

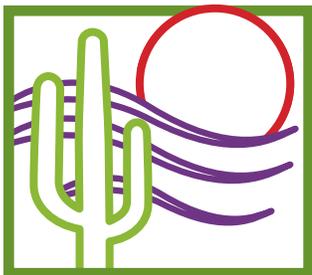
# CHAPTER 3

## FOCUS AREAS & POLICIES



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Tucsonans value a community in which basic needs are met, creativity pursued, diversity embraced, and the sun shines in the face of challenges.



# THE SOCIAL & ECONOMIC ENVIRONMENT



- **Housing**
- **Economic Development**
- **Public Safety**
- **Parks & Recreation**
- **Arts & Culture**
- **Public Health**
- **Urban Agriculture**
- **Education**
- **Governance & Participation**

## Introduction

During discussions at public forums, Tucsonans often talk about their desire for an improved or enhanced “quality of life.” When they elaborate on what determines that quality, it generally begins with having a decent place to live, a job, enough food on the table;

an opportunity for education; safety from crime and disasters; health and access to medical care; and a sense of identity within the community. The City has direct and indirect responsibilities that impact people’s assessment of their quality of life in Tucson. A city’s social and economic environment is where many of the “quality-of-life” determinants are addressed, with particular focus on the human scale. The City’s role in meeting residents’ needs is twofold: first is to provide core services relating to the general welfare of the public as defined in the City Charter, and second is to support opportunities for personal advancement and growth. The goals and policies for the Social and Economic Environment Focus Area are primarily focused on programs and services, while those associated with the Natural Environment and Built Environment Focus Areas reflect the City’s authority in the regulation and development of physical resources and the landscape.

This section addresses the nine topics shown above, all of which are important to the future of Tucson’s social fabric and its economy. The Plan Tucson goals related most directly to the Social and Economic Environment are presented together on the next page, followed by introductory narratives and policies for each of the referenced topics. The Arizona State Statute requirements for general plans addressed in this section include housing, safety, and recreation.

**Jr. BIOTECH, operated by the UA’s BIO5 Institute, provides classroom visits for modeling hands-on biotechnology activities.**





# GOALS

## The City strives for

- 1** A mix of well-maintained, energy-efficient housing options with multi-modal access to basic goods and services.
- 2** A stabilized local economy with opportunities for diversified economic growth supported by high-level, high-quality public infrastructure, facilities, and services.
- 3** A community where no one lives in poverty.
- 4** A safe community and secure neighborhoods.
- 5** A community whose economic stability and sense of place reflects its commitment to arts and culture and its care for the natural environment.
- 6** A community that is healthy physically, mentally, economically, and environmentally.
- 7** A sustainable urban food system.
- 8** An educated citizenry.
- 9** Timely, accessible, and inclusive processes to actively engage a diverse community in City policy, program, and project planning.

**Sonora Cohousing in Tucson is designed to build community through shared spaces that foster social interaction.**





# Housing

Shelter is a basic human need, making housing a key component of any urban plan. The availability, affordability, and quality of a community's housing relate directly to its livability. A snapshot of some key Tucson 2011 housing statistics<sup>1</sup> is shown below:

- Housing units within City limits: 230,906
- Renters: 50.2%
- Owners: 49.8%
- Average number of people in a household: 2.51

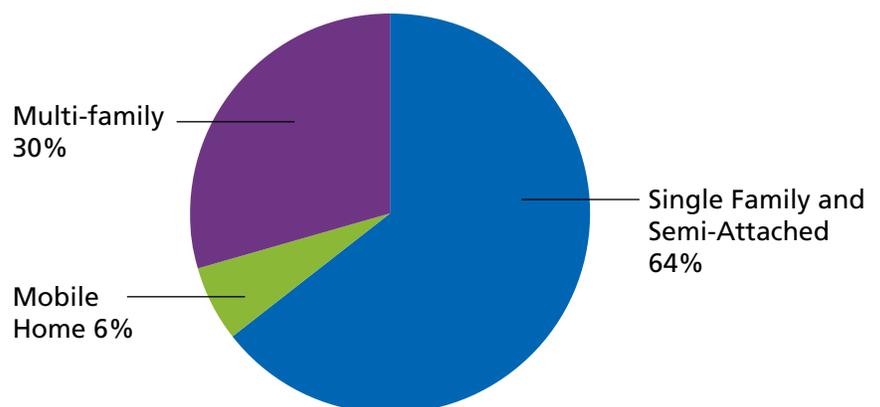
Tucson's housing is made up primarily of single-family detached and semi-attached structures and is constructed of a mixture of building materials that include brick, block, frame and stucco, and adobe. Factors, such as the warm desert climate, Tucson's rich history and cultural diversity, and its proximity to Mexico, have shaped much of the city's residential character. Predominant housing types include historic mansions and barrio row houses built as early as the late 1800's; single family post-war ranch style subdivisions of the mid-1950s; and townhouse, apartment, and single family planned communities in suburban locations built between the 1980s and 2005. Some southwestern design features that are commonly seen in Tucson include flat roof and beam construction, porches, courtyards, living spaces that orient to the outdoors and low-maintenance desert landscaping. These features are reflected in new residential developments, such as the Mercado District of Menlo Park Planned Area Development (PAD), for which the special zoning designation contains a development design theme to integrate with the surrounding neighborhood context and history of the project site.

*Exhibit H-1* shows the distribution of housing types in Tucson, and *Exhibit H-2* maps housing location and age.

The two City of Tucson functions directly related to housing are: (1) the review and enforcement of residential building codes and land-use regulations, and (2) the administration of local housing and community development programs that are supported by funding from the federal government.

The City's Planning and Development Services Department (PDSD) is responsible for regulating the location, development, and maintenance of housing community wide. PDSD oversees land use and permitting processes and has legal authority to enforce health and safety standards. This department also creates, revises, and enhances local building codes related to structural integrity, design, energy efficiency and conservation, and use of

**EXHIBIT H-1 Housing Types in Tucson, 2010**

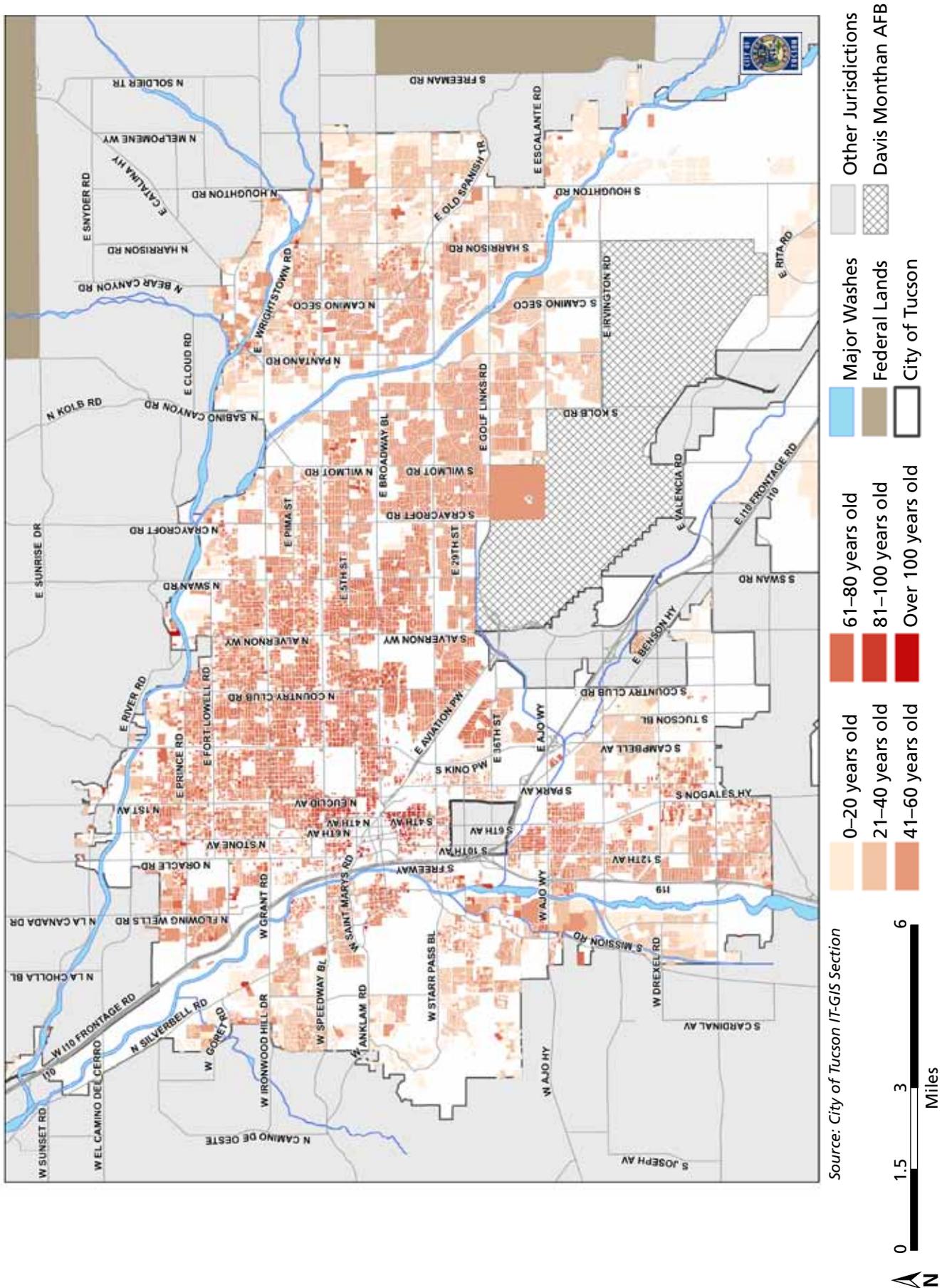


Source: 2006 American Community Survey 5-Year Estimate

<sup>1</sup>2011 American Community Survey, United States Census Bureau



EXHIBIT H-2 Age of Housing in Tucson, 2011





**The photo on left is a newly constructed home in the Mercado District of Menlo Park mixed-use and transit-oriented infill project. The photo on the right shows an older home in the surrounding neighborhood of Menlo Park, a subdivision dating back to the 1940's.**

materials. Building code inspections are conducted by the Code Enforcement Division of the City's Housing and Community Development Department.

The U.S. Department of Housing and Urban Development (HUD) provides an annual allocation of entitlement funds to the City of Tucson to support local housing and community development programs. Expenditures of these HUD funds are restricted to targeted investments in affordable housing, human services, and low-income neighborhoods as defined by federal regulations. Two agencies, both located in the City's Housing and Community Development Department (HCD), administer the City's HUD-funded programs. These agencies are the local Public Housing Authority (PHA) and the Community Development Office (CDO).

The PHA owns and operates 1,500 public housing units scattered throughout the city, and manages contracts that provide an additional 5,000 housing units on public and privately owned properties through the Section 8 program. Rent-restricted leases for this inventory of 6,500 affordable housing units offer subsidies to low-

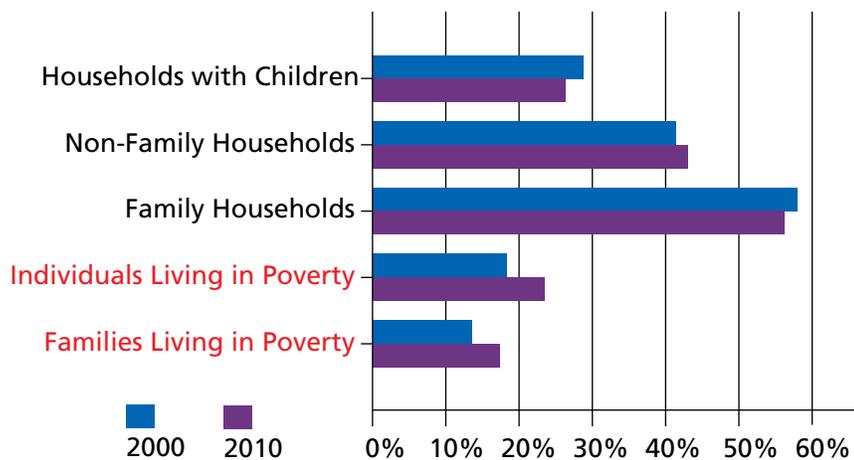
income households that qualify based on federally established criteria.

Funding from HUD for community development is used to support programs that assist low-income households and neighborhoods address a variety of needs, including housing-related support services, housing repair and rehabilitation, new residential infill, removal of blight conditions, and restoration of historic structures.

To receive federal funding, HCD must have an approved City of Tucson/Pima County 5-Year HUD Consolidated Plan outlining local priorities and goals related to affordable housing. This planning document is the foundation for an Annual Action Plan that earmarks project-specific investments designed to address the needs of the community's most vulnerable populations, including seniors, persons with disabilities, and the local homeless population. Both the Consolidated Plan and the Action Plan are used to document local housing needs and leverage additional funding from outside sources, such as State low-income housing tax credits and community reinvestment financing programs administered by local banks.



## EXHIBIT H-3 Demographics &amp; Poverty



Source: U.S. Census Bureau

Through the funding sources and local affordable housing programs, the City forms a variety of partnerships with other governmental agencies and non-profit and for-profit organizations to address local housing needs. City contracts for affordable housing development and related services may include partnerships with Pima County, the Arizona Department of Housing, the City and County Industrial Development Authorities, national and local lending institutions, private investors and developers, or local non-profit organizations specializing in housing and supportive services. Among the non-profits are fourteen HUD-designated Community Housing Development Organizations (CHDOs) that are eligible to receive special funding set-asides to expand the supply of housing that is affordable to low-income residents. The Metropolitan Housing Commission, an advisory body appointed by the Mayor and Council, makes recommendations regarding local housing needs and affordable housing production.

The City's relationship with local private sector builders and developers of residential properties is typically based on conducting plan reviews and

issuing building permits for market-driven housing through the Planning and Development Services Department (PDSD). In the 1990s, for-profit developers responded to an escalated market demand for suburban housing with the construction of subdivisions containing spacious single-family houses with flexible floor plans; large lots; indoor-outdoor living space; neighborhood common areas; recreation facilities; and structured homeowners associations. These multi-acre planned communities dominated growth in the local residential market through 2007. During this period of housing production, parts of Pima County were recognized as the fastest growing areas of the United States due to the rapid construction of subdivisions at the edge of Tucson.

During the 2000–2010 decade, the emphasis on conserving natural resources increased with more focus on making housing more energy efficient and on rehabilitating existing housing. In 2000, the Mayor and Council adopted the International Building Code (IBC), which incorporates energy conservation and green building technologies. “Green building” was further promoted when a policy to pursue Leadership in Energy and Environmental Design (LEED) building standards was adopted by the Mayor and Council in 2006.

Tucson's residential development patterns have shifted in recent years due to changes in demographics and fluctuations in the economy. As presented in *Exhibit H-3*, family households and households with children decreased between 2000 and 2010, while non-family households increased. *Exhibit H-3* also shows in the same decade an increase in the poverty rate for both individuals and families.

After a housing boom in 2007, when home prices reached an average



of \$272,601<sup>2</sup> per unit, new housing production in Tucson slowed. Homeownership rates dropped as a result of single-family residential housing foreclosures. In the first quarter of 2012, Tucson ranked 42nd in the nation among cities with high foreclosures rates,<sup>3</sup> with 1 out of every 150 homes in Tucson in foreclosure proceedings. As a result, investors are anticipated to own and control a larger share of the housing that was previously owner-occupied by families and individuals. In the aftermath of the housing market crash and with the escalation of foreclosed properties, it became increasingly difficult for local families and individuals, particularly those with middle and lower incomes, to own a home.

The City has two related strategies to initiate and maintain new home ownership opportunities for families with limited incomes. Under the 2009

Federal Recovery Act Neighborhood Stabilization Program (NSP), the City of Tucson and Pima County were awarded the largest federal grant in the United States for the acquisition, rehabilitation, and resale of foreclosed properties. The City and County jointly created a community land trust to preserve this new homeowner housing in perpetuity. The community land trust purchases homes with grant funds and then sells the homes to low-income buyers at low rates. The land trust retains title to the land under any home sold. If the buyer ever decides to sell that home, it must be to another low-income buyer.

City initiatives designed to promote public-private investment in housing are in place and can be used to address unmet housing needs on a broader scale. These include the sale of City-owned property and investment in new infrastructure as a catalyst for

**In 2011, the City provided assistance for the rehabilitation of 73 units occupied by disabled and elderly low-income homeowners. Before and after photos of one project are shown above.**

*The number of housing units in Tucson that are 50 years old or older increased by 30,000 over the last decade from 17,888 in 2000 to 48,171 in 2010.*

—U.S. Census Bureau

<sup>2</sup>MLS Year in Review, 2007 Residential Statistics Report, Tucson Association of Realtors © Multiple Listing Services, Inc.

<sup>3</sup>"Tucson 42nd in Foreclosure Activity," Inside Tucson Business, Thursday, April 26, 2012. (Article cited source as RealtyTrac, Irvine, CA.)



**The Martin Luther King Jr. Apartments—a public housing building—is part of a mixed-use, transit oriented infill project, offering low-income seniors and persons with disabilities handicapped accessible apartments and on-site activities.**

redevelopment. In the upcoming years, due to the increase in aging and historic structures, the City will continue its investment in housing rehabilitation and neighborhood preservation and revitalization.

Based on demographic trends and preferences and on resource considerations, the focus of future residential development is anticipated to shift from suburban lower-density patterns of previous decades to infill and mixed-use development opportunities. Based on existing and forecasted

housing needs, the map showing Opportunity Areas for future growth (*Exhibit LT-7*, Land Use, Transportation & Urban Design section) incorporates a balanced housing model. This model, which is illustrated in *Exhibit LT-10* in the Land Use Transportation & Urban Design, takes into account shifts in market demand relative to housing quality, affordability, and variety in the existing housing stock. Additionally the model considers the shift in household family size—generally decreasing—in Tucson and the nation, and the influence of the two largest generations (i.e., “baby boomers” born between 1946 and 1964 and “Generation Y” born in the 1980s) on housing market trends with a greater demand for rental housing, as well as a desire for convenience, connectivity, and work-life balance. Based on these projections, the highest demand for the 188,586 new housing units needed between 2010 and 2040 is anticipated to be first in the multi-family category (39%), and second in the single-family homes on small lots (32%).

In its capacity as both the Public Housing Authority and the Community Development Office, the City will continue to provide housing assistance to the most vulnerable residents in Tucson, including low-income renters and homeowners, elderly persons, individuals with disabilities, and the homeless. The policies that follow reflect this direction for housing.

*Housing “affordability” is achieved when the income of the resident is adequate to cover the cost of the housing and pay typical living expenses, such as food, utilities, transportation, personal items, and health care. Individual circumstances and opportunities determine housing affordability.*



# POLICIES

## Housing (H)

- H1** Evaluate the social, physical, and spatial needs related to housing program design and location, including neighborhood conditions and access to basic goods and services.
- H2** Focus public and private investment on documented housing needs and priorities considering long-term housing supply and demand.
- H3** Improve housing conditions in aging neighborhoods.
- H4** Improve housing conditions in historic neighborhoods.
- H5** Include historic properties in the City's programs and partnerships to develop affordable housing.
- H6** Take multiple approaches to reduce housing costs and increase affordability.
- H7** Increase access to safe healthy and affordable housing choices, including mitigating the impacts of foreclosure.
- H8** Address the housing needs of the most vulnerable populations in the community, including those at risk of homelessness.
- H9** Promote safe, decent, and affordable housing and neighborhoods that support aging in place.
- H10** Provide housing, human services, public facilities, and economic development programs to end homelessness.

### Other Related Policies

ELEMENT	Policy #	PAGE #
<b>Housing</b>		<b>3.11</b>
Economic Development	ED1, ED11	3.20
Public Safety	PS3, PS4, PS6, PS9, PS10	3.25
Parks & Recreation	PR3, PR10–PR12	3.30
Arts & Culture	AC3	3.37
Public Health	PH1, PH8	3.41
Urban Agriculture	AG1	3.45
Education	E4, E7	3.50
Governance & Participation	G1, G2, G7, G11	3.56
Energy & Climate Readiness	EC5, EC9	3.66
Water Resources	WR1–WR3, WR5, WR6, WR8, WR10	3.71
Green Infrastructure	GI1, GI3, GI4	3.77
Environmental Quality	EQ4–EQ6	3.83
Historic Preservation	HP1, HP2, HP4, HP7	3.93
Public Infrastructure, Facilities & Cost of Development	PI1	3.101
Redevelopment & Revitalization	RR5, RR6	3.108
Land Use, Transportation & Urban Design	LT1, LT3, LT4, LT7, LT9–LT12, LT14, LT17, LT23, LT26	3.126



# Economic Development

Economic development activities are designed to make a positive impact on the standard of living in a community. “Standard of living” is typically measured by a series of indicators that include but are not limited to educational achievement, housing and neighborhood conditions, general health and safety, employment opportunities, wages, household income, and poverty rates and wages of its citizens.

Based on these indicators, the City’s ability to retain and attract businesses for the purpose of employing the local workforce is essential to successful economic development. To create and sustain an environment in which businesses can thrive, the City must capitalize on its unique strengths, and mitigate those market conditions that businesses find challenging. Tucson Regional Economic Opportunities, Inc. (TREO), the regional economic development agency that is focused on bringing new firms with primary jobs to the Tucson region, has defined Tucson’s strengths as its higher educational resources, cultural diversity, quality of life, leisure and recreational assets,

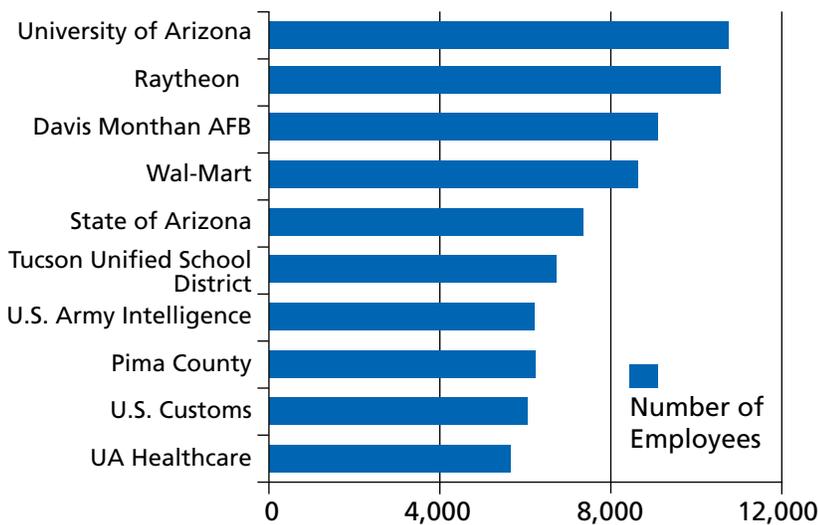
defense related facilities, and geographic proximity to Phoenix and Mexico.<sup>1</sup>

The challenging conditions that Tucson businesses face are similar to the market conditions in other cities across the country. These challenges include developing and keeping a well-trained workforce, maintaining and expanding public infrastructure, and fostering a regulatory environment that facilitates new development while protecting valuable community assets such as the natural environment, established neighborhoods, and historical features.

The U.S. Census American Community Survey (2006-2010) shows that by 2010 Tucson’s 207,000 households had a median income of \$35,362. This was comparatively lower than the \$50,000 median household income reported for Arizona and the United States. Census figures indicate that as of 2011 approximately 60% of Tucson’s population over the age of 16 was employed in the local workforce.

As of 2012, Tucson had almost 20,000 registered businesses within its boundaries. One-third of Tucson registered businesses were categorized as “retail enterprises” and one third as “service oriented.” Commercial uses are generally located along major transportation corridors or in economic development activity clusters, such as the central business district and around

**EXHIBIT ED-1 Top 10 Employers in Tucson**



Source: Tucson Regional Economic Opportunities

<sup>1</sup> Tucson Economic Blueprint – Strategic Analysis Report, KMK Consulting Team / Tucson Regional Economic Opportunities (TREO), December 27, 2006



the University of Arizona. *Exhibit ED-1* identifies the top ten employers in the Tucson metropolitan area. *Exhibit ED-2* shows Tucson's commercial land use distribution and zoning classifications in 2012.

The City's economic development activities typically fall into four categories:

- Maintaining a safe and clean environment with high functioning public infrastructure, facilities and services
- Enforcing laws and regulations related to the development, maintenance and operation of businesses.
- Pursuing economic growth opportunities taking into account community needs related to urban redevelopment, education, businesses, and job creation
- Investing City resources to make Tucson an attractive place to live, attend school, work, and/or run a business

The City's ability to provide and maintain public infrastructure, facilities and services is dependent on the City's General Fund, 40% of which is funded from sales tax revenues. Funding levels, therefore, are contingent on the health of the local economy. Fluctuations in tax revenues can impact the City's budget related to:

- transportation infrastructure
- water infrastructure
- public safety
- sanitation services and the city's overall cleanliness
- parks, recreational opportunities, and open space

The City's Planning and Development Services Department (PDSD) is the lead agency responsible for regulating the location, development, and maintenance of businesses community wide. PSDS oversees land use and permitting processes and has legal authority to enforce health and safety standards. This department creates, revises, and enhances



**UniSource Energy's new 11,000 headquarters at 88 E. Broadway became fully occupied in November 2011. The nine story building provides 170,000 square feet of office space for more than 500 people working for Tucson Electric Power, Unisource Energy's principle subsidiary.**





local building codes related to structural integrity, design, energy efficiency and conservation, and use of materials. The City's Finance Department issues and renews business licenses, and oversees tax revenues.

Pursuing economic growth taking into account residents' needs and investing strategically for economic development are interrelated. An example of this interrelationship is illustrated when considering education. A study conducted by Tucson's largest school district suggests that students are more likely to succeed academically if they are not subjected to the conditions associated with poverty. Statistics shown in *Exhibit E-3, Poverty Rate for Population 25 years & Over by Educational Attainment Level*, in the Education section of the Plan, emphasize the relationship between economic stability and education. Based on studies, a stable home and school environment is an indicator of educational attainment. Educational success has a direct correlation to household income and quality of life.

For decades, like many other cities, Tucson's development and economic activity shifted away from a thriving central business district to malls and suburban shopping centers. A sustained lack of investment in the urban core significantly impacted the built environment, resulting in pockets of poverty and urban decay. These conditions made Tucson less attractive to prospective businesses and industries relocating in the Southwest. To reverse this cycle and build on local assets, the City implemented specific economic development efforts to strengthen its urban core, combining downtown revitalization with infill strategies and an emphasis on its relationship with the University of Arizona. Catalyzed by the announcement of construction of the Modern Streetcar line, as well as other public investment, the private sector responded with development of new residential units, restaurants, and office and retail space. The route extends from University Medical Center through the University of Arizona campus,



**Several major parcels of vacant land in Tucson's Downtown became the location for new mixed-use transit-oriented development, adding new housing, retail, entertainment venues and professional offices along the Modern Streetcar line.**



the Main Gate Shopping District, the Fourth Avenue District, and Tucson's downtown, connecting to westside neighborhoods. Numerous other private sector developments are being planned and built along the Modern Streetcar route.

In the aftermath of the 2007–2009 recession, the City's role expanded beyond these revitalization efforts to overcome setbacks in the economy and re-establish financial stability and new opportunities for economic growth.

As an initial step toward restructuring, the City Manager created the Office of Economic Development. An early effort of the Office was the consolidation and enhancement of 21 City initiatives that are designed to attract, support, and retain businesses with the ultimate goal of increasing jobs. In October 2012, the Office released a brochure highlighting financial incentives, loan programs, business assistance, development service programs, and incentive districts available throughout the City.

Before the recession, Tucson was identified as one of the cities in the United States that holds specific economic growth potential. In 2002, author and economist Richard Florida introduced the term “creative class,” which includes two types of workers: (a) those whose economic function is to create meaningful new forms, i.e., new ideas, new technology and/or creative content, and (b) those whose function is to think about and create new approaches to problems.<sup>2</sup> At that time, Florida ranked cities based on their potential for economic growth related to the creative class. Tucson was identified as third in the top ten medium-sized communities. In 2012, Florida took another look at cities' creative class rankings; Tucson ranked twentieth.<sup>3</sup> *Exhibit ED-3* shows this comparison of Tucson to other cities with a strong creative class.

The City's role in future economic growth will expand beyond the economic recovery of recent years to attract and retain a wide range of new businesses. TREO's 2006 Economic Blueprint listed Aerospace and Defense, Bioscience, Solar



**This 2012 brochure (above) provides information on incentives and assistance available to businesses through the City of Tucson. A companion website offers an interactive listing that allows a user to identify incentives and assistance based on a specific address.**

<sup>2</sup>The Rise of the Creative Class, Richard Florida, Basic Books, 2002

<sup>3</sup>The Creative Class Revisited, Richard Florida, Basic Books, 2012



Technologies, and Transportation and Logistics as the top growth industries. In addition to targeting these industries for business expansion and recruitment, the City will increase business connections in Arizona, the Southwest, and Mexico. The City will continue to pursue economic benefits related to downtown revitalization and the University of Arizona, including development along the Modern Streetcar line.

The Office of Economic Development will focus its efforts on five Economic Development Strategic Priorities, adopted by the Mayor and Council in early 2013:

1. Business Recruitment, Retention and Expansion
2. International Trade
3. Entrepreneurship
4. Investment in Key Commercial Areas
5. Annexation

The City will continue to collaborate with its partners (*Exhibit ED-4*) to

implement a broad range of activities related to economic development such as community messaging, business



**Both the public and private sectors have played a significant role in the revitalization of Tucson's downtown where, over a five-year period between 2008 and 2013, private investment exceeded \$200 million.**

### EXHIBIT ED-3 Sample Comparison from Top 20 Creative Class Cities

City and 2012 Ranking out of 20	Median Household Income	Cost of Living	Unemployment	Household Poverty Rate
<b>Tucson, AZ (20)</b>	\$48,563	96.5	8.5%	20.2%
Austin, TX (16)	\$72,650	95.5	6.1%	14.6%
Boston, MA (3)	\$75,394	132.5	7.8%	17.8%
Boulder, CO (1)	\$92,134	N/A	4.8%	7.6%
Minneapolis, MN (18)	\$68,664	111	7.1%	16.4%
Portland, OR (13)	\$67,443	111.3	6.8%	14.1%
San Diego, CA (15)	\$81,144	132.3	6.7%	11.2%
San Jose, CA (12)	\$99,062	156.1	7.2%	8.3%
Seattle, WA (4)	\$85,945	121.4	5.2%	7.8%

Based on US Census Data: 2011 American Community Survey



incentives and financing tools; real estate development, business training and technical assistance, additional infrastructure improvements and transportation enhancements, and planning and research.

The map in *Exhibit ED-5* shows areas of economic activity as of March 2013. This map provides as base information as

of this date and will be used to show new economic development activity over the 10-year planning period.

The policies that follow provide general guidance regarding the City’s economic development direction in the coming years.

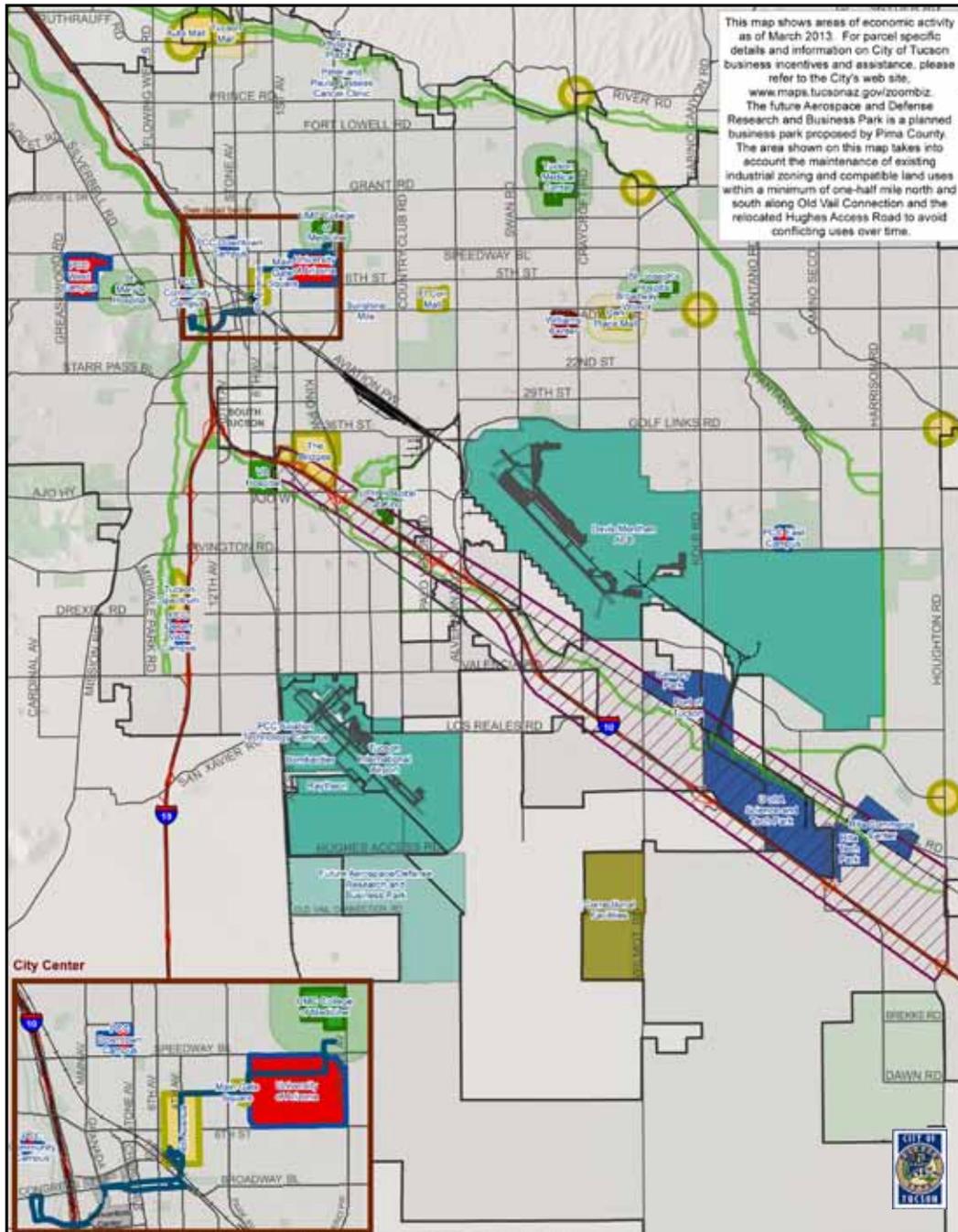
**EXHIBIT ED-4 City Partners in Economic Development**

Chambers of Commerce
Federal Government
Merchants Associations
Metropolitan Tucson Convention and Visitors Bureau
Mexican Government Officials and Agencies
Non-Profit Organizations
Pima Community College
Pima County
Private For-Profit Businesses
Technical and Trade Schools
Tucson Regional Economic Opportunities
Tucson Small Business Commission
Small Business Administration
State of Arizona
University of Arizona

Source: *City of Tucson Housing & Community Development and Office of Economic Development*



EXHIBIT ED-5 Economic Activity Areas



Source: City of Tucson IT-GIS Section

**Economic Development Areas**

- Correctional Facilities
- Educational Institutions
- Financial Centers
- Medical Centers
- Technology Parks
- Transport Logistics Center
- Retail Centers
- Aerospace and Military Operations
- Future Aerospace/Defense Research Business Park Proposed by Pima County

**Sunlink Street Car**

- I-10 Technology Corridor
- The Loop
- Parks and Open Space





# POLICIES

## Economic Development (ED)

- ED1** Recognize that a high quality of life is the foundation for economic success by supporting a safe environment, recreational opportunities, multi-modal transportation, a vibrant downtown, stable neighborhoods, good education, primary and secondary employment opportunities, arts and entertainment venues, and accessible air service.
- ED2** Continue to develop and implement local strategies, services, and incentives to maintain and enhance a business friendly environment.
- ED3** Increase and promote environmentally sensitive businesses, industries, and technologies.
- ED4** Recruit, retain, and expand businesses in key economic sectors, including aerospace, bio-science technologies, renewable energy technologies, and tourism to increase market competitiveness and high-quality, high-paying job opportunities.
- ED5** Leverage investment by promoting local assets, including but not limited to the Modern Streetcar; the University of Arizona; Pima Community College; Tucson's cultural heritage, diversity, and events; and the natural environment.
- ED6** Collaborate with the University of Arizona, Pima Community College, local training and technical schools and Pima County to develop a well-educated, well-trained, and diverse local workforce.
- ED7** Support and expand entrepreneurship through partnerships, technical assistance, and incentives.
- ED8** Increase economic partnerships with Mexico.
- ED9** Promote and support local, minority-owned, independent, and small businesses involved in the sale and purchase of locally produced goods and services.
- ED10** Create long-term community benefit and economic vitality through targeted investment in the redevelopment of key commercial areas, including downtown, major corridors, arts and entertainment districts, and mixed-use and commercial sites.
- ED11** Support the conditions and services, such as transportation, childcare, and nutrition, that facilitate workforce stability and advancement.



### Other Related Policies

ELEMENT	Policy #	PAGE #
Housing	H1, H2, H10	3.11
<b>Economic Development</b>		<b>3.20</b>
Public Safety	PS1 – PS3, PS5, PS10	3.25
Parks & Recreation	PR1, PR2, PR9, PR10	3.30
Arts & Culture	AC2, AC4–AC6, AC9	3.37
Public Health	PH7	3.41
Urban Agriculture	AG1, AG2, AG4	3.45
Education	E1, E3–E6	3.50
Governance & Participation	G8, G10, G11	3.56
Energy & Climate Change	EC7	3.66
Water Resources	WR1, WR3, WR6, WR8, WR10, WR11	3.71
Green Infrastructure	GI1, GI4, GI5	3.77
Environmental Quality	EQ2M EQ6	3.83
Historic Preservation	HP3, HP4, HP8	3.93
Public Infrastructure, Facilities & Cost of Development	PI1–PI5	3.101
Redevelopment & Revitalization	RR1, RR3 – RR6	3.108
Land Use, Transportation & Urban Design	LT1, LT3, LT4, LT7–LT13, LT17, LT22, LT24 – LT26	3.126



# Public Safety

Keeping the public safe is a fundamental responsibility of government. Traditionally public safety has been related to natural hazards (e.g., wildland and urban interface fires, floods, earthquakes, hurricanes, tornadoes) or to manmade hazards (e.g., oil spills, hazardous material releases, transportation accidents, and crime). While preventing and reacting to such hazards

continues to be the primary day-to-day focus of the City, the terrorist attacks of September 11, 2001, and Hurricane Katrina in 2005, catalyzed attention on the potential for major disruptions to energy and information technology infrastructure, as well as for the use of chemical, biological, radiological, nuclear, and high-yield explosive weapons.

Public safety policy and related measures generally fall into the two categories suggested above:

- preventive, which is focused on preventing occurrences that are unsafe to humans

- reactive, which addresses unsafe situations that are predicted or have occurred (*Exhibit PS-1*)

Being prepared to react to situations threatening public safety is critical, and a community's ability to react in an efficient and timely manner is a factor affecting other City concerns such as economic development.

Working to prevent situations that jeopardize public safety has long been a primary mission of City government, as reflected in the adopted measures of many departments. However, greater understanding of the relationship of such areas as education and health to public safety has heightened the importance of preventive measures for a safer, more resilient community over time. Preventive measures are taken by both

## EXHIBIT PS-1 Preventive/Reactive Examples

Preventive Measures	Reactive Situations
• Preventive education	• Burglary
• Building design	• Building fires
• Development location	• Code Enforcement
• Neighborhood Watch	• Natural Disasters
• Roadway design	• Traffic accidents
• Safe Routes to School	

**Safe Routes to School Program allows children to walk safely to school, alleviating parental fears of traffic accidents and crime.**





governmental and non-governmental agencies. Some are in the form of rules and regulations such as land use codes, building codes, development standards, roadway design standards, and stormwater regulations. Other preventive measures consist of programs focused on helping people learn to address or avoid potential hazards (e.g., driving and bicycling classes, swimming lessons, physical and mental health clinics, Neighborhood Watch).

One example of the interrelationship of situations that can threaten public safety if not addressed through preventive measures is deteriorating properties that become targets for antisocial behavior in the form of vandalism and other crimes. This became an escalating problem in Tucson with the recession of 2007–2009 and related foreclosures. The antidote to this “broken window syndrome” is to address the deteriorating conditions as quickly as possible to prevent vandalism and other crimes and related devaluation of surrounding properties. Another example is public spaces whose design does not include elements, such as sidewalks, shade, and destinations, that encourage regular use of the spaces. Such use puts more “eyes on the street,” which helps deter unwanted activity.

In Tucson, the departments referred to as the “public safety agencies” are Police and Fire, which together oversee Emergency Management and Homeland Security. Other key City departments concerned with public safety include Environmental Services, which handles the disposal of hazardous materials; Transportation, which designs, constructs, maintains, and operates transportation facilities; Housing and Community Development, which provides support to a variety of social service organizations and addresses code violations; Planning and Development Services, which regulates where and how

development is undertaken; and Parks and Recreation, which offers preventive education, such as swimming lessons and structured after-school youth programs.

The World Trade Center and Hurricane Katrina disasters resulted not only in increased planning for such emergencies, but led to increased consideration about the most effective ways to coordinate services required to maintain public safety within and across jurisdictions and with non-governmental agencies and the private sector.

In 2007, the City’s Mayor and Council adopted the Emergency Operations Plan (EOP), which lays out a local and regional approach to incident management designed to integrate the efforts and resources of local, regional, private, sector, nongovernmental, state, and federal agencies, departments, and organizations. As stated in the EOP, “the approach ties together a complete spectrum of incident management activities to include the prevention of, preparedness for, response to, and recovery from terrorism, major natural disasters, and other major emergencies.”

**Community engagement allows Tucson Police officers to hear residents’ and businesses’ concerns first-hand.**





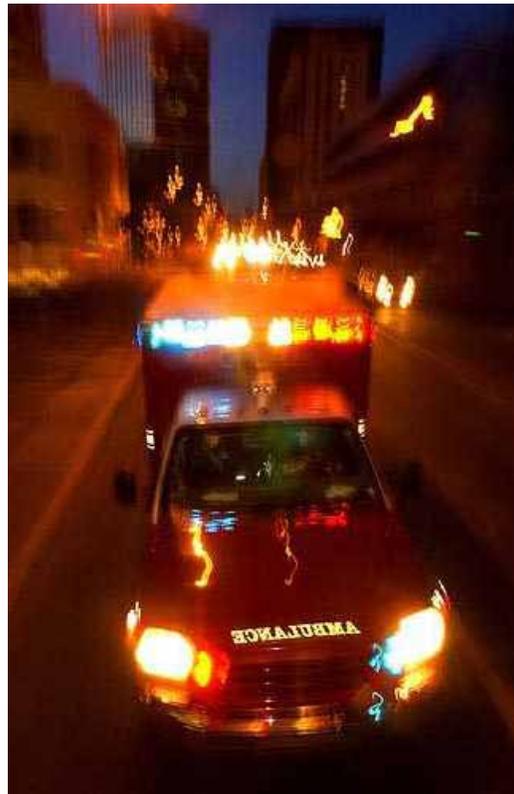
The EOP confirmed the importance of involving a wide range of players in keeping the public safe. This is true whether it's a major incident or a minor incident. Such coordinated efforts not only help ensure safety, but

may help reduce costs. For instance there are services that some social service organizations can provide more inexpensively than the Tucson Police Department, such as providing transportation for someone who needs to be taken to a shelter. Examples of agencies, organizations, and institutions that City public safety agencies work with to implement preventive and reactive measures are shown in *Exhibit PS-2*.

Finally, preventive measures are related to sustainability. For instance, the increased awareness of the potential for emergency situations that may cut off access to food, water, and energy from outside the region has increased interest in how the City and region may become more sustainable so that more basic needs can be provided locally.

The following policies address preventive and reactive measures, the importance of recognizing the interrelationship of a variety of areas to public safety, and the demonstrated need for coordination among City and non-City agencies and organizations to keep the community safe.

**In 2007, about 85 percent of the Tucson Fire Department's dispatched calls were for Emergency Medical Services (EMS). Programs focused on addressing physical and mental conditions could help reduce EMS calls and associated costs.**



**EXHIBIT PS-2 City Partners in Public Safety**

Area hospitals	Pima County	Union Pacific Railroad
Davis-Monthan Air Force Base	Public school districts	University of Arizona
Major shopping malls	Social service organizations	Utility companies
Pima Community College	Tucson International Airport	Neighborhood Associations



# POLICIES

## Public Safety (PS)

- PS1** Identify, implement, and maintain standards for high quality, efficient, and cost effective law enforcement services.
- PS2** Maintain high quality, efficient, and cost effective fire and hazardous material response and emergency medical services.
- PS3** Reduce potential harm to life and property in natural hazard areas and from hazards resulting from human activities and development through preventive measures.
- PS4** Prioritize property maintenance and order as a preventive measure against crime and disorder.
- PS5** Recognize and strengthen the role of social networks in public safety through increasing lawful activity in public spaces and through information sharing.
- PS6** Direct resources to education and prevention programs, such as Neighborhood Watch, that encourage residents to be proactive regarding personal property and traffic safety.
- PS7** Ensure coordinated communication among City agencies and between City and other governmental agencies and nongovernmental service providers in the event of an emergency.
- PS8** Prioritize funding of prevention and support programs that reduce the work and expense of public safety agencies.
- PS9** Ensure that all residents have access to food, water, shelter, and medical services in the event of an emergency.
- PS9** Pursue design for public spaces and encourage design for private spaces that incorporates principles of defensible space.

### Other Related Policies

ELEMENT	Policy #	PAGE #
Housing	H1, H3, H4, H7, H9	3.11
Economic Development	ED1, ED2	3.20
<b>Public Safety</b>		<b>3.25</b>
Parks & Recreation	PR3, PR7, PR11, PR12	3.30
Arts & Culture	AC1	3.37
Public Health	PH3, PH4, PH6	3.41
Urban Agriculture	—	3.45
Education	E1, E2, E5, E7	3.50
Governance & Participation	—	3.56
Energy and Climate Change	EC9	3.66
Water Resources	WR1, WR11	3.71
Green Infrastructure	GI1, GI2	3.77
Environmental Quality	EQ1, EQ4, EQ6	3.83
Historic Preservation	—	3.93
Public Infrastructure, Facilities & Cost of Development	PI1, PI3, PI5,	3.101
Redevelopment & Revitalization	RR5, RR6	3.108
Land Use, Transportation & Urban Design	LT1, LT4, LT12, LT14, LT22, LT23, LT25	3.126



# Parks & Recreation

When public parks and recreational facilities and programs were first introduced into urban areas in the United States over a century ago, the emphasis was on the restorative qualities of the natural environment and the opportunities for healthful physical activity particularly for those whose living conditions were substandard. In the intervening years, evidence shows that parks and recreation can be integral to strengthening the health, safety, economy, and natural environment of a city by:

- providing opportunities for physical activity, a key intervention for reducing diseases, such as cancer, heart disease, and Type 2 diabetes (*Exhibit PH-1, Public Health*)
- offering spaces, programs, and activities that foster life-long learning and social cohesion
- assisting in the preservation and celebration of the city's cultural heritage
- playing a preventive public safety role by offering programs to combat negative, antisocial behaviors
- contributing to the stabilization and revitalization of neighborhoods
- increasing property values and tax revenue
- offsetting reactive investments in health and social justice infrastructure
- promoting tourism
- protecting habitat, improving air quality, and reducing urban heat islands

The Tucson Parks and Recreation Department has primary responsibility for parks and recreation facilities and programs in the City. The Department works closely with other City entities to address acquisition and development of parks and facilities, land annexations, regional planning issues, connections, master planned communities, cultural resource preservation, environmental conservation, and grant funding.

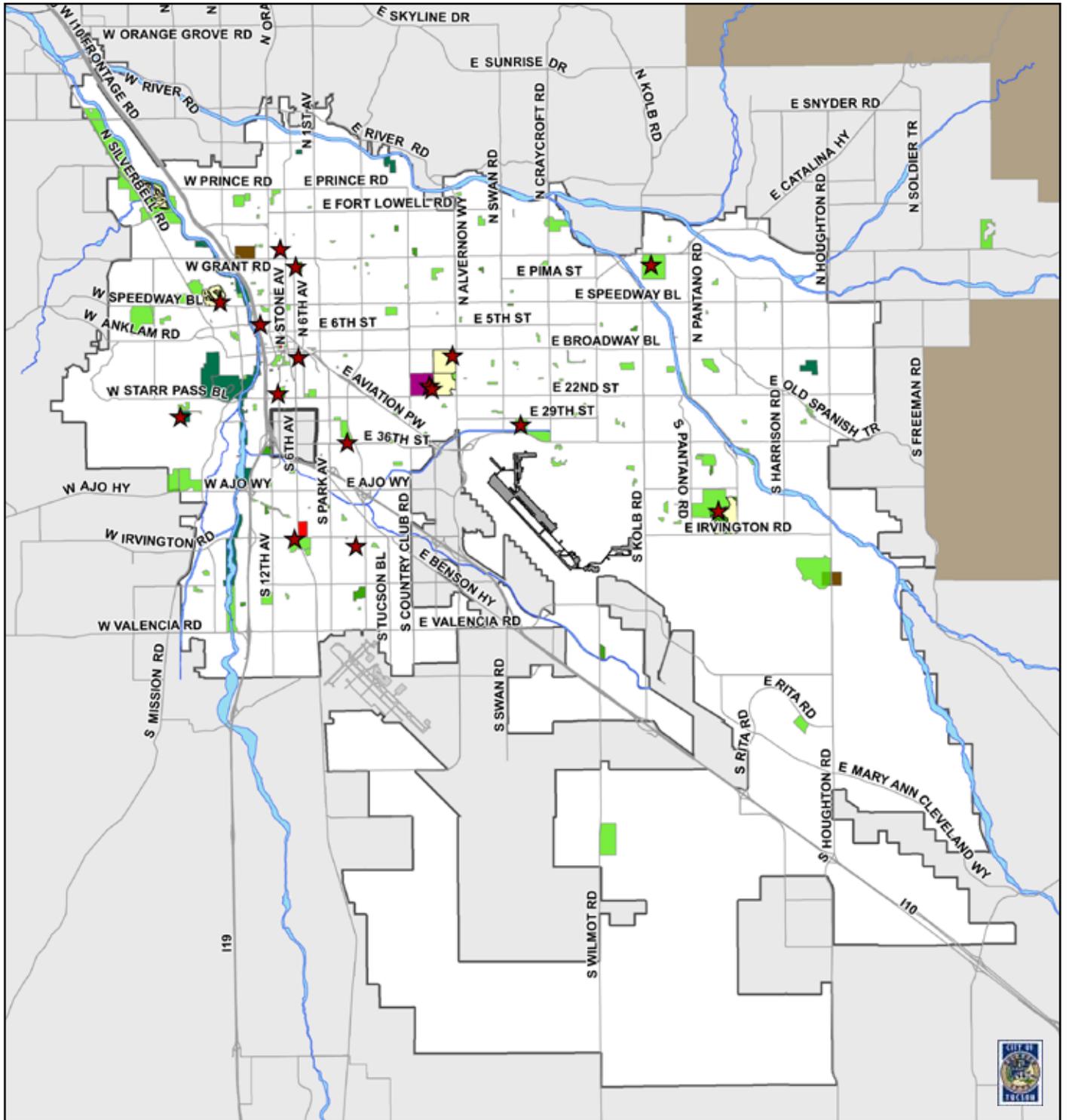
As of 2010, City parks totaled 6,358 acres, which represents approximately 4% of the City's total acreage, and offered over 500 individual programs with thousands of participants. The Parks and Recreation Department is actively engaged in planning for both existing and future parks, facilities, and programs as reflected in the 2006 *Parks and Recreation Ten-Year Strategic Service Plan*, which lays out the department's vision, mission, and strategic direction. *Exhibit PR-1* shows the locations of parks and recreational facilities within the City, while *Exhibit PR-2* highlights the types, descriptions, and determinants of programs offered by

**Reid Park Zoo offers leisure and learning opportunities.**





EXHIBIT PR-1 Parks & Recreation Facilities in Tucson



City of Tucson IT-GIS Section and Parks and Recreation Department

- ★ Recreation Centers
- Major Washes
- Zoo
- Special Interest Areas
- Golf Courses
- Natural Resource Parks
- School Parks
- City Parks
- Undeveloped Park Property
- Federal Lands
- City of Tucson
- Other Jurisdictions





the Department. These programs and services provide lifelong and healthy living opportunities.

In 2010, Parks and Recreation received national accreditation from the Commission for Accreditation of Park and Recreation Agencies (CAPRA), becoming one of only 97 cities to hold this distinction. To obtain this accreditation, Department staff conducted an extensive analysis of its facilities, programs, staffing, and finances in response to CAPRA standards.

While Tucson has many well-used facilities and well-attended programs, it continues to fall below national standards in the number of parks and the diversity of amenities it offers (*Exhibit PR-3*). The Parks and Recreation Department's strategy has been to emphasize the enhancement of existing park facilities and amenities in the urban core where land for parks is limited, and to focus development of new park facilities outside the core area where land is more available. With the economic recession of 2007–2009, the Department was forced to weigh ongoing maintenance needs against

new or upgraded facilities.

To expand resources, Parks and Recreation partners with other agencies and non-profit organizations. For example, the Department has an Intergovernmental Agreement with the Tucson Unified School District (TUSD) that enables Parks and Recreation to utilize TUSD schools for after school programming, aquatics programs, and other special activities, and enables TUSD to use park facilities and equipment for their programming purposes at no cost. The Department also has several agreements with Pima County for funding, development and construction of various parks and facilities. Nonprofit organizations, such as the Salvation Army, Community Food Bank, El Rio Health Clinic, Arizona Children's Association, and the Tucson Urban League use Parks and Recreation neighborhood centers to provide a variety of services to the community. In addition, a number of organizations, including Neighborhood Associations, have formally adopted neighborhood parks through Tucson Clean and Beautiful, helping to keep

### EXHIBIT PR-2 Parks Recreation Programs Services

Program/Service	Brief Description	Program Determinant*
Adult Sports	Programs for youth ages 5 to 15 at centers & schools.	1,2,3,4,5
Aquatics	Structures and leisure programming for adults ages 50+.	1,2,3,4,5
Leisure Classes	Varied social service agencies located in neighborhood centers.	1,2,3,4,5
Out-of-School	After school, school's out, and summer leisure recreation programs for youth ages 5 to 15 at centers and schools.	1,2,3,4,5
Senior	Structure and leisure programming for adults ages 50+.	1,2,3,4,5
Social Services	Varied social service agencies located in neighborhood centers.	2,3,4,5
Therapeutics	Youth and adult programs for clients with disabilities.	1,2,3,4,5

\* (1) Conceptual foundations of play, recreation, & leisure, (2) Constituent needs & interests, (3) Community opportunities, (4) Agency mission & vision statements, (5) Experiences desirable for clientele

Source: Excerpted from "City of Tucson Parks and Recreation Program/Service Matrix," *National Accreditation Self-Assessment Workbook*, Tucson Parks and Recreation Department, March 2, 2010, pg. 4.



## EXHIBIT PR-3 City Park Facility Needs

Facility Type	2000 Total**	Current Facility/ Population Ratio (2000)	Core/ Mid-City Guidelines	Edge/ Future-City	Additional Needs		
					Core/ Mid-City	Outside Core	Citywide
<b>Parks (acres)</b>							
Mini Park	5	.01/1,000	N/A	N/A	0	0	0
Neighborhood***	515	1.1/1,000	2.5/1,000	2.5/1,000	188	355	543
Community	504	1.1/1,000	3/1,000	3/1,000	795	388	1,183
Metro	1,450	3.1/1,000	1.5/1,000	3.5/1,000	0	201	201
Regional	619	1.3/1,000	N/A	2/1,000	0	0	0
All Parks	3,092	6.5/1,000	7/1,000	11/1,000	982	944	1,926
<b>Field Sports</b>							
Adult Baseball	30	1/15,848	1/12,000	1/12,000			18
Youth Baseball	42	1/11,596	1/10,000	1/10,000			16
Soccer Fields	33	1/14,858	1/12,000	1/12,000			16
Softball Fields	36	1/13,207	1/10,000	1/10,000			21
<b>Active Recreation</b>							
Park-site pathways (miles)	10	1/47,545	1/15,000	1/15,000			39
Playgrounds	105	1/4,755	1/2,500	1/2,500			133
Centers (sq. ft.)	333,528	.7/person	1/person	1/person			244,737

\*Original calculations by consultant for additional parks and facilities needed were adjusted to allow for a 13-year planning period (2000-2013) versus 10-year (2000-2010). Calculations were increased based on the estimated annual population increase for the 3 years between 2010 and 2013.

\*\*Totals include City of Tucson facilities only.

\*\*\*Includes school-park facilities under existing Intergovernmental Agreement.

N/A = Not applicable

Source: City of Tucson Parks & Recreation Ten-Year Strategic Service Plan, October 31, 2007.

the parks clean and well maintained.

A strategic direction for which the Parks and Recreation Department has undertaken additional planning in recent years is connectivity between parks, open space and recreational facilities. Identification of trails and trail connections within the City's urban core are provided in the 2010 *Pima Regional Trail System Master Plan*, a collaboration of Parks and Recreation and the Pima County Department of Natural Resources.

Existing access to parks and recreational destinations is generally provided by the Department of

Transportation through roadway, sidewalk, and bicycle facilities. These facilities also can be used for recreational walking and biking though they are not designed specifically for an enhanced recreational experience and are fragmented and in poor condition in some locations. Further discussion about connections and alternative modes of transportation can be found in Plan Tucson under Land Use, Transportation, and Urban Design.

The following general policies are in alignment with and reinforce the Department of Parks and Recreation, existing plans.



# POLICIES

## Parks and Recreation Policies (PR)

- PR1** Maintain and implement the Commission for Accreditation of Park and Recreation Agencies standards addressing such characteristics as park size, service area radius, and operations.
- PR2** Prioritize repairing, maintaining, and upgrading existing recreational facilities.
- PR3** Ensure equitable distribution of recreational resources to reach all populations throughout the City and make them affordable to all.
- PR4** Ensure a range of recreational opportunities from passive to active.
- PR5** Provide lifelong recreational opportunities for people of all ages and abilities.
- PR6** Foster the integration of different generations and abilities through shared activities and facilities.
- PR7** Emphasize the role of public recreation programs in public safety (preventive) and public health (physical and mental).
- PR8** Support the integration of environmentally and historically sensitive building materials and methods in public recreational facility development and operation.
- PR9** Develop an urban multipurpose path system that provides mobility options, with recreational and health benefits, to access parks, residential areas, places of employment, shopping, schools, recreational facilities, transportation hubs, natural resources, and watercourses for people of all abilities.
- PR10** Collaborate with neighborhoods, local businesses, not-for-profit organizations and agencies, school districts, institutions of higher education, museums, Davis-Monthan Air Force Base, private partnerships and foundations, and other jurisdictions in developing approaches to meeting recreational needs, including the provision of shared use facilities.
- PR11** Encourage community and neighborhood events and ensure their safety through accessible City permitting and coordination.
- PR12** Expand outreach and partnerships with neighborhoods to facilitate the adoption and care of existing neighborhood parks.



## Other Related Policies

ELEMENT	Policy #	PAGE #
Housing	H1	3.11
Economic Development	ED1, ED5	3.20
Public Safety	PS5, PS10	3.25
<b>Parks &amp; Recreation</b>		<b>3.30</b>
Arts & Culture	AC2, AC4, AC5, AC8	3.37
Public Health	PH1, PH8	3.41
Urban Agriculture	—	3.45
Education	E1, E2, E7	3.50
Governance & Participation	—	3.56
Energy & Climate Change	EC1, EC3, EC4, EC6, EC8, EC9	3.66
Water Resources	WR2, WR3, WR4, WR8,	3.71
Green Infrastructure	GI1–GI6	3.77
Environmental Quality	EQ3	3.83
Historic Preservation	HP3, HP5	3.93
Public Infrastructure, Facilities & Cost of Development	PI1, PI2, PI3, PI4,	3.101
Redevelopment & Revitalization	RR3, RR5, RR6	3.108
Land Use, Transportation & Urban Design	LT1, LT2, LT3, LT4, LT6, LT14, LT16, LT25	3.126



Senior Olympics long jump, Frank Sancet Field, University of Arizona.



# Arts & Culture

Tucson's arts and culture, which contribute greatly to its "sense of place" and overall livability, are influenced by the distinctive landscape of the Sonoran desert. This includes the natural and built environments; the City's multifaceted history and diverse populations; and an economy that promotes an array of shopping experiences, performance venues, and educational opportunities.

Tucson's warm climate, open space, and exotic desert landscape attract people who like to participate in outdoor activities, including sports, dining, ecotourism, and sightseeing. Tucson's natural environment also serves as a stage for the deeply-rooted celebrations and traditions of its indigenous cultures, and is a source of inspiration for the local abundance of Southwestern architecture, art, literature, and film. Tucson's built environment is layered with artifacts that provide connections to the past and a foundation for the future. The layers reflect the evolution of this known "birthplace of North America," from the early agricultural settlements along the Santa Cruz River, to a Spanish settlement, to an industrialized railroad stop en route

to California. In recent years, Tucson's historic neighborhoods have become a catalyst for community discussions about the relationship of the past, present, and future.

Complementing Tucson's history as a determinant of arts and culture are Tucson's diverse populations whose tastes and traditions help shape and reshape community heritage. Central to this diversity is the City's ongoing physical, social, and economic relationship to Mexico and its adjacency to the Tohono O'odham Nation and Pascua Yaqui Tribe. The close proximity to the International Border and the prominence of Native American cultures are reflected in local food, crafts, fashion, arts, literature, and music.

**Tucson's past, present, and future are reflected in the downtown.**





*“Arts and culture impact how we understand, communicate with, and relate to each other in a civil society.”*

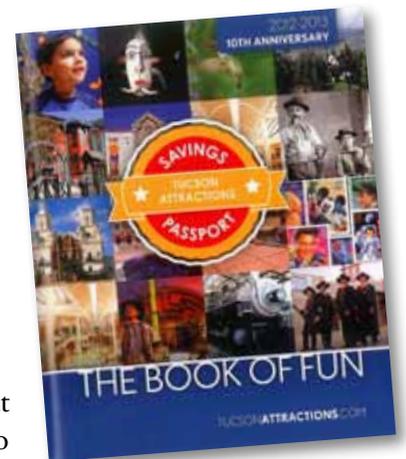
—Governor’s 98th Arizona Town Hall Report, May 2011, Tucson

In more recent years, Tucson’s music scene, college town culture, and grassroots artists have emerged in and around the centrally located University of Arizona campus and the downtown area. The University attracts students and faculty from around the world, and is a major contributor to local arts and culture, with year-round musical and theater performances, seasonal athletic events, and several museums and lectures open to the public.

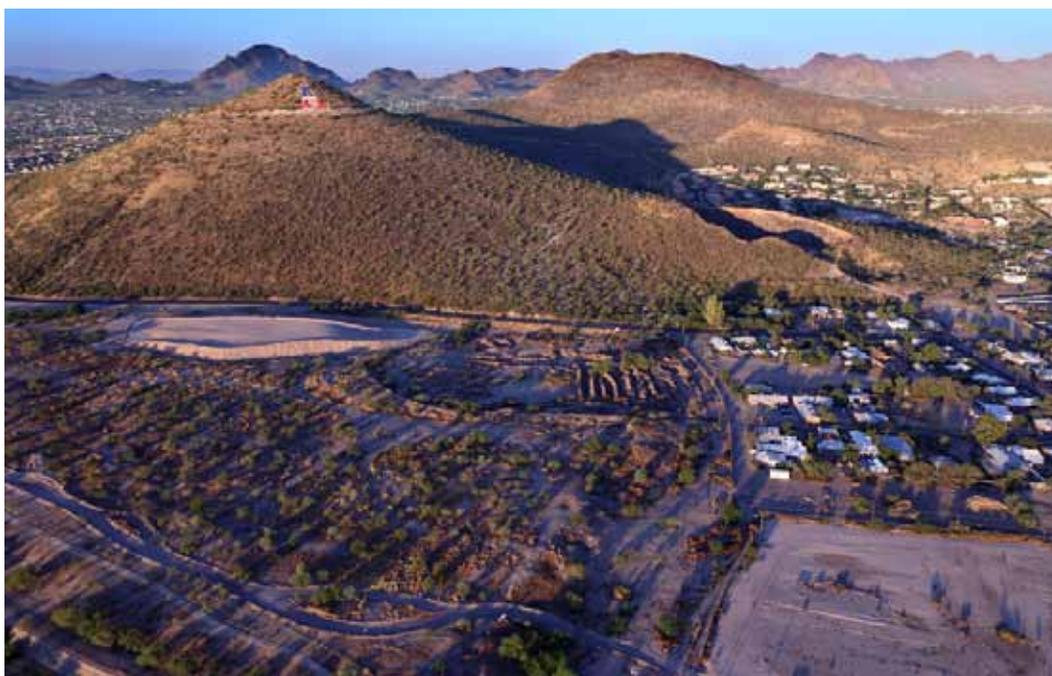
Tucson’s local economy is bolstered by its many arts and cultural venues, which include art galleries, performance centers, concert halls, movie theaters, sports facilities, desert gardens, hiking trails, heritage sites, resorts, and over 50 libraries and museums. The Tucson greater metropolitan area is home to many famous regional attractions, including the world renowned Arizona-

Sonora Desert Museum, the Kitt Peak National Observatory, the Saguaro National Monument—East and West Units, the historic Mission San Xavier del Bac, and the 309th Aerospace Maintenance and Regeneration Center, also known as the “Boneyard,” located at Davis Monthan Air Force. Tucson is also known regionally and internationally for hosting high profile events that attract visitors and vendors from around the world, generating significant revenue for the community. Among these events are:

- Día de Los Muertos All Souls Procession
- El Tour de Tucson Bicycle Race
- Fourth Avenue Street Fair
- Gem, Mineral and Fossil Show
- Spanish and Portuguese Film Festival
- Tucson International Mariachi Conference



**The Tucson Passport of Attractions provides a map, discounts and information on local attractions.**



**Tucson’s birthplace. Archeologists have confirmed that land along the Santa Cruz River at the base of Sentinel Peak (aka, “A” Mountain) has been continuously occupied by different peoples for at least 4,000 years.**



Thousands of people come out for Tucson's Annual Dia de los Muertos All Souls Procession (above left).

The historic, downtown Fox Theater, closed to the public for 26 years, reopened in 2006 after a major effort to restore its Southwestern Art Deco features (above right).



- Tucson Festival of Books
- Tucson Meet Yourself
- Tucson Rodeo and Rodeo Parade
- Yaqui Easter Lenten Ceremony

Stewardship of Tucson's natural resources, including its solar energy and water conservation and protection of natural habitat and wildlife, is an important aspect of local arts and culture relating to both tourism and innovative approaches to public education. The Governor's 98th Arizona Town Hall, "Capitalizing on Cultural Heritage and the Arts," held in Tucson in May 2011, presented research documenting a unique connection between the arts and economic trends in the region.

In two separate statements the report concludes, "The tourism industry uses the arts as a key element in marketing the west. Arizona's economy is highly dependent upon tourism for jobs, regional income, and tax revenues," and "Creativity, often learned by studying the arts, is a key to success in other areas, such a science and business."<sup>1</sup>

The City of Tucson's role in arts and culture focuses on the installation and maintenance of public art, the protection

of local heritage sites, support for multi-cultural events and celebrations, arts-related economic development, and overall community development efforts. Activities that are related to carrying out this role are mutually dependent on public and private partnerships. Ongoing commitments of City funding, land, technical assistance, open space, civic facilities, infrastructure, and marketing are a catalyst for private investment and philanthropic support of arts and culture.

In recent years, there has been increasing national recognition of the role of the arts in urban redevelopment and revitalization. More specifically this translates into arts-generated businesses, and defining the arts and

Local non-profit organizations, such as the Tucson Arts Brigade, have created new venues for science and environmental education through arts activities and cultural events.



<sup>1</sup>Report on the Governor's 98th Arizona Town Hall Capitalizing on Cultural Heritage and the Arts, May 2011 Herberger Institute, Arizona State University (ASU), Background Research



local artists as a community asset for tourism, employment, education, and international relations. Tucson has been actively engaged in revitalization efforts for decades, and more recently has identified arts districts to capitalize on the economic and social benefits of arts-related redevelopment.

In 2004 the City Mayor and Council adopted the Tucson Historic Warehouse Arts District Master Plan. Created with intensive community input, the primary goal of the plan is to develop the Historic Warehouse District in downtown Tucson “as the center for incubation, production, and exhibition of the arts, with artists at its heart.” (*Exhibit AC-1*).

In 2008, the City of Tucson in partnership with Pima County and the Tucson/Pima Arts Council (TPAC) commissioned the Pima Cultural Plan—Needs Assessment and Strategies. This Cultural Plan primarily focuses on commerce related to the arts and is intended to promote Tucson’s “sense of place.” The Cultural Plan also proposes to preserve and celebrate local cultural resources that “are threatened by rapid growth, a weak cultural infrastructure, and a lack of support,” citing research that shows Tucson’s public and private

per capita funding is among “the lowest in the nation.” The Plan’s 24 strategies are divided into eight categories:

1. Identity and Distinctiveness
2. Creative Economy and Enterprise
3. Arts, Cultural and Natural Spaces and Facilities
4. Public Art
5. Capacity Building and Business Development
6. Arts and Cultural Education
7. Government Policy
8. Resources

The Cultural Plan strategies provide guidance for the City’s ongoing role related to arts and culture with a specific focus on ways in which to increase revenue; build relationships among diverse organizations; expand business services to support artists; and undertake urban design, planning, and marketing that result in arts-generated economic benefits.

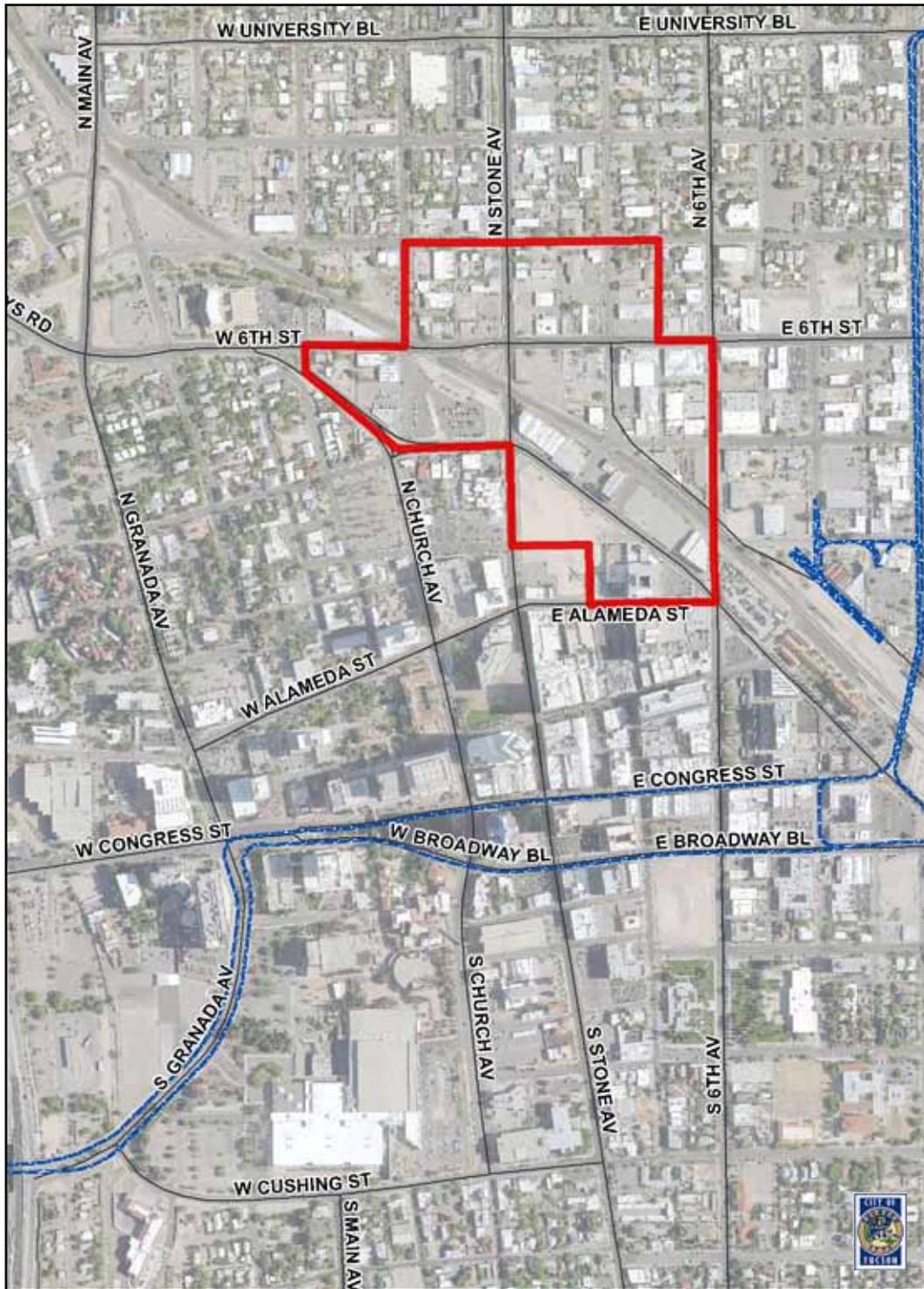
The City’s overall emphasis in the coming years is to more fully integrate arts into the built environment, the economy, and the branding of Tucson. The following policies support this emphasis.

*“The Historic Warehouse Arts District shall be recognized for the important contribution that the arts make to our local and regional economy. The focus of the arts shall strive to be outward looking, encouraging exhibition, sales, education, festivals, and the participation of the public. An outdoor performance venue is a high priority. Coordinated arts programming is an essential part of a successful arts district.”*

—Goals, Tucson Historic Warehouse Arts District Master Plan, 2004



EXHIBIT AC-1 Warehouse Arts District Master Plan Area in Tucson



Source: City of Tucson IT-GIS Section





# POLICIES

## Arts & Culture (AC)

- AC1** Improve the quality of life and livability of the community through the arts by supporting avenues for expression and creativity that strengthen and enhance the social, civic, and cultural participation of citizens.
- AC2** Promote heritage destinations and annual heritage events regionally, nationally and internationally
- AC3** Implement site specific and neighborhood-scaled development strategies that incorporate cultural heritage and the arts.
- AC4** Increase the capacity of and access to buildings and open spaces to expand arts-related activities and public programming throughout the community.
- AC5** Support the installation and maintenance of public art throughout the community.
- AC6** Target public investment to leverage additional capital for heritage, arts, and cultural activities.
- AC7** Recognize and celebrate Tucson's cultural diversity through the arts.
- AC8** Increase access and participation in arts and cultural activities for all.
- AC9** Connect arts with science and technology as a catalyst for innovation.

### Other Related Policies

ELEMENT	Policy #	PAGE #
Housing	H4	3.11
Economic Development	ED1, ED4, ED5, ED7–ED11	3.20
Public Safety	PS10	3.25
Parks & Recreation	PR3, PR4, PR6, PR9 – PR12	3.30
<b>Arts and Culture</b>		<b>3.37</b>
Public Health	PH8	3.41
Urban Agriculture	—	3.45
Education	E1 – E7	3.50
Governance & Participation	G7	3.56
Energy & Climate Change	EC3	3.66
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Environmental Quality	—	3.83
Historic Preservation	HP2–HP5, HP7, HP8	3.93
Public Infrastructure, Facilities & Cost of Development	PI1–PI3	3.101
Redevelopment & Revitalization	RR1, RR3–RR7	3.108
Land Use, Transportation & Urban Design	LT1, LT3, LT5, LT10, LT12–LT16, LT22	3.126



# Public Health

In the past, public health has often been integrated with public safety in general plans, but in recent years, public health has assumed a prominence of its own as the relationship of the built environment and public health has been “rediscovered.” In the early 20th century, this relationship was reflected in the development of zoning and other development regulations to protect

the health, safety, and welfare of the general public primarily through separation of residential and industrial land uses. The relationship, however, grew apart and little effort was expended through subsequent decades to adapt urban land use regulations and transportation design standards to contribute to healthier living.

Public health focuses on maintaining and improving the health of everybody in the community through developing policies aimed at promoting health and wellness and addressing policies that contribute to disease. While traditional public health matters are overseen at the local level by the Pima County Health Department through powers delegated to it by the Arizona Department of

Health Services, the City of Tucson participates in promoting public health through actions it undertakes on a regular basis. For example, the Parks and Recreation Department provides opportunities for people to engage in physical activity; the Housing and Community Development Department works to improve housing options and conditions, which are determinants of health for individuals and families; the Tucson Water Department ensures that all water meets environmental standards to protect public health; and the Department of Transportation facilitates alternative forms of transportation that contribute to healthy living, such as walking and biking.

*Exhibit PH-1* presents statistics related to causes of death in Arizona and interventions that could help in preventing such causes. The majority of interventions identified are ones in which the City can play a more active role. For instance one intervention identified for several causes of death is “opportunities for people to get more exercise.” A City initiated action such as constructing a sidewalk—which not long ago was considered simply a way to provide safer access than walking in the street—is now understood as providing an opportunity for people to get easy and affordable exercise. Additionally, landscaping—which in the past was often viewed as a beautification measure—is now recognized as a way to provide cooling and shade that makes outdoor activity safer and more comfortable. Shade

**Street trees help shade a sidewalk on Fourth Avenue, creating a more comfortable space for pedestrians.**





### EXHIBIT PH-1 Leading Causes of Death in Pima County, 2010 & Preventions\*

Causes of Death	Environmental Interventions
1. Cardiovascular disease	<ul style="list-style-type: none"> <li>• Built environment that provides opportunity for physical activity</li> <li>• Access to healthy food</li> <li>• Access to prevention and treatment services</li> </ul>
2. Malignant neoplasms	<ul style="list-style-type: none"> <li>• Reduced exposure to environmental toxins</li> <li>• Built environment that provides opportunity for physical activity</li> <li>• Access to healthy food</li> <li>• Access to prevention and treatment services</li> </ul>
3. Accidents (motor vehicle, poisoning, drowning, falls)	<ul style="list-style-type: none"> <li>• Safe environments</li> </ul>
4. Chronic lower respiratory illness	<ul style="list-style-type: none"> <li>• Clean air (indoor and outdoor)</li> <li>• Access to prevention and treatment services, including smoking cessation</li> <li>• Access to healthy food</li> </ul>
5. Cerebrovascular disease	<ul style="list-style-type: none"> <li>• Built environment that provides opportunity for physical activity</li> </ul>
6. Drug induced deaths	<ul style="list-style-type: none"> <li>• Access to prevention and treatment services</li> </ul>
7. Diabetes	<ul style="list-style-type: none"> <li>• Opportunities for physical activity;</li> <li>• Access to healthy food</li> <li>• Access to prevention and treatment services</li> </ul>
8. Alzheimer's Disease	<ul style="list-style-type: none"> <li>• Unknown</li> </ul>
9. Suicide	<ul style="list-style-type: none"> <li>• Access to mental health services</li> <li>• Built environment that provides opportunities for physical activity (stress reduction)</li> </ul>
10. Injury by firearms	<ul style="list-style-type: none"> <li>• Access to mental health services</li> </ul>

\*Source: Pima County Community Health Needs Assessment, March 2012. Accessed on 3/6/13 online at: <https://www.tmcas.com/files/2012%20Pima%20County%20Community%20Health%20Needs%20Assessment.pdf>.

Note: The causes of death for 2010 are classified by the Tenth Revision of the International Classification of Diseases (ICD-10).

provided through street trees also reduces ambient temperatures and, therefore, helps prevent heat-related illness.

Environmental interventions, such as opportunities for physical activity or access to healthy food, are generally related to addressing health risks, such as obesity, that may contribute over the long-run to illnesses leading to hospitalization or death. Some key aspects of the City of

Tucson that contribute to obesity can be addressed through policy. Of particular note are the community's physical form, which has been largely shaped by the automobile, and the disparity in access to healthy food. The City has undertaken initiatives in recent years that are contributing to improvements in the physical form and access to healthy food. Some of these include new bicycle and



pedestrian connections and revisions to the land use code to address barriers to local food production.

Along with physical health, the City can also contribute to improved mental health by combatting isolation and reducing stress through planning for mixes of land uses that allow people, in particular seniors, to more easily meet daily needs while interacting with other people. Similarly interaction through recreational and educational activities, such as those offered by the Parks and Recreation Department, can reinforce positive, stimulating interactions for people of all ages.

The City's infrastructure not only provides opportunity for exercise, but also provides connections to hospitals, doctors' offices, and clinics. For some residents, the challenge is getting to the services needed if they are without a car or unable to drive. This challenge can be offset in part by providing multiple modes of transportation between residences and medical services and expanding transit services in areas with low rates of car ownership.

The policies on the next page reinforce existing initiatives and promote new initiatives that will contribute to individual and community health.

**Public transportation helps provide connections for many people including to medical services.**





# POLICIES

## Public Health Policies (PH)

- PH1** Pursue land use patterns; alternate mode transportation systems, including multipurpose paths; and public open space development and programming that encourage physical activity, promote healthy living, and reduce chronic illness.
- PH2** Improve access to healthy, affordable food particularly in underserved areas of the City.
- PH3** Coordinate with nongovernmental health and preventive service providers to make healthcare accessible to the most vulnerable and in-need populations, including finding new ways to provide access to healthcare at home.
- PH4** Increase access to healthcare services through provision of reliable, affordable transportation options.
- PH5** Support educational programs that promote healthy living.
- PH6** Collaborate with Pima County Health Department on emergency service preparedness and to improve knowledge about and service to the many mental and physical health services offered through the Pima County Health Department.
- PH7** Continue to provide and support workforce wellness programs.
- PH8** Support streetscape and roadway design that incorporates features that provide healthy, attractive environments to encourage more physical activity.

### Other Related Policies

ELEMENT	Policy #	PAGE #
Housing	H1, H7, H8–H10	3.11
Economic Development	ED1, ED6, ED11	3.20
Public Safety	PS2–PS10	3.25
Parks & Recreation	PR3–PR7, PR9, PR10	3.30
Arts & Culture	AC1, AC4	3.37
<b>Public Health</b>		<b>3.41</b>
Urban Agriculture	AG1, AG2, AG3	3.45
Education	E1, E2, E5, E7	3.50
Governance & Participation	—	3.56
Energy & Climate Change	EC3, EC9	3.66
Water Resources	WR1, WR5, WR11	3.71
Green Infrastructure	GI2–GI5	3.77
Environmental Quality	EQ2, EQ3, EQ4	3.83
Historic Preservation	HP4	3.93
Public Infrastructure, Facilities & Cost of Development	PI1	3.101
Redevelopment & Revitalization	RR3, RR5, RR6	3.108
Land Use, Transportation & Urban Design	LT1, LT3, LT4, LT6, LT9, LT10, LT12–LT16, LT23, LT24, LT25	3.126



# Urban Agriculture

The City of Tucson is in a position to promote healthy eating and active living, while also making Tucson a more attractive, livable place. “Urban agriculture” has emerged in cities across the United States as a way to increase access to affordable food and provide more green and active space for residents. “Agriculture” has traditionally been associated with “rural” areas; however,

the increase in attention to locally grown food has led to many cities updating urban policies involving land and water use, waste removal, development standards, and human service programs to account for and improve a changing urban “food system.”

There are several ways in which the City of Tucson can play a direct role in the future of urban agriculture within its boundaries. One is through land use decisions and the other is through land provision. Through its Sustainable Land Use Code Integration Project in 2012, the City began addressing barriers faced by individuals and groups to starting

their own gardens and selling locally produced food. As a first step, the Project included recommendations supportive of urban agriculture, such as allowing the onsite sale of food grown in community or backyard gardens in residential zones and allowing community gardens to be counted toward open space requirements for new development.<sup>1</sup>

In keeping with a national trend of repurposing vacant and underutilized public lands for urban agriculture, the City has made available some public land for community gardens. For example, in 2012 the City oversaw the construction of the Blue Moon Community Garden on an underutilized parking lot adjacent to a public housing complex in an area of the city that was identified as a food desert— that is, an area with limited access to fresh, affordable food. Additionally, some public schools within the City have located community gardens on their sites both as an educational opportunity and to provide fresh food for the community.

Urban agriculture takes a number of forms, including home and backyard gardens, community gardens, and small-scale farms and commercial gardens producing a vast range of edible produce and decorative plants. These spaces may also involve the raising of animals for purposes of personal consumption and/or sale or donation. When done at an

**The Blue Moon Community Garden, an accessible public garden constructed on City property to increase availability of fresh produce.**



<sup>1</sup>City of Tucson Sustainable Land Use Code Integration Project: Phase 1 Diagnostic Report, City of Tucson Planning and Development Services, 2011.



appropriate scale, raising animals in urban settings can provide many benefits including fresh eggs, milk, and honey.

Home and backyard gardening are widespread and the number of community gardens in Tucson has more than doubled in the past five years; in 2012 there were 43 community gardens available to the public. These gardens are communal spaces where individuals or groups rent garden plots for the purpose of growing edible and decorative plants. Additionally, there are many school gardens. According to the Centers for Disease Control and Prevention, community gardens provide mental and physical health benefits beyond access to healthy fresh fruits and vegetables, including opportunities to:

- Engage in physical activity, skill building, and creating green space
- Beautify vacant lots
- Revive and beautify public parks
- Decrease violence in some neighborhoods and improve social wellbeing through strengthening social connections
- Revitalize communities in industrialized areas<sup>2</sup>

Access to affordable healthy food and recreational facilities is important to public health. A study conducted by the University of Arizona found that 81 percent of Pima County residents have access to healthy foods and recreational facilities compared to just 72 percent statewide, although Tucson

*A “food system” is a collaborative effort to integrate agricultural production with food distribution to enhance the economic, environmental, and social well-being of a particular place—that is, a neighborhood, city, county, or region.*



**Middle school students plant a raised bed in the community garden at Doolen Global Academy.**

<sup>2</sup>“Community Gardens,” Healthy Places, Centers for Disease Control and Prevention, 2010. (Retrieved from <http://www.cdc.gov/healthyplaces/healthyfood/community.htm>.)



and Pima County still perform below the national benchmark of 92 percent for this category.<sup>3</sup> Studies have shown a 10x10 meter garden plot with favorable growing conditions can provide most of a household's total yearly vegetable needs at a fraction of the cost of produce purchased from retail food outlets, at the same time providing opportunities for physical activity and positive social interactions with fellow gardeners.<sup>4</sup> In addition to these sorts of individual physical and mental health benefits, urban agriculture provides benefits to the built and natural environments.

Open vegetated spaces, such as community gardens and small-scale urban farms, reduce the impact of the "urban heat island effect." This type of green space often replaces unused areas of pavement, which absorb sunlight throughout the day and radiate heat in the evening. Gardens also help

water evaporate during the day, further lowering the temperatures around them.<sup>5</sup> Vegetated spaces also improve stormwater and watershed management by providing more pervious service.

A more localized food system would increase the City's resiliency to emergency food shortages, and would reduce the environmental impacts associated with transporting food long distances. Such a system would also support local businesses involved in growing, processing, and distributing food, and make the community more self-sufficient in the event of an emergency that prevents food from being imported.

The following policies provide direction that would increase the access of affordable, healthy food, while providing the many other benefits of urban agriculture.

### Children learning about gardening at the Tucson Botanical Gardens.



<sup>3</sup>Pima County Health Needs Assessment, University of Arizona Mel and Enid Zuckerman College of Public Health, prepared on behalf of Carondelet Health Network, Tucson Medical Center, and the University of Arizona Medical Center, March 2012.

<sup>4</sup>"Health Benefits of Urban Agriculture," A.C. Bellow, K. Brown, and J. Smit, Community Food Security Coalition's North American Initiative on Urban Agriculture, 2004.

<sup>5</sup>"As Temps Rise, Cities Combat 'Heat Island' Effect, R. Harris, Wisconsin Public Radio News, 2012



# POLICIES

## Urban Agriculture (AG)

- AG1** Reduce barriers to food production and to food distribution, including home and community gardens, and facilitate access to new markets for small-scale farmers and gardeners.
- AG2** Adopt zoning and land use regulations that promote and facilitate the safe, equitable growth and distribution of locally produced food.
- AG3** Facilitate community food security by fostering an equitable, healthy local and regional food system that is environmentally and economically sustainable and accessible to all.
- AG4** Collaborate with key partners to facilitate new opportunities for urban-scale gardens, farms, gleaning, and distribution systems.

### Other Related Policies

ELEMENT	Policy #	PAGE #
Housing	H1	3.11
Economic Development	ED9, ED11	3.20
Public Safety	PS5, PS9	3.25
Parks & Recreation	PR6, PR9	3.30
Arts & Culture	AC3, AC9	3.37
Public Health	PH1, PH2	3.41
<b>Urban Agriculture</b>		<b>3.45</b>
Education	E2, E6, E7	3.50
Governance & Participation	—	3.56
Energy & Climate Change	EC3, EC6, EC7	3.66
Water Resources	WR2, WR3, WR5	3.71
Green Infrastructure	GI2	3.77
Environmental Quality	EQ1	3.83
Historic Preservation	—	3.93
Public Infrastructure, Facilities & Cost of Development	—	3.101
Redevelopment & Revitalization	RR3, RR5, RR6	3.108
Land Use, Transportation & Urban Design	LT1, LT4, LT10, LT25	3.126



# Education

Education is a key component in a community's overall health, helping to shape the local workforce and job market and expanding opportunities for economic and household security.

While the City of Tucson does not have jurisdiction over school curriculum standards or government funding levels for education, City policy can have a significant impact on three areas that are integral to the local school system and that enhance opportunities for citizens to acquire skills and knowledge. These areas are (1) community development, (2) economic development, and (3) community education.

Community development constitutes the City's most prominent role. Community development includes oversight of land use patterns, multi-modal connectivity in transportation opportunities, neighborhood improvements, and the development of infrastructure and facilities that support educational programs and institutions. A large portion of Tucson's

urban fabric is dedicated to school campuses. Maintaining school sites and neighborhood-based after school activities, such as the KIDCO program, promotes a safer environment, offers needed social support for children, and creates economic stability in Tucson neighborhoods.

There are over 800 public and private school campuses within Tucson's boundaries, including pre-schools, elementary schools, middle schools, and high schools.<sup>1</sup> Five of the six Pima Community College campuses are located within City limits. The University of Arizona, centrally located on 430 acres, is the largest State-run public education facility in Tucson. Based on current proposals, it is likely that the City's largest school district, the Tucson Unified School District (TUSD), will continue to close or consolidate schools throughout the community in the coming years.

In 2010 TUSD received 44 proposals for redevelopment of nine schools that had been closed. Among the evaluation criteria for determining a new use for these nine campuses was "Promotes community well-being, especially in the adjacent neighborhoods."<sup>2</sup> *Exhibit E-1* shows all the public schools in Tucson, including closed schools, as of 2012.

Under Title 15 of the Arizona Revised Statutes, the Arizona Department of Education is the umbrella agency for the formal education system. Title 15

**Kids in the KIDCO Program—a City of Tucson after-school and summer recreation program for children ages 5-11, visit the University of Arizona Wildcat basketball team.**

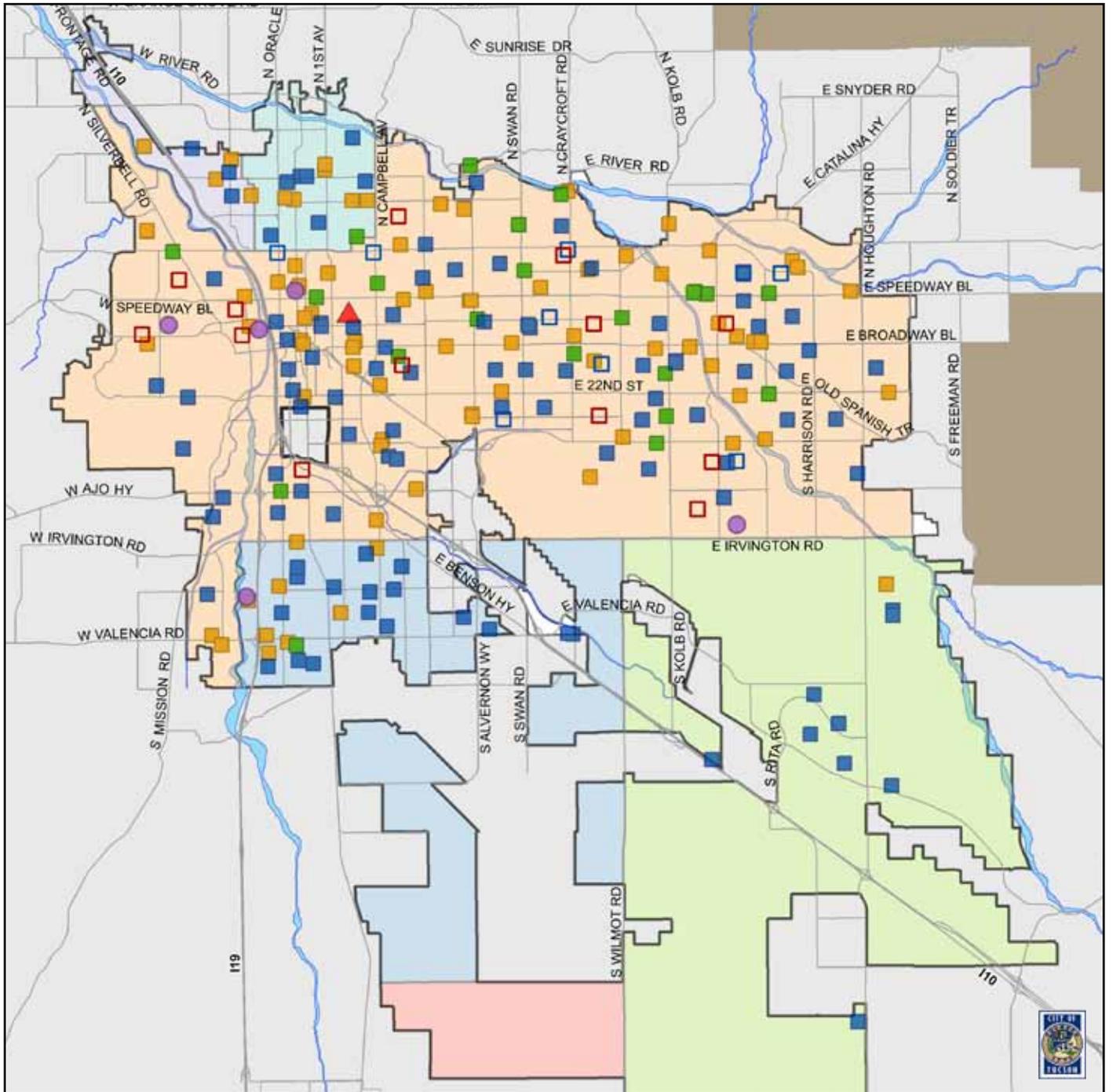


<sup>1</sup><http://www.greatschools.org/Arizona/Tucson>, February 2006

<sup>2</sup>Tucson Unified School District, Accountability and Research Department, Study: Identifying and Quantifying "Stress Factors" in Schools and Their Impact on Student Achievement, February 2006



**EXHIBIT E-1 Primary, Secondary & Post-Secondary Schools in Tucson**



Source: City of Tucson IT-GIS Section and Tucson Unified School District



- |  |  |
|--|--|
| <span style="border: 1px solid red; display: inline-block; width: 10px; height: 10px;"></span> Proposed 2013-14 TUSD School Closures | <span style="background-color: #d2b48c; display: inline-block; width: 15px; height: 10px;"></span> Federal Lands                             |
| <span style="border: 1px solid blue; display: inline-block; width: 10px; height: 10px;"></span> TUSD Schools Closed 2011-12          | <span style="border: 2px solid black; display: inline-block; width: 15px; height: 10px;"></span> City of Tucson                              |
| <span style="color: red; font-size: 1.2em;">▲</span> University of Arizona   | <span style="background-color: #e0e0e0; display: inline-block; width: 15px; height: 10px;"></span> Other Jurisdictions                       |
| <span style="color: purple; font-size: 1.2em;">●</span> Pima Community College   |  |
| <span style="color: blue; font-size: 1.2em;">■</span> K-12 Public Schools  | <b>School Districts</b>  |
| <span style="color: orange; font-size: 1.2em;">■</span> Charter Schools  | <span style="background-color: #add8e6; display: inline-block; width: 15px; height: 10px;"></span> Amphitheater                              |
| <span style="color: green; font-size: 1.2em;">■</span> Private Schools   | <span style="background-color: #ffff00; display: inline-block; width: 15px; height: 10px;"></span> Catalina Foothills                        |
| <span style="background-color: #add8e6; display: inline-block; width: 15px; height: 10px;"></span> Major Washes                      | <span style="background-color: #d8bfd8; display: inline-block; width: 15px; height: 10px;"></span> Flowing Wells                             |
|  | <span style="background-color: #ffb6c1; display: inline-block; width: 15px; height: 10px;"></span> Sahuarita (No Schools within City Limits) |
|  | <span style="background-color: #add8e6; display: inline-block; width: 15px; height: 10px;"></span> Sunnyside                                 |
|  | <span style="background-color: #ffcc99; display: inline-block; width: 15px; height: 10px;"></span> Tucson Unified                            |
|  | <span style="background-color: #90ee90; display: inline-block; width: 15px; height: 10px;"></span> Vail                                      |



**Pima Community College, Downtown Campus. PCC serves the Tucson metropolitan area at six locations, ranking among the 10 largest multi-campus community colleges in the nation, with more than 70,000 students.**

**EXHIBIT E-2 Metropolitan Education Commission Goals**

To empower and advocate for students, their teachers, and their families

To acknowledge individuals and groups within the community whose exemplary service to students and to education merits such special recognition

To promote graduation from high school as a first step toward an enriched future for students and a realistic sense of their place within the community

Source: MEC, <http://www.tucsonaz.gov/mec>

**EXHIBIT E-3 Poverty Rate for Population 25 Years & Over by Educational Attainment Level**

Educational Attainment	Poverty Rate
Less than a High School Diploma	30%
High School Graduates	18.3%
Some College/Associates Degree	11.6%
Bachelor's Degree	8.2%
Graduate or Professional Degree	5.2%

Source: U.S. Census -2008 American Community Survey 1-Year Estimates

provides legislative oversight for facility operations, classroom standards, and funding for K-12 schools, colleges, and universities statewide. The City of Tucson and Pima County established the Metropolitan Commission on Education (MEC) in 1989 to advise and make recommendations on areas that affect the educational welfare of the City and County. The MEC, composed of 34 Citizen Commissioners appointed by the City Mayor and Council and the County Board of Supervisors, facilitates partnerships and collaboration among educational, business, service, and governmental agencies. *Exhibit E-2* presents the Commission's key goals.

To graduate from an Arizona public high school, a student must pass a standardized test called Arizona's Instrument to Measure Standards (AIMS). Research conducted by TUSD showed a correlation between passing test scores and the socioeconomic status and mobility (maintaining enrollment in the same school) of students in the City's largest school district.<sup>3</sup> Based on local studies of the conditions related to educational attainment and success, the City can have a direct and positive impact on education and its relationship to employment and prosperity.

Through its Housing and Community Development Department (HCD), the City helps fund programs intended to alleviate some of the consequences of poverty that affect school performance, such as poor housing conditions and lack of food in the home. Other efforts to reduce poverty are longer term, such as increasing economic development to produce more opportunities for employment (*Exhibit E-3*). Economic development is dependent on an educated workforce. Tucson Regional

<sup>3</sup>Tucson Regional Economic Opportunities (TREGO) 2012 Survey, Area Development Magazine

<sup>4</sup>Sperling's Best Places, <http://www.bestplaces.net/tools/>, June 2012



Economic Opportunities (TREO) cites “availability of a skilled workforce” as the 4th out of the top 10 reasons a business chooses to locate in one community over another.<sup>4</sup>

In 2012 Arizona ranked as one of the states with the lowest investment in public education, that is a \$4,605 investment per pupil as compared to the national average investment of \$5,691.<sup>5</sup> While the City cannot affect the formal school system directly, it can play an active role in addressing factors, such as “quality-of-life” conditions and skills, that increase a student’s chance of becoming part of a well-educated local workforce.

Community education includes lifelong learning opportunities and is provided through publicly funded programs ranging from early childhood development to crime prevention, household management, recreation, building and landscaping techniques,

trades and crafts, and environmental literacy. The City’s Parks and Recreation Department administers the majority of community education programs, which it provides throughout Tucson at neighborhood and community centers, parks, and libraries.

There are departments within the City that provide educational programs related to their specific missions—Tucson Water, for example, offers water conservation programs. Other departments integrate education about public processes into public outreach for specific projects. However, there is not a coordinated approach to providing citizens with opportunities to become better informed about a range of subjects relevant to City planning, policy development, and governance.

The policies that follow address areas in which the City can play a role in strengthening educational opportunities and outcomes.



**Tucson Parks and Recreation class for motor skill development, at Reid Park.**

<sup>4</sup>Tucson Regional Economic Opportunities (TREO) 2012 Survey, Area Development Magazine

<sup>5</sup>Sperling’s Best Places, <http://www.bestplaces.net/tools/>, June 2012



# POLICIES

## Education (E)

- E1** Support lifelong learning, including early childhood education, community education, literacy, and after-school and continuing education programs.
- E2** Improve cross-cultural understanding through public programs and events.
- E3** Provide well-maintained public facilities and infrastructure that serve educational activities.
- E4** Build and maintain partnerships among neighborhood, community, business, and regional institutions and programs to increase educational opportunities.
- E5** Maximize educational opportunities as a recognized foundation for personal and economic advancement and leadership.
- E6** Work collaboratively with schools regarding planning and community development in the built environment to address community needs.
- E7** Initiate a comprehensive approach to civic education that provides and promotes regular opportunities for members of the public to learn about the functions of the City and to take advantage of programs provided by the City. Suggested subjects should include, but not be limited to:
  - Boards, commissions, and committees
  - City government organization and functions
  - Climate readiness
  - Code enforcement
  - Community energy conservation
  - Historic preservation initiatives
  - Housing information and housing choice
  - Landscape and vegetation
  - Life skills training and household management
  - Neighborhood association designation and organization
  - Permits and licenses
  - Public health opportunities
  - Public safety prevention programs
  - Safe Routes to School
  - Traffic calming
  - Urban heat island mitigation
  - Waste reduction
  - Water conservation programs
  - Volunteer opportunities



### Other Related Policies

ELEMENT	Policy #	PAGE #
Housing	H1, H10	3.11
Economic Development	ED1, ED4–ED6, ED11	3.20
Public Safety	PS6	3.25
Parks & Recreation	PR1, PR3–PR5, PR7, PR9, PR10	3.30
Arts & Culture	AC1, AC4, AC7–AC9	3.37
Public Health	PH5–PH7	3.41
Urban Agriculture	AG4	3.45
<b>Education</b>		<b>3.50</b>
Governance & Participation	G1, G2, G7, G12	3.56
Energy & Climate Change	EC4, EC5, EC7	3.66
Water Resources	WR3, WR7	3.71
Green Infrastructure	GI1, GI3	3.77
Environmental Quality	EQ1, EQ6, EQ7	3.83
Historic Preservation	HP1, HP2, HP8	3.93
Public Infrastructure, Facilities & Cost of Development	PI1, PI3, PI4	3.101
Redevelopment & Revitalization	RR7	3.108
Land Use, Transportation & Urban Design	LT3, LT4, LT14	3.126



# Governance & Participation

The City of Tucson has a charter government as provided for by the State Constitution. A charter allows a city to choose the specific structure of its representative government and the manner in which that government will respond to citizen needs. The City of Tucson Charter, adopted in 1929, provides for the Council to approve the budget and set policy and a city manager to oversee the administration of the organization in what is referred to as a council-manager form of government.

City government derives its legitimacy from the citizens it serves. To effectively determine citizen needs and acceptable ways to meet those needs, City government must interact with residents, businesses, non-governmental organizations, and other governmental agencies, broadly referred to here as the public. The City of Tucson has fostered interaction through processes typically designed to inform and solicit input and feedback on policy, program, and project planning. These processes range from sharing comments at a public hearing, to engaging in a customized public participation program for a particular planning effort, to serving on a board, commission, or committee, to collaborating on a regional planning initiative.

In recent years, City departments have undertaken some more highly interactive processes that begin early in the policy, program, or project planning and invite participants to help create alternatives in contrast to the traditional request for feedback on a predetermined alternative. These more hands-on processes can result in increased “ownership” of an outcome, more trust in public process in general, and less likelihood of eleventh-hour dissension. To help ensure success, such efforts require upfront planning, sufficient resources and time, careful identification of potentially affected populations, a clear understanding by the City and public of each other’s roles, and a commitment to honoring the process or having open dialogue about proposed changes to the process.

**Adults and children participate in visioning sessions for their neighborhoods and surrounding areas.**





Public participation efforts are generally designed to reach both the general public and stakeholder groups, including non-governmental organizations that have interests for which they advocate and members with whom they regularly communicate. These organizations, which may include neighborhood associations, Chambers of Commerce, business associations, educational institutions, environmental groups, social service agencies, and others, can assist in providing information about particular City initiatives to their members through their own known and trusted communication channels, such as newsletters, e-mail, meeting announcements, and others.

A particular challenge in public participation is greater inclusion of underserved populations. This takes commitment and resources to determine who the underserved are, what is preventing their engagement, and how identified barriers may be overcome. Some issues that have been identified and solutions pursued locally are diversifying communication methods, selecting meeting locations served by transit, scheduling meetings around potential participants' likely work schedules, accommodating children too young to be left at home, addressing language barriers, and providing meeting content that takes into account people's immediate concerns and their life experiences.

In addition to public participation for specific plans or projects, there are opportunities for members of the public to participate in the governance process through appointment to a City board, commission, or committee (*Exhibit G-1*). Many Tucsonans volunteer their time and knowledge preparing for and attending board, commission, and committee meetings to assist in

addressing an array of issues related to Tucson's social, economic, natural, and built environments. Effective boards, commissions, and committees require the appointment of interested and qualified people; member orientation regarding purpose and procedures; provision of materials for review in a timely manner, and staff presentations that are clear and informative. The Planning Commission plays a particularly active role regarding planning related to the built environment, advising the Mayor and Council on the adoption of long-range plans, including the General Plan; policies; specific plans; and regulations that affect development.

While City government's authority is limited to its jurisdictional boundaries, there are many issues of importance to the City that are more regional in nature. These issues require multi-jurisdictional collaboration. For example, the City and Pima County have worked together on several key plans in recent years, such as the Water & Wastewater Infrastructure, Supply & Planning Study, 2009, and the Pima Regional Trail System Master Plan, 2010.

**Young children's observations about and wishes for their neighborhood shared at a public workshop.**





**EXHIBIT G-1 City of Tucson Boards, Commissions & Committees**

Boards	Commissions	Committees
Board of Adjustment	Addiction, Prevention, and Treatment, Pima County-City of Tucson	Bicycle Advisory Committee, Tucson-Pima County
Board of Commissioners Public Housing Authority	Civil Service Commission	Broadway Boulevard Citizens Planning Task Force
Citizen Police Advisory Review Board	Commission on Disability Issues	Climate Change Committee
Historic Zone Advisory Boards: Armory Park, Barrio Historico, El Presidio, Fort Lowell, West University	Convention Center Commission	Downtown Links Citizen Advisory Committee
Deferred Compensation Plan Management Board	Gay, Lesbian, Bisexual, and Transgender Issues, Tucson Commission	Economic and Workforce Development Selection Committee
Design Review Board	Historical Commission, Tucson-Pima County	Environmental Services Advisory Committee
Fire Public Safety Personnel Retirement System Board	Human Relations Commission	Fire Code Review Committee
Police Public Safety Personnel Retirement System Board, Tucson	Independent Audit and Performance Commission	Grant Road Corridor Planning Task Force
Rio Nuevo Multipurpose Facilities District Board	Magistrates Merit Selection Commission	Greens Committee
Sign Code Advisory and Appeals Board	Metropolitan Education Commission	Kino-22nd, Citizen Advisory Committee Roadway Development
Supplemental Retirement System Board of Trustees	Metropolitan Energy Commission, Tucson-Pima County	Kolb/Sabino Canyon Road Connection Task Force
Tucson-Supplemental Retirement System Board of Trustees	Metropolitan Housing Commission	Landscape Advisory Committee
	Parks and Recreation Commission	Outdoor Lighting Code Committee
	ParkWise Commission	Public Art and Community Design Committee
	Planning Commission	Redistricting Advisory Committee
	Small, Minority, and Women-Owned Business Commission	Resource Planning Advisory Committee
	Women’s Commission, Pima County/ Tucson	Rodeo Grounds/Parade Citizens’ Oversight Committee
		Sign Code Committee
		Supplemental Retirement System Investment Advisory Council
		Transit Task Force
		Transportation Advisory Committee
		Tucson-Pima County Joint Consolidated Code Committee
		Veterans’ Affairs Committee
		Citizens’ Water Advisory Committee
		Zoning Examiner Meetings

Source: <http://cms3.tucsonaz.gov/clerks/boardscommissions>, October 2012

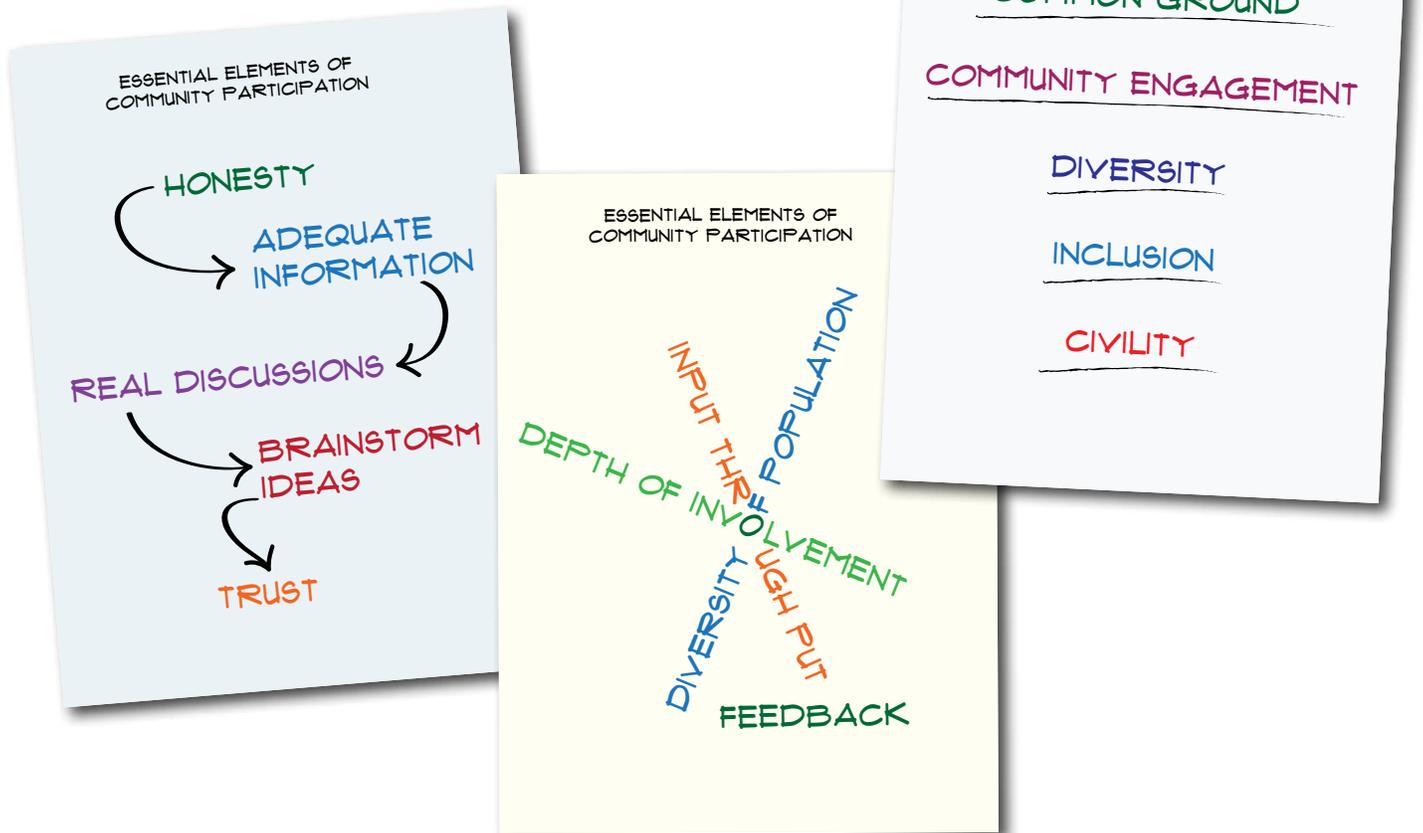


The City also works with quasi-governmental entities such as the University of Arizona and Pima Community College on planning efforts that interface with areas under City jurisdiction. A particular area of collaboration between the City and the University of Arizona has been the planning and implementation of the Modern Streetcar route, which will connect Tucson’s downtown, surroundings neighborhoods and businesses, and the University’s main campus and its medical center.

To engage and work effectively with the public, City departments and offices must also practice regular, coordinated communication internally to lay the foundation for effective communication externally. Such communication should help ensure that policy, program, and project planning reflects an integrated approach responsive to the wide range of issues embodied in community building.

The following policies were developed with public input and reflect areas for improvement and enhancement in processes for general public, stakeholder, and agency participation and collaboration.

**At a Plan Tucson Policy Workshop on Community Participation in November 2011, participants were presented with the following challenge, “Imagine you were asked to create a poster with no less than 3 and no more than 5 words or short phrases that describe the essence of Community Participation, what would your poster include?” Following are samples of the results.**





# POLICIES

## Governance & Participation (G)

- G1** Provide the public with regular communication and sufficient information regarding policy, program, and project planning and decision-making via multiple methods.
- G2** Offer opportunities for productive public engagement in City policy, program, and project initiatives from the beginning of and throughout the planning and decision-making process.
- G3** Emphasize interactive participation methods that solicit input from the public and provide feedback to the public on input received and how it was used.
- G4** Increase participation of the traditionally underrepresented populations in policy, program, and project planning and decision-making.
- G5** Address location, transportation, schedule, language, childcare, and other potential barriers to inclusive public participation.
- G6** Coordinate and collaborate with nongovernmental organizations to increase public participation.
- G7** Develop and maintain strong partnerships with regional and local nongovernmental organizations, including educational institutions, non-profit organizations, and neighborhood and citizen groups.
- G8** Support a representative and balanced multi-jurisdictional, regional approach to short-term and long-term planning.
- G9** Coordinate consistent and integrated policy, program, and project planning across City departments.
- G10** Establish a repository of City planning documents and policies that can be accessed easily by the public.
- G11** Facilitate opportunities for neighborhood representatives, business organizations, not-for-profit organizations and agencies, and other stakeholders to meet regularly with and obtain information from City staff on City initiatives and activities.
- G12** Provide orientation and ongoing training for members of City boards, commissions, and committees to enable them to better serve the public.



### Other Related Policies

ELEMENT	Policy #	PAGE #
Housing	H1, H5	3.11
Economic Development	ED2, ED6–ED9	3.20
Public Safety	PS7	3.25
Parks & Recreation	PR10, PR11, PR12	3.30
Arts & Culture	AC1, AC8	3.37
Public Health	PH3, PH6	3.41
Urban Agriculture	AG4	3.45
Education	E1, E2, E4, E6, E7	3.50
<b>Governance &amp; Participation</b>		<b>3.56</b>
Energy & Climate Change	—	3.66
Water Resources	WR7	3.71
Green Infrastructure	—	3.77
Environmental Quality	—	3.83
Historic Preservation	HP7	3.93
Public Infrastructure, Facilities & Cost of Development	—	3.101
Redevelopment & Revitalization	RR7	3.108
Land Use, Transportation & Urban Design	LT2, LT8, LT22, LT23, LT25	3.126