

**Recommended Revisions to Plan Tucson Final Draft**

**Please Note:** This attachment, which reflects staff recommendations, has been updated since its original distribution to Planning Commission on 5-24-13 via email. The updates were informed in part by comments received since the distribution of the original attachment. Revisions to existing text/idea is shown in **maroon**. New text is shown in **blue**.

While the changes in this attachment primarily reflect corrections and clarifications in background text and exhibits, there are several revised and new policies recommended. Please note that typographical and grammatical errors (many of which have been very helpfully been identified in public comments) are not included in this table, they will be addressed in conjunction with the finalization of Plan Tucson **as will any updating of the maps needed based on more recent data.**

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
2	A Sustainable Community (subsection)	2.9, 2.12, 2.13 & 4.7, 4.8, 4.9	Text	Revise text to limit references to the STAR Community Rating System as an example of a national rating system tool. See Attachment A-1 with suggested revised text.
2	“Prior Planning Efforts” (subsection)	2.12	Exhibit T-6: “Plans, Studies & Other Initiatives Approved by Mayor & Council”	Add the “Davis-Monthan Air Force Base/Tucson/Pima County Joint Land Use Study,” 2004, to Exhibit T-6

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
3	Economic Development	3.12	Text (new)	<p>Eight out of Tucson’s top ten employers are public sector, service-oriented organizations as shown in <i>Exhibit ED-1</i>. Consequently, the local economy is influenced by federal policies related to housing, health care, transportation, aviation and defense, education and research, and international border issues. To the extent possible, the City must adopt a balanced approach that integrates the federal agenda and regulations with short-term and long-term strategies for a sustainable local economy. More specifically, Tucson must support the significant contribution of economic drivers such as the University of Arizona, Raytheon Missile Systems, and Davis-Monthan Air Force Base, while continuing to plan for a more diversified economic base to include a broader spectrum of job opportunities and wages.</p>
3	Economic Development	3.12	Text & Exhibit (new)	<p>Consider adding the following text and the two exhibits presented in <u><i>Attachment A-2 to this memo</i></u>. <u><i>Please note left-hand column in first exhibit of Attachment A-2 has been revised.</i></u></p> <p><i>Poverty within our community has been on the increase during the past five years. The impacts of poverty can vary based on the cost of living and the urban environment. The City can mitigate and reduce poverty with strategic investments in economic development resulting in job creation and tax revenues; in support for education and job training; in revitalization of blighted areas; in safe, decent, and affordable housing; and in neighborhood improvements.</i></p> <p><i>Exhibit [A] shows the Tucson Metro Area as the sixth-poorest large metro area in the nation, with an overall poverty rate of 20.4%. For this same period, the City of Tucson’s poverty rate was determined to be 26.6%. Exhibit [B] shows the annual poverty rates for the City of Tucson and Pima County over the last 5 years: “</i></p>

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
3	Economic Development	3.20	Policy (new)	<p>Consider a policy that acknowledges the economic contributions of Davis-Monthan Air Force Base. Possible wording below is based on benefits commenters have raised, include:</p> <p><i>“ED# Support in and around Davis-Monthan Air Force Base (DAFMB) and Tucson International Airport (TIA) existing and potential commercial, industrial, and other land use activity that is compatible with military and aviation operations; contributes to the long-term viability of DMAFB and TIA; is enhanced by proximity to air service; and produces a significant public benefit in regard to employment and revenues generated.”</i></p>
3	Economic Development	3.20	Policy (new)	<p>Consider a policy that promotes desert adapted technologies as follows:</p> <p><i>“ED # Aim to become a world leader in desert adapted technologies, including water harvesting and high efficiency food production, and encourage the development of those technologies by supporting their use in this region.”</i></p>
3	Public Safety	3.23	Text – left-hand column, final para.	<p>Revise last paragraph to provide further detail on topics covered by Emergency Operations Plan, <b>including evacuation routes.</b></p>
3	Energy & Climate Readiness	3.62	Right-hand column - “Total greenhouse gas emissions in Tucson were 7,064,269 million metric tons ...”	<p>Revise quantity to “7.1 million metric tons....”</p>

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
3	Energy & Climate Readiness	3.63	Exhibit EC-2: Comparison of Greenhouse Gas (GHG) Emissions	Revise to include scale bar, which is currently missing, on “x” axis.
3	Water Resource	3.68	Text in right-hand column, first complete para.	Supplement text on Water & Wastewater Study to reference Action Plan as follows: <a href="#">"Associated with the Water &amp; Wastewater Study is the five-year City/County Water Sustainability Action Plan, which spans January 2011 to December 2015."</a>
3	Green Infrastructure	3.74	Exhibit GI-2: Parks, Washes, Trails & Open Space	Revise to correct legend
3	Green Infrastructure	3.76	Exhibit GI-3: Habitat Conservation Plan Areas, 2012	Revise to correct legend
3	Environmental Quality	3.79	Exhibit EQ-1: Landfills & Recycling Centers	Confer with Environmental Services on inclusion in Exhibit EQ-1 of Materials Recovery Facility

<b>Ch.</b>	<b>Section</b>	<b>Page</b>	<b>Goal, Policy, Text, Exhibit</b>	<b>Recommendations</b>
3	Historic Preservation	3.91	Exhibit HP-2: Historic Districts & Preservation Zones	Revise to show Rincon Heights neighborhood
3	Public Infrastructure & Facilities	3.100	Exhibit PT-2: Public Facilities in Tucson	Revise to match weight of line for city limits in legend to map
3	Land Use, Transportation & Urban Design	3.115	Exhibit LT-3: Existing Land Uses, 2013	Revise to match weight of line for city limits in legend to map
3	Land Use, Transportation & Urban Design	3.116	Exhibit LT-4: City of Tucson Overlay Zones	Add note to exhibit stating “Dates reflect original dates of adoption by the Mayor and Council”
3	Land Use, Transportation & Urban Design	3.121	Text – Subsection Titled “Opportunity Areas for Future Development”	Change subsection title to “Growth Areas”

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
3	Land Use, Transportation & Urban Design	3.121	Text – Subsection Titled “Opportunity Areas for Future Development” – left hand column, last full paragraph	<p>Replace this last paragraph, including bullets, with the following text:</p> <p><i>[Note: See map retitling recommendation below.]</i></p> <p>The Growth Areas Map...</p> <ul style="list-style-type: none"> <li>• is neither a regulatory map nor a current or future zoning map</li> <li>• is an illustrative map showing how Tucson could grow to accommodate the Pima Association of Government’s 2040 population projection for Tucson taking into account a combination of data including existing conditions, adopted zoning, land use plans, financial analyses, national trends, local input, and approved infrastructure projects. The map also reflects Plan Tucson policies that promote an emphasis on more sustainable approaches, such as focusing on use of existing infrastructure, fostering more transportation alternatives, and encouraging more mixed-use development.</li> <li>• includes building block descriptions that are integral to the use of the map</li> <li>• serves in part as City’s response to the state statute requirement for growth areas</li> <li>• illustrates areas of committed public infrastructure investment that could be leveraged for complementary development to realize the value of the public investment</li> <li>• recognizes existing neighborhoods as generally stable, but still in need of ongoing investment in the maintenance and enhancement of existing properties and neighborhood infrastructure and services</li> <li>• offers a starting place to consider (a) refinement of existing plans, if and when such refinements should be pursued, and (b) future specific planning</li> </ul>

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
				<p><i>continued from previous page</i></p> <ul style="list-style-type: none"> <li>• <u>Precedence:</u> <ul style="list-style-type: none"> <li>• If a specific plan’s land use designation conforms to a discretionary land use application (e.g., a rezoning), the specific plan designation takes precedence over any guidance that may be provided by the Opportunity Areas Map.</li> </ul> </li> <li>• <u>Interpretation:</u> <ul style="list-style-type: none"> <li>- The map may be used in considering amendments to specific plans. That is, someone proposing a development could consider the map in making a case for such an amendment. However, it would not be a guarantee of approval of an amendment. Policy applicable to the context being created by the development also would need to be looked at.</li> <li>- The map does not determine what is “allowed” in the approximately 25% of the City not covered by specific plans. Rather, in any rezoning case in which a specific plan (e.g., a neighborhood or area plan) does not exist, the analysis would be similar to current City land use analyses. That is, the development review policies, appropriate General Plan policies, and the context of the property would be considered.</li> <li>- Because the map is illustrative, the edges of the growth areas, represented by “blobs,” are depicted as fuzzy. If a citizen requests interpretation of an edge(s), the City’s Planning and Development Services Department (PDSD) will make an interpretation based on best practices. The PSDS Director will make the final determination regarding the interpretation <b>following a process modeled on the Urban Development Code Section 1.5.1. regarding fees, timing, and process.</b></li> </ul> </li> </ul>

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
3	Land Use, Transportation & Urban Design	3.122	Exhibit LT-7: Opportunity Areas Map	<p>Make following changes to Exhibit LT-7. <b>[PLEASE NOTE: This exhibit has now been vetted and changes made. The update d map is provided as a separate handout with cover sheet identifying full list of changes made.]</b></p> <ol style="list-style-type: none"> <li>1. Change title of map from “Opportunity Areas Map” to “Growth Areas Map.” Throughout Plan, change references to map accordingly.</li> <li>2. Adjust Neighborhood of Greater Infill Potential “blob” at the intersection of Anklam and Greasewood Roads, so it does not overlap on top of Pima Adjust Community College, Maxwell School, and US Fish and Wildlife Offices</li> <li>3. Adjust Neighborhood of Greater Infill Potential “blob” on the southeast corner of Christopher Columbus Park so it does not overlap properties already platted for industrial use.</li> <li>4. Adjust Neighborhood of Greater Infill Potential “blob” at the intersection of Golf Links and Houghton Road. Currently property is going through a PAD process. The Pantano East Area Plan does not include a proposed land use map, but provides policy direction to follow.</li> <li>5. Make the HAMP a more general “blob” without breaks. Plan Tucson draft policy does not negate the adopted Houghton Area Master Plan (HAMP), but does call for more detailed planning in the future as part of the implementation of Plan Tucson (see Policies LT7, LT8, and LT18, and</li> <li>6. Change the Neighborhood Greater Infill Potential “blob” on Broadway Boulevard east of Houghton Road to Existing Neighborhood. The Houghton East Neighborhood Plan calls for 4 RAC. Not much vacant land left there.</li> <li>7. Adjust the Business Center “blob” at the intersection of Golf Links and the Pantano Wash, so that it extends a bit further along Golf Links to capture vacant parcels currently zoned office and commercial.</li> </ol>

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
				<p><i>continued from previous page</i></p> <p>8. Revise color of Mixed Use Corridors so that it is easier to identify in the vicinity of a planned bus route.</p> <p>9. Revise hatching of potential annexation areas to make easier to locate at different scales.</p>
3	Land Use, Transportation & Urban Design	3.126	Policy LT4	<p>Consider adding to this urban design policy an item “e,” so the policy would read:</p> <p><i>“LT4 Ensure urban design that</i>  <i>e. takes into account prominent viewsheds”</i></p>
3	Land Use, Transportation & Urban Design	3.128	Policy LT 23	<p>Revise to add words “and airport,” so that policy applies to both Davis-Monthan Air Force Base and Tucson International Airport. The recommended revised policy would read:</p> <p><i>“LT23 Ensure that proposed land uses are compatible with adjacent military <b>and airport</b> operations, coordination with stakeholder in planning for such uses by amending the Airport Environs Zone regulations in the event of future significant changes in mission and/or flight operations.”</i></p>
3	Land Use, Transportation & Urban Design	3.128	Policy (new)	<p>Consider addition of new policy to address future work to be done to better address noise and safety impacts of military operations. Suggested policy for consideration:</p> <p><i>“LT# Coordinate a comprehensive revision of the Airport Environment Plan, including areas beyond the current Airport Environs Overlay Zone taking into account noise and safety.”</i></p>

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
3	Land Use, Transportation & Urban Design	3.128	Policy (new)	<p>Consider addition of a new policy that focuses on coordination of stakeholder in considering compatibility of land uses with base operations and in particular changes in those operations. Suggested policy for consideration.</p> <p><i>“LT# Promote compatibility of base operations with existing and potential adjacent development by coordinating with stakeholders in planning of significant changes in such operations.”</i></p>
3	Land Use, Transportation & Urban Design Guidelines	3.129	Text (new)	<p>Recommend providing language below to further clarify relationship of Guidelines for Development Review with Plan Tucson.</p> <p><i>“The Guidelines for Development Review are consistent with Plan Tucson policies, providing more refined guidance for proposed new development or redevelopment.”</i></p>
3	Land Use, Transportation & Urban Design	3.130	Exhibit LT-1: Guidelines for Development Review (replacements for guidelines relevant to signage)	<p>Recommend Design Review Guidelines LT26.1.4, LT26.1.5, and LT26.1.6 be replaced with the following text from the 2001 General Plan:</p> <p><i>“LT26.1.4 Require nonconforming signs to be removed or brought into conformance as a condition of rezoning, development plan approval, or change in land use”</i></p> <p><i>“LT26.1.5 Develop incentives and other programs that remove or bring into conformance nonconforming signs, particularly in conjunction with roadway and public works improvements”</i></p> <p><i>“LT26.1.6 Prohibit the relocation of nonconforming signs that have been removed due to construction of roadway and other public works projects.”</i></p>

Ch.	Section	Page	Goal, Policy, Text, Exhibit	Recommendations
3	Land Use, Transportation & Urban Design	3.132	Exhibit LT-1 Guidelines for Development Review (guideline revision)	Add missing text to Design Review Guideline so that it reads: <i>“a. The project stabilizes and enhances the transition edge when adjacent to existing and future residential uses.”</i>
--	Glossary	--	--	<ul style="list-style-type: none"> <li>• Add definition of “Airport Environment Plan” to glossary</li> <li>• Add definition of “Municipal Planning Area” to glossary</li> </ul>

***Attachment A-1***

**Recommended Revised Copy**

**Black text is same as text on pg. 2.9 in Plan Tucson Final Draft. Maroon text replaces all text but the first sentence on pg. 2.12 and replaces text prior to the subsection titled “Neighborhoods: The Foundational Unit” on pg. 2.13. [Reference to STAR included in a proposed new exhibit shown at the end of this draft text.]**

**Chapter 2 Copy...**

**A Sustainable Community**

In a very general sense, sustainability refers to a condition in which human activities enhance economic development, social equity, and environmental health while remaining within the carrying capacity of the natural environment. In Tucson this means fully embracing the knowledge that this is a desert community and then applying that knowledge to all aspects of community life to ensure that the city is a place in which future generations can and will want to live.

In April 2012, the Mayor and Council directed staff to update the City’s “Framework for Advancing Sustainability,” adopted by Mayor and Council in 2008. The purpose of the update was to provide a more comprehensive vision for a sustainable future for Tucson. The resulting updated “framework for sustainability” is integrated throughout Plan Tucson.

How a community pursues sustainability is shaped by its particular context and values. The goals and policies in Plan Tucson reflect and support community values and are the

catalyst for preserving and improving the community’s quality of life. The goals and policies signal the direction in which the community has said it wishes to go and will guide the City’s strategic efforts toward a more sustainable future. As such, Plan Tucson also serves as an essential foundation for establishing a community sustainability plan.

To achieve the long-term goals presented at the end of this chapter requires that Tucson continue to be a place where multiple generations of families choose to live because they value the quality of life, and because their children have ample opportunities to find jobs, establish careers, and ultimately provide a good future for their own families. Tucson must also be a place that maintains and supports local businesses while drawing high-tech, high-wage industries to the area. High-tech industries look for locations where the quality of life appeals to the highly-skilled workers who are in demand and, therefore, have more options to choose where they locate. Additionally, Tucson needs to continue providing, along with its weather, the quality of life and venues that attract tourists, winter visitors, and sporting, cultural, and other special events. All of these are essential to the community’s long-term economic prosperity and social continuity, which translates to sustainability.

While Tucson’s pursuit of sustainability must respond to local factors, the community is part of a larger national and international context, and Tucson must consider its sustainability efforts within this larger context also. The City’s “framework for sustainability” not only reflects community values and visions, but also aligns with emerging national sustainability guidelines.

**As discussed in Chapter 4, Implementation & Administration, progress toward community sustainability comes about through development of more detailed functional and**

***Attachment A-1 continued***

specific plans, and the day-to-day implementation of the annual work program. For the goals and policies in a General Plan to support long-term community sustainability, there needs to be an understanding of ideal conditions or outcomes and indicators by which progress toward these ideals can be assessed. In the process of developing Plan Tucson many stakeholders said, for example, that they want more use of solar energy in the community. The ideal outcome for this goal would be complete reliance on renewable energy sources, which was also expressed by stakeholders. Tracking the percentage of local energy use that is provided by renewable sources gives an indication of where the community stands relative to that ideal state. Setting ideal sustainability outcomes is ambitious and not wholly achievable. Progress toward one outcome requires some compromise with respect to other outcomes. This makes the use of indicators doubly important as they provide a means of assessing the extent to which there is balance in the pursuit of these ideals; that progress in some

areas is not being sacrificed to excel in others. Finally, establishing ideal outcomes for the community, while a daunting task, means there is no compromise on principles of equity, fairness, justice, prosperity, livability, and environmental integrity. While we will likely never get to the point that every person has a job, no one lives in poverty, all residents can afford a home, only renewable sources of energy are utilized, all business have the resources and tools to stay in business, and no natural desert areas or sensitive species are lost, the pursuit of these ideals is a lofty and worthwhile enterprise.

Ultimately, the world can only be sustainable, if all communities, in all regions and all nations are pursuing sustainability. Therefore, as Tucson moves ahead to implement Plan Tucson, including the development of more specific and functional plans and the identification of progress indicators, it is important to consider how sustainability is assessed at a larger scale. For example, Exhibit T-# provides an example of one tool that has recently been developed as a comprehensive and quantitative framework for guiding local sustainability efforts.

**EXHIBIT T-# STAR Community Rating System: An Example**

**One example of a tool that is now being used for measuring selected community's progress in achieving sustainability is the STAR Community Rating System.**

**This system is described as “the nation's first voluntary, self-reporting framework for evaluating, quantifying, and improving the livability and sustainability of U.S. communities” (<http://www.starcommunities.org/rating-system>) The system addresses sustainability in elements similar to many addressed in Plan Tucson, including: Built Environment; Climate & Energy; Economy & Jobs; Education, Arts & Community; Equity & Empowerment; Health & Safety; and Natural Systems.**

*Attachment A-1 continued*

Chapter 4 Copy...

**Progress Assessment &  
Sustainability Indicators**

**Black text is same as text on pgs. 4.7, 4.8, and 4.9 in Plan Tucson Final Draft with some copy deleted. Maroon text is new and/or revised text.**

Measuring progress toward fulfilling Plan Tucson goals and policies is a critical component of successful implementation. Weekly Mayor and Council agenda materials will be reformatted to include a section on the linkage of the item to Plan Tucson goals and policies. Monthly reporting by City departments will also describe efforts being made to implement Plan Tucson. This information will be assembled into an Annual Progress Report on Plan Tucson implementation.

Another important element in the assessment of and reporting on progress in achieving the goals and policies of Plan Tucson is the identification and monitoring of key indicators. These indicators, which **once developed** will be part of the Annual Progress Report, can provide a measure of how successfully policies have been implemented and what level of outcome has been reached.

Locally derived indicators are important for effectively communicating to the public how implementation of Plan Tucson is improving conditions for residents. **Local indicators can be paired with national indicators to get a sense of how the community is doing in relation to other communities. The use of such indicators together can help convey the benefits of living in Tucson to existing and prospective residents and businesses.**

*Exhibit IA-2, at the end of this chapter, presents a matrix consisting of four columns.*

The first column lays out the Plan Tucson goals, the second references related Plan Tucson policies. The third and fourth columns show sustainability indicators and outcomes respectively. The local stakeholders who have been active in the process of updating the Sustainability Framework referenced in Chapter 2, some of whom also were active in the General Plan process, considered what outcomes could be appropriate for Tucson, with its own particular natural environment, social fabric, and economic context. These outcomes were derived to reflect decades of previous community discussions and planning similar to how the Plan Tucson goals derived. They were also intended to reflect national priorities as expressed in the STAR Rating System, a national system developed recently to assess community sustainability (see *Exhibit T-#, Chapter 2, pg. \_*)

Because of Tucson's unique context, especially as a desert community, the City was asked to help pilot the STAR sustainability system. Establishing the community's baseline requires collecting data across a range of social, economic, and environmental indicators. The collection of this data provides a strong starting point for discussing progress on sustainability and, therefore, these metrics are shown in column three as data that will be available to inform these later discussions.

Review of this matrix reveals that there is a strong alignment of the Plan Tucson goals and policies with community sustainability indicators and outcomes, which will allow Plan Tucson to serve not only as a framework for improving the community's quality of life, but also as a platform for advancing Tucson's sustainability relative to other communities. The first step in undertaking such assessments on a regular basis will be to refine a set of indicators and outcomes that will provide a meaningful gauge of quality of life and community sustainability.

**Attachment A-2**

**Exhibit ED-[A]: Top Ten Metro Areas Ranked by Poverty\***

<b>Ranked Metro Areas</b>	<b>Percent Living in Poverty: 2011</b>	<b>Comparative Cost of Living to U.S.*</b>
<b>1. McAllen-Edinburg-Mission, Texas</b>	<b>37.7%</b>	<b>81</b>
<b>2. Fresno, California</b>	<b>25.8%</b>	<b>101</b>
<b>3. El Paso, Texas</b>	<b>24.7%</b>	<b>86</b>
<b>4. Bakersfield-Delano, California</b>	<b>24.5%</b>	<b>97</b>
<b>5. Modesto, California</b>	<b>23.8%</b>	<b>101</b>
<b>6. Tucson, Arizona</b>	<b>20.4%</b>	<b>91</b>
<b>7. Albuquerque, New Mexico</b>	<b>20.4%</b>	<b>103</b>
<b>8. Toledo, Ohio</b>	<b>20.2%</b>	<b>82</b>
<b>9. New-Orleans-Metairie-Kenner, Louisiana</b>	<b>19.5%</b>	<b>93</b>
<b>10. Lakeland-Winter Haven, Florida</b>	<b>19.4%</b>	<b>87</b>
<b>United States</b>	<b>15%</b>	<b>100</b>

\*Cost of living is an estimated average of the costs for groceries, healthcare, housing, utilities, transportation, and miscellaneous household expenses (bestplaces.net). The average for all participating places equals 100, and each participant's index is read as either higher or lower than the base. Of these categories, Tucson's housing is relatively low cost compared to many of these other Cities and the U.S.

**Exhibit ED-[B]**

