



BOARD OF SUPERVISORS AGENDA ITEM REPORT

Requested Board Meeting Date: 5/2/2023

**= Mandatory, information must be provided*

Click or tap the boxes to enter text. If not applicable, indicate "N/A".

***Title:**

Pima Prospers 2025 Comprehensive Plan Update – Public Participation Plan

***Introduction/Background:**

Arizona statute (ARS 11-804) directs counties to prepare and adopt long-term comprehensive plans for the health, safety, convenience and welfare of the public, and to reapprove or update plans every 10 years. The Planning and Zoning Commission has initiated the 2025 Comprehensive Plan Update, Pima Prospers, and staff is providing the required written procedures for stakeholder engagement through the update process (Public Participation Plan) for Board of Supervisors consideration.

***Discussion:**

Counties shall adopt written procedures to provide effective, early and continuous public participation for the comprehensive plan update (ARS 11-805). The Public Participation Plan details the methods, stakeholders to be contacted and schedule of major activities for effective public input and comment on the plan update, and shall be adopted by the board per Pima County Code (Section 18.89.050.E).

***Conclusion:**

Participation from the public, landowners, stakeholders, agencies and other jurisdictions is vital for an effective comprehensive plan. The Public Participation Plan provides the framework for achieving effective, early and continuous public participation.

***Recommendation:**

Approval of Pima Prospers 2025 Public Participation Plan

***Fiscal Impact:**

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***Board of Supervisor District:**

☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☒ All

Department: Development Services

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Contact: Mark Holden, Principal Planner

Telephone: (520) 724-6619

Department Director Signature: _____

for

Date: _____

4/13/23

Deputy County Administrator Signature: _____

[Signature]

Date: _____

4/14/2023

County Administrator Signature: _____

[Signature]

Date: _____

4/14/2023



MEMORANDUM

Date: April 11, 2023

To: The Honorable Chair and Members
Pima County Board of Supervisors

From: Jan Leshner 
County Administrator

Re: **2025 Comprehensive Plan Update - Public Participation Plan**

On [December 13, 2022](#), I informed the Board of Supervisors of the planned initiation of the 2025 Comprehensive Plan Update. Following this communication, Development Services staff meet with Board members and their staff to solicit initial input on the plan update approach. On March 29, 2023, the Planning and Zoning Commission officially initiated the 2025 plan update.

The plan update will include many of the same elements in the current Pima Prospers plan, and will streamline implementation to concentrate on connections with land use and development. Plan policies will focus on critical issues that have arisen since the 2015 update: regional water supply, housing, transportation, climate change, and energy. Staff estimates an approximately two-year process to prepare the update for Board consideration in December 2024.

Background

The Pima County Comprehensive Plan, Pima Prospers, was approved by the Board of Supervisors in August 2015. Arizona statute requires counties to prepare comprehensive plans for coordinated and harmonious development, to conserve natural resources, ensure efficient expenditure of public funds, and promote the health, safety and welfare of the public. Comprehensive plans are long-term, forward-looking documents with a ten to twenty year horizon, to study the present conditions and prospective future growth of the county with respect to a number of required elements, such as land use, water, energy, transportation, environment, areas for growth and cost of development.

Besides the required comprehensive plan elements, Pima Prospers also incorporates other county operations and services into the plan (health, sheriff, economic development, library district, facilities, etc.) to create a more holistic community plan. Pima Prospers encompasses the county's aspirations for the comprehensive plan and its implementation and outcomes, essentially tracking our future. The name reflects continuous improvement for our economy, people, fiscal health and environment. The plan seeks to create and strengthen linkages between our goals, plan principles and policies, and actions over the life of the plan.

The Honorable Chair and Members, Pima County Board of Supervisors
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Arizona statute requires comprehensive plans to be re-adopted or updated and approved by the board every ten years. It is now time to initiate the ten-year update of Pima Prospers.

2025 Comprehensive Plan Update – Public Participation

County comprehensive plan updates require written procedures for effective, early and continuous public participation from all geographic, ethnic and economic areas of the county. County code requires a Public Participation Plan be produced for adoption by the Board for public participation, agency and jurisdiction review, and public notification. Development Services and Communications have developed the attached Public Participation Plan for the Board's consideration to provide guidance to engage and inform the public of plan update themes and policies, as well as solicit participation, ideas and comments from the public, consistent with the budget and scope for the plan update.

Pima County's past plan update efforts (1992, 2001 and 2015) engaged in meaningful and extensive public participation efforts. Each update was geared to current circumstances and projected conditions in the community for that particular planning process. Similarly, methods of outreach and communication were also a product of each update's era. Staff will continue to rely on public meetings and stakeholder group discussions, make use of new technology for outreach and inclusion and meet statutory requirements for public notice.

A kick-off meeting is currently planned for early fall 2023. Other meetings will be set up with organized regional groups (i.e., Western Pima County, Flowing Wells, Southeast Region, Green Valley, Tucson Mountains) and in specific geographic areas (i.e., Arivaca, Summerhaven, Vail, Three Points, Catalina Foothills, Northwest Tucson, Avra Valley). The update process will also make use of electronic forms of communication that have become commonplace, such as virtual meetings (Microsoft Teams) and Communications and Development Services will develop a new Pima Prospers webpage as the primary online platform to disseminate information and collect comments.

The Public Participation Plan outlines the major expected focus points of involvement in the plan update. Planning processes by their nature are fluid, and the plan recognizes there may need to be adaptations to meet specific community needs or issues that may arise over the two-year period.

Recommendation

Development Services staff will present the proposed Public Participation Plan for the 2025 Comprehensive Plan Update at the May 2, 2023, Board of Supervisors Meeting. Development Services staff is available to meet with you individually prior to your

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consideration of the Public Participation Plan. Subject to any further input, I recommend the Board approve the proposed participation plan.

JKL/anc

Attachment

c: Carmine DeBonis, Jr., Deputy County Administrator
Francisco García, MD, MPH, Deputy County Administrator & Chief Medical Officer
Steve Holmes, Deputy County Administrator
Carla Blackwell, Director, Development Services Department



2025 COMPREHENSIVE PLAN UPDATE

Public Participation Plan | April 2023



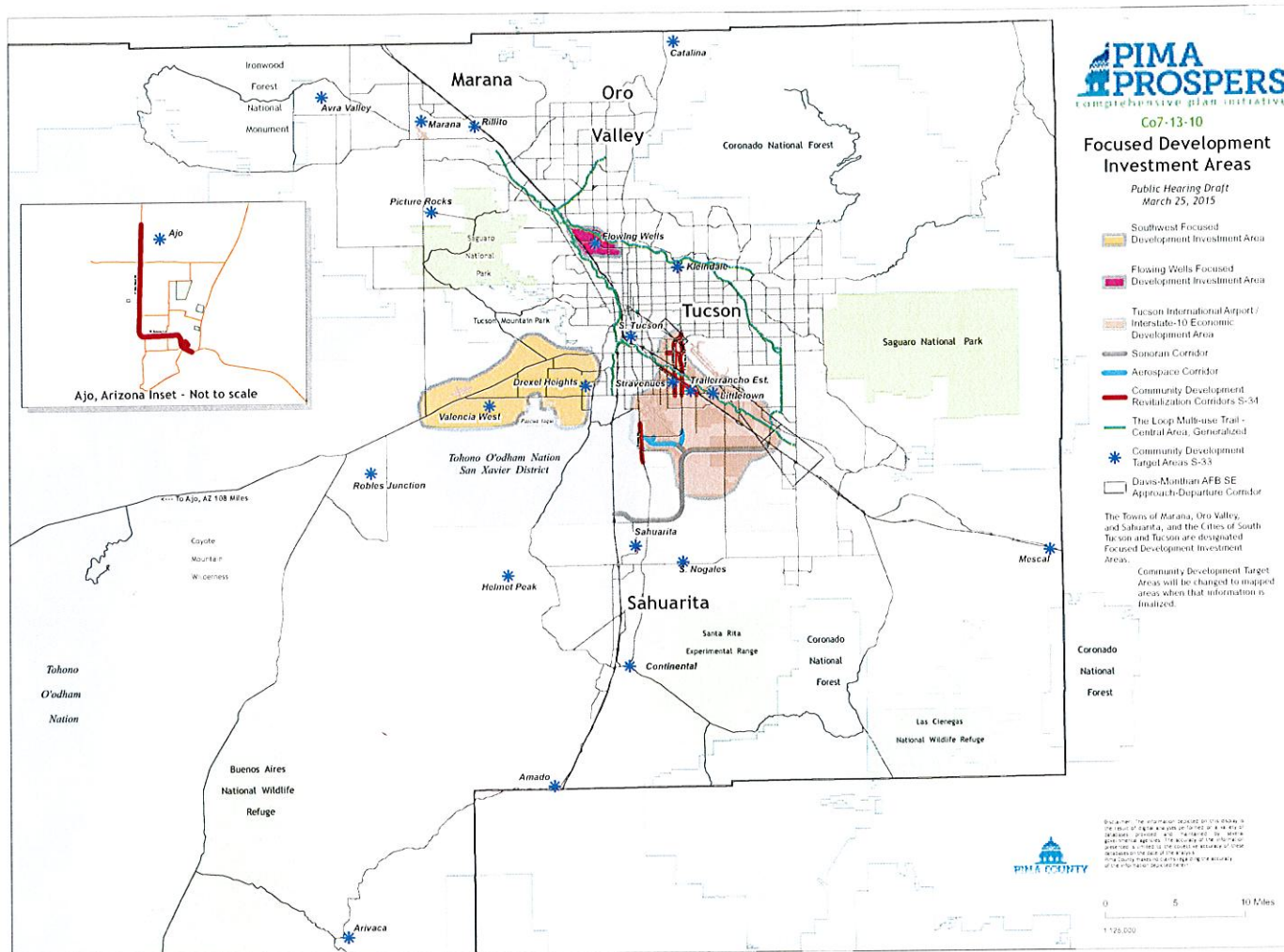


2025 COMPREHENSIVE PLAN UPDATE

Public Participation Plan

April 2023

Pima Prospers is the county's comprehensive plan, a long-range, forward-looking (ten- to twenty-year timeframe) land use and development plan. The plan was built on the ideas and input from hundreds of Pima County residents, from Ajo to Vail, Catalina to Arivaca Junction; community business and citizen groups; representatives from the other regional jurisdictions; and, over a hundred county staff members from a broad variety of departments. Pima Prospers was approved by the Pima County Board of Supervisors in 2015, and it is time for the state-required update of the plan.



Coming in the aftermath of the Great Recession of 2008-2010, the 2015 comprehensive plan update, Pima Prospers, focused on managing land use in coordination with the region's urban and suburban infrastructure services, creating healthy communities, and addressing economic development goals and providing social services. Most notably, Pima Prospers expanded on the required growth areas with Focused Development Investment Areas, which included transportation corridors, community development areas, and regional growth areas based on existing and planned infrastructure, utilities and existing employment centers.

The Pima Prospers plan included input from other county departments with responsibility for land use planning and regulation: Transportation, Wastewater Reclamation, Flood Control, Environmental Planning, Cultural and Historic Resources, Environmental Quality, and Natural Resources, Parks and Recreation. However, other plan sections and departments

whose operations have a less-direct relationship with land use were also included, such as Health (planning for active communities), Community Development (HUD projects, redevelopment, home and neighborhood improvement, workforce development), Sheriff (emergency preparedness), Tourism and Attractions (parks and trails, ecotourism), Food Access (healthy food, community gardens and farmers markets), Libraries, and Animal Care.

The topic areas of the 2015 Pima Prospers plan (Use of Land, Physical Infrastructure, Human Infrastructure, Economic Development) reflect the aim of sustainability to equally provide for the "triple-bottom-line" of economic, environmental and social community benefits. This plan was truly comprehensive in composition, which acknowledged the interrelated nature of county services. However, the resultant plan document produced over 700 implementation items stemming from goals and policies which made effective implementation a challenge.

PLAN UPDATE ASPIRATIONS

The 2025 Pima Prospers plan update aspires to accomplish the following:

■ Recognize the interrelated nature of land use planning and provision of public services by other departments and jurisdictions, and identify opportunities for connections and mutual collaboration

■ Update current and projected county demographics and development, comprehensive plan land use designations and maps, regional, special area and rezoning policies, and Major Streets and Scenic Routes maps

■ Streamline and refocus the comprehensive plan policies and action items towards land use implications of key goals and policies with measurable outcomes

■ Address and consider significant issues that have arisen since the 2015 plan adoption:

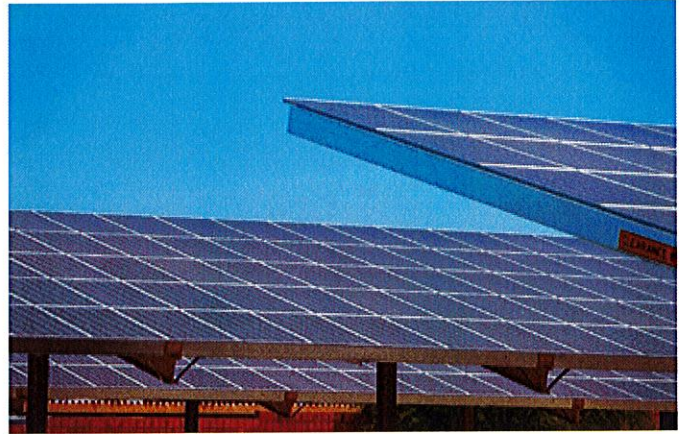
- **Water supply:** the on-going southwestern US drought is impacting regional water supplies creating an urgent need to assess demand and supply strategies



- **Housing supply:** a post-recession housing shortage has created scarcity in the market forcing increased prices (sales and rental) in general, with greatest impact on workforce and affordable housing
- **Covid-19:** the pandemic created impacts on the healthcare industry, changed the workplace and

commuting patterns, stressed small business and moved much of the market to online retail, and created supply-chain issues

- **Energy:** shifting to sustainable sources, re-structuring the energy grid, and increasing electrification of vehicles, buildings and facilities



- **Climate change:** adaptation and preparation for weather/temperature uncertainty and extremes, the effect on water supplies, increasing wildland fires and invasive species
- **Transportation:** examine the financial burden of maintaining/expanding existing road infrastructure, and provide for the use of newer transportation technology and alternative modes to solve logistical issues

■ Incorporate other county long-term planning and strategy efforts to help inform plan policy to address our most challenging current issues:

- Growing Water Smart (Pima County/Sonoran Institute/Lincoln Institute of Land Policy)
- Regional Affordable Housing Commission and task force recommendations
- Regional Prosperity Task Force (Pima County/City of Tucson)
- Economic Development Strategic Plan (Economic Development Dept.)
- Local jurisdictions' general plan updates (Tucson, Marana, Sahuarita, Oro Valley)

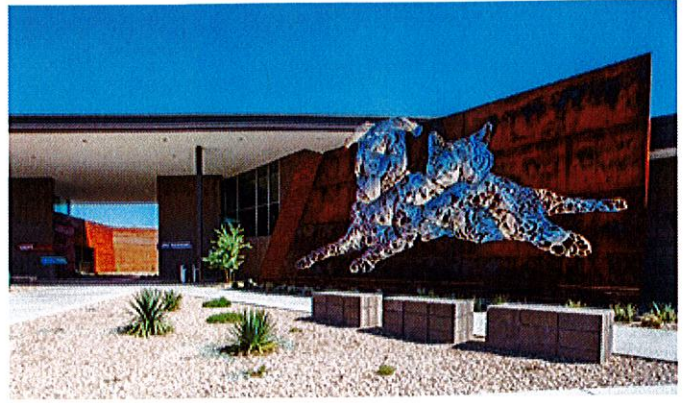
■ Focus the 2025 comprehensive plan update around the three main tenets of community sustainability, below (sections required by AZ statute are identified by asterisk*):

Community Environment

- Land use*
 - » Housing and affordable housing
 - » Military airport - Davis-Monthan Air Force Base (DMAFB)*
 - » Aggregate mining*
- Growth (Focused Development Investment) Areas*
 - » Infill incentive districts, redevelopment, corridors, designated growth areas
- Circulation/Transportation*
- Cultural Resources
- Energy*
- Public Buildings and Facilities
 - » Sustainability for County Operations
- Community, Neighborhood, Home Improvement
- Health Services
- Animal Care Facilities
- Local Food Production Systems
- Cost of Development/Concurrency*

Natural Environment

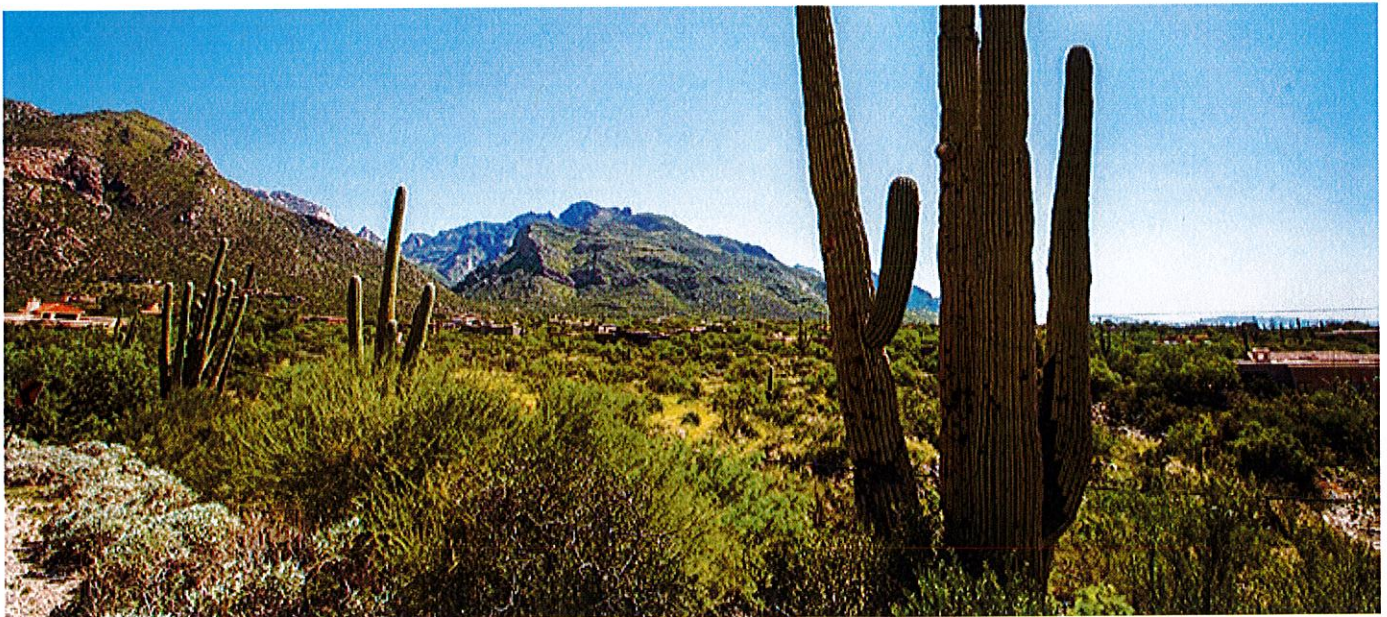
- Open Space*
 - » Natural open space
 - » Parks, recreation and trails



- Environmental Planning*
 - » Maeveen Marie Behan Conservation Lands System
 - » Environmental quality
- Water Resources*
 - » Wastewater Reclamation
 - » RFCD
 - » Rainwater/Stormwater Harvesting
- Flood control/drainage
- Climate change

Economic Environment

- Economic Development
- Arts, Entertainment and Tourism
- Workforce Training & Education
- Library District
- Public Safety, Emergency Services, Communications



PUBLIC PARTICIPATION PLAN

Arizona statute (ARS §11-805) requires counties to provide effective, early, and continuous public participation in the development of the comprehensive plan. This Public Participation Plan enables a proactive, open and inclusive process to meet statute requirements and effectively engage the public and other stakeholders to contribute to the planning process.

The objectives of this Public Participation Plan are to:

- Provide opportunities for community participation to all income, age, ethnic and special needs populations from all geographic and economic areas of the county, and from specific unincorporated communities
- Seek out involvement of those potentially impacted by policies or land use changes including local residents, business owners, jurisdictions, interest groups, and other stakeholders in the long-range planning process
- Provide on-going plan information and opportunity to provide comments in person, by mail or electronically over the next 1½ years through to plan adoption by board

Communications

The Public Participation Plan will use many of

the same methods from the 2015 plan update for conducting outreach and communication with the public and stakeholder groups, as well as taking advantage of newer virtual methods of communication developed during the Covid-19 pandemic. These will include:

■ Website and Virtual Outreach:

- Create a plan update webpage using the Zencity Engage platform with a virtual landing page as the primary source of information for:
 - » plan updates
 - » meeting links, agendas and summaries
 - » adoption timelines
 - » stakeholder surveys and feedback
 - » informational videos
 - » all relevant comprehensive plan documents including drafts, land use maps, and hearings and public outreach calendars
- Use of a variety of traditional methods, including media releases, social media, direct mail, plan ephemera, and advertising to keep the public informed and to drive interested parties to the Engage landing page for detailed, up-to-date information



In Person Meetings and Events

■ The Public Participation Plan anticipates public meetings, strategy workshops and community conversations, providing many opportunities for public input both in person and virtual. These include:

- Comprehensive plan update countywide kick-off open house where county staff will explain the purpose of the plan update and solicit comment about strengths and weaknesses in the current plan
- Geographically focused public workshops and community conversations hosted at libraries, community centers, other public venues and virtually during the plan update process, concentrating on unincorporated and rural communities in the county (e.g. Ajo, Catalina, Summerhaven, Green Valley, Vail/Corona de Tucson, Three Points/Arivaca, Picture Rocks/Avra Valley)
- Issue-driven strategy workshops with University of Arizona Subject Matter Experts (SMEs) and key stakeholders to review and discuss recommendations for plan update policies and implementation actions

■ Public libraries are a traditional repository for information on major planning processes throughout the county, and this Public Participation Plan assumes the same. For disadvantaged populations, libraries provide equal access to the internet and the online plan update landing page, to review draft and final documents and provide comments. Libraries, community centers and other public venues also serve as meeting places to discuss the plan update and aspects of the process.

■ State-required sixty-day agency review will transmit the draft comprehensive plan update to the following entities for their review and comment:

- Pima County Board of Supervisors
- Each incorporated municipality in Pima County
- Every other county contiguous to Pima County
- Pima Association of Governments, the regional county planning authority
- Arizona Commerce Authority (or as designated by the State of Arizona)
- Arizona Department of Water Resources for review of the water resources element
- DMAFB, for territory in the vicinity of a military airport, per ARS §28-8461



- Arizona Attorney General, due to DMAFB high noise/accident potential zones
- Any person or group that requests a copy of the draft plan update

Prior to the required public hearings (below), comments received from the public and stakeholder groups during the plan update and following the sixty-day review will be collected, collated and made part of the public record, noting which comments were considered for making proposed policy or implementation changes, and which were not used with a brief explanation as to why.

■ Public Hearings provide opportunities for oral and written comments for modifications to the draft plan update.

The Pima County Planning and Zoning Commission (commission) is required by law to hold at least one public hearing on the plan update following the sixty-day review period; however, additional hearings may be held, including informational study sessions brought by county staff. The commission makes a recommendation to the Board of Supervisors after reviewing the draft plan update, input from the public hearing, and sixty-day

comment summary received prior to the hearing.

The Pima County Board of Supervisors (board) is legally required to hold at least two public hearings regarding the plan update. At the first public hearing, the commission transmits their recommended draft of the comprehensive plan to the board for public review and consideration. At the second public hearing, the board receives the final draft plan update with the commission's recommendation, updated public comments, and additional comments prior to or during the hearing itself. The board may adopt and approve, at their discretion, the final plan update at the second hearing.

Stakeholders

A list of stakeholders, both external and internal to Pima County, will be compiled to target outreach efforts, which will include plan update events or public meetings in various county sub-regions and communities, all county-wide events, meetings and hearings. Stakeholder groups will include neighborhoods, business or trade groups, and social service entities. The following stakeholder groups will play significant contributing roles in the preparation of the comprehensive plan:



■ Arizona state agencies (Commerce Authority, Department of Water Resources, Attorney General) and local jurisdictions (incorporated cities and towns within the county, adjacent counties) are transmitted the plan update during the sixty-day review period for review and comment. County staff has contact with adjoining county planning departments and regular coordination with incorporated communities in the county, and will involve other jurisdictions in the plan update process as required by statute. Local jurisdictions are also required by state statute to update their general plans for a targeted mid-2025 draft completion date, and county staff may coordinate with these jurisdictions on regional planning update issues.

■ Public land management agencies will be provided opportunities for comment and review at all stages of the planning process, to align with their planning efforts building a comprehensive plan that can be implemented and function regionally. These will include Arizona State Land Department (ASLD), federal land management agencies (Bureau of Land Management, National Park Service, USDA-Forest Service, US Fish & Wildlife Service), Arizona Board of Regents (University of Arizona), DMAFB, and Tucson Airport Authority.

The Pascua Yaqui Tribe and Tohono O'odham Nation are not directly governed by county land use policy. However, plan policies may directly or indirectly affect their adjacent lands or delivery of services, or on lands not yet brought into the US Land Trust held for each tribal nation. County staff will also communicate with tribal planning staffs.

State statute requires coordination with ASLD's production of a conceptual land use plan for its lands held in trust for beneficiaries of the State Land Trust. If ASLD proceeds with a conceptual plan, staff will work to coordinate planning efforts; otherwise, staff will keep ASLD informed and offer opportunities to participate in the county comprehensive plan update process.

Staff maintains an up-to-date contact list of public land managers and is in contact regularly via email to solicit comments for long-range and current planning cases in proximity to their land base. Staff will use the same process to keep land managers apprised of the plan update process; the County Administrator Liaison also maintains regular contact

with a number of these stakeholders, namely DMAFB and ASLD.

■ Public and private utility providers, school districts, and fire, police and emergency responders provide vital public services that help maintain a healthy community and will have opportunities to provide comment and review at all stages of the planning process. Of these, water and electric providers' input will be invaluable: water and energy are two required elements in the comprehensive plan, and regional water supply will be one of the critical topics in the plan update. County staff will mainly concentrate on outreach to water providers with an "assured" or "adequate" water supply designation from Arizona Department of Water Resources (e.g. Metropolitan Water, Tucson Water, Vail, Flowing Wells, etc.).

■ County staff has regular contact with various other interest groups throughout the county: these include homeowners' and neighborhood associations, land developers, builders, realtors, environmental coalitions, economic development groups, and chambers of commerce. In addition, there are groups organized for unincorporated communities (Green Valley, Ajo, Flowing Wells, Summerhaven), general geographic areas (Picture Rocks, Tucson Mountains, Tanque Verde, Vail) and rural areas such as Three Points, Arivaca, and Catalina whose input would be of value. County supervisors and their staffs have requested these groups be included as part of stakeholder outreach for the plan update.

■ Residents, businesses and landowners make up the largest stakeholder group for the plan update – this will also be the stakeholder group that will be most difficult to access. The 2015 plan update included online, printed and in-person (public meetings) contacts as a means to disseminate information and solicit comments from the public. Staff will likely offer hybrid in-person/online meetings for the public. County supervisors have requested in-person informational meetings for a number of regional community groups, and the proposed kick-off meeting, and public hearings before the commission and board should provide additional opportunities for the public to comment on the plan update.

Planning Team


The Planning Team will meet on a regular basis to monitor participation plan progress, identify strategic issues associated with development of the plan update, and ensure that project goals and objectives are addressed in an appropriate and timely manner. The main Planning Team for the plan update and public participation activities will be comprised of staff of the Planning Division of the Development Services Department; the Communications Department will also be a key participant in various modes of community outreach and public participation. However, much of the comprehensive plan update input and content will be generated by citizens, property owners, county staff, SMEs and stakeholder groups.



2025 PLAN UPDATE TIMELINE

The following is a general timeline for plan update public outreach activities. County staff will generally be available to meet with stakeholder groups on the update process. The main strategy will be to direct landowners, stakeholders and interested members of the public to the plan update online landing page for draft updates, calendar of events and providing comment for the public record





PIMA PROSPERS

Pima County Comprehensive Plan Update



Board of Supervisors

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