

PUBLIC PARTICIPATION PROGRAM FOR



Prepared by

Planning & Community Development Division, Housing &
Community Development Department

Adopted by

Mayor and Council, March 22, 2011
Resolution 21705

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1. INTRODUCTION

General Plan

The City of Tucson is beginning preparation of a new General Plan to guide decisions about the City's future growth and development. The name being given to this new General Plan is *Plan Tucson*. *Plan Tucson* will provide important public policy guidance for decisions related to the broad array of interrelated elements that both define the character of the City and keep it functioning.

Plan Tucson will replace the City's current General Plan, which was adopted and ratified by the voters in 2001.

Arizona Revised Statutes 9-461.06 requires that a municipality's plan be readopted or a new General Plan be adopted every ten years. However, House Bill 2145, passed in April 2010, extended the ten-year provision to July 1, 2015, for both counties and municipalities.

For a city of Tucson's size, the General Plan must be ratified by the voters. The goal is to have *Plan Tucson* adopted by Mayor and Council in time to be put on the ballot for the 2013 General Election. This timeframe is intended to maximize efficient use of available resources. If a majority of the electorate does not approve *Plan Tucson*, the 2001 General Plan will remain in effect until a new plan is approved by the voters as specified in ARS 9-461.06.

Public Participation Requirements

ARS 9-461.06 also requires that municipalities' "governing bodies shall adopt written procedures to provide effective, early and continuous public participation in the development and major amendment of general plans from all geographic, ethnic and economic areas of the municipality." The law goes on to say that "the procedures shall provide for:

- (a) The broad dissemination of proposals and alternatives
- (b) The opportunity for written comments
- (c) Public hearings after effective notice
- (d) Open discussions, communications programs and information services
- (e) Consideration of public comments."

Additionally, the law requires that the governing body "Consult with, advise, and provide an opportunity for official comment by public officials and agencies, the county, school districts, associations of governments, public land management agencies, the military airport if the municipality has territory in the vicinity of a military airport or ancillary military facilities as designated in section 28-8461, other appropriate government jurisdictions, public utility companies, civic, educational, professional and other organizations, property

owners and citizens generally to secure maximum coordination of plans and to indicate properly located sites for all public purposes in the general plan.”

This mandate is consistent with the City of Tucson’s long-standing practice to involve the public in planning for the City’s future as reflected in previous planning efforts, some of which are noted in *Section 8, Building on Other Planning Initiatives* of this document.

This document presents the recommended Public Participation Program for *Plan Tucson*. The program has been developed with the recognition that City resources are limited requiring efficient and effective use of staff time and materials.

2. PROGRAM PURPOSE & SCOPE

Plan Tucson will be most effective if it provides a framework for growth and development that represents a shared public vision. The Public Participation Program is critical to determining that shared vision and the public policies needed to achieve that vision.

The purpose of this Public Participation Program is to provide tools and procedures that allow members of the community to:

- be informed and educated about the preparation, content, and use of *Plan Tucson*
- contribute their thoughts and ideas about where the City has been, where it should go, and how it should get there
- understand how written comments have been used in the drafting of *Plan Tucson*

While the primary focus of *Plan Tucson* will be to guide decisions within the boundaries of Tucson, it also will take into account a regional context with the understanding that decisions made by the City impact the metropolitan area. Public outreach will be sensitive to this regional perspective.

3. PROGRAM ADOPTION, STATUS REPORTS, & CHANGES

Written Procedure Adoption

This Public Participation Program, which constitutes the written procedures required under ARS 9-461.06, was adopted on **[INSERT DATE WHEN ADOPTED]** by City of Tucson Mayor and Council.

Status Updates

Staff will update Mayor and Council on the progress and results of this Public Participation Program periodically.

Major Changes

While flexibility is necessary in a Public Participation Program to respond to lessons learned during its implementation, Mayor and Council will be informed of any major changes to the program. This will include any revisions to state law that affects the public participation requirements for general plans, as well as changes in the overall program approach.

4. ROLES & RESPONSIBILITIES

The same team of planners in charge of the preparation of the *Plan Tucson* will undertake implementation of the Public Participation Program. The *Plan Tucson* Core Team is located in the City's Housing and Community Development Department.

The Core Team will work closely with City departments and will be guided by an internal Oversight Committee made up of professionals from various agencies, who have a background in planning, policy development, and/or the key thematic areas to be addressed by *Plan Tucson*, i.e., socioeconomics, the natural environment, and smart growth.

The Core Team will also coordinate its efforts with those of other governmental agencies, as well as non-governmental organizations, that are undertaking public outreach efforts for planning initiatives relevant to *Plan Tucson*. (See also *Section 8, Building on Other Planning Efforts*.)

5. THE PUBLIC

For purposes of this program, “the public” refers to the following:

General Public: The general public includes the broad spectrum of populations who may be interested in or affected by *Plan Tucson*.

Internal Stakeholders: Internal stakeholders include governmental agencies that are involved in the review or use of the *Plan Tucson*, as well as governmental and quasi-governmental agencies that may be potentially affected by or interested in the plan.

External Stakeholders: External stakeholders include non-governmental interests as represented generally through organizations, as opposed to individuals, that have a particular interest in the thematic categories and elements addressed in *Plan Tucson* (see *Exhibit B*).

Subject Matter Experts: Often stakeholders will be “subject matter experts,” who are associated with particular organizations. In some cases, “subject matter experts” not affiliated with organizations with a particular interest in *Plan Tucson* may be invited to participate in the planning process to help work through the more challenging issues.

6. STAKEHOLDER IDENTIFICATION

An early step in the Public Participation Program is to identify the internal and external stakeholders as defined in *Section 5, The Public*.

Internal Stakeholder Identification

Internal stakeholders will comprise City departments in addition to Housing and Community Development. Additional departments will include, but are not limited to:

- Department of Transportation
- Environmental Services
- Finance Department
- Information Technology Department
- Office of Conservation and Sustainable Development
- Parks and Recreation Department
- Planning and Development Services Department
- Tucson Police Department
- Tucson Fire Department
- Tucson Water Department

Additionally, internal stakeholders will include those governmental agencies that are to be consulted with as named in ARS 9-461.06 (C) (2) and are required to receive a copy of the General Plan for review and comment as called out in ARS 9-461.06 (D). For *Plan Tucson*, these agencies have been identified specifically as:

- Arizona State Land Department
- Arizona Commerce Department (or other state agency designated as general planning agency for the state)
- Arizona Department of Water Resources
- Pima County Development Services Department (acting as county planning agency)
- Pima Association of Governments
- Planning agencies of the City of South Tucson and of the Towns of Marana, Oro Valley, and Sahuarita
- Tucson Unified, Amphitheatre School District, Sunnyside, Catalina Foothills, and Vail School Districts
- Davis Monthan Airforce Base
- Public Utilities

During the preparation of *Plan Tucson*, other governmental agencies identified as potentially impacted by and/or interested in the Plan will also be considered internal stakeholders. Also considered will be quasi-governmental agencies such as Pima Community College and the University of Arizona.

External Stakeholders

External stakeholders will include non-governmental organizations that may be affected by and/or interested in plans and policies put forth in *Plan Tucson*. The external stakeholder list will reflect the range of elements that will be addressed by *Plan Tucson* (see *Exhibit B*).

The City will create an external stakeholder database using stakeholder lists from other planning and project lists maintained by City departments and other entities and through consultation with stakeholder representatives. Stakeholders will include, but not be limited to, civic and community organizations, neighborhood and homeowner associations, environmental groups, business groups, social services groups, and other groups.

7. COMMUNICATION TOOLS & TECHNIQUES

A variety of communication tools and techniques will be used to inform the public about the development of *Plan Tucson* and ways that the public can become involved. These include, but are not limited to:

- *Plan Tucson* website. This page will include at a minimum information on the current General Plan; an explanation of the legal requirements; the proposed approach to preparing *Plan Tucson*, including a copy of this Public Participation Program; public meeting schedules, locations, and agendas; public input received through various outreach activities; Frequently Asked Questions; and the Draft and Final *Plan Tucson*. Additionally the website will note methods for sharing comments on the participation process and Plan contents, including providing such comments through the website.
- Social media, such as Facebook.
- Media press releases to inform the public about progress on and activities related to the preparation of *Plan Tucson* and opportunities to participate.
- Public service announcements (PSAs) about involvement opportunities
- Fact sheets
- Brief presentation on the requirements for and purpose of a General Plan, on the *Plan Tucson* process, and on opportunities for the public to participate. This presentation will be given to interested groups upon request. Availability of this presentation will be noticed using tools described above and at meetings and other activities described in *Section 9, Plan Phases & Public Participation*.

Disseminating Information

Mailings: Given limited resources, mailings generally will be limited to those required by law (e.g., public hearing notification). During the *Phase I: Preparation*, distribution of information to participants will be by email wherever possible.

Media: The *Plan Tucson* staff will work with City Public Information staff as appropriate in preparing and disseminating materials for the media.

Neighborhood Associations: Associations will be included in the distribution of notifications pertaining to public participation opportunities, such as meetings or review of the Draft Plan.

8. BUILDING ON OTHER PLANNING INITIATIVES

A variety of broad based planning efforts, with public involvement components, has been undertaken since the adoption of the 2001 City of Tucson General Plan. Each of these efforts included a public involvement component. Using the results of these public involvement efforts to inform the development of *Plan Tucson* is one way to recognize planning as a “living” process and to acknowledge the many hours members of the public have invested over the past decade in sharing input on the future of Tucson and the greater metropolitan area.

This Public Participation Program, therefore, includes a review of public planning initiatives completed or underway that have sought to understand public goals and aspirations for Tucson. The results of this review will be used as a starting place from which to establish current goals and aspirations. These initiatives are listed below. If other such initiatives are identified during the preparation of *Plan Tucson*, they also will be reviewed for their relevancy to this process. It should be noted that the *Livable Tucson Vision Program* (1997), which provided the foundational goals for the 2001 General Plan, will be reviewed along with more recent initiatives.

1. *Securing Our Future Now: An Economic Blueprint for the Tucson Region*, Tucson Regional Economic Opportunities, March 2007
2. *Tucson Regional Town Hall*, May 2007
3. *Tucson Sustainable Design Assessment*, American Institute of Architects (AIA) Communities by Design, June 2007
4. *Community Sustainability Forum*, Pima County; University of Arizona, Pima Association of Governments, City of Tucson; October 2007
5. *Pima Cultural Plan*, Tucson Pima Arts Council, February 2008
6. *National Conversations on Climate Action in Tucson*; City of Tucson, Pima County, University of Arizona; April 2009

7. *City/County Water and Wastewater Infrastructure, Supply, and Planning Study*; City of Tucson and Pima County Cooperative Project; Phase I Report, May 2009; Phase II Report, December 2009
8. *Revitalizing Downtown Tucson: Building the New Pueblo*, Downtown Tucson Partnership, March 2010
9. *2040 Regional Transportation Plan*, Pima Association of Governments, July 2010
10. *5-Year U.S. Housing and Urban Development (HUD) Consolidated Plan*, City of Tucson and Pima County Consortium, July 2010
11. *Imagine Greater Tucson (IGT)*, completion of this regional visioning process is anticipated in 2012. IGT is a non-governmental initiated effort to develop a vision for the greater metropolitan region. City planners are working with IGT staff to coordinate activities so that *Plan Tucson* can be informed by results of the community value, vision, and scenario building components of the IGT process.

9. PLAN TUCSON PHASES & RELATED PUBLIC PARTICIPATION ACTIVITIES

This section begins with a summary description of the three key phases of the development of *Plan Tucson* followed by a detailed description of the public participation activities to be undertaken in each phase. *Exhibit A* provides an illustrative diagram of the phases and key activities.

Phase I - Preparation: The preparation of *Plan Tucson* will include two parts: Phase IA - Opportunities for and Challenges to Obtaining the City We Want and Phase IB - Policies in Support of the City We Want.

Phase II - Adoption: The adoption of *Plan Tucson* will be undertaken through a formal public review process that includes review of the Plan by agencies (*see Section 6, Stakeholder Identification*) and public hearings held by the Planning Commission and by Mayor and Council.

Phase III - Ratification: Following its adoption, *Plan Tucson* must be ratified through a public election process.

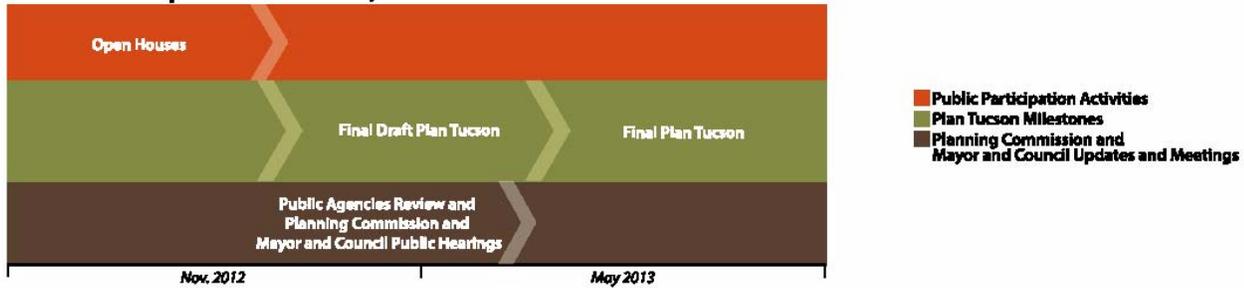
Each of these phases includes public participation activities as described in the following sections. These activities will combine information with interactive exercises to obtain input for use in the preparation of *Plan Tucson* and feedback on draft elements of the Plan.

Exhibit A: Public Participation Process & Milestones

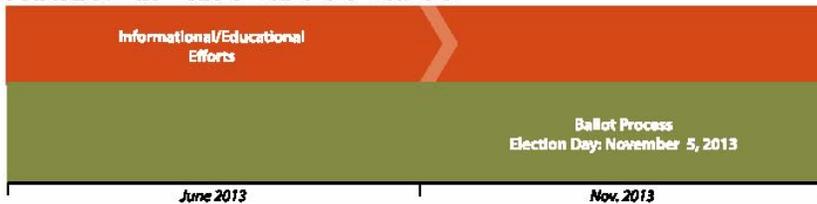
PHASE 1: Preparation Dec. 2010 - Oct. 2012



PHASE 2: Adoption Nov. 2012 - May 2013



PHASE 3: Ratification June 2013 - Nov. 2013



Last revised 2/2011

PHASE I: PREPARATION

[approx. Mar. 2011 – Oct. 2012]

Phase IA – Opportunities for and Challenges to Obtaining the City We Want

The public involvement activities in this phase will be centered on a series of meetings for the general public and a series of meetings for a mix of internal and external stakeholders.

General Public Introductory Meetings

A minimum of five (5) Public Introductory Meetings will be held for the general public in different geographical areas of the City. There will be one format developed for the meeting the purpose of which will be to:

- introduce the requirements for and purpose of *Plan Tucson* and the specific process for and milestones in the Plan's development
- call out the role of the general public in the process
- obtain input on what meeting participants consider important foundational values in the planning of Tucson's future. This will build on values identified through planning processes highlighted in *Section 8, Building on Other Planning Initiatives*

General Public Introductory Meeting Results: Input received during these meetings will be summarized in a working document and reviewed and organized to reflect common themes. These will be used to inform the drafting of principles to guide the preparation of *Plan Tucson*. The working document will be posted on the *Plan Tucson* website, emailed to meeting participants who provide email addresses, and made available at the Housing and Community Development Department and other locations as appropriate.

Stakeholder Orientation Meeting

Plan Tucson will address a wide variety of elements that will be organized in the following thematic categories:

1. Socioeconomic Prosperity
2. Environmental Integrity
3. Smart Growth

For each category there are internal and external stakeholders that may be impacted by and/or are interested in policies related to that category. Stakeholders will be identified through the process outlined in *Section 8, Stakeholder Identification*, but are anticipated to include various governmental agencies and public interest organizations concerned with the elements to be addressed in *Plan Tucson*.

One Stakeholder Orientation Meeting will be held (with the option of holding more if determined to be useful). The purpose of the meeting will be to:

- introduce requirements for and purpose of *Plan Tucson* and the specific process for and milestones in the Plan's development.
- call out role of stakeholders throughout the process.
- present values identified through past studies (*see Section 8., Building on Other Planning Initiatives*) and informed by input from the General Public Introductory Meetings as previously described in this section.
- present the preliminary draft principles as informed by input received at the General Public Introductory Meetings described previously in this section
- solicit key opportunities and challenges for the City's future from each stakeholder's perspective and begin looking for commonalities

Stakeholder Orientation Meeting Results: Input from participants will be documented during the meetings and summarized in a working document, which will be posted on the *Plan Tucson* website, emailed to all participants who provide email addresses, and made available at the Housing and Community Development Department and other locations as appropriate.

Comments on the Preliminary Draft principles will be used to finalize the Draft Principles. Input on key Opportunities and Challenges will be used in the preliminary drafting of policies, which will be the subject of Phase IB.

Stakeholder Working Groups

At the Stakeholders Orientation Meeting, participants will be provided an opportunity to join working groups focused on the different elements to be addressed in *Plan Tucson*. These working groups will be utilized in the preparation of materials for Stakeholder Policy Forums to be held in Phase IB as discussed below.

Working Group meeting announcements will be posted on the website and sent to stakeholders as appropriate.

Stakeholder Working Group Results: For each Working Group meeting, the date, time, place, and participants will be documented. Any ideas discussed in the review and revision of policies will be recorded and considered in the ongoing development of the Plan.

Phase IB - Policies in Support of the City We Want

Stakeholder Policy Forums

A minimum of three (3) all-day Stakeholder Policy Forums will be held. Each forum will address the policies for the different elements to be addressed in *Plan Tucson* as shown in *Exhibit B*.

Stakeholders will be able to focus their input on those policies of greatest interest to them, or may attend all the policy discussions. All forums will be open to the general public.

The feedback to be gathered from these forums includes suggested revisions to draft policies, additional policies, and alternatives policies.

Additional Opportunity for Stakeholder Input: In addition to the forums, there will an opportunity for stakeholders to provide input on the draft policies through the *Plan Tucson* website or via phone, email, fax, or in person.

Forum Results: Forum results will be compiled as working documents for use in revising the draft policies. A final memo will be prepared for each forum that summarizes key issues raised at the forum and responses to the issues, including any revisions to the draft policies. These memos will be made available to forum participants through the website, via email, or at the Housing and Community Development Department and other locations as appropriate.

Exhibit B: Thematic Categories & Elements for Coverage in Plan Tucson*

Forum 1	Forum 2	Forum 3
Socioeconomic Prosperity	Environmental Integrity	Smart Growth
Economic Development	Water Resources	Land Use & Circulation
Housing	Open Space and Habitat	Mobility
Public Safety	Energy & Climate Change	Urban Design
Public Health & Well-Being	Hazardous Materials & Contaminated Sites	Conservation, Rehabilitation & Development
Recreation	Air Quality & Noise Pollution	Public Services / Public Buildings
Education		Cost of Development / Infrastructure
Cultural Heritage		Historic Preservation
Arts		

* Please note the specific wording of the titles for the three thematic categories and the elements within these categories may change.

Community Workshops

A minimum of five (5) Community Workshops will be held in different geographic locations. Community workshops will be structured for the general public and internal and external stakeholders to address how policy direction identified through the forums could translate into future development scenarios and what the trade offs may be. (Note: It is anticipated that the regional scenarios being developed for the Imagine Greater Tucson will inform the scenario development for *Plan Tucson*).

Community Workshop Results: A working document describing key issues raised during the workshops will be prepared and used to inform refinement of development scenarios and the selection of a preferred scenario. These memos will be made available to workshop

participants through the website, via email, and at the Housing and Community Development Department and other locations as appropriate.

Preliminary Draft *Plan Tucson* Review and Comment Session

All those who participated in the meetings, forums, working groups, and workshops described in *Phase I: Preparation* above will be notified about and encouraged to review and comment on the Preliminary Draft *Plan Tucson*, which will be made available on the *Plan Tucson* website, via email, or at the Housing and Community Development Department or other locations as appropriate.

Review and Comment Sessions:

Staff will conduct a minimum of two (2) sessions in which they will facilitate a discussion about the Preliminary Draft *Plan Tucson* and record comments for use in the preparation of the Draft *Plan Tucson* to be presented at the Public Open Houses described under Phase II below. Those receiving the notice about the Preliminary Draft *Plan Tucson* will also receive information about the Comment Sessions. These sessions will also be posted on the *Plan Tucson* website.

Review and Comment Session Results: A working document describing comments received during this review period and the Comment Sessions will be prepared for consideration in the preparation of the Draft *Plan Tucson*, which will be introduced in Phase II below. A record of how comments were responded to will be kept also.

PHASE II: ADOPTION

[approx. Nov. 2012 – May 2013]

Public Open Houses to Present Draft *Plan Tucson*

A minimum of five (5) public open houses will be held in different geographic locations. These open houses will be focused on introducing the public to the Draft *Plan Tucson*, answering questions, and receiving comments.

These open houses will include two components: (1) an overview presentation on the process and contents of *Plan Tucson* and (2) stations representing each of the three thematic categories and associated elements into which *Plan Tucson* is organized (*see Exhibit B*). These stations will include display and handout materials, ways in which comments can be provided, and staff to answer questions.

Public Open House Results: Comments on the Draft *Plan Tucson* received at the Open Houses will be documented in a working document, along with any comments received via the *Plan Tucson* website or through other means. This memo will then be consulted in preparing the Final Draft *Plan Tucson* for the formal City review and adoption process described below.

Formal Review and Adoption

When the Final Draft *Plan Tucson* is completed, it will be taken through the City of Tucson formal review and adoption process in compliance with ARS 9-461.06. - Adoption and Amendment of General Plan; Expiration and Readoption. Key regulatory steps include:

- Sixty-day advance transmittal of final Draft General Plan to the Planning Commission, Mayor and Council, and other parties specified in the law.
- Two or more Planning Commission public hearings in different locations within the municipality
- At least one Mayor and Council public hearing
- Adoption of the General Plan by at least two-thirds of Mayor and Council

In addition to notice required by law regarding distribution of the Final Draft General Plan, notice regarding the availability of the Final Draft *Plan Tucson* for review and comment will be conveyed to those who participated in the Public Introductory Meetings, the Stakeholder Orientation Meetings, and the Stakeholder Policy Forums and provided contact information. Additionally notice of the availability of the Final Draft *Plan Tucson* will be provided to those who furnished contact information through the *Plan Tucson* website, or other means. The Final Draft *Plan Tucson* will be posted on the website and made available through the Housing and Community Development Department, and at other locations to be determined.

PHASE III: RATIFICATION

[approx. June 2013 – Nov. 2013]

Because Tucson has a population of 10,000 or more, once adopted by Mayor and Council *Plan Tucson* must be taken to the voters for ratification at the next regularly scheduled municipal election or at a special election (ARS 9-461.06). Key provisions of this process include:

- General description of General Plan and its elements in the municipal election pamphlet
- Provision of public copies of the Plan in a least two locations and may include posting of Plan on municipality's website
- Majority of qualified voters voting to approve for Plan to become effective

The goal is to submit *Plan Tucson* to the voters at the November 2013 General Election. To be listed on the ballot, an initiative must meet the submission requirements of the Arizona Secretary of State. This deadline has typically been approximately six months prior to Election Day.

A separate process will be developed to inform and educate the public about the contents of *Plan Tucson* in preparation for the election. It is anticipated that community representatives

will ultimately organize and conduct the outreach for the *Plan Tucson* ballot initiative independent of the City of Tucson.

10. PUBLIC MEETING SCHEDULING, LOCATION, & ACCESS

In planning public meetings, the following steps will be taken to make these meetings as accessible and convenient as possible taking into account available resources.

Scheduling: For general public meetings and activities, an effort will be made to schedule meetings at times that help maximize attendance, including scheduling meetings at non-traditional business hours, holding meetings at different times of day or on different days, and checking other community activities to avoid conflicts to the extent possible.

Location: Meetings for the general public will be repeated in different geographical areas of the city.

Access: Public meetings will be held in locations accessible to people with disabilities and will be held as near as possible to transit routes whenever possible.

11. SPECIAL ACCOMMODATIONS

Every effort will be made to accommodate people with special needs who would like to participate in the development of *Plan Tucson*.

Summary information related to *Plan Tucson* will be translated into Spanish. Also, the opportunity for participation in Spanish will be offered at outreach activities for the general public. Such summary information will be made available in other languages as requested.

Additionally media releases and announcements for public meetings will include the following language or other City-approved language.

“For accommodations; materials in accessible formats; foreign language interpreters; and/or materials in a language other than English, please contact the Housing and Community Development Department, [contact person], [phone number], or (520) 791-2639 for TDD at least 5 business days in advance of this scheduled event.”

12. PROCESS DOCUMENTATION

The Public Participation Program implementation steps will be documented for future use and understanding of how the program was conducted, how the public responded, and how the results of the outreach were used in the development of *Plan Tucson*.

Documentation of the *Plan Tucson* Public Participation Program will include the following. These documents will be saved electronically.

- The adopted Public Participation Program Document
- List and samples of public information and education documents produced
- Stakeholder database
- Copies of press releases and a list of media to whom releases were distributed
- List of publicity obtained and to the extent possible copies of such items as news articles, display ads, television spot videos
- Copies of working documents to show outcome of meetings, forums, workshops, and open houses
- Identification of mailing lists and/or email lists used for any direct mailings that may be undertaken for notifications, etc.
- Meeting and document availability notifications, including newspaper ads

13. ONGOING EVALUATION & DEBRIEFING UPON COMPLETION

Staff administering this Public Participation Program will review the program implementation on a regular basis to confirm it is meeting those participation goals mandated by state law (*see Section I, Introduction, Public Participation Requirements*).

To assist in this ongoing evaluation, opportunities for feedback regarding the public participation activities will be provided through the *Plan Tucson* website and social media and at meetings, forums, workshops, and open houses. Feedback will be reviewed at Core Team meetings and adjustments made to the Public Participation Program where warranted and where resources allow.

Debriefing upon Completion

Following completion of *Plan Tucson*, it is recommended that staff meet to discuss the overall Public Participation Program and prepare a memo on any lessons learned that may be of use when it is time ten years hence to readopt *Plan Tucson* or prepare a new General Plan.