

HEALTHY PEOPLE



HEALTHY ENVIRONMENT



HEALTHY ECONOMY



HEALTHY COMMUNITIES

Executive Summary



Pima County, Arizona
130 W. Congress Street
Tucson, AZ 85701

Prepared by:

The Planning Center
110 South Church Avenue, Suite 6320
Tucson, Arizona 85701

With assistance from:

**Kaneen Advertising and Public
Relations, Inc.**
110 South Church Avenue, Suite 3350
Tucson, Arizona 85701

ESI Corporation
5635 North Scottsdale Road, Suite 170
Scottsdale, AZ 85250

And:

PSOMAS
333 E Wetmore Road, Suite 450
Tucson, AZ 85705



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Pima County Board of Supervisors

Sharon Bronson, Chair, District 3
 Ally Miller, District 1
 Ramón Valadez, District 2
 Raymond J. Carroll, District 4
 Richard Elías, District 5

Pima County Administrator

C.H. Huckelberry

Planning and Zoning Commission

Jenny Neeley, Chair
 Eddie Peabody, Jr. AICP Vice-Chair
 Jodi Bain
 Bob Cook
 Randall Holdridge
 Brad Johns
 Lynne Mangold
 William Matter
 Armando Membrila
 Bonnie Poulos

Guidance Team

Department Directors and Staff

Carmine DeBonis, Development Services
 Chris Cawein, Natural Resources, Parks and Recreation
 Dorothee Harmon, Community Services and Employment Training
 Francisco Garcia, Health
 Hank Atha, Deputy County Administrator
 Jackson Jenkins, Regional Wastewater Reclamation District
 Jan Leshar, Deputy County Administrator
 John Bernal, Deputy County Administrator
 Linda Mayro, Office of Sustainability and Conservation
 Margaret Kish, Community Development and Neighborhood Conservation
 Melinda Cervantes, Library District
 Michael Kirk, Facilities Management
 Mike Hein, Office of Emergency Management
 Nicole Fyffe, County Administrator
 Priscilla Cornelio, Department of Transportation
 Reid Spaulding, Facilities Management
 Suzanne Shields, Regional Flood Control District
 Tom Burke, Finance
 Ursula Nelson, Department of Environmental Quality

Jurisdiction Representatives

Maria Arvayo – Pascua Yaqui Tribe
 Nicole Ewing-Gavin – City of Tucson
 Joel Gastelum – City of South Tucson
 Ryan Mahoney – Town of Marana
 Sarah More FAICP – Town of Sahuarita
 Bayer Vella AICP– Town of Oro Valley
 David Williams AICP–Town of Oro Valley (formerly)

Planning and Zoning Commissioners

Bob Cook
 Lynne Mangold
 William Matter
 Armando Membrila

Project Management Team and Principal Staff

Arlan Colton, FAICP- Planning Director, Development Services Dept
 Carla Blackwell - Deputy Director, Development Services Dept
 Linda Morales, AICP- Principal and CEO, The Planning Center
 Maria Masque – Principal, The Planning Center
 Janet Emel, Senior Planner
 Sue Morman, Senior Planner
 Jim Veomett, AICP Senior Planner
 Erik Glenn, GIS Senior Analyst
 Hillary Turby – The Planning Center (formerly)
 Nanette Pageau – Kaneen and Associates
 Alejandro Angel and Darleen Danehy – PSOMAS

Additional Consulting Services

Marc A. Fink, AICP – Consulting Planner

Pima Prospers Partners in Success

Contributing Pima County Departments

Community Development and Neighborhood Conservation

Margaret Kish
Ana Durazo
Betty Villegas
Camiliano Juarez
Daniel Tylutki
Danny Knee
Gary Bachman
Gloria Soto
Josue Licea
Leslie Nixon
Linda Leatherman
Marcos Ysmael
Martha Martin

Communications and Website

Dean Knuth
Diane Luber
James Thornton
Jeff Nordensson
Mark B. Evans
Mary Reynolds

Community Services Employment and Services

Arthur Eckstrom
Charles Casey
Dorothee Harmon
Jim Mize
Nils Urman

County Administrators Office

C.H. Huckelberry
Hank Atha
Jan Leshar
John Bernal
Celina Cuaron
Diana Durazo
Frank Castro
John Moffatt
Juanita Garcia-Seiger
Lisa Matthews
Marcia Zamorano
Maura Kwiatkowski
Nanette Slusser
Nicole Fyffe

Department of Environmental Quality

Ursula Nelson
Marie Light
Dave Eaker
Richard Grimaldi

Department of Transportation

Priscilla Cornelio
Ben Goff
David Longoria
Ellen Alster
Jeannette DeRenne
Jonathan Crowe
Matt Zoll
Rick Ellis
Robert Young
Seth Chalmers

Development Services Department

Carmine DeBonis
Aaron Stubbs
Angie Rangel
Artemio Hoyos
Betty Sanchez
Betty Stamper
Celia Turner
Chris Poirier
David Petersen
Donna Spicola
Elva Pedrego
Jim Cunningham
Mark Holden
Rich Franz-Under
Rick Bruster
Terri Tillman
Thomas Drzazgowski
Yves Khawam

Economic Development and Tourism

Tom Moulton
Patrick Cavanaugh
Catherine Strickland

Facilities

Michael Kirk
Gary Campbell

Finance

Tom Burke
Keith Dommer
Craig Horn

IT- Geographic Information Systems (GIS)

Jack Lloyd
Clark Phillips
Erik Glenn

Staff members listed above and on the next page include current and former county employees of Pima County, all of whom contributed to the creation of Pima Prospers. The list continues onto the next page.

Contributing Pima County Departments (Continued)

<p>Health Dr. Francisco Garcia Alex Gutierrez Anne Davis Anne Walker Danna Whiting Donald Gates Javier Herrera Jeff Terrell Jodi McCloskey Kim Janes Louie Valenzuela Marcy Flanagan Montserrat Caballero Ray Velez Sarah Davis Sarah Evans Sharon Browning Spencer Graves</p>	<p>Office of Strategic Initiatives John Moffatt Carrie Carden Teresa Bravo</p> <p>Office of Sustainability and Conservation Linda Mayro Alexander Oden Brian Powell Courtney Rose Ian Milliken Julia Fonseca Julie Robinson Loy Neff Manabendra Changkakoti Neva Connolly Robin Johnson Roger Anyon Sherry Ruther</p>
<p>Healthy Policy Honey Pivrotto</p> <p>Information Technology Department (ITD) Matt Orto James Thornton Eddie Diaz</p>	<p>Procurement Mark Koskiniemi Terry Finefrock</p> <p>Project Management Office Joanne Homer</p>
<p>Library District Melinda Cervantes Amber Mathewson Judy Moses Karyn Prechtel Michelle Simon Pat Corella</p>	<p>Regional Flood Control District Suzanne Shields Bill Zimmerman Eric Shepp Evan Canfield Frank Postilion Greg Saxe</p>
<p>Natural Resources, Parks and Recreation Chris Cawein Greg Hagen Kerry Baldwin George Kuch Joe Barr Steve Anderson</p>	<p>Regional Wastewater Reclamation Jackson Jenkins Colby Bowser Eric Wieduwilt Greg Hitt Kathy Chavez Mary Hamilton Mona Orozco</p>
<p>Office of Emergency Management Mike Hein Jeff Guthrie Andrew D'Entremont</p>	<p>School Superintendent Linda Arzoumanian</p> <p>Sheriff Byron Gwaltney Nicole Feldt</p>

Workshops or Presentations Hosts

Arizona Hispanic Chamber of Commerce * Catalina Village Council * Citizens for Picture Rocks * City of Tucson * Concerned Citizens of Corona * Elder Alliance * Flowing Wells Neighborhood Association/Coalition * Friends of Robles Ranch * Green Valley Council * Healthy Pima * International Sonoran Desert Alliance * La Canada Magee Association * League of Women Voters * Pima Association of Governments * Pascua Yaqui Tribe * Pima Alliance for Animal Welfare * Pima Community College * Pima Council on Aging * Pima County Workforce Investment Board * Pima Trails Association * Southern Arizona Buffelgrass Coordination Center * Town of Marana * TREO * Tucson Association of Realtors * Tucson Elder Alliance * Tucson Metropolitan Chamber of Commerce * Tucson Mountain Association * United Way * University of Arizona School of Architecture, Planning and Landscape Architecture * Vail Coalition * Western Pima County Community Council

Other Public/Private Partners Contributing to Pima Prospers

Arizona Game and Fish Department
Kristen Terpening

Arizona State Land Department
Mark Edelman, AICP
Tim Bolton

City of Tucson
Jim Mazzocco
Rebecca Ruopp

Coalition for Sonoran Desert Protection
Carolyn Campbell
Christine McVie

Flowing Wells Neighborhood Coalition
Ellie Towne

Metro Energy Commission
Bruce Plenk

Metropolitan Pima Alliance
Amber Smith

Metro Water
Mike Block

Pima Alliance for Animal Welfare (PAAW)
Barbara Brown
Tammi Barrick

Pima Community Access Program
Michal Goforth

Small Business Commission
Tom Ward

Southern Arizona Home Builders Association (SAHBA)

David Godlewski
John Ward
Priscilla Storm
Shawn Cote
Thrac Paulette

Southwest Fair Housing Council
Jay Young

Sun Corridor Inc. (formerly TREO)
David Welsh
Laura Shaw
Michael Guymon

Tohono O'odham Nation – San Xavier District
Mark Pugh

Tucson Electric Power
Larry Lucero
Steven Eddy

Tucson-Pima Arts Council
Sally Krommes

Tucson Water
Wally Wilson

Visit Tucson
Wally Wilson

Brent DeRaad

Contributing Writers

Robert Jacobson, Smart Citizens Pima
Merrill Eisenberg, University of Arizona (retired)

Executive Summary



Pima Prospers, Pima County's second update of its 1992 comprehensive plan, was unanimously passed by the Board of Supervisors on May 19, 2015 as recommended by the Planning and Zoning Commission with only four amendments affecting land use in the unincorporated county. There were no changes to the Commission's recommendations on the policy document or appendices. The full plan can be found on line at www.pimaprospers.com

The plan meets and exceeds all State of Arizona requirements for a comprehensive plan, and also meets all requirements of the Pima County Zoning Code covering Comprehensive Plans. It was created in accordance with a Public Participation Plan adopted for the plan by the Board of Supervisors. It includes an implementation plan in the form of a matrix (a living work program) and process overseen by an Interagency Monitoring Team operating under the auspices of the County Administrator.

Previous comprehensive plans focused primarily on land use (development and conservation) with the 2001 update of the plan expanding the conservation aspect markedly with the inclusion of the principles and policy guidance from the Sonoran Desert Conservation Plan (SDCP). The SDCP is Pima County's award winning plan for balancing the conservation and protection of the County's cultural and natural resources heritage with furthering an economically vigorous and fiscally responsible community.

Pima Prospers expands greatly on this effort, and it is now truly comprehensive in nature. It covers most aspects of county services, establishes a vision and overarching principles (notably healthy communities), and focuses on people and the economy in general. It is the product of the realization that most of the development pattern of the unincorporated county is now set and the time to more fully address physical and human services delivery is now. It is the product of a slow recovery to a difficult international recession combined with a projected significant change in the county's demographics. It is the product of a citizenry and stakeholders who raised critical concerns and issues.

It is the product of the recognition of continued fiscal realities and the efficiencies that must be in place for successful implementation.



Citizens provided ideas and priorities at public events, workshops, and on-line. Representative groups and associations who either invited or allowed staff to meet with them; state, regional and local agencies and jurisdictions who commented on the plan while in process; the County's staff from many different departments; the Planning and Zoning Commissioners and Board of Supervisors themselves; and many others contributed policy and implementation items. Pima Prosper reflects ideas generated from urban, suburban and rural parts of our county, and from a wide cross section of people, some of whom are often involved in public planning processes and some who made a comment for the first time ever. Combined, the County received approximately 2000 or

more letters, emails, on-line comments, public event cards, public meeting comment forms, and ideas at facilitated public meetings. All that written commentary, public event and public meeting input is summarized in Appendix C of the plan.

Pima Prosper charts a course for the next twenty years, recognizing that in Arizona, county plans are required to be updated every ten years. Like all comprehensive plans, it will not be a static document but change as will be necessary over the ten years of its life.

This plan will be the County's first that will be viewed primarily on-line: there is no shelf for it to sit on and gather dust. Pima County has actually always made good use of its comprehensive plan over time, but has primarily done so to guide land use changes and specifically rezoning. With a focus on healthy communities, Pima Prosper marries work on economic growth and development, human service infrastructure, physical infrastructure, and the county's continuing conservation interests. Pima Prosper focuses more intimately on our people and our communities, but also takes a broad view of the County's role in the region and the Sun Corridor, both in partnerships with others and in leadership roles in the services we provide. Pima Prosper is action oriented with a work program that will be administered, monitored and updated annually.

With Pima Prosper, Pima County intends to align, to the maximum extent possible, its annual budget, capital improvement program, and future bonding programs with its comprehensive plan. County actions are taken in full consideration of the plans vision, goals and themes. Over time, implementing policy documents of county agencies such as facilities expansion plans and development review manuals will be reviewed and adjusted as necessary to ensure they are on the same universally shared

path. Pima Prosper is understood to be a Living Document, one that allows for amendment as it becomes necessary due to changing circumstances, extraordinary opportunities, or critical needs.

What do We Mean by “Pima Prosper”?

Why the title Pima Prosper? Moving forward, the county must advance on multiple fronts. Our economy must assuredly prosper and grow. Our natural and built environment must be nurtured to prosper. Our people must have the tools to allow them to individually prosper as well. We must create opportunities in which our people can prosper: as individuals and families, together in our communities and in our region. We want to celebrate and capitalize on what we love about our county....our diversity, our culture, our arts and our natural beauty. We must seek to improve our overall quality of life and standard of living, find solutions that raise all boats and build the communities that meet our needs and also those of the coming generations whose wants and needs will be, in some ways, different than those who live here today.



Jurisdictions and Planning Areas

Pima Prospers, consistent with a Pima County Infrastructure Study that informed the comprehensive planning effort, breaks the county down into thirteen distinct planning areas which cross jurisdictional boundaries as many county services are not limited to the unincorporated area. . Pima County consists of several jurisdictions, of which the City of Tucson is the largest and is the county-seat. The vast majority of the county population lies in and around Tucson, filling much of the eastern part of the county. The other jurisdictions are the Town of Oro Valley, the Town of Marana, the Town of Sahuarita, and the City of South Tucson.

There are numerous unincorporated communities in Pima County such as Ajo, Why, Green Valley, Catalina, Robles Junction, Arivaca, and Picture Rocks. The County also includes two sovereign nations: The Tohono O’odham Nation and the Pascua Yaqui Tribe. The Tohono O’odham Nation comprises the largest land mass for Central Pima County and also includes the physically separate San Xavier District in the Tucson Metro Area. The Pascua Yaqui Tribe has a growing land ownership in the southwest part of the Tucson Metro Area. The rest of the county is rural in nature. Over one third of the County’s population lives in the unincorporated area.

The planning areas include:

Avra Valley	Central
Tucson Mountains	Catalina Foothills
Southwest	Rincon Valley
Altar Valley	Tortolita
Upper Santa Cruz	San Pedro
Mountain View	Western Pima County
Southeast	

For purposes of land use analysis, only the unincorporated portions of these planning areas were considered.

Capturing the Regional Vision and Identifying the Core Plan Principle



Building off past and current work begins with the shared values and the Regional Vision developed through extensive public process by the non-profit organization Imagine Greater Tucson and accepted by Pima County in 2012. That vision is briefly outlined in Chapter 1 of the plan with a link provided to the Vision in its entirety. From a land use perspective, most of the County's developable land mass will continue to grow in a rural manner, and while individual communities may be touched by the Regional Vision, local vision to be developed later with communities such as

Ajo will be more important. However, since over one-third of the county's population does live in the unincorporated area, primarily in the suburban Tucson metropolitan area, the shared Vision's full principles apply.

While there are a number of key themes and principles outlined in the introductory chapter of Pima Prospers, first and foremost is that of creating healthy communities. Healthy communities mean for each community in the county and the county has a whole: healthy people, healthy economy, and healthy environment. Pima Prospers works to try to move the County closer to that reality, understanding full well there are not unlimited resources, and that it does not fall completely to the County or any one government to bring this about.



Using the Pima Prospers Document

Pima Prospers with its goals and policies and strategic actions can be found on line at www.pimaprospers.com.

- ❖ Chapter 1 contains the basic plan premise, Vision and organizing Themes and Principles.
- ❖ Chapter 2 provides the Comprehensive Plan structure and explains how the Plan is organized.
- ❖ Chapter 3-5 are organized by element within that overall topic area, and in order address the Use of land, Physical Infrastructure Connectivity, and Human Infrastructure Connectivity. Within each element are goals, which tie back to the Vision as expressed in Chapter 1. Chapter 6 and 7 address Economic Development and Cost of Development respectively and are organized exactly the same but each is a specific element of the plan by itself.
- ❖ Chapter 8 includes the land use legend for the land use maps and the land use maps themselves. Other critical maps can be found in Chapter 3 in the Environmental Element the Maeveen Marie Behan Conservation Lands System, and Chapter 4 in the Flood Control and Drainage Element (the 13 Regional Hydrology Maps), all of which are to be used in conjunction with the land use maps. Maps are considered plan policy in addition to the written word.
- ❖ Chapter 9 contains the Special Area Policies (policies that apply to a subsection of the county, most of which are carried over from previous plans) and Rezoning Policies, which are more site specific and result primarily from guidance being placed on previous individual comprehensive plan amendments.
- ❖ Chapter 10 includes the implementation instructions for the plan, and they are more extensive and complete than in past plans, accounting for more situations to ensure greater consistency and reliance on the plan over time.

The five appendices to Pima Prospers contain:

- A. **The Background Document.** This document provides the background data, history and maps used to create the plan including most of work done during the Infrastructure Study and all the demographic and fiscal data.

- B. **Implementation Matrix.** The matrix is intended to be used, monitored and continuously updated on an ongoing basis for the life of the plan. The Planning and Zoning Commission will receive an annual report on Plan implementation progress.
- C. **Public Participation Plan and Report.** This document includes the plan and the summation of public participation activities, in meetings and on-line.
- D. **Fiscal Impact Analysis.** This report is performed on a level commensurate with a general comprehensive plan, and while it notes there are limitations to this approach, it gives a sense of the potential impact of the planned land use. As there were relatively few land use changes in Pima Prospers, and none were very large in nature, the impact was limited.
- E. **Glossary of Terms.** This is the repository for all definitions in Pima Prospers. Defined terms used in Pima Prospers are to be linked to the definition in the electronic/on-line Glossary.



Plan Highlights

Key chapters of the plan include Use of Land, Physical Infrastructure Connectivity, Human Infrastructure Connectivity, Economic Development, Cost of Development and the typical land use maps and legends. Appendices include Background information, Implementation Matrix, Public Participation Plan, Fiscal Impact Analysis, and Glossary.



The **Use of Land** chapter addresses floodplain transfers of densities, golf course reuse, and multiple housing issues including affordability, fair housing, and stock. The Maeveen Marie Behan Conservation Lands System (CLS) from the award winning Sonoran Desert Conservation Plan anchors the plan with the added ability to mitigate with offsite lands. Focused Development Investment areas were identified in the Southwest, along the Loop, in all municipalities, and in mapped redevelopment and revitalization areas. Community design goals and policies were created to emphasize a sense of place, incorporate active design techniques, assure compatibility and scale appropriateness and promote efficient use of land outside of the CLS. Climate impact mitigation

measures were created to address impacts on our unique desert environment and population.

Additionally, this chapter focuses on incorporates the county's commitment to Davis Monthan Air Force Base, the County's longstanding policy on conservation of our cultural resources, green building,

Land Use maps were modified for several reasons: either to reflect the already developed land uses, mirror the surrounding land use or respond to a property owners' request. The Land Use legends were simplified to eliminate most zoning district restrictions, unify land uses in large planned communities, and deleted rarely used categories. Added were two categories for Medium Intensity Urban, a high and a low, with a demarcation mark at 5 homes per acre differentiating transit opportunity from lower suburban neighborhood densities.



The **Physical Infrastructure Connectivity** Chapter includes a transportation element for roads, rail, air and freight. At the cornerstone of the element is policy to provide a safe comprehensive system, well maintained, that serves trade and economic development industries. Road maintenance was the most frequently mentioned topic during public participation phases. Coupled with the plan update, Pima County updated the Major Streets and Routes Plan to dovetail into key corridors and right-size road right of ways (ROW). Nearly 107 roads were reduced in ROW width, 11 new routes were added, and 53 routes were deleted (most did not exist).

Some of the other focus points in this chapter include:

- ❖ Water resources, including policy and implementation related to the Action Plan for Water Sustainability, water supply including for economic development and conservation, demand management, and groundwater quality;
- ❖ Wastewater treatment, critical as Pima is the only Arizona county that serves as a regional service entity for wastewater;
- ❖ Energy, including renewable energy and energy sources for economic development;
- ❖ Air Quality and solid waste;
- ❖ Communications networks, which is critical infrastructure and notably strikes a note of flexibility for what may come in the future;
- ❖ Public facilities, building on the County's internal Sustainability Action Plan and creating an Integrated Facilities Planning System, going forward;
- ❖ Trails, continuing the County's work on implementing the Regional Trails System Master Plan and "the Loop" ; and
- ❖ Flood control, including policy language toward reducing the cost of flood insurance under the National Flood Insurance Program, saving lives and property, and shaping healthy development patterns.



Human Infrastructure Connectivity and its elements are not state requirements, nor is Economic Development but in order to have a sustainable plan, these elements can't be ignored. These are either services where the County is a provider or supports those who do provide the service. Strategies for access to healthy lifestyle components especially for the aging population, disease prevention, and health impact assessments are part of the plan. Sustaining healthy communities means addressing climate resiliency both in this chapter and in other key areas of the plan. Workforce training, education, libraries and the arts, contribute to our economic base and are supported county programs.

In addition to the robust element on Health Services which pulls together many aspects of Pima Prospers core principle of healthy communities, the following elements are noted:

- ❖ Public Safety and Emergency Services;
- ❖ Parks and Recreation, including policy that calls for a parks and recreation master plan, recognizing the critical importance to both healthy lifestyles, and economic development;
- ❖ Workforce Training and Education, working in many ways to connect people and quality jobs toward a healthy economy and healthy people;

- ❖ Library Services, with 27 branches, the Library District provides traditional and creative services connecting people with information, technology and opportunity;
- ❖ Animal care, a service of the County that seeks to decrease the number of homeless animals, provide quality care, and helping to create a more pet-friendly community;
- ❖ Food access, recognizing that while the County's Zoning Code is generally supportive, more work needs to be done holistically toward local production, processing, and affordable distribution of healthy food; and
- ❖ Arts and Entertainment, critical given the rich and diverse cultural history of Pima County, and especially in terms of identifying and removing barriers to public art and entertainment venues, as well as ensuring ongoing maintenance of art installations.



The **Economic Development** chapter of the plan pulls the key principles from the county's Economic Development Plan adopted in 2012 into long term policy. It protects our defense and aerospace economic base, builds on the trade corridors through the Port of Tucson and leverages partnerships with the University of Arizona, State of Arizona, TREO (now Sun Corridor, Inc.) and others to attract new industries. However

the plan also recognizes the importance of providing a positive business climate, meeting the needs of small business, and reinvesting in revitalizing commerce areas with street maintenance. Tourism showcases our natural assets giving a chance to create a lasting good first impression. To jump start implementation, several parcels were identified in the industrial corridor for staff initiated pre-zoning to industrial. Upon owner concurrence, staff will seek to rezone the parcels at no burden to the owners.

Lastly, all of these policies are backed with implementation items that will be the backbone of a county work plan for years to come. To make Pima Prosper, the interdisciplinary monitoring team will track and regularly report out on the progress and the outcomes of the county's work for the ten year life of the plan.

This summary only highlights key aspects of the comprehensive plan. The challenge is great and the recognition that there will always be scarce resources is daunting. Pima Prosper both represents a vision for the future and pathways to successful implementation. It will take much work by many over its ten year life, but Pima County has a good start.

Pima Prosper was created by a large team of people in many county departments and the consultant team, informed by many citizens and stakeholders. **Grateful thanks from the Project Management Team** for much dedication, creativity and hard work.

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Comprehensive Plan



Prepared for:

Pima County, Arizona
130 W. Congress Street
Tucson, AZ 85701

Prepared by:

The Planning Center
110 South Church Avenue, Suite 6320
Tucson, Arizona 85701

With assistance from:

**Kaneen Advertising and Public
Relations, Inc.**
110 South Church Avenue, Suite 3350
Tucson, Arizona 85701

ESI Corporation
5635 North Scottsdale Road, Suite 170
Scottsdale, AZ 85250

And:

PSOMAS
333 E Wetmore Road, Suite 450
Tucson, AZ 85705



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Pima County Board of Supervisors

Sharon Bronson, Chair, District 3
 Ally Miller, District 1
 Ramón Valadez, District 2
 Raymond J. Carroll, District 4
 Richard Elías, District 5

Pima County Administrator

C.H. Huckelberry

Planning and Zoning Commission

Jenny Neeley, Chair
 Eddie Peabody, Jr. AICP Vice-Chair
 Jodi Bain
 Bob Cook
 Randall Holdridge
 Brad Johns
 Lynne Mangold
 William Matter
 Armando Membrila
 Bonnie Poulos

Guidance Team

Department Directors and Staff

Carmine DeBonis, Development Services
 Chris Cawein, Natural Resources, Parks and Recreation
 Dorothee Harmon, Community Services and Employment Training
 Francisco Garcia, Health
 Hank Atha, Deputy County Administrator
 Jackson Jenkins, Regional Wastewater Reclamation District
 Jan Leshner, Deputy County Administrator
 John Bernal, Deputy County Administrator
 Linda Mayro, Office of Sustainability and Conservation
 Margaret Kish, Community Development and Neighborhood Conservation
 Melinda Cervantes, Library District
 Michael Kirk, Facilities Management
 Mike Hein, Office of Emergency Management
 Nicole Fyffe, County Administrator
 Priscilla Cornelio, Department of Transportation
 Reid Spaulding, Facilities Management
 Suzanne Shields, Regional Flood Control District
 Tom Burke, Finance
 Ursula Nelson, Department of Environmental Quality

Jurisdiction Representatives

Maria Arvayo – Pascua Yaqui Tribe
 Nicole Ewing-Gavin – City of Tucson
 Joel Gastelum – City of South Tucson
 Ryan Mahoney – Town of Marana
 Sarah More FAICP – Town of Sahuarita
 Bayer Vella AICP– Town of Oro Valley
 David Williams AICP–Town of Oro Valley (formerly)

Planning and Zoning Commissioners

Bob Cook
 Lynne Mangold
 William Matter
 Armando Membrila

Project Management Team and Principal Staff

Arlan Colton, FAICP- Planning Director, Development Services Dept
 Carla Blackwell - Deputy Director, Development Services Dept
 Linda Morales, AICP- Principal and CEO, The Planning Center
 Maria Masque – Principal, The Planning Center
 Janet Emel, Senior Planner
 Sue Morman, Senior Planner
 Jim Veomett, AICP Senior Planner
 Erik Glenn, GIS Senior Analyst
 Hillary Turby – The Planning Center (formerly)
 Nanette Pageau – Kaneen and Associates
 Alejandro Angel and Darleen Danehy – PSOMAS

Additional Consulting Services

Marc A. Fink, AICP – Consulting Planner

Pima Prospers Partners in Success

Contributing Pima County Departments

Community Development and Neighborhood Conservation

Margaret Kish
Ana Durazo
Betty Villegas
Camiliano Juarez
Daniel Tylutki
Danny Knee
Gary Bachman
Gloria Soto
Josue Licea
Leslie Nixon
Linda Leatherman
Marcos Ysmael
Martha Martin

Communications and Website

Dean Knuth
Diane Luber
James Thornton
Jeff Nordensson
Mark B. Evans
Mary Reynolds

Community Services Employment and Services

Arthur Eckstrom
Charles Casey
Dorothee Harmon
Jim Mize
Nils Urman

County Administrators Office

C.H. Huckelberry
Hank Atha
Jan Leshar
John Bernal
Celina Cuaron
Diana Durazo
Frank Castro
John Moffatt
Juanita Garcia-Seiger
Lisa Matthews
Marcia Zamorano
Maura Kwiatkowski
Nanette Slusser
Nicole Fyffe

Department of Environmental Quality

Ursula Nelson
Marie Light
Dave Eaker
Richard Grimaldi

Department of Transportation

Priscilla Cornelio
Ben Goff
David Longoria
Ellen Alster
Jeannette DeRenne
Jonathan Crowe
Matt Zoll
Rick Ellis
Robert Young
Seth Chalmers

Development Services Department

Carmine DeBonis
Aaron Stubbs
Angie Rangel
Artemio Hoyos
Betty Sanchez
Betty Stamper
Celia Turner
Chris Poirier
David Petersen
Donna Spicola
Elva Pedrego
Jim Cunningham
Mark Holden
Rich Franz-Under
Rick Bruster
Terri Tillman
Thomas Drzazgowski
Yves Khawam

Economic Development and Tourism

Tom Moulton
Patrick Cavanaugh
Catherine Strickland

Facilities

Michael Kirk
Gary Campbell

Finance

Tom Burke
Keith Dommer
Craig Horn

IT- Geographic Information Systems (GIS)

Jack Lloyd
Clark Phillips
Erik Glenn

Staff members listed above and on the next page include current and former county employees of Pima County, all of whom contributed to the creation of Pima Prospers. The list continues onto the next page.

Contributing Pima County Departments (Continued)

<p>Health Dr. Francisco Garcia Alex Gutierrez Anne Davis Anne Walker Danna Whiting Donald Gates Javier Herrera Jeff Terrell Jodi McCloskey Kim Janes Louie Valenzuela Marcy Flanagan Montserrat Caballero Ray Velez Sarah Davis Sarah Evans Sharon Browning Spencer Graves</p>	<p>Office of Strategic Initiatives John Moffatt Carrie Carden Teresa Bravo Office of Sustainability and Conservation Linda Mayro Alexander Oden Brian Powell Courtney Rose Ian Milliken Julia Fonseca Julie Robinson Loy Neff Manabendra Changkakoti Neva Connolly Robin Johnson Roger Anyon Sherry Ruther</p>
<p>Healthy Policy Honey Pivrotto Information Technology Department (ITD) Matt Orto James Thornton Eddie Diaz</p>	<p>Procurement Mark Koskiniemi Terry Finefrock Project Management Office Joanne Homer</p>
<p>Library District Melinda Cervantes Amber Mathewson Judy Moses Karyn Prechtel Michelle Simon Pat Corella</p>	<p>Regional Flood Control District Suzanne Shields Bill Zimmerman Eric Shepp Evan Canfield Frank Postilion Greg Saxe</p>
<p>Natural Resources, Parks and Recreation Chris Cawein Greg Hagen Kerry Baldwin George Kuch Joe Barr Steve Anderson</p>	<p>Regional Wastewater Reclamation Jackson Jenkins Colby Bowser Eric Wieduwilt Greg Hitt Kathy Chavez Mary Hamilton Mona Orozco</p>
<p>Office of Emergency Management Mike Hein Jeff Guthrie Andrew D'Entremont</p>	<p>School Superintendent Linda Arzoumanian Sheriff Byron Gwaltney Nicole Feldt</p>

Workshops or Presentations Hosts

Arizona Hispanic Chamber of Commerce * Catalina Village Council * Citizens for Picture Rocks * City of Tucson * Concerned Citizens of Corona * Elder Alliance *Flowing Wells Neighborhood Association/Coalition * Friends of Robles Ranch * Green Valley Council * Healthy Pima * International Sonoran Desert Alliance * La Canada Magee Association * League of Women Voters * Pima Association of Governments * Pascua Yaqui Tribe * Pima Alliance for Animal Welfare * Pima Community College * Pima Council on Aging * Pima County Workforce Investment Board * Pima Trails Association * Southern Arizona Buffelgrass Coordination Center * Town of Marana * TREO * Tucson Association of Realtors *Tucson Elder Alliance * Tucson Metropolitan Chamber of Commerce * Tucson Mountain Association * United Way * University of Arizona School of Architecture, Planning and Landscape Architecture * Vail Coalition *Western Pima County Community Council

Other Public/Private Partners Contributing to Pima Prospers

Arizona Game and Fish Department
Kristen Terpening

Arizona State Land Department
Mark Edelman, AICP
Tim Bolton

City of Tucson
Jim Mazzocco
Rebecca Ruopp

Coalition for Sonoran Desert Protection
Carolyn Campbell
Christine McVie

Flowing Wells Neighborhood Coalition
Ellie Towne
Metro Energy Commission
Bruce Plenk

Metropolitan Pima Alliance
Amber Smith

Metro Water
Mike Block

Pima Alliance for Animal Welfare (PAAW)
Barbara Brown
Tammi Barrick

Pima Community Access Program
Michal Goforth

Small Business Commission
Tom Ward

Southern Arizona Home Builders Association (SAHBA)
David Godlewski
John Ward
Priscilla Storm
Shawn Cote
Thrac Paulette

Southwest Fair Housing Council
Jay Young

Sun Corridor Inc. (formerly TREO)
David Welsh
Laura Shaw
Michael Guymon

Tohono O'odham Nation – San Xavier District
Mark Pugh

Tucson Electric Power
Larry Lucero
Steven Eddy

Tucson-Pima Arts Council
Sally Krommes

Tucson Water
Wally Wilson

Visit Tucson
Wally Wilson

Brent DeRaad

Contributing Writers
Robert Jacobson, Smart Citizens Pima
Merrill Eisenberg, University of Arizona (retired)

Introduction

Chapter 1: Introduction and Overview



1.1 Introduction



This 2015 update of the Pima County Comprehensive Plan, Pima Prospers, is truly comprehensive in nature, incorporating many county services and recognizing the county's important role in the region. While maintaining a lens farther into the future, we actively look forward to the next 20 years, recognizing that in Arizona, county plans are required to be updated every ten years.

Pima Prospers is the product of an eighteen month planning process, including extensive community involvement, the engagement of all levels of government, the coordinated efforts of various County departments and the review and support of community leaders, residents, business owners and stakeholders, adjacent jurisdictions, and regional and state agencies.

Pima Prospers focuses intimately on our people and our communities, but also takes a broad view of the County's role in the region and the Sun Corridor, both in partnerships with others and in leadership roles in the services we provide. Pima Prospers is action oriented with a work program that will be administered, monitored and updated annually. **[Note: Appendix B contains the draft work program**

format. The final work program will be brought back to the Board for ratification after plan adoption, and will be annually monitored and updated as described later in the plan.]

With Pima Prospers, Pima County intends to align, to the maximum extent possible, its annual budget, capital improvement program, and future bonding programs with its comprehensive plan. County actions are taken in full consideration of the plan's vision, goals and themes. Over time, implementing policy documents of county agencies such as facilities expansion plans and development review manuals will be reviewed and adjusted as necessary to ensure they are on the same universally shared path. By state law, decisions of land use change must and will be in conformance with the adopted plan. Like all plans, Pima Prospers is understood to be a *Living Document*, one that allows for change as it becomes necessary due to changing circumstances, extraordinary opportunities, or critical needs.

Why this plan and why now?



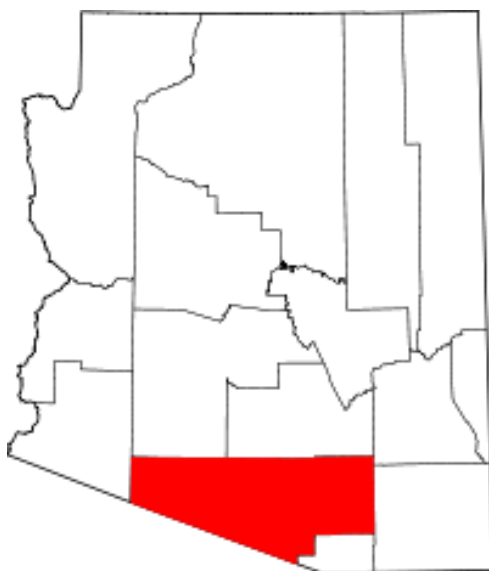
1.2 Looking Back...Looking Forward...

Pima Prospers recognizes and builds upon the work of the past as it looks into the future. It is the third Comprehensive plan update since our 1992 plan set the modern framework for our planning documents, incorporating many small area plans created over the years into one document. Key policies from those past plans show up in our 2015 plan. The 2001 Comprehensive Plan incorporated the internationally award-winning Sonoran Desert Conservation Plan, which remains one of the key pillars of this plan update.

Pima Prospers is to be our plan looking ahead about 20 years into the future. It has been built on the ideas of hundreds of Pima County residents from Ajo to Vail, Catalina to Arivaca Junction, many business and citizen interests in our communities, representatives from the other jurisdictions in the region, and more than one hundred county staff members from many departments. It recognizes our role as a county in our region and in the multi-county region of the Sun Corridor. It recognizes that a significant change in our demographics is upon us and everyone who wants to will play a part in the development of its future. It is not meant to be a wish list of the impossible; rather it seeks efficiency and pragmatic improvement in delivering the county’s mission in the 21st century. It is meant to be implementable and fiscally responsible.

1.3 What Has Changed and Will be Changing?

Who We Are and Who We Are Becoming



The 2010 U.S. Census has been completed, giving a more up-to-date count and characteristics of the existing population. From the census and other sources, we know our population is changing and certainly becoming more diversified. Our population is getting older with many wishing to age in place, while others want to downsize and move closer to the city center. Aging baby boomers do not necessarily want the same lifestyles as their parents enjoyed. Young people see themselves very differently than their baby boomer parents. A growing population means we are also having more kids. But upon graduation, many of our younger people seek their fortunes elsewhere. As a result, fewer of us proportionately will be of prime working age. Some families are getting smaller; one and two person households are not uncommon, but some are growing larger. The demand for multi-generational housing

is increasing, some by choice and some by necessity. We expect that as a county, our population will become increasingly Hispanic and will eventually change to where the majority is made up of ethnic and racial minorities. In most of these trends, we mirror nation-wide expectations.

Regional Vision

The Imagine Greater Tucson (IGT) regional vision was put forward after a lengthy and involved public process and was accepted by the Board of Supervisors in 2012. As the IGT regional vision does not specifically include the rural parts of the county, Pima Prospers reflects a modified version of the vision (See section 1.8). Further, it means we have in this plan provided adequate choices in housing and transportation where possible.

Renewed Focus on Economic Development

With the Board of Supervisors adopting the County Administrator's economic development strategic plan, this focus has intensified since the last Comprehensive Plan. The topic is now covered and interlinked with other elements in Pima Prospers.

Pima County is Climate Smart

As noted in Pima County's 2014 Sustainable Action Plan, the County has a large role to play in mitigating greenhouse gas emissions and adaptively planning to ensure economic, social, and environmental sustainability into the future under climate variability. The Sun Corridor, has in fact, been identified as a climate change hotspot* and as such, faces threats to infrastructure, food production, water supplies, human health, and the economy. Notably, the County's proactive efforts to reduce its emissions through renewable energy alternatives and efficiency improvements are important mitigation steps already underway. Successful planning, however, also requires addressing the "climate gap," or areas in which vulnerable regions or communities may be disproportionately affected by climate change impacts. Pima Prospers addresses these gaps and many other interrelated and interconnected needs associated with successful climate adaptation planning.

*"Climate Assessment of the Southwest": University of Arizona Institute of the Environment

Growing Smarter Scorecard

In 2009, as part of the implementation of Arizona's Growing Smarter Acts, Pima County like all jurisdictions filled out and submitted the Arizona Smart Growth Scorecard, a self-assessment questionnaire. While we did well overall, scoring 83 percent, there were areas in which we fell short of our 2001 plan. Examples include a lack of a tie between the Comprehensive Plan and capital improvement programming, not having a stated vision, addressing adaptive reuse of existing buildings to a much greater extent, metrics for tracking certain plan components, and how we addressed affordable housing, social services, air quality, and transit oriented development. For the most part these can be addressed in Pima Prospers. The Scorecard can be viewed at www.pimaprospers.com.

State of Arizona requirements

State law mandates that the Comprehensive Plan be reviewed and updated every ten years, and for a dynamic area like Pima County, that is a must. The State Legislature gave local governments some extra time and a revised deadline for adoption of July 2015. The County's current comprehensive plan was completed in 2001, with some major policy amendments such as on water supply, transfers of development rights, and military airports subsequently adopted. However, the plan does not meet the relatively new state of Arizona requirement to include an energy element, the addressing of sand and gravel resources, and specific language required by the Attorney General's office regarding the vicinity of military airports.

Land Use



Compared to past Pima County plans, proposed land use map changes are comparatively few, as for the most part, this plan focuses on regional infill and logical suburban expansion of some parts of the unincorporated area being or having been reviewed by municipalities in their planning. There is only modest room to grow in unincorporated Eastern Pima County without massive increases in new public infrastructure and/or the suburbanization of rural or open lands with significant physical constraints. The land use maps of the plan show changes in land use designation. The land use changes approved by the Board of Supervisors include some of the requests put forward by staff and by individual property owners, rectification of land use classifications for accuracy as to what is actually developed on the ground, and modifications due to the revised land use legend: (a) proposed modifications put forth by staff, (b) modifications resulting from staff analysis of special requests that were submitted prior to February, 2015, (c) modifications due to revised categories in the proposed land use legend described below, (d) corrections from the current plan dating from 2001, and (e) rectifications of land use classifications for accuracy as to what is actually developed on the ground.

Additionally, we have made several changes to the legend of land use categories on the land use maps, after due consideration, as necessary to bring the plan up-to-date with current trends and perceived need based on staff's and the public's observations. These include, among others, the return of "Resource Conservation" for conservation lands the county holds in fee; renaming what was "Resource Transition" to the more descriptive "Resource Sensitive"; splitting the wide ranging "Medium Intensity Urban" which has been 0-10 residences per acre plus office uses into two categories; reducing the number of commercial categories; and adding a Mixed Use commercial/residential/employment category.

Water

Pima County's available water supply is always a cause for great discussion. The county itself has not been a water provider, with residents and businesses accessing water from municipalities, water districts, private water companies, private and shared wells, and in some cases in rural areas, water hauling. Most of the county, including all of the highly populated area in the eastern portion, is within the Tucson Active Management Area (AMA), a planning area designated by the Arizona Department of Water resources.

A pre-recession 2006 study by Sharon Megdal and Kelly Mott LaCroix of the University of Arizona Water Resources Research Center discusses the very complex subject of water, several scenarios, specific assumptions, and conclusions for the Tucson AMA. The report notes that the municipal water needs of the region can be met for the then 2030 projected population based on clearly stated but important assumptions. The most recent population projections have shown a significant slowing since the report was written. The report can be found at:

<https://wrrc.arizona.edu/sites/wrrc.arizona.edu/files/megdal.az.water.resource.avail.for.tucson.pdf>.

In terms of land use, Pima Prospers addresses only the unincorporated area. Because the plan's proposed land use remains within the current adopted population projections, implementation of Pima Prospers generally will increase the use of water but remains within the parameters of the water study. However, water use both should continue to be addressed regionally for eastern Pima County as well as statewide, and land use changes on individual parcels of land will continue to be addressed at the time of rezoning. Each parcel is unique in terms of water usage, its source for water, proposed use of land, and possible effects on the water table in the neighboring area.

Updates

Our plan has been updated to eliminate primarily land use policies that have already been implemented or are no longer relevant due to annexation as an example. Some of these are general in scope, but many were specific to certain parcels of land, usually as the result of individual comprehensive plan amendments in the past which have subsequently either been developed or abandoned.

Overall Content, Format and Presentation

Pima Prosper reflects a very different format than past plans, partly because the content has been greatly expanded as discussed above and because we have taken a more comprehensive approach, since so much of what makes up a county and what county staff do are very much interconnected and interrelated. Our background analysis and land use maps are presented on 13 planning areas, partially based on watersheds, as opposed to the seven sub-regions used in the previous update. The content looks different as well, as we have better distinguished between background statements, goals, policies, and strategic implementation actions.

1.4 What do We Mean by “Pima Prosper”?

Why the title Pima Prosper? Moving forward, the county must advance on multiple fronts. Our economy must assuredly prosper and grow. Our environment must be nurtured to prosper. Our people must have the tools to allow them to individually prosper as well. We must create opportunities in which our people can prosper: as individuals and families, together in our communities and in our region. We want to celebrate and capitalize on what we love about our county....our diversity, our culture, our arts and our natural beauty. We must seek to improve our overall quality of life and standard of living, find solutions that raise all boats and build the communities that meet our needs and also those of the coming generations whose wants and needs will be in some ways, different than those who live here today.

1.5 The County’s Role in the Region

For most of or the entirety of the County, Pima County Government means public health services, our public library system, our flood control district, much of the court system, workforce development and training, our animal care center, the wastewater reclamation system and so much more. For the unincorporated area, outside of cities and towns and tribal nations, the County means transportation, parks and recreation, the sheriff, the conservation lands system, long-range planning, building and zoning permit review, and more.

Regardless, there are critical relationships that must be fostered between cities, towns and the county, school districts and fire districts, water providers, economic development, social and health service non-profits, our institutions of higher learning, our business community, and our community and neighborhood leaders. We believe that along with our partners we must focus regionally to resolve countywide issues. These challenges may also be a source of opportunities to innovate and create new technology to address climate issues, food production, water resources, and alternate modes of transportation.

We recognize that Pima County is not an island, that we play a potential critical and strategic role within the State of Arizona, as a part of the Sun Corridor. The Sun Corridor is the central spine that links from the international border north to the Prescott area, including Maricopa and Pima Counties which together will see the lion's share of population, job and economic growth in the state.

As noted especially in the Economic Development Element of this plan, our relationship with Mexico is of paramount importance and needs to be addressed as a two-way partnership.

1.6 Our Expected Population

Population growth trends in the United States are expected to continue. While very recent trends show the slowest growth *rates* since the Great Depression (due primarily to the recession with less population movement and delayed child bearing, an aging population, and a decline in immigration), actual population will continue to climb. It took 52 years to grow from 100 million to 200 million people in 1967 and 39 years to grow from 200 to 300 million. Slowing growth rates mean current estimates peg the United States population to grow to 400 million in 2051, 45 years since 300 million. (U.S. Census Bureau statistics)

Pima County is part of the Sun Corridor, one of 23 “megapolitan areas” expected to collectively share the largest population and economic growth of the country, and stretching south to north through the central core of Arizona from the Mexican border to about the Prescott area. The Sun Corridor (for purposes of this comparison, a three-county area of Maricopa, Pinal and Pima counties) totaled 5.2 million people in the 2010 Census. While past targets showed the Sun Corridor growing to 10 million people by 2040, that number, similar to the country as a whole, has been scaled back to almost 9 million. While the major share is expected to be subsumed by Maricopa and Pinal Counties, Pima County will both grow and be affected in various ways by the growth of the Corridor overall.

By 2035, the time frame of our Comprehensive Plan, current projections suggest Pima County overall will grow to approximately 1.3 million with people within the unincorporated area accounting for approximately 454,000 people, or 34.9 percent of the county's projected population (assuming current boundaries of cities and towns, which of course will change over those 20 years). The 2010 Census comparatively was 980,263 people in the county, with the unincorporated county accounting for 353,264 or 36 percent of the population. This is lower than past projections. Our slower growth rate reflects (1) the results of the recession, and (2) the expectations that most of the growth of the county will be within incorporated jurisdictions, most notably the City of Tucson and the Towns of Marana and Sahuarita. As approved during the planning process, if the actual population does not meet the projected figures, adjustments may be made.

1.7 Hearing the Public

From late fall of 2013 through the first quarter of 2014, we held 14 community meetings throughout the county. We gathered public opinion at four targeted events: Tucson Meet Yourself, the TMC Half Marathon, Thanksgiving in the Barrio and the Tucson Festival of Books, as well as holding a targeted event at the Downtown campus of Pima Community College. Multiple community stakeholder meetings were held mostly at the invitation of the group, usually consisting of presentations with comments and questions.

We used a unique online tool called MindMixer to ask two sets of questions, general ones in the fall of 2013 and more specific ones in spring of 2014. We received hundreds of comments through MindMixer. Reports from each of the community conversations and the fall MindMixer comment summary can be found at www.pimaprospers.com. A summary of the public participation actions and results are found in Appendix C of this plan.

While there were differences amongst individual areas of the County, a very quick summary of our public engagement process was that we heard most often about the following:

1. Infrastructure (especially transportation – road maintenance, circulation in general and non-automobile forms)
2. Economic development and jobs
3. Social services
4. Parks and Recreation
5. Community Character and Design

Over 75 percent of the comments addressed these topics. We received many, many comments covering much of what the county provides as services, but also comments on services the county does not provide, either directly or indirectly, including water service, broad K-12 education, and power supply, for example. This indicates to us that the public is less concerned about who addresses issues than that the issues are being addressed by somebody.

Between October and December 2014, a series of stakeholder meetings and eight public meetings were held to introduce changes in the plan and solicit comments. A number of comments were received and evaluated for incorporation into the draft.

1.8 Vision

After an intensely public process over approximately two years, the Imagine Greater Tucson regional vision was put forth in 2012 and accepted by the Board of Supervisors later that year. A core premise behind the vision is to create “a region where we want to live, and where our children and our children’s children will want to stay.” 66 individual values were categorized into nine interrelated categories:

- Accessibility
- Environmental Integrity
- Educational Excellence
- Good Governance
- Higher Education
- Quality Neighborhoods
- Healthy Communities
- Prosperity
- Regional Identity



The IGT report saw that to make the vision a reality, to meet the needs of current and future generations, the following interconnected steps would be necessary, regionally:

- Create more residential choices and appealing places, especially for younger and older people throughout the region.
- Diversify and strengthen our economy.
-
-
- Continue to make our environment and conservation of key areas of our undeveloped desert a priority in regional and personal decisions.
- Improve access to goods, services and destinations for all residents.
- Increase regulatory certainty, regional collaboration and meaningful public participation.
- Make our region more compact by focusing on design, increasing density and encouraging infill development where appropriate.
- Maximize investments in infrastructure through efficient use of land.

The complete vision document can be accessed at <http://www.imaginegreatertucson.org/about/vision-principles/>



While each of these categories and steps are critical to the region as a whole, Pima Prospers seeks to incorporate, as appropriate, goals, policies and implementation strategies that move the Regional Vision forward. Given that there is less potential for major land use changes in the unincorporated county, the focus on achieving the Vision will be in the provision of services and in intergovernmental and public-private-nonprofit partnerships in the coming years. In addition, we recognize that we are not one community; we are many communities, many neighborhoods. We are interlinked without doubt, but we are diverse and proud of it. The unincorporated communities of Ajo and Picture Rocks, Green Valley and Arivaca, Corona de Tucson and Vail, Catalina and Casas Adobes as well as the many hamlets in between each share certain needs but each deserve special attention.

For those communities that are separated from or less linked to the metropolitan Tucson area, each needs to have and develop its own vision and if there is interest, its own community planning document in addition to the overarching vision. For those areas, and for fully developed areas inside the unincorporated portion of the metropolitan area, the land use aspects of the regional vision may not be as relevant as the economic, social and environmental aspects of the vision.

As a county, we will need to work in partnership with other local jurisdictions and many in the community and regional business sector, non-profit sector, and citizens to help bring the vision about regionally.

1.9 Themes and Principles

Within the vision, this plan is guided by key principles which appear as themes throughout the document.

We seek to create and maintain Healthy Communities – this plan’s core organizing principle. Pima County is a series of communities. The principle of healthy communities means that our communities provide the opportunities necessary for people to thrive. It means economic growth, social vitality, environmental responsibility, access to healthy food, personal health, and to the extent possible, transportation and housing choices. There is assuredly a perfect ideal of a healthy community for which we strive, but there is also the reality of scarce resources which means priorities must be set and money used wisely. We recognize also that here in the west, our communities have an expectation of personal responsibility, and that the government cannot solve all problems and all conflicts.

We seek to make changes to our land use regulations in the unincorporated area so we can treat truly rural lands and lifestyles differently from suburban lands and lifestyles. Little of unincorporated Pima County could be considered urban, as urban lands are expected to be within cities and towns. The unincorporated part of Pima County consists of rural, suburban and a limited amount of urban scale lands. Much of our suburban area is built or with entitlements to be developed. What are left are largely, though not exclusively, infill or revitalization opportunities. Our suburban landscape, where feasible, needs to offer choices in housing styles and densities, transportation alternatives, employment and shopping, recreation, and conserved land. For our rural lands, small unincorporated towns, and hamlets of size, we recognize the need to acquire basic goods, provide employment, and provide social and recreational outlets especially for youth and our older populations. Rural lands also account for the majority of resource productive land uses in addition to conservation lands.





Our unincorporated small towns, such as Green Valley and Ajo, must flourish as sub-regional centers to meet all or most all of the daily needs of the residents and businesses. Each community is different as to those specific needs, and must be recognized as such. Whether small town or rural hamlet, if there is a gap between the need for certain services and the fiscal realities of obtaining that service, the community must entertain an honest conversation about what needs to change to attract the service or make it happen.

Pima Prospers is based on the beliefs that we can continue to conserve our cultural heritage and natural resources, proactively work to grow our economy and raise our per capita income, and work to improve our existing physical and social infrastructure. These concepts, often placed in conflict with one another, are not only not mutually exclusive, but interdependent and more or less equally necessary.

As we move forward, we are going to have to find ways, making changes as necessary, to adapt to changing desires of newer generations of people, technological changes on all fronts and all kinds, and to changes in climate. We can fear these changes and hide from them, or make them happen and improve the quality of life individually and as communities.

We must approach how we bring about needed changes recognizing that our communities are a system and that we must work systematically, efficiently, humanely and creatively to do the right thing, especially as we know that there will never be enough money or time to do otherwise. Much of what we do is regional in nature, and the County will continue to play an active role in setting and helping to carry out the regional cooperative agenda. How we implement our plan with all parts of the county working in a united and constructive manner and with partners in the nonprofit, private and governmental sector will be telling.

We approach our work with the adage that, to be successful at the end of the day, we shall strive to raise the quality of life. The policies of this plan will help govern the County's direction over the next ten years. Decisions in implementing the plan-the large and bold, but also the small and seemingly less important-will be paramount in how Pima County as a government performs and grows and conserves over the lifespan of this plan. Implementation actions should be multidisciplinary, measureable, and monitored.

1.10 Game Changers

As noted previously, comprehensive plans are a statement of visions, goals and policies for a county. There are potential changes that may or may not happen during the ten year lifespan of this plan that we must recognize as possibilities. If any of these occur, the county may need to significantly revise at least some aspects of the comprehensive plan prior to the next ten year update. Needed change would have to be analyzed and identified based on the facts as they exist at the time and extent of the impact, positive or negative. These potential "game changers" include but are certainly not limited to:

- A significant change in the mission at Davis-Monthan Air Force Base;
- Decisions to move forward with and identification of an alignment of an international trade corridor;
- Delayed recovery from the unforeseen national economic setbacks that impact the region;
- Opportunities for new major employers or major expansion of existing employers, especially in locations unforeseen by this plan;
- Climate or drought issues beyond the extent addressed within the plan; and
- New mine development.

1.11 Thank you to all Participants

Pima Prosper has been a shared community effort and many thanks go to the residents of the county for sharing their thoughts from the beginning of the process and often throughout. The efforts of very diverse communities are reflected in the efforts that are compiled in the Community Involvement Appendix C of the plan. The Guidance Committee, all participating county staff, advisors, consultant team, Commission and Board of Supervisors are acknowledged at the beginning of this document.



Comprehensive Plan Structure

Chapter 2: How to Use This Document



2.1 Pima Prospers Comprehensive Plan Structure

The Pima County Comprehensive Plan includes this Policy Plan, five appendices and an executive summary as outlined in Figure 1. The Pima County Comprehensive Plan includes:

- The Executive Summary (loose-leaf provided under separate cover);
- The Policy Plan (Vision, Goals, Guiding Principles, Maps and Policy Framework and Implementation Measures);
- The Background and Current Conditions Volume (Appendix A);
- The Implementation and Plan Monitoring Volume (Appendix B);
- The Public Participation Plan and Overview (Appendix C);
- The Fiscal Impact Analysis Study (Appendix D) [**Note: The study was conducted at a level suitable for an overarching Comprehensive Plan**]; and
- The Glossary and Sources (Appendix E).

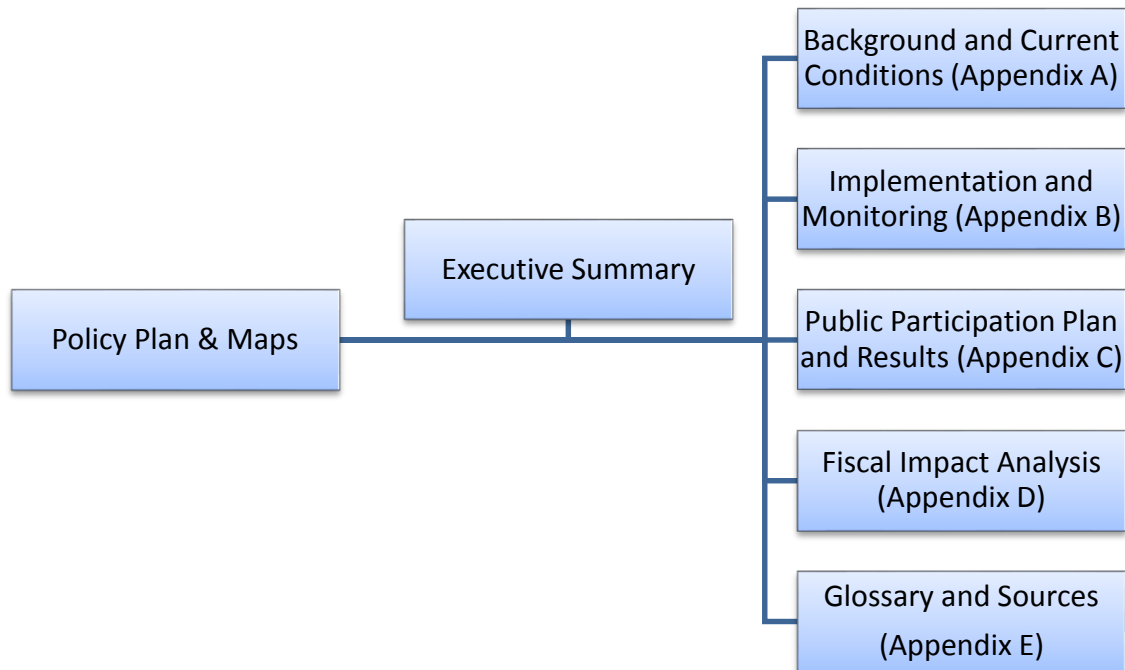


Figure 1: Pima Prospers Comprehensive Plan Documents

Appendix A: Background and Current Conditions. Serves as the support for the preparation of the policy framework and implementation sections of the County Comprehensive Plan.

Appendix B: Implementation. Includes the implementation measures prioritized by lead department, time-frame and available funding mechanism. It also includes strategies for plan monitoring and evaluation of plan progress. **[Note: Appendix B contains the work program. The final initial work program will be annually monitored and updated as described later in the plan.]**

Appendix C: Public Participation. Outlines the Public Participation Plan adopted by the Board of Supervisors early in the planning process and includes a summary of public outreach efforts. All electronic and posted correspondence are included.

Appendix D: Fiscal Impact Analysis. Analyzes economic/fiscal impact of land use plan relative to cost and available resources.

Appendix E: Glossary and Sources. Includes glossary of terms and sources.

2.2 Pima Prospers Policy Plan Structure

Figure 2 shows Pima Prospers Policy Plan structure. The Comprehensive Plan includes the County's vision, guiding principles, goals, policies, and implementation strategies necessary to maintain and enhance Pima County's economy, environment and communities. Implicit in those goals will be challenges and opportunities associated with:

- **Demographics and Socioeconomic Conditions**
- **Use of Land**
 - Land Use
 - Focused Development Investment Areas
 - Open Space
 - Environmental
 - Housing and Community Design
 - Cultural Resources
- **Physical Infrastructure Connectivity**
 - Transportation
 - Water Resources
 - Energy
 - Wastewater
 - Environmental (Air Quality and Solid Waste)
 - Communications
 - Public Buildings and Facilities
 - Trails
 - Flood Control/Drainage
 - Countywide Infrastructure Concurrency
- **Human Infrastructure Connectivity**
 - Health Services
 - Public Safety and Emergency Services
 - Parks and Recreation
 - Workforce Training
 - Arts and Entertainment
 - Library Services
 - Animal Care
 - Food Access

- **Economic Development and Jobs**
 - Business Retention, Expansion and Attraction
 - Tourism as an Economic Engine
 - Positive Climate for Business
 - Our People as an Economic Driver
 - Repair and Restore our Streets and Highways
 - Arts Districts as Tools for Economic Development
 - Construction as a Stimulus of Our Economy
- **Cost of Development and Available Resources**

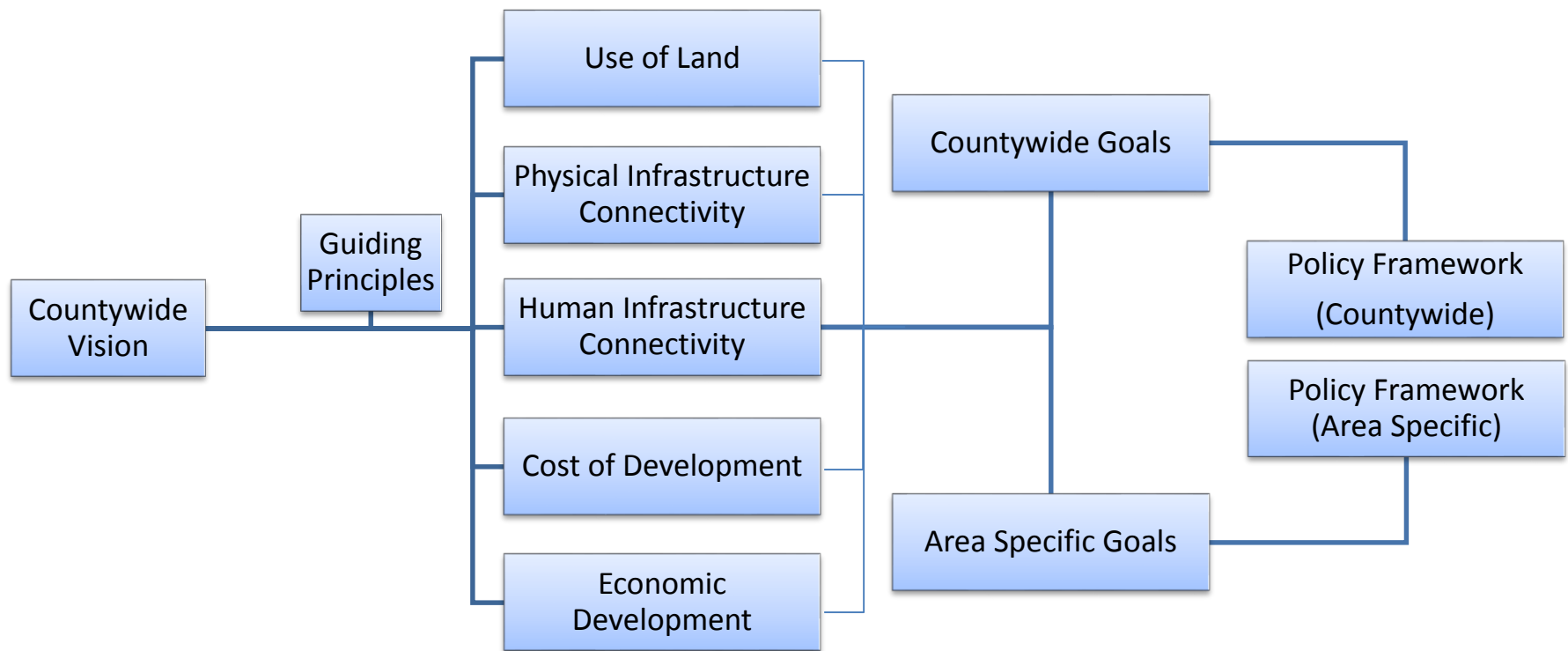


Figure 2: Pima Prospers Policy Plan Structure