



PLANNING COMMISSION

Planning & Development Services Department • 201 N. Stone Ave. • Tucson, AZ 85701

DATE: February 27, 2013

TO: Planning Commission

FROM: Ernie Duarte
Executive Secretary

SUBJECT: Plan Tucson – New City of Tucson General Plan (Draft)

Issue – This item is scheduled for a public hearing.

This hearing is a continuation of the Plan Tucson public hearing begun on February 13, 2013.

RECOMMENDATIONS ON REVISIONS TO PLAN TUCSON DRAFT

The primary focus of this memo is to document staff recommendations for changes to the Plan Tucson Draft, released on November 28, 2013. The basis for these recommendations includes:

- Written comments received over a two-month period between the end of November 2012 and the beginning of February 2013. More than 100 commenters provided written comments that raised hundreds of different issues. Staff entered these into a spreadsheet and reviewed and responded in writing to each comment. This spreadsheet is provided as *Attachment A*.
- Public testimony at the Planning Commission February 13, 2013, public hearing.
- New information. Since release of the Plan Tucson Draft, staff has identified additional useful data and other information, including the adoption by Mayor and Council in January 2013 of “City of Tucson economic development strategy priorities.”
- Staff’s ongoing review of the Plan Tucson Draft for clarity, readability, and accuracy.

Staff’s recommendations fall into six categories, including:

1. New or revised goals and policies
2. New or revised sections and chapter
3. Opportunity Areas Map revisions
4. Revised introductory and background text
5. Typographical and grammatical corrections and document formatting
6. Plan Tucson title change

1. New or Revised Goals and Policies

Staff recommends new and revised goals and policies to address a range of issues raised by commenters. *Attachment B* provides the proposed goals and policies from the Plan Tucson Draft, matched with the recommended new and revised goals and policies. Examples of issues about which there were multiple comments and to which further consideration was given in recommending new and revised goals and policies are technology, animals, noise and safety, food security, cost of development, poverty, and sustainability. Sustainability is being addressed in part by the decision to integrate the City’s Sustainable Framework into Plan Tucson. To that end, staff has reviewed policies from the Framework against the Plan Tucson Draft policies and made revisions or added new policies as appropriate to make sure that Plan Tucson encompasses sustainability concepts throughout. Additionally, it should be noted that the Economic Development policies were reviewed and revised taking into account the “City of Tucson economic development strategy priorities.”

2. New Revised Sections and Chapter

Staff recommends several new sections and a new chapter. The new sections are: (a) Sustainability, (b) Neighborhoods, and (c) Development Review Guidance. The proposed new chapter is a consolidation of Chapter 4, “Implementation,” and Chapter 5, “Plan Adoption, Amendment, and Administration,” from the Plan Tucson Draft. This new Chapter 4 will be titled “Plan Administration and Implementation.”

Proposed New Sections

Sustainability: An added section on “Sustainability,” proposed for inclusion in Chapter 2, will explain the integration of the City’s Sustainability Framework and highlight the many Plan goals and policies that relate to sustainability.

Neighborhoods: The Plan Tucson Draft contains a subsection on neighborhoods under “Tucson in Recent Years,” Chapter 2, and provides neighborhood-related policies across the elements in Chapter 3 to emphasize the many Plan elements that affect neighborhoods. Multiple written comments were received suggesting that neighborhood- related policies should be consolidated for ease of use and that more detail on the role of neighborhoods in the City should be provided. The importance of neighborhoods to a City’s character, livability, and overall sustainability will be further discussed in a new section in Chapter 2 and implementation of neighborhood –related policies will be addressed in the new Chapter 4. While staff recommends retaining neighborhood-related policies across the elements, staff also recommends a matrix of the neighborhood-related policies for easy reference.

Development Review Guidance: A section will be added to the Revised Plan Tucson Draft to provide more specificity for use of the Plan in rezoning and other discretionary land use cases. The section will include development policies from the current General Plan (2001) organized by the Building Block categories from the Plan Tucson Opportunity Areas Map. Planning and Development Services review staff need this guidance to address areas proposed for rezonings not covered by more detailed plans, such as Area or Neighborhood Plans, or for

which more detailed plans do not provide sufficient information. The inclusion of this guidance also addresses some public comments that specific policies related to land use from the current General Plan were not included in the Plan Tucson Draft.

Attachment C presents a working draft of the Development Review Guidance section proposed for inclusion in the Revised Plan Tucson Draft. The Development Review Guidance section is being reviewed closely for conformance with the proposed Plan Tucson goals and policies.

Proposed New Chapter

The new Chapter 4 (i.e., a consolidation of Chapters 4 and 5 from the Plan Tucson Draft) will elaborate further on how Plan Tucson, as the City's overarching long-range planning document, is proposed to be administered and implemented. Among other things, the chapter will include revised text on what constitutes a major amendment; will highlight primary avenues for implementation, including (a) annual work program and progress assessment, (b) more detailed plans, and (c) land use and other regulations; will further address cost of development issues, and will discuss using national indicators of sustainability to track Tucson's progress in comparison with other cities.

3. Opportunity Areas Map Revisions

Staff recommends revisions to the Opportunity Areas Map to enhance the map graphically, to clarify the legend, to identify currently unlabeled items in the legend (e.g., stable areas, long-range growth areas), to further refine or clarify opportunity area locations, to enhance the Building Block descriptors that accompany the map, and to further explain the map's use.

Both public commenters and the Planning Commission at the February 13, 2013, public hearing provided comments and raised questions about the purpose, use, and readability of the Opportunity Areas Map presented in the Plan Tucson Draft. Revisions to the map are being undertaken to address these comments and questions, including showing areas of possible future annexation. Consideration is also being given to producing a map that will identify existing generators of economic development activity. An updated Opportunity Areas Map will be included with the Revised Plan Tucson Draft scheduled for distribution to the Planning Commission in March.

4. Revised Introductory and Background Text

In addition to the recommendations regarding the new sections and chapter, staff recommends changes to strengthen the introductory and background text in Chapters 1, 2, and 3.

Along with the many thoughtful and insightful comments on goals and policies, commenters made a variety of helpful suggestions to augment the introductory and background text throughout the Plan Tucson Draft. In their responses to written comments (*Attachment A*), staff has indicated the suggestions that will be reflected in text revisions and provided

explanations regarding suggestions that will not be pursued. In assessing each suggestion, staff considered whether the suggestion provided further clarity to a point being made or provided new information that would strengthen the text.

5. Typographical and Grammatical Corrections and Formatting Revisions

Staff recommends that typographical and grammatical corrections be addressed in the Revised Plan Tucson Draft. Staff thanks the many careful readers who identified such errors. Staff has identified additional similar issues to be remedied.

Staff also recommends that several formatting changes be made to the document in response to comments and to enhance readability of the Plan. Formatting revisions are proposed to include such items as making the element titles in Chapter 3 clearer in the headers or footers, adding some photographs, and revising the cover to further celebrate both the residents of and places in Tucson.

6. Plan Tucson Title Change

Staff recommends changing the current title, “Plan Tucson: City of Tucson General Plan 2013,” to “Plan Tucson: City of Tucson General and Sustainability Plan 2013.” Because proposed revisions to the Plan Tucson Draft include integration of the City’s Sustainability Framework, a title change to reflect the inclusion of sustainability principles will make the City’s commitment to sustainable policies and practices appropriately prominent.

REVISED PLAN TUCSON DRAFT

Staff recommends that revisions recommended in this memo be the basis for preparing a Revised Plan Tucson Draft. If further revisions not addressed in this memo are identified and considered important for inclusion in the Revised Plan Tucson Draft, staff will include such changes or revisions, and will highlight them with the release of the Revised Plan Tucson Draft. Please note that the Revised Plan Tucson Draft will be retitled “Final Plan Tucson Draft” after it has been reviewed and commented on by the Planning Commission and the public.

STATUS OF ISSUES HIGHLIGHTED IN PLANNING COMMISSION FEBRUARY 13, 2013, MEMO

The February 13, 2013, memo to Planning Commission highlighted seven content based issues that staff had identified through a review of comments and activities staff was undertaking to address those issues. Following is an update on how those issues are being addressed, some of which has been covered in previous paragraphs.

- *Integration of Sustainability Framework that has been under development by City staff*
The recommended new and revised goals and policies, presented in *Attachment B*, include policies that reflect principles of the Sustainability Framework. Additionally,

staff recommends that sections on Sustainability be included in the Revised Plan Tucson Draft, both in Chapter 2, “Planning Context.” and in the new Chapter 4, “Administration and Implementation.” A representative of the City’s Office of Conservation and Sustainability, which has overseen the development of the Sustainability Framework, will be available at the Planning Commission, February 27, 2013, public hearing to answer questions about this integration effort.

- *Standards to guide rezonings*

Staff recommends the inclusion of Development Review Guidance in the Revised Plan Tucson Draft to assist staff with rezoning or other discretionary land use cases in locations for which detailed plans do not exist or for which detailed plans do not address particular aspects of the cases (see *Attachment C*). A representative of the Planning and Development Services Department, which performs the development reviews for rezonings and other discretionary land use cases, will be available at the February 27, 2013, public hearing to answer questions about this proposed guidance.

- *Noise & safety issues re: Davis Monthan Air Force Base [and Tucson International Airport]*

Staff received multiple written comments about noise and safety issues, and heard testimony on these topics at the Planning Commission February 13, 2013, public hearing. Staff proposes revising background text to provide further explanation of the City’s jurisdiction in relation to both DM and TIA and the issues raised. Representatives of DM and TIA will be available at the February 27, 2013, public hearing to answer questions.

- *School closures*

Staff has recommend revisions to Policy #3 in “Redevelopment and Revitalization” to encompass closed public facilities, which includes schools (see *Attachment B*).

- *Opportunity Areas Map refinements*

Staff has recommended refinements to the Opportunity Areas Map, associated Building Block descriptors, and related explanatory text about the map’s purpose and use.

- *Neighborhood policies*

Staff has recommended a new section on “Neighborhoods” to discuss the vital role neighborhoods play in establishing the fabric of the community and to highlight neighborhood-related policies in a matrix.

- *Major amendment criteria*

Major amendment criteria as proposed in the Plan Tucson Draft are being reconsidered and revisions and clarification will be part of the recommended new Chapter 4, “Administration and Implementation.”

Recommendations

In conclusion, staff recommends

- that the Planning Commission instruct staff to revise the Plan Tucson Draft, released on November 28, 2013, taking into consideration staff prepared recommendations, as summarized below, and public hearing testimony
 - addition of new and revised goals and policies
 - new sections on Sustainability and on Neighborhoods, a new section on Development Review Guidance, and a new Chapter 4, which will consolidate information currently presented in Chapters 4 and 5 of the Plan Tucson Draft
 - revisions to the Opportunity Areas Map, associated Building Block descriptors, and related explanatory text on map
 - revisions to strengthen the introductory and background text in Chapters 1, 2, and 3 *[Note: Chapters 4 and 5 would be addressed in the proposed recommendation for a new consolidated chapter.]*
 - correction of typographical and grammatical errors and formatting changes to enhance readability of Plan Tucson
 - change of the Plan Tucson title from “Plan Tucson: City of Tucson General Plan 2013,” to “Plan Tucson: City of Tucson General and Sustainability Plan 2013.”
- that the Planning Commission keep open the public hearing for continuation on April 3, 2013, with the focus to be on a Revised Plan Tucson Draft
- that the Planning Commission instruct staff to provide the Commission with the Revised Plan Tucson Draft by March 20, 2013, and to make the Revised Draft available to the public by the same date to allow a two-week review period prior to the continued public hearing on April 3, 2013

RRR: Ernie Duarte

Attachments: A - Comment & Response Spreadsheets
B - New and Revised Goals & Policies
C - Development Review Guidance