uses as neighborhood office and commercial uses, churches, park and recreation areas, and public and private schools. A full range of public services and facilities may also be located within these designations.

Mid-Urban Character (up to 14 dwelling units per acre)

This designation generally encompasses those areas that developed prior to World War II or have been more recently planned as integrated mixed-use communities. This designation generally encompasses the range of densities found in the low to medium residential zoning categories. Residential zoning categories with higher densities may be found along major streets. This designation encompasses the majority of dwelling units located in city's Central Core Growth Area. It is also prominent in planned communities in the Evolving Edge Growth Areas. While much of this classification is composed of some of Tucson's most historic single-family residential neighborhoods, a mixture of housing types and densities, including duplexes, town houses, apartment complexes, condominiums, and manufactured housing, may also occur. Generally, higher density residential uses, offices, and supportive neighborhood and community commercial uses are located along major streets within this area and in areas reflecting historic land use and zoning patterns. Other supportive uses may include public and private schools, churches, and parks and recreation areas, as well as a full range of public services and facilities.

Urban Character (greater than 15 dwelling units per acre)

This designation identifies areas, which include or are planned for high-density residential and supportive uses. High-density residential uses, such as apartments, condominiums, and town homes, are generally developed along major transportation corridors and close to activity centers, such as the University of Arizona, the Downtown area, and other commercial and employment generators. This land use pattern may also include a range of office, commercial, churches, public and private schools, parks and recreation areas, and public and semipublic land uses, as well as lower density residential uses.

**NONRESIDENTIAL
DESIGNATIONS**

Mixed Use Character

This designation identifies those areas where a diverse range of types and intensities of business, office, and commercial use may occur. This category includes commercial areas that developed along major streets, neighborhood and community shopping centers, and other specialty business locations, as well as public and semipublic land uses. A range of residential uses may also be developed within this classification. Further policy direction for the development of commercial uses is provided in the Land Use policies, Economic Development Element, and City specific plans.

Activity Centers

The designation identifies the location of existing and planned mixed-use activity centers. Activity centers promote a planned and integrated combination of commercial, office, entertainment, service, educational, employment, and residential uses within a focused area. Activity centers are planned to provide services at the local, community, and regional level. They are also intended to foster opportunities for the integration and promotion of multimodal transportation systems.

Tucson's Downtown area is an example of this designation which identifies the historic governmental, financial, and commercial center of Tucson. This activity center includes the Rio Nuevo special

development area. This area is planned to provide for a variety of land uses, including facilities for personal shopping and services; space for business, financial, and professional mid- and high-rise offices; hotels and entertainment facilities; governmental offices and community facilities; and medium- and high-density residential development.

The University of Arizona activity center, including the Main Campus and the University Hospital complex, is another example of an activity center. The majority of the activity center is the property of the State or associated with the functions of the University. The *General Plan* promotes continued coordination with the University and surrounding neighborhoods in the development of this area through more detailed specific plans.

Examples of educational, commercial, and employment centers include Pima College, Tucson Mall, El Con, Park Place, Williams Center, and Tucson Medical Center; and access to arterial streets is essential to the success of these centers. Wherever possible, these concentrations of activity should be reinforced with a mixture of other land uses including office and residential. Further policy direction regarding mixed-use activity centers is contained in the Land Use policies, Planned Area Developments (PADs), and other specific plans.

INDUSTRIAL DESIGNATION

Industrial This classification designates areas which include and are planned for major commercial and industrial employment generators. These include research, commercial, and industrial parks and campuses and other industrial uses. The location and intensity of industrial uses are further guided by the industrial land use policies and more detailed specific plans. The City's *Land Use Code* also provides regulatory measures to address such impacts as noise, smoke, traffic generation, vibration, odors, and safety.

PLANNED COMMUNITIES DESIGNATIONS

Existing Master Planned Communities (MPCs) Existing MPCs and PAD sites typically contain a mix of uses. They may also be residential communities created to emphasize innovative design and to facilitate the integration of residential neighborhoods and the preservation of open space. An example of a planned community with an urban character is the Williams Center PAD located at Broadway Boulevard and Craycroft Road, with its higher density residential and commercial mixed uses. An example of a more suburban planned community is Silverado, located between Speedway Boulevard and 22nd Street east of Melpomene Way, a predominately residential community with integrated open space.

**MASTER PLANNING
DESIGNATIONS**

Master Planning Areas

Master Planning Areas are predominantly large tracts of undeveloped land, located in the southern and southeastern areas of the community. The vast majority of these areas are State Trust land. Some small private holdings are located in the southeastern Master Planning Area. Where appropriate, development proposed for privately-held lands should demonstrate physical integration with, and should fulfill the policy direction of, the City's *General Plan* and appropriate specific plans.

The Master Planning Areas coincide with the Evolving Edge Growth Area (southeast) and the Future City Growth Area (south).

Master Planning Areas are comprised of a hierarchy of planning subsets - Desert Villages, MPCs, and Neighborhoods. These planning subsets provide the flexibility required to effectively manage the disposition and subsequent development of State Trust lands, while ensuring that the individual developments, supporting infrastructure, open space, and services are properly linked and integrated.

**State Conceptual Land Use
Plans**

Prior to releasing State Trust lands for development, the Land Commissioner will initiate the development of a conceptual land use plan for the area. The state must prepare conceptual plans for urban Trust land, pursuant to ARS 37-331.03. The conceptual land use plans identify:

- 1) Appropriate land uses, including residential, commercial, industrial, and open space;
- 2) Transportation corridors and infrastructure requirements;
- 3) All natural and man-made constraints and opportunities associated with the land; and
- 4) Lands that are not suitable for conservation purposes or MPCs but, due to their size or compatibility with surrounding land uses and in the best interests of the Trust, are suitable for small lot sales, individual homesites, or affordable housing.

The State Land Department must consult with the City regarding integrating the state's conceptual land use plan into the City's *General Plan*. The state and the City must revise and update their respective plans at least every ten years.

Hierarchy of Plans

Desert Village

The Desert Village is a large-scale development made up of integrated MPCs and Neighborhoods, as defined in this element, integrated with a Desert Village Center. The essential features of the Desert Village include: a definable boundary; a fully integrated circulation system that uses a functional hierarchy of transit-accommodating streets and pedestrian and bike trails; a variety of land uses and housing types and densities; preservation of washes and environmentally sensitive areas as part of the regional open space system; and a defined core activity area, called the Desert Village Center. Unified control of the project during the phasing process is desired to assure successful long-term implementation of the Desert Village Plan.

Desert Village development is located and phased to efficiently extend existing utility and road infrastructure and to promote a rational pattern of land use. Proposed new development which is not integrated with existing development (leapfrog development) is discouraged. Environmentally sensitive lands are to be mapped, preserved, and integrated into the village-wide open space and recreation system, as appropriate. The village-wide open space system shall be linked to the regional system.

The Desert Village Center is a defined area, with a consistent design theme, that provides a broad range of goods and services to the entire Desert Village. The Desert Village Center serves as the main transit hub for the Desert Village and may also function as a regional center for goods and services. Higher density residential development is appropriate in and near the Desert Village Centers. The types of goods and services available in a Desert Village Center may include, but are not limited to: all manner of retail, including groceries and pharmacies; entertainment, including movie theaters, restaurants, and clubs; and services, such as doctor, dentist, hair salon, insurance, real estate, etc.

The Desert Village plans may be approved when consistent with the *General Plan* and the appropriate City specific plan. The Desert Village may be defined as a benefit area for assessment purposes to address cost of development issues. (See Element 12, Cost of Development.)

Master Planned Community (MPC)

Each Desert Village consists of a series of Master Planned Communities (MPC). The MPCs are arranged to be placed within the sphere influence of the Desert Village Center. The planning and community design of the MPCs should result in a minimum overall residential density that can sustain regular transit usage and that can provide the economic density necessary to make the Desert Village Centers viable.

The primary elements of the MPCs are a series of Neighborhoods focused on a Community Center and integrated through open space and recreation areas and pedestrian and bike facilities, with a transit-

accommodating roadway system. Connectivity of the vehicular (transit and private automobile), pedestrian, and bicycle modes is to be provided to enhance the internal movement within and between the individual Neighborhoods that comprise the MPC and to accommodate external trips beyond the MPC.

The Community Center may provide community-level goods and services, such as neighborhood-scaled retail uses. Higher density residential uses are appropriate near or in the Community Centers. Smaller Community Centers will provide a social focus for the MPC and may include appropriately scaled land uses, such as public squares or plazas, parks, public facilities, public and private schools, churches, etc. Each center should include a transit stop.

Neighborhoods Neighborhoods are the primary land use element of the MPC. A typical Neighborhood has a center, providing a social focus for residents, and an edge that denotes the limits of the Neighborhood. The optimal size of a Neighborhood is a quarter mile from center to edge. Entry roads should be designed and landscaped as entry statements, terminating at the Neighborhood center or embracing existing vistas. Combined, these elements provide a social identity and create a sense of place. Pedestrian and vehicular connectivity between the Neighborhoods of the MPC and with the Community Center is critical, as is internal accessibility among residents of individual Neighborhoods. A component of this connectivity should include an integrated network of pedestrian and bike paths that link residences with all Neighborhood elements. Increased pedestrian activity encourages casual meetings among residents, reinforcing the bonds of community. These bonds can be further enhanced through designs incorporating architectural elements that promote a sense of place.

The Neighborhood circulation system is based on a hierarchical network of streets that keeps local traffic off regional roads while minimizing through-traffic utilizing local streets. A spine road provides primary access through the Neighborhood. Secondary roads decreasing in size/capacity serve residential areas. This system is designed to provide multiple routes to diffuse traffic congestion equitably for pedestrian comfort and automobile movement.

Neighborhoods can accommodate a balanced mix of activities. At a minimum, this should include a variety of housing types and price ranges and but may also include other uses. The Neighborhood center should include public space, such as a square or plaza, and incorporate a transit stop into its design. Depending on the location of the Neighborhood center and its spatial relationship to the MPC Center, it may also include expanded land uses, such as public buildings and neighborhood-scaled commercial activities. Residential densities should support mass transit and neighborhood commercial activities. The linked open space/recreation system of the MPC should include neighborhood parks and tot lots incorporated into the design of each Neighborhood and integrated with the pedestrian and bike path system.

PARK DESIGNATION

Park This category identifies regional and metro park uses, which are the backbone of public open space and recreation services and which may have a significant impact upon the land and circulation system of the city. Examples of uses in this category include Columbus Park, the Udall Center and Park, Reid Park, El Pueblo Center, and Rodeo Park.

Future River Park System Its general location is along or near major watercourses which is to be made possible through purchase or dedication for the establishment of a regional trail system.

OTHER DESIGNATIONS

Davis Monthan Air Force Base Davis Monthan Air Force Base is designated in the Generalized Distribution of Land Use Patterns because it is a land use of regional significance and a key factor in Tucson's economy. Further directions regarding the compatible development of areas in proximity to Davis Monthan are contained in this element, the Safety Element, specific plans, and the *Land Use Code*.

IMPLEMENTATION Tucson's Generalized Distribution of Land Use Patterns illustrates the general land use distribution and development patterns that have evolved as elements of the history and culture of the city. The denoted land use character designations are general in nature and other land uses, densities, or development patterns may exist or be deemed appropriate with more detailed analysis. The policies of the *General Plan* provide appropriate citywide land use direction for development in each of the legend designations. The *General Plan* Land Use Element and other elements also provide for the preparation of specific plans. Policy direction regarding future growth for any specific area of the city can be obtained from the appropriate neighborhood, area, or subregional plan, where land use policy direction is provided at the neighborhood and individual parcel scale.

Additionally, the land use patterns convey the predominate neighborhood character for an area, suggesting development strategies that address issues such as project scale and compatibility with the surrounding neighborhood and land uses. This general view of land use distribution and patterns is not intended to precisely define the character of a specific neighborhood. It attempts to recognize that those land use and compatibility issues deemed appropriate in one area may differ from those in another area with a different established land use pattern. All new development is further judged through the specific plan on a case-by-case basis, for compatibility with area character and adjacent land uses through the rezoning process. Specific design solutions that enhance the ability of future development to achieve compliance with neighborhood character and compatibility are offered in the *Design Guidelines Manual*.

MAJOR AMENDMENTS A major amendment to the City of Tucson *General Plan* is necessary when:

- 1) The site of the development proposal is not covered by an adopted specific plan;
- 2) The character designation for the site, on the Generalized Distribution of Land Use Patterns, must be changed to maintain consistency with the development proposal; and
- 3) The proposed development site consists of 65 or more acres.

Major amendments are considered on an annual basis by the Mayor and Council and require a two-thirds-majority approval. State law prohibits major amendments to the Tucson *General Plan* from being enacted as emergency measures. Major amendments are subject to public referendum.

Provide Sufficient Land to Support a Mix of Residential Housing Types

Background The availability and condition of housing is a major indicator of the quality of a community. Although the single-family detached home remains Tucson's predominant housing type, since 1980 there has been an increase in attached housing, particularly apartments. Many factors contribute to this, including a market response to the decreasing affordability of single-family detached housing and increasing demands of students, single-parent and one-person households, and winter visitors. In addition to increased multifamily development, Tucson's housing picture today emphasizes preserving and rehabilitating existing single-family housing, particularly in older sections of the city. Well-designed infill, higher density housing, and housing redevelopment in the urbanized area could help preserve open space at the city's edges if public or private preservation programs are also implemented.

Policy 2: Provide sufficient land to support a mix of housing types and opportunities throughout the city to meet the diverse needs of residents.

- Supporting Policies**
- 2.1 Encourage housing as one of the uses in and adjacent to regional and community activity centers to support nonresidential activities and minimize auto use and air pollution.
 - 2.2 Promote increased housing density and compatible residential infill in a range of prices and housing products to accommodate changing family arrangements, market conditions, and demographics.
 - 2.3 Encourage developments to provide a mix of residential densities and housing types, provided the overall density meets applicable criteria.

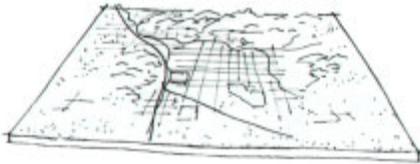
Residential Development and Neighborhood Protection

2.4 Investigate ways to apply density bonuses and other development incentives for residential development or redevelopment projects that preserve significant cultural or natural features and provide enhanced open space areas.

Policy 3 primarily focuses on protecting existing neighborhoods while assessing the proposed location, density, and character of new or redeveloped residential and mixed-use infill in the Central Core and Mid-City Growth Areas and the abutting areas of the Evolving Edge Growth Area.

Policy 4 focuses on the residential development of Desert Villages, MPCs, and Neighborhoods in the Evolving Edge Area and the Future City Growth Areas. These planning subsets provide the basic framework to integrate infrastructure, open space, and other supportive uses with new residential development.

Background



Proposed new development and redevelopment projects will be evaluated on how well they respond to applicable land use policies listed in this section, to Community Character and Design policies, to related design guidelines, and to Growth Areas and Population policies. These policies and guidelines may be applied as conditions of rezoning. In other development review processes, including variance requests and Residential Cluster Project (RCP) applications, staff will use applicable plan policies and guidelines to formulate a staff position on these applications. The test of whether an infill project will add to the value and character of the neighborhood depends on the appropriateness of the use, workability of the proposed density, and the quality of site and architectural design.

Policy 3: Protect established residential neighborhoods by supporting compatible development, which may include other residential, mixed-use infill, and appropriate nonresidential uses.

Supporting Policies

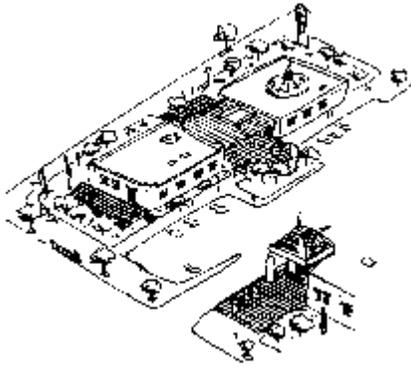


3.1 Support rural character residential development, typically located in the Evolving Edge Growth Area and/or in environmentally sensitive areas, with the lowest densities reserved for areas adjacent to public preserves and sensitive natural resource areas.

3.2 Support suburban character residential development in established low-density neighborhoods and along local streets within the Central Core and Mid-City Growth Areas.

3.3 Support mid-urban character residential development along arterial streets and collector streets, in established medium-density neighborhoods or adjacent to neighborhood commercial and minor employment sites.

3.4 Support urban character residential development along arterial streets or adjacent to community and regional activity centers and major employment sites.



3.5 Support mixed-use and higher density residential development (densities will vary depending on the location, scale, and character of the proposed development) along, or at, the intersections of major streets or adjacent to commercial or employment sites.

3.6 Support the intensification and redevelopment of underutilized areas for mixed-uses, if there is sufficient land area to accommodate the proposed uses, at a scale appropriate to the surrounding residential areas.

3.7 Discourage high traffic-generating uses in the interior of single-family residential areas.

3.8 Support pedestrian and transit-oriented development along major streets and in or adjacent to activity centers and nodes and village centers.

3.9 Support nonresidential uses, including limited industrial and park industrial, where the scale and intensity of use will be compatible with adjacent uses, including residential development and neighborhood schools and businesses.

3.10 Density and location criteria in policies 3.1 to 3.9 above may apply to Residential Cluster Projects (RCP) that will be developed under existing zoning.

3.11 At such time in the future that development may occur in areas that are not currently urbanized, support such development that is master planned and reflects sensitivity to environmental resources and the existing community and that is phased or financed to meet infrastructure requirements.

Policy 4: In the Evolving Edge Growth Area and the Future City Growth Area, support the development of MPCs and Neighborhoods where residential development is designed and scaled appropriately to the Desert Village Center.

MPCs should:

- 1.) **Have a minimum overall residential density that can sustain regular transit usage and provide the economic density to make Desert Village Centers viable;**
- 2.) **Consist of a series of Neighborhoods focused on a Community Center, integrated through open space and recreation areas and pedestrian, bike, transit, and the roadway system;**
- 3.) **Maximize connectivity of all transportation modes to enhance internal movement within and between individual Neighborhoods within the MPC, including appropriate connections to the regional circulation system;**
- 4.) **Provide Neighborhoods with clearly defined edges and a center that provides a social**

focus for the residents, giving them an identity and a sense of place;

5.) Optimize the size of a Neighborhood at a quarter mile from the center to the edge;

6.) Provide Neighborhood entry roads that are designed and landscaped as entry statements, terminating at the Neighborhood Center or taking advantage of existing vistas;

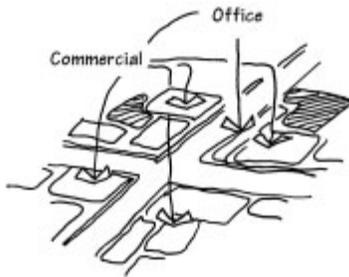
7.) Base the Neighborhood circulation system on a hierarchical network of streets, such as a spine road that provides primary access through the neighborhood, and secondary roads, decreasing in size/capacity, which provide multiple routes to diffuse traffic congestion and encourage pedestrian circulation;

8.) Provide Neighborhoods with a variety of housing types; and Include in Neighborhoods, a public space, such as a square or plaza/park area, and incorporate a transit stop as part of its design.

Commercial and Office Development

These policies primarily focus on land use changes along major streets. Proposed commercial and office development will be evaluated with regard to location criteria, including the potential for pedestrian- and transit-oriented development, and the project's effect on street and neighborhood character. Sensitive response to Community Character and Design policies and related design guidelines will assure that new development and redevelopment complement the scale and character of existing residential, office, and commercial uses.

Background



With the population growth that has occurred in the region, more land has been developed for nonresidential uses. In the last decade, there was a slight increase in land used for major office buildings and shopping centers. Although today over one-half of Tucson's retail space is located in shopping centers as opposed to strip arterial locations, there remains a need to guide future development and redevelopment into integrated nodes along the city's major streets.

Policy 5: Support appropriate locations for commercial and office uses, with priority for development and redevelopment within the existing urbanized area located in the Central Core and Mid-City Growth Areas and the abutting areas of the Evolving Edge Growth Area to promote use and improvement of existing infrastructure, to increase pedestrian activity and transit use, and to meet residents' needs for goods and services in a cost-effective and equitable fashion.

Supporting Policies

5.1 Promote a mixture of commercial, office, and residential uses along major transportation corridors and in or adjacent to regional activity centers and employment centers.

5.2 Support community-scaled commercial and office uses located at the intersections of arterial streets, taking into consideration traffic safety and congestion issues.

5.3 Support neighborhood-related commercial uses accessible from adjacent neighborhoods and located at the intersections of arterial streets, arterial and collector streets, or collector streets.

5.4 Support residentially-scaled neighborhood commercial and office uses along collector streets if the building is residentially scaled; the site design is pedestrian-oriented; the use will not generate significant auto traffic from outside the neighborhood; and the hours of operation are limited. In new MPCs and Neighborhoods, these residentially-scaled commercial and office uses may be located along local streets.

5.5 Encourage the redevelopment and/or expansion of current strip commercial development that will improve traffic flow, pedestrian mobility and safety, and streetscape quality when:

- 1.) The project stabilizes and enhances the transition edge when adjacent to existing and future residential uses;
- 2.) Primary access can be generally provided from a major street;
- 3.) Required parking, loading, and maneuvering can be accommodated on site;
- 4.) Screening and buffering of adjacent residential properties can be provided on site;
- 5.) Adjacent uses can consolidate design elements, where feasible, such as access points, parking, landscaping, and screening;
- 6.) Current or future cross access between parcels and uses can be feasibly accommodated; and
- 7.) Buildings and their associated activities, such as, but not limited to, loading zones and dumpsters, can be oriented away from adjacent residential uses, toward the interior of the site or toward boundaries adjacent to similar uses.

5.6 Consider the expansion of commercial areas into adjoining residential areas when logical boundaries, such as existing streets or drainageways, can be established and adjacent residential property can be appropriately screened and buffered. Commercial expansions or consolidations, especially in conjunction with street widening, may be an appropriate means to preserve the vitality of the street frontage and the adjacent neighborhood.

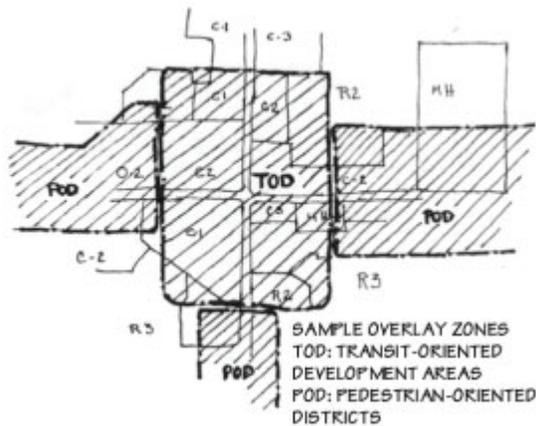
5.7 Promote public-private partnerships and shared investments in connection with future street projects. When right-of-way acquisition diminishes market viability for affected businesses, expansion to additional parcels to provide consolidated access and improved parking, including shared parking and other site amenities, may be considered.

5.8 Support the location of residentially-scaled office uses as a possible alternative to residential uses along major streets when:

- 1.) The project stabilizes and enhances the transition edge when adjacent to existing and future residential uses;
- 2.) Safe and appropriate access generally can be provided from a major street;
- 3.) Required parking, loading, and maneuvering can be accommodated on site;
- 4.) Screening and buffering of adjacent residential properties can be provided on site;
- 5.) Consideration is given to the consolidation of design elements, such as access points, parking, landscaping, and screening; and,
- 6.) Consideration is given to accommodating current or future cross access between adjacent parcels and uses.

5.9 Consider the conversion of residential structures to nonresidential uses or higher density residential uses where:

- 1.) The project stabilizes and enhances the transition edge when adjacent to existing and future residential uses;
- 2.) Safe and appropriate access generally can be provided from a major street;
- 3.) Required parking, loading, and maneuvering can be accommodated on site;
- 4.) Screening and buffering of adjacent residential properties can be provided on site;
- 5.) Consideration is given to the consolidation of design elements, such as access points, parking, landscaping, and screening; and
- 6.) Consideration is given to accommodating current or future cross access between adjacent parcels and uses.

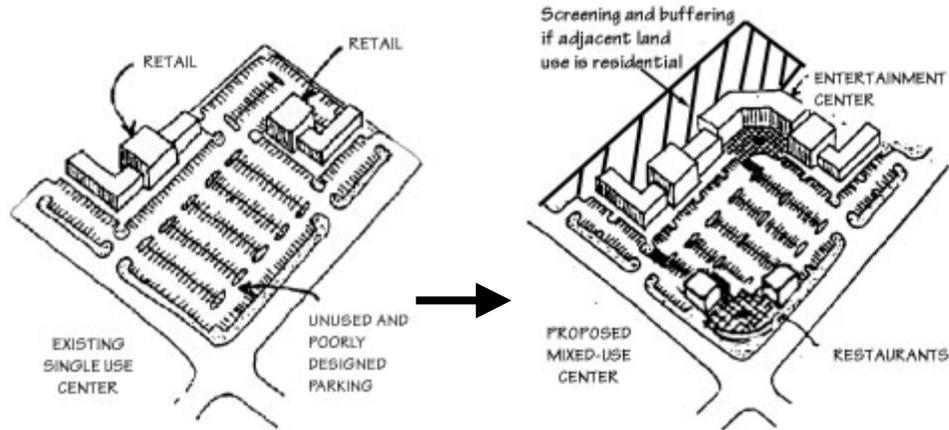


5.10 Investigate the use of zoning overlay districts as a way to foster mixed-use activity nodes, pedestrian and transit-oriented development areas, pedestrian-oriented districts, or other special design districts.

5.11 Promote incentives for development that provides commercial goods and services in areas that currently lack and need these services.

5.12 Support the limitation of drive-through facilities and auto-related uses, such as the sale, rental, service, or repair of vehicles, in pedestrian-oriented districts. Banks, restaurants, and pharmacies that provide in-car service should assure that the drive-through design will not conflict with pedestrian circulation.

5.13 Promote incentives to encourage the conversion of existing large, underutilized parking areas to other uses conducive to the promotion of activity centers and nodes.



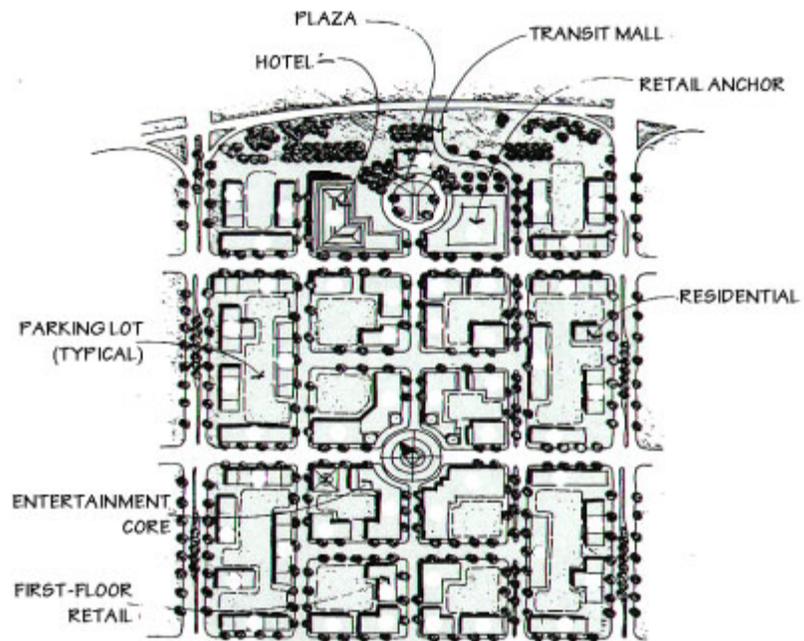
Mixed-Use Activity Centers

Policy 6 primarily focuses on Tucson’s Downtown and other existing activity centers in the Central Core and Mid-City Growth Areas. Proposed commercial and office development will be evaluated with regard to location criteria, including the potential for pedestrian- and transit-oriented development, and the project’s effect on street and neighborhood character. Sensitive response to Community Character and Design policies and related design guidelines will assure that new development and redevelopment complement the scale and character of existing residential, office, and commercial uses.

Policy 7 focuses on the development of Desert Villages, MPC Centers, and Neighborhood Centers in the Evolving Edge and Future City Growth Areas. These planning subsets provide the basic framework to integrate supporting infrastructure, open space, and other supportive uses as part of the village center concept.

Background

Properly designed activity centers, strategically located in the respective Growth Areas, can be attractive gathering places that serve civic, public, and community purposes. Activity centers also can reduce automobile travel and increase transit use and pedestrian travel; replace many of the undesirable characteristics of strip commercial development; and become the focus and hub of regional, community, district, or neighborhood activities. Although activity centers are more than shopping centers, the anchor of most activity centers is shopping, complemented by restaurant, entertainment, and office uses. An activity node offers a limited range of services primarily for the immediate neighborhood. Regional activity centers, such as the Downtown, include a variety of cultural, employment, retail, government, and educational services.



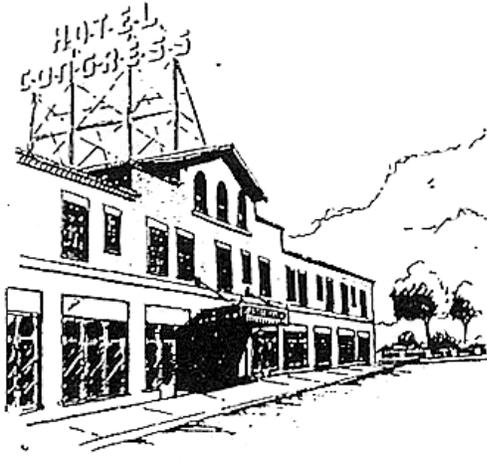
Policy 6: Promote continued development of Tucson's Downtown and other mixed-use activity centers in order to increase transit use; reduce air pollution; improve delivery of public and private services; and create inviting places to live, work, and play.

Downtown Focus

Supporting Policies

- 6.1 Enhance the Downtown retail core as the primary regional activity center for finance, culture, and government, complemented by a mixture of land uses to support Downtown housing that is compatible with the adjacent Downtown's historic residential neighborhoods.
- 6.2 Encourage the location of new residential opportunities in the Downtown.
- 6.3 Promote upgrades to neighborhood infrastructure, including sidewalks and street lighting, that are compatible with the historic character.
- 6.4 Promote retail and other private sector development that will complement and support the existing Downtown fabric.
- 6.5 Locate new major governmental, cultural, and educational facilities in the Downtown area.

Element 2: Land Use



6.6 Promote historic neighborhoods, historically significant structures and sites, and the development and retention of residential uses in the greater Downtown.

6.7 Promote appropriately located and scaled high-density residential uses in and near the Downtown to support Downtown services and retail and provide incentives to attract new commercial and other support services to the Downtown.

6.8 Support Downtown development and redevelopment of street level retail or other pedestrian-oriented land uses, such as galleries, restaurants, and cinemas.

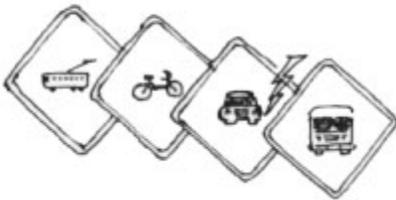
6.9 Promote revitalization of the Warehouse District for the development of a diversity of arts-related land uses and special cultural events.

6.10 Promote City participation in the construction of multiuse parking structures that support intermodal opportunities and ground level retail.

6.11 Promote public-private partnerships to enhance building facades and streetscapes.

6.12 Promote land use, transportation, and urban design improvements that will link the Downtown activity center, Fourth Avenue, the Warehouse District, and the University of Arizona and that will enhance the historic and cultural quality within the greater Downtown. Continue to work with the University of Arizona, private developers, and neighborhood groups to enhance these linkages and Downtown design character.

Activity Centers



- 6.13 Support incentives for development in or adjacent to existing regional and community-level activity centers that will:
- 1.) Integrate residential and nonresidential land uses and the mix of private and public land uses, including entertainment, recreation, retail, restaurants, offices, libraries, hotels, public meeting facilities, child care, transit facilities, and other services into mixed-use activity nodes;
 - 2.) Reestablish pedestrian connections in the street network, where they have been lost, adjacent to existing regional and community-level activity centers and neighborhood-scaled activity nodes;
 - 3.) Promote alternate modes of transportation;
 - 4.) Encourage infilling vacant or underutilized parcels adjacent to existing regional and community-level activity centers and neighborhood-scaled activity nodes;

Element 2: Land Use

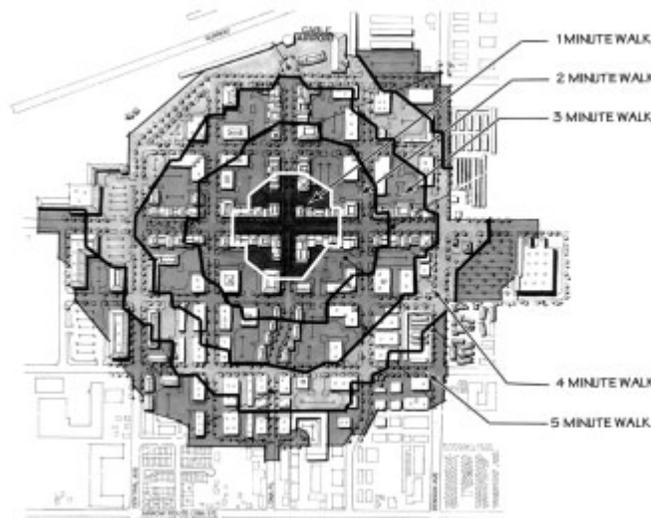
5.) Provide convenient, comfortable, illuminated, and accessible bus shelters and an attractive pedestrian environment; and

6.) Promote pedestrian and bicycle use by providing clearly marked pathways from adjacent bike routes, public sidewalks, and walkways and separating them from auto traffic access.

Actions

6.13.A Consider incentives, including density bonuses and parking reductions, to expedite activity center infill.

6.13.B Investigate tax strategies to promote timely development of vacant land, including adjusting the property tax formula to reflect highest and best use market value and providing real estate and sales tax abatement for development in priority areas.



Supporting Policy 6.14 Promote redevelopment, including the demolition of substandard structures, which encourages the assemblage of larger parcels for mixed-use activity center or node development.

Actions

6.14.A Investigate zoning overlay zones for areas suitable for redevelopment or enhancement.

6.14.B Investigate mechanisms to assist existing businesses, such as “mom and pop” businesses, to remain in business on-site after redevelopment or property upgrades.

Supporting Policies 6.15 Support neighborhood-scaled activity nodes that are designed to provide direct pedestrian and bicycle connections to the neighborhoods they serve.

6.16 Encourage a mix of commercial, residential, office, governmental, and other service activities at all major employment centers.

6.17 Promote residential development with densities that complement the size and intensity of the center or node, while providing transitions to lower density residential uses. For example, high- and medium-density development can support and reinvigorate regional activity centers, while appropriate medium- and low-density infill can complement the scale and character of neighborhood activity nodes.

***Desert Villages, Master
Planned Community
Centers, and
Neighborhood Centers***

Policy 7: Support the development of mixed use activity centers (Desert Village Center, MPC Center, and Neighborhood Center) in the Evolving Edge and the Future City Growth Areas when:

- 1.) A Desert Village Center provides a broad range of goods and services, which may include a mix of private and public land uses, including entertainment, recreation, retail, restaurants, offices, libraries, hotels, public meeting facilities, child care, and other appropriate services;
- 2.) A Desert Village Center is planned to serve as the main transit hub for the Desert Village;
- 3.) A Desert Village Center and MPC Center includes higher densities in and around the center;
- 4.) A MPC Center provides a social focus for the MPC and includes provision of neighborhood-scaled goods and services, a transit stop, public squares or plazas, parks, public facilities, schools, churches, etc.;
- 5.) A Neighborhood Center includes a public space and a transit stop, and, depending on its spatial relationship to the MPC Center, it may also contain public facilities and neighborhood-scaled commercial and office uses;
- 6.) Each center has a defined area;
- 7.) Each center has a consistent or compatible design theme;
- 8.) Each center is planned to be linked with the existing or future regional transit system and serves as the main transit stop for its service area;
- 9.) Each center is linked with the planned regional open space system; and
- 10.) Each center provides a comfortable, illuminated, and attractive pedestrian and bicycle environment that is integrated with surrounding residential areas.

Industrial Development Industrial uses account for about 7 percent of the city’s developed land. Most industrial uses in Tucson are clustered near principal commercial transportation routes, such as railways, major highways, and airports, and are service and distribution oriented rather than manufacturing.

Policy 8: Promote industrial development and redevelopment that will contribute to Tucson’s overall economic vitality, environmental quality, and community character.

Supporting Policies 8.1 Support opportunities for industrial development in locations served by existing infrastructure when appropriate design elements and/or land use transitions can be utilized to mitigate incompatible impacts on adjacent less intensive land uses. New industrial proposals will be evaluated on a case-by-case basis according to the following criteria:

- 1.) Convenient access to highway, rail, or air services and routes;
- 2.) Nearby public transit to serve employees, especially for proposed large industrial facilities with high numbers of employees;
- 3.) Pedestrian access and facilities between bus stops and employment centers;
- 4.) Parking, loading, and maneuvering requirements are met on-site; and,
- 5.) Architectural detailing provided on all sides of structures and the landscaped setbacks from the front and the rear property lines.

8.2 Encourage the establishment of expansion, redevelopment, and relocation incentives for clean industries that have little or no negative impact on the area’s air quality, groundwater quality and supply, and waste disposal.

8.3 Promote the rehabilitation and adaptive reuse of former industrial buildings, such as those in the Warehouse District, and the reclamation and redevelopment of abandoned industrial and/or contaminated sites. Warehouse District land uses and intensities should be compatible with the existing industrial character, historic resources, and current and proposed arts uses.



8.4 Promote the reclamation of former landfill sites for the following four major categories of potential reuse:

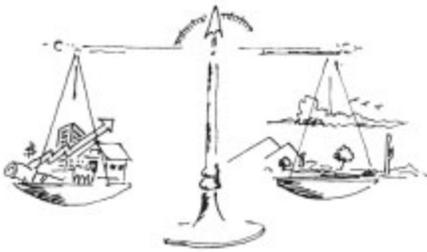
- 1.) Parks, recreation, and open space;
- 2.) Historic, cultural, and educational uses;
- 3.) Solid waste facilities; and,
- 4.) Diversified development, including enclosed structures and accessory uses, when appropriate engineering techniques are used.

(See *Land Use Study for City of Tucson Landfill Sites*, 1998, for further information on reuse criteria, remediation, and public involvement recommendations.)

8.5 Promote industrial development that complies with economic development policies in Element 13 of the *General Plan*.

Regional Land Use Planning

Background



Most of the challenges that face the Tucson metropolitan community are not limited by city and town limits. Transportation, air quality, water quality, economic development, and open space are regional issues and are closely connected to regional land use patterns and the respective community design standards of the regional entities. As traffic congestion increases, many residents of the region are beginning to recognize the link between development and the demands of growth on the transportation system, as well as on water, parks, schools, and other community services. Poorly managed growth is costly. It consumes environmental resources and tax dollars in the form of infrastructure requirements, and it diminishes the quality of community life.

Planning and properly managing growth focuses on creating and maintaining a balance between the current needs of the community and its resources and the long-term needs of future generations. A number of things are being done to enhance sustainability. Some long-term actions such as increasing housing density, improving housing quality, and managing any future growth will involve major changes to the way the metropolitan area has developed. Other activities whose effects are easier to appreciate in the short term include restoring old structures and public infrastructure, weatherizing housing, establishing economic development programs, protecting native vegetation and other environmental resources, and encouraging economic diversification. These efforts lead to incremental, positive changes to support a more sustainable, livable community.

The following policies and actions support long range and advance planning and coordination among the region's jurisdictions with a focus on major land use, transportation, and public works issues.

Policy 9: Promote regional land use planning and coordination within metropolitan Tucson to provide more livable communities and more compact and integrated land use patterns.

Supporting Policies

9.1 Strive to increase and enhance information sharing among all local jurisdictions, particularly in the areas of demographics, growth management, land use, and transportation planning, through the Pima Association of Governments.

9.2 Promote the development and adoption of a regional land use plan that defines priority development areas to balance economic and environmental values.

9.3 Coordinate land use patterns with transportation plans to improve and protect air quality.

Element 2: Land Use

9.4 Improve coordination between land use and development activities and transportation planning. The complementary nature of both transportation and land use implementation activities shall be addressed by:

Actions

9.4.A Promoting land use patterns designed to reduce vehicular trip length and/or frequency and by clustering complementary uses to facilitate combining trips, walking, and bicycling.

9.4.B Encouraging the location of major service facilities (e.g., hospitals, libraries, and public buildings) to minimize vehicular travel demand.

9.4.C Encouraging the development of activity centers as "mixed use areas" to integrate land uses and reduce vehicle miles traveled.

9.4.D Promoting the design and implementation of efficient transportation corridors and circulation systems in all new developments.

9.4.E Considering providing incentives for "infill development" to minimize travel distances and to encourage the development of alternate modes of transportation.

9.4.F Encouraging the location of higher density development, activity centers, and transit-oriented development on major arterials in all jurisdictions to promote transit use.

9.4.G Promoting land use patterns that support a regional jobs/housing balance.

Supporting Policy

9.5 Develop coordinated growth management plans to guide future development to areas that are served by existing infrastructure to foster contiguous development and infilling and to protect environmentally sensitive areas.

Action

9.5.A Develop a combination of incentives and standards that foster more vital, less automobile-dependent neighborhoods through pedestrian- and bicycle-friendly design.

Supporting Policies

9.6 Support actions by local governments to establish comprehensive, environmentally sensitive approaches to floodplain management, with an emphasis on nonstructural methods of flood protection/drainage control, protection of groundwater quality, and preservation of native vegetation and wildlife habitat.

9.7 Encourage local governments to promote compatible land uses adjacent to public preserves and airports, based on consultation with natural resource and airport personnel.

9.8 Promote coordination of capital improvements among the region's jurisdictions, based on a commitment to regional land use and public works planning.

Policy 10: Continue to identify and protect environmentally sensitive natural areas and encourage the preservation of vegetation and wildlife within those areas.

Supporting Policies

10.1 Include wildlife habitat protection and enhancement, where appropriate, in wash maintenance and flood control projects.

10.2 Continue to develop and refine regulations and guidelines to support wildlife and vegetation when development occurs within environmentally sensitive areas.

Action

10.2.A Develop a program of restoration and enhancement of riparian areas with consideration for biologic needs and, where appropriate, recreational and aesthetic needs.

Supporting Policies

10.3 Continue to utilize the open space zoning provisions to preserve and protect natural areas on appropriate City-owned property.

10.4 Promote research to identify native vegetative and wildlife resources and determine habitat needs of birds and animals appropriate to the urban environment.