

## TRANSCRIPT OF SEPTEMBER 3, 2008

*List of Presenters:*

*1. Arlan Colton & Albert Elias: Presentations on Land Growth and Pima County*

**Presenter # 1**

**LAND USE GROWTH IN PIMA COUNTY  
PRESENTATION BY ARLAN COLTON  
PLANNING DIRECTOR FOR PIMA  
COUNTY  
AND  
ALBERT ELIAS, PLANNING  
DIRECTOR, CITY OF TUCSON**

MR. COLTON: Okay. I normally move the mic down, but this is ridiculous. I've never had to move it up before.

CHAIRMAN JIM BARRY: We did that just for you.

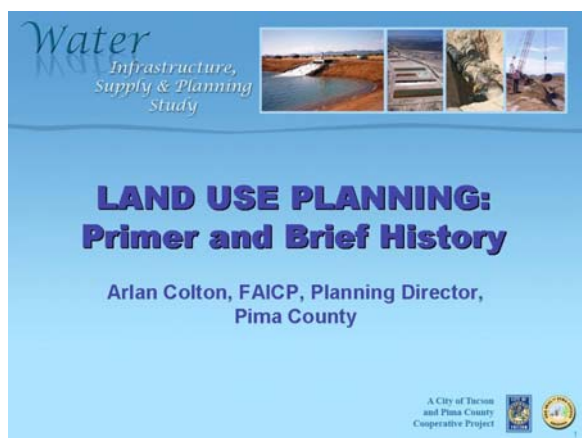
MR. COLTON: Thank you.

MR. COLTON: Yeah. Thanks very much for - for having me and - and Albert here to - to talk about Land Use Planning. We're - we may go through like lightning speed. There's a lot to cover and we cut out a lot on threat of a lot of things.

CHAIRMAN JIM BARRY: Could I - let me interrupt. So, you have a little bit more time than when we first planned.

MR. COLTON: Oh, now I got to stretch?

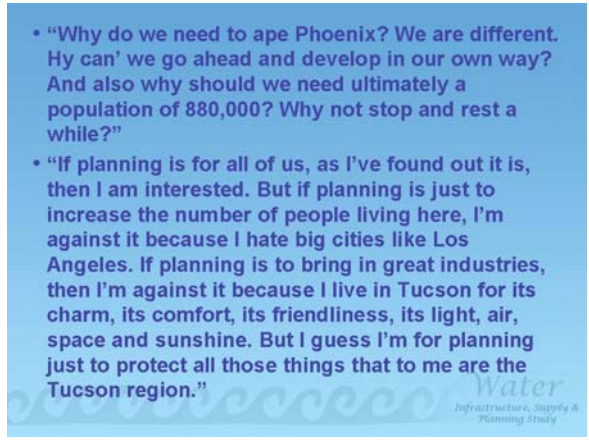
CHAIRMAN JIM BARRY: Well, you don't have to - you don't have to talk really fast, you can talk normal.



MR. COLTON: I - to begin the - the discussion about - I get to talk about planning for the past, if you will, 'cause it's important to understand what - what happened here. Everybody arrived here at a certain time in their life, that is, at a certain point, things were going on, and the knowledge usually is based on from whenever - whenever you arrived here. If you were born

here, it's still based on whenever you arrived here, usually plus six or seven years.

Let's look at the issues that we're being discussed over a period of time. I pulled out three quotes - these are two of them - from a report. One of my colleagues, former colleagues, wrote an excellent history of land use in Pima County, and I was able to summarize a lot of material from that, but you can see these - these quotes. The - why do we need to ape Phoenix? We are different. Why can't we go ahead and develop in our own way? Why not stop and rest a while? That was a quote from 1958 by a - one of the original founders of the Tucson Regional Plan - which I'll talk about - back in the 1930. And this report actually has a picture of her from 1912 hugging a saguaro - that's kind of interesting - literally.



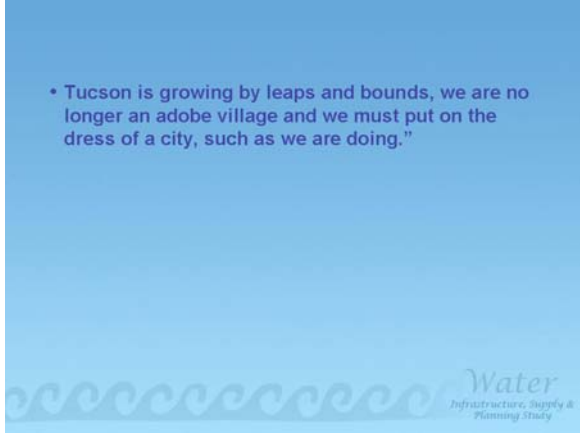
• "Why do we need to ape Phoenix? We are different. Hy can' we go ahead and develop in our own way? And also why should we need ultimately a population of 880,000? Why not stop and rest a while?"

• "If planning is for all of us, as I've found out it is, then I am interested. But if planning is just to increase the number of people living here, I'm against it because I hate big cities like Los Angeles. If planning is to bring in great industries, then I'm against it because I live in Tucson for its charm, its comfort, its friendliness, its light, air, space and sunshine. But I guess I'm for planning just to protect all those things that to me are the Tucson region."

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The second quote: Planning - I won't read the whole thing, you can read - "If Planning is for all of us, as I found out, then I'm interested. But, if it's just to increase the number of people living here, I'm against it because I hate big cities like Los Angeles." This quote came from somebody who was quoted in the *Arizona Daily Star* in 1943.

And the final quote, "Tucson is growing by leaps and bounds. We are no longer an adobe village and we must put on the dress of a city, such as we are doing." 1929.



• Tucson is growing by leaps and bounds, we are no longer an adobe village and we must put on the dress of a city, such as we are doing."

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To understand what happened locally, you need to understand a little bit about Arizona planning history at the state level, and in - in the '20s the then Secretary of Commerce, Herbert Hoover, developed what were considered to be Model Zoning Enabling Legislation. They also

ultimately did Model Planning Enabling Legislation; that got a lot less air play.

## Arizona Planning History Highlights

### The Legislature:

- 1925 Municipal Zoning enabling legislation
- 1943 Local Post-war planning boards  
City and County both formed them in the same year
- 1949 County Planning and Zoning Act
- 1973 Urban Environmental Management Act  
Framework for general planning in effect today
- 1974 County amendments on zoning and subdivisions

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## History Highlights (continued)

- 1980 Groundwater Management Act
- 1998 Growing Smarter Act – comprehensive revisions  
Plan Elements  
Public Participation  
Planning mandatory  
Municipal general plan election
- 2000 Growing Smarter Plus Act  
Water Element

Pima County Planning History focus' on land-use  
planning and ties with water

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zoning - and - and Arizona was actually one of the first 11 states to adopt Herbert Hoover's concept of model Legislation.

In the '40s, local post-war planning boards, recognizing that there was going to be a lot of stuff having to happen in terms of infrastructure, men coming back from the war, et cetera, lots of work to be done, post-war Planning Boards were all in vogue, and the Legislature passed authority to local government to do them, the City and the County both formed them that very same year.

The next major milestone was in 1949. Counties got planning and zoning authority in the State of Arizona; these were permissive in nature; not mandatory. But, it also - the 1949 Act did - what we're still living with today in counties - it confused planning and zoning and - and smooshed them together in one big thing, and we've been trying to pull them apart ever since, so far unsuccessfully.

In 1973, the next major piece of Legislation - remember this is shortly, a few years after Earth Day and Environmental Awareness, they passed the Urban Environmental Management Act. What this did was it provided the framework for general planning in cities and towns that are the bases for what's in effect today in Arizona. The - again, planning is not mandatory; it is optional, but it is - it is there. If you plan, you follow their framework, all the different elements of a plan.

In - also in 1974, following that, they didn't give the counties that same - quite - quite that same authority, but county amendments on zoning, which made zoning mandatory for counties - it used to be permissive - and gave - was passed, along with subdivision authority. Now, obviously, a lot of subdivisions occurred in the unincorporated area, but there wasn't a whole lot the County could do about them. They looked at them, and that was about it. The City also got involved in subdivision review in counties back then because of that.

Other major highlights in 1980, the Groundwater Management Act was passed, and I'm going to talk a little bit about water in conjunction with planning here at - at various points, but the - the connecting points at - in - at the State level are few and far between. I'll try to uncover them all.

In 1988, the Groundwater Management Act, obviously - you're, obviously, very familiar with now, so I'm not going to go into any detail there - but, the impact for us dealt primarily with subdivision activity. In 1988, and then again in 2000, the Growing Smarter Act, and the Growing Smarter Plus Act were adopted. These were the first breakthrough growth attempting to - to make planning mandatory, growth management attempts that the State of Arizona did.

The list of items under the Growing Smarter Act are up in front of you. There are many, many more. I didn't list them up, just some significant things, but the importance of new planning elements. The importance that now cities, not counties, once the City Council adopts a plan, has to put their plan to a vote of the people, that's unique in the nation, nobody else does that in the country. And then in the Growing Smarter Plus Act, adding the water resource element to the planning process are significant changes as a result.

Now, one of the things that I wanted to focus here, and to let you know up front, before I get any criticism about this, is that I'm focusing on land use, and to the extent that it ties in with water from a land use planning standpoint that - I'm not focusing on transportation, although as the Chair stated - stated, everything is interconnected, and that is the planner's nightmare, and I'm not really focusing - except in one or two mentions on conservation, so I'm not going to talk about the Sonoran Conservation Plan, although, arguably, that is a land use component, but a land use for conservation.

**Planning History: 1920**

City Population = 20,292; County Population = 34,680

1925 First City commission on planning - failed  
1927 Tucson Zoning Commission  
First City zoning ordinance adopted 1930  
Based primarily on current usage of property  
April 1929 - 200 people attended public hearing

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So, what I've done is I'm going to take you decade to decade. Pick your favorite song of the decade and have it humming in your head while I go through this. What I've also done for each of the decades is identify what the city population was at the census - that's the 1920 census - and what the County population was as a whole in 1920. Interesting to compare in

contrast as we move through this, the comparison of those two numbers to each other, how close they are, but then also the - the nature of how they grow, in some cases, exponentially.

In 1925, Tucson made its first attempt to create a Commission on Planning, and it got nowhere; it failed. They reconstituted as a Tucson Zoning Commission, and was able to pass the - the - through the Commission and the Council, the first City Zoning Ordinance in 1930; it doesn't look anything

like the Zoning Ordinance that we had today, or the Zoning Ordinance that existed in 1941, but it was the first Zoning Code. And, primarily, what they did is: Where are the existing uses? Well, let's zone for those. Fairly simple.

But, interestingly, look at the population of the City of Tucson, and look how many people attended a public hearing on zoning in 1929, four months, five months before the stock market crash. I don't know what that has to do with anything, but I thought it was interesting.

CHAIRMAN JIM BARRY: Everything's related to everything.

MR. COLTON: Everything's related to everything else. I will occasionally tell jokes and it's nice if you laugh every once in a while. If you laugh at the stuff that isn't a joke

. . . .

CHAIRMAN JIM BARRY: We'll apologize.

**Planning History: 1930**

City Population = 32,506; County Population = 55,676

City Planning Commission appointed in 1930  
1932 Regional Plan report presented  
Budget issues (depression)

Tucson Regional Plan, Inc. formed in 1937  
Concern over unregulated development outside the City  
County planning and zoning enabling legislation sought unsuccessfully

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MR. COLTON: Thank you. The - in - in the '30s, the - the City Planning Commission that had been appointed in 1930 had contracted for a Regional Plan Report to be done; it was the first time they did this, and a report was made; there's - it's all very well-documented in here. But, again, it's the '30s, there are budget issues, there's a depression. The City Planning

Commission asked for \$500 from the City Council; they were refused. So, you know, planners have complexes for a reason.

The Tucson Regional Plan, recognizing that this wasn't going to happen through the Government, the Tucson Regional Plan, a private entity, building on similar work that had occurred in New York and other places - very successfully in New York, by the way, formed in 1937 - the major concern was over, tah-dah, what we would consider to be lot splits today, but unregulated development out in the - in the County outside the City.

We were - they were concerned about it primarily because John Murphy had just bought a whole bunch of land up in the Catalina Foothills and what it looked like getting from the City to his fancy places in the Catalina Foothills was starting to look pretty shabby. My neighborhood, which is at Glenn and Tucson Boulevard was built in 1950, it was in the County, just to give you a sense of when I talk County and City. They attempted to seek County Planning Enabling Legislation, unsuccessfully, although it happened eventually.

## Planning History: 1940

City Population = 35,752; County Population = 72,838

1941 City Planning AND Zoning Commission established

1944 City adopted new Zoning ordinance

Tucson Regional Plan

First comprehensive plan – Segoe Plan 1943

Land-use, transportation, public facilities

Water and sewer addressed by the City; County couldn't adopt

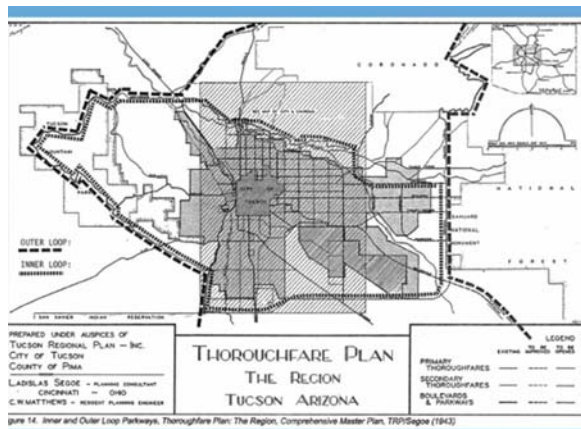
1943 City-County Planning Office formed

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Regional Plan got busy, they incorporated a private entity.

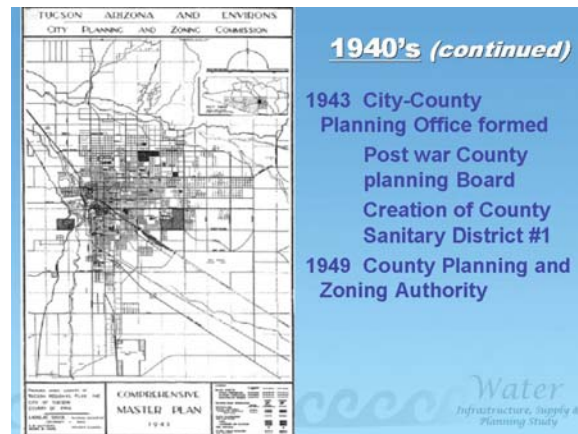
The first Comprehensive Plan was prepared in 1943; it focused on Land Use Transportation and Public Facilities. Water and sewer were addressed to some extent, but not to a great extent, mostly as infrastructure. The City adopted a number of the provisions of the Regional Plan, not all of them, but they - the County couldn't, because the County didn't have authority.

In 1943, the - unique to many jurisdictions - the City and the County got together and formed a Planning Office. To give you a sense of what things looked like, this was the 1943 plan for the - the City, or at least for the - the urbanized area.



create it, but they made - paved the way for one to be created, and - and that Sanitary District led through a number of iterations to becoming the County Wastewater System today. In

In the '40s, growth was apace, but not that fast, comparing to the 1930s. Another - yet another Commission was established at the City. The City adopted a new Zoning Ordinance, after three years of pain and suffering in 1944, and that was the Zoning Ordinance in the City that pretty much looked like the one that existed in the City up till 1995. And the Tucson



## 1940's (continued)

1943 City-County Planning Office formed

Post war County planning Board

Creation of County Sanitary District #1

1949 County Planning and Zoning Authority


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1949, again, the County got planning and zoning authority. This is another one of the 1943 maps.

**Planning History: 1950**

City Population = 45,454; County Population = 141,216

1953 City zoning passed by voters  
Joint planning office reconstituted as a Department  
County "Comprehensive Plan" was Zoning Plan  
Department focus on school and neighborhood plans  
Criticized for missing the big picture  
1950's saw rise of large unincorporated area

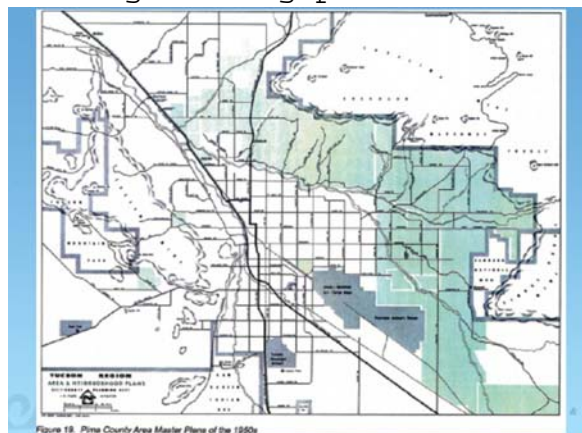


In the '50s, given that the County had now authority to do planning and zoning, the County - actually, it says "City Zoning passed by voters" - it's actually "County Zoning was passed by voters" - it took a lot of effort to do that, but they - they were successful, enabling themselves to do that. The Joint Planning Office became a Department, so it was a

City/County Planning Department. The County Comprehensive Plan that was approved was really Zoning; it wasn't really Planning.

CHAIRMAN JIM BARRY: Ten minutes, Arlan.

MR. COLTON: Okay. The Department focused on school planning, neighborhood planning, but they were criticized for missing the big picture.




In the 1950s, as you can see by the County population number, started to see the - the rise of large unincorporated area. This gives you an indication of some of the Master Plans that were done around the - the City and the County, the Catalina Foothills and the Rincon Valley, particularly here.

In 1960, the - you can see the population number mushrooming greatly, the Area Plan focus continued. The 1960s saw, because of the criticism of the '50s, the adoption of the City/County General Land Use Plan, and that existed for quite a number of years; that was not a Comprehensive Plan, per se; it was a Land Use Plan; it was assumed that Area and Neighborhood Plans would be developed as a result of - developed and implemented,

**Planning History: 1960**

City Population = 212,892; County Population = 265,660

Area Plan focus continues  
Tucson Regional Plan organization revived  
1960 City-County General Land-Use Plan adopted  
460,000 by 1975; 1.4 million by 2000  
City Plan (Tucson Urban Area) and County Plan  
Not a comprehensive plan  
1964 Joint planning department served



implementing the - the General Land Use Plan.



Figure 21. General Land Use Plan: Tucson Urban Area (1960)

In 1964, the Joint Planning Department was actually severed, not served; it - it ceased to be. There was too much - arguments, shall we say, two - two masters; one - one group trying to serve two masters, and it was disbanded. This gives you a sense of the 1960 General Land Use Plan in the City

area. You'll recognize the red as most of the strip commercial that we see, and then this is the - the greater region. Lots of development was planned out towards Avra Valley, in particular.

### Planning History: 1970

City Population = 262,933; County Population = 351,667

Satellite communities planned beginning - Green Valley, Rincon Valley, etc.

1972 Joint Comprehensive plan begun

1975 "massive" (561 page) document released contained growth

1977 Plan revised; focused more on land-use  
Three groups presented alternatives

City adopted in 1979; County tabled action in 1978

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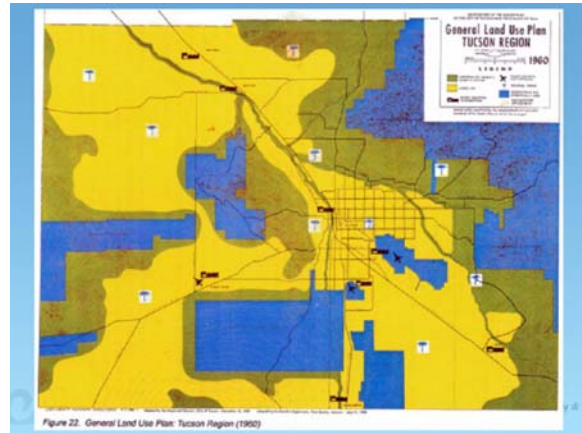


Figure 22. General Land Use Plan: Tucson Region (1960)

the - what we still live with today as watershed planning experience, up until really relatively recently was - in 1972, City and County began work on a Joint Comprehensive Plan.

Three years later they

produced this - what was called a "massive document" it was; it was about this big; some of you saw it; some of you remember it. In - while it provided for a number of alternatives, it promoted contained growth, and I'm not going to get all of what that meant. But, what was said about it was interesting. The people that were complimentary to it referred to it as "an ambitious experiment and a blueprint for change." The people that didn't like it so much, referred to it as an "aletis (ph.) manifesto and socialistic"

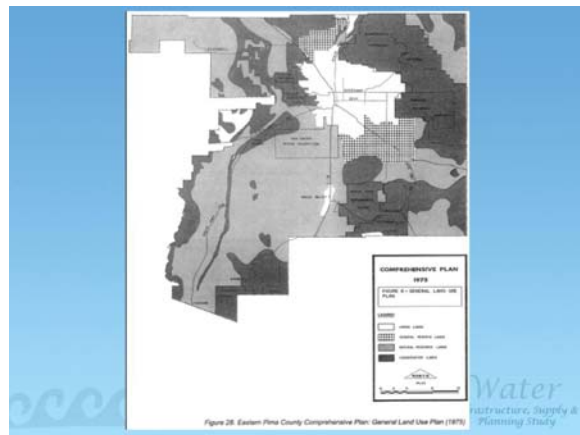


Figure 28. Eastern Pinal County Comprehensive Plan General Land Use Plan (1979)

and some other words that I can't repeat. It eventually became a planners' nonemployment act, and as people were run out of town on a rail.

The three groups that I mentioned on that slide were the Legal Women Voters, the Chamber of Commerce, and then the lead environmental organization of the time, the Southern Arizona Environmental Council, which presented alternatives. Ultimately, the City adopted the Comprehensive Plan in 1979. The County tabled it in 1978, never came back to it. Also, in the '70s, by the way, Oro Valley and Marana incorporated.


**Planning History: 1980**

City Population = 330,537; County Population = 531,443

Need for regional planning promoted by private sector  
 1982 report - Tucson Tomorrow  
 1983 Goals for Tucson released findings  
 1984 ULI/AIA Design report

County adopted Conceptual Land Use Element of the Comprehensive Plan – assumed PAG 2015 pop. for under 1.1million, with 453,000 in unincorporated area

City concentrated on area and neighborhood plans  
 1984 City adopts Major Streets and Routes Plan  
 1985 County adopts new zoning code



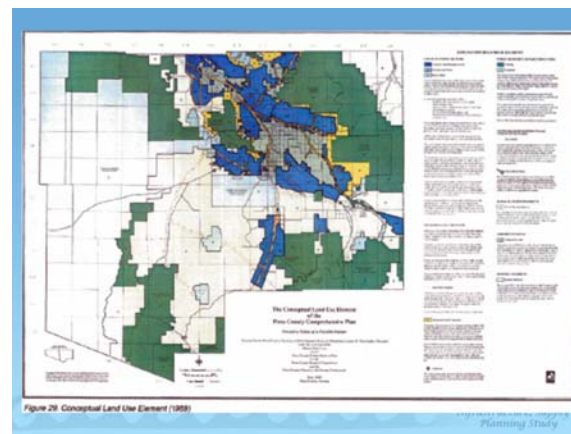
That's a sense of what the '75 plan looked like.

1980s, the - we - we, again, had more calls for Regional Planning again. The Tucson Tomorrow Group was formed, published a report in '82; that spun off a program called "Goals for Tucson" looking for findings; they did 28,000 surveys, 1983.

In 1984, Urban Land

Institute, American

Institute of Architects Design Report and, ultimately, by the end of that decade, the County had adopted the Conceptual Land Use Element, the initial attempts at a First Comprehensive Plan, and you can see what the population projections were. We've exceeded that in some cases already, or were close to exceeding it, but certainly sooner than 2015. The City was still concentrating on Area Neighborhood Plans, and you can see the notes about major streets and routes in the City.




The County adopted a new Zoning Code. This is what that Conceptual Land Use Element looked like back in 1989.

**Planning History: 1990**

City Population = 405,390; County Population = 666,880

1992 County adopted Eastern Pima County Comprehensive Plan  
 1960 plan, most area plans repealed  
 1995 City Land-Use Code replaces zoning code



So, we move forward to the '90s. In the '90s, lots of things happening; not so much on the slide. The eastern Pima County Comprehensive Plan was adopted in 1992. Most of the Area Plans that existed in the County, plus the old 1960 plan were repealed, and the City was working on the Zoning Code and

adopted one in 1995; it basically became the Land Use Code, much reviled by many, understood by three people, as far as we know. I was given permission to say that.

**Planning History: 2000**

City Population = 486,699; County Population = 843,746

2001 County Comprehensive Plan Update adopted  
2001 City General Plan adopted

- Growing Smarter driven
- Water Element included for first time
- Voter ratification of City General Plan

Neither plan had strong implementation element

2006 Proposition 207 passed

- Private Property Rights Act

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So, the modern era. Where - where are we today? Well, because of Growing Smarter, both the City and County had to adopt new plans. They did. They were - included a water element for the first time. Neither plan had any strong implementation element to it, which is a problem, and the other major thing that happened in 2000 - in the 2000s, 2006, was Prop 207. I

won't go into the details, but recognize that, as we go forward and look to change zoning laws in the State of Arizona, that's going to play a significant role. You can ask me questions later.

And my last slide for this section is to talk about

**Planning and Water**

County planning: Water quality; flood plain zoning  
City planning: Safety element (water quality)  
Allowance for limited moratoria (water as public service)  
Strongest nexus has been subdivisions

Growing Smarter Plus Act (2000)

- Water Resources Element for Municipalities and Counties
- basic supply and demand accounting
- no new studies
- counties not water providers
- Pima County updated Water element in 2008
- Tucson Water - Long Range Water Plan

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planning and water, and I wanted to summarize where the connections existed in the statute, and where - where we have - where we have relationships. County Planning, actually, in the statutes, it refers to water - in terms of water quality as one of the areas that you could look at. In the City planning statutes, it shows up as water quality in the safety element. Those are the two

places, historically, where water made a difference and, certainly, not water quantity.

It also shows up in the moratoria statutes that existed; the ability to do a moratorium. Water is considered a public service; therefore, it could be something that you could base a moratoria on. Before anybody gets real excited in Arizona, in - in this room, in Arizona, a moratoria after public hearings is good for 120 days. You're not going to solve a whole lot of problems in 120 days. You can re-up this for 120-days periods, but you have to hold a public hearing every single time; it doesn't get used, and for that reason. The strongest nexus between planning and water, historically, was at the subdivision level; both at the City and County, and that's because of the Assured Water Supply requirement that's called for in the Groundwater Management Act in 1980.

So then - brings us to the Growing Smarter Plus Act, the 2000 Act, that's where the Water Resources Element was required for most municipalities and counties, at least the larger ones, and really what was it supposed to be? It was supposed to be a basic supply-and-demand accounting. If I'm going to provide this many - this much in land use, what's my supply, what's my demand for water going to be? What are - what's my supply for water? Do these match? If they don't, fix it. Either fix it and reduce the amount of demand by reducing the land use, or find alternative sources and show that accounting in that. A few communities and counties in the State of Arizona actually did it that way. Most, including the City and the County did the same thing; they put all these policies into effect on here's what we're going to do about water. Here's some good - in some cases, feel-good things, and some things, realistic things. But, the Water Resources Element also said no new studies; it didn't want to cost a fortune to - to communities and Counties not being water providers, realized that they would have limited information, and so that fact was accounted for in the - in the element.

Pima County did update its Water - Water Resources Element just this year and - and tied it a little - much more closely to rezoning and to Comprehensive Planning. I'm not going to get into any detail about that. Tucson Water, really, if you think about it, the Long-Range Water Plan serves that role; it is not - not anything particularly in the Water Resources Element of the - of the General Plan of the City of Tucson. So, that concludes my history part.

**Water**  
Infrastructure,  
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**GROWTH:  
Drivers and Impacts**

Albert Elias, AICP, Director of Urban Planning and  
Design, City of Tucson

A City of Tucson  
and Pima County  
Cooperative Project

I'm going to turn it over to Albert to talk about drivers and impacts, and I'll join you back in just a little bit.

MR. ELIAS: Thanks, Arlan. And maybe as we transition here, I might just add - I don't know what your opinion is about City and County cooperation, but Arlan's been a great friend and a colleague of mine for many years, I have a great deal of respect for him, and we're good friends on top

of that, and we even do crazy things like finish each other's sentences and stuff. So, I do want to let you guys know that it's a privilege to be able to speak with you today and - and I feel really blessed to be able to do what I do in my hometown. I was born and raised here. I have a pretty big stake in this community, maybe not so much financially, but because I want

this to be a better place for my kids and my children's children, so that's why I get out of bed every morning.

But, I - I wanted to kind of take a moment here to talk a little bit about growth, I mean, and try to get back past the simplistic aspect of it where we know it's not just about population growth, or the economy expanding that really kind of - what are the factors related to growth, and why - why do we want to explore this area? Well, I think we want to get a better understanding of those factors and really see if they can lead us to, perhaps, a more compelling vision for the region and that might actually lead us to some action and follow-through.



So - so, let me just start by saying one of the key things about growth is Tucson is a wonderful and beautiful place to be. Duh. You all know that, right? But, I think for those of us who live here and we see the mountains every day, and we see the kind of natural beauty of our community, I think we forget that that's extremely attractive to other people.

Our climate, affordability, our natural beauty, our access to recreational areas, our cultural assets, such as art and entertainment, our access to institutions of higher education and opportunities for training, those are all hugely attractive to other people. And I think on - on - in terms of the local economy, we have many opportunities for jobs and businesses here and, you know, that - that's a really key element. And I'm going to talk some more about the economic factors, but I just - for those of us who are here all the time, I think we tend to overlook how attractive our community appears to other people on many, many different levels.

I want to talk a little bit about some of the factors related to growth and the fact that, basically, we have enjoyed plentiful land and water. Now, we all now it's getting more expensive and we all - also have come to learn that there's growing uncertainty about the availability of land, and also the availability of water and future supplies, and how much they might cost. But, generally speaking, that has not been a negative here, which is a fascinating point, given that this is a desert that we live in. Likewise, on the infrastructure side, infrastructure costs have gone way up exponentially, in fact, in recent times, just like fuel's gone up. They've increased in a dramatic way, and - and that's a constraining factor.

The other thing I want to share with you is that the idea of regulation is - is a huge factor in terms of growth, and

**Constraints of Growth**

- Availability and affordability of land and water
- Cost of infrastructure
- Government regulations



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for someone like myself who's in the business of regulation, I don't take that lightly. I believe that at all levels of Government, from the federal down to the local level, the regulatory decisions that our elected officials make, and our lawmakers make, clearly affects growth; it affects us in terms of the time it takes in order to go through a development process, and time is money, and it also affects

investment capital, which is clearly diminishing and it's becoming more difficult to access. So, those are big considerations.

There's also, of course, that - the fact that we've enjoyed a pretty vibrant economy locally and - and, as a result of that, we've had pretty good revenue streams, and they are

**Positive Aspects of Growth**

- Economy (jobs and business creation)
- Tax revenue (funds services and infrastructure)



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clearly related to growth. I mean, people move to Tucson often because they can get jobs or opportunities that they couldn't get in other - other areas. Businesses feel like this is a place where they can establish their business, and expand their business successfully, and jobs are really central to prosperity and stability in our community.

Likewise, as the economy grows, those tax revenues that go to Government help pay for infrastructure and public services and facilities and - and,

**Negative Aspects of Growth**

1. Quality of Life
  - Congestion
  - Air quality
  - Environmental degradation - riparian / open-space
2. Public Services/ Infrastructure
  - May not be able to keep up with demand



generally, our Governments haven't been going bankrupt. They've been able to provide basic services. Now, we can quibble a lot about the nature of those services and how effective they are and that sort of thing but, essentially, those - that - that has really been a real positive aspect for growth.

So, let's talk a little bit about the negative side of things. Now, everyone has an opinion on the negative side; it seems to be easier for our community to focus on the negative side, rather than the positive side. But, clearly, the desirability and the livability of our community can be affected by some of the strains that we put on our - on our environment. Climate, for example; the affordability of our community; housing, that sort of thing; our natural beauty, when we destroy it; and, you know, eliminate natural - natural landscapes and replace those with built environments, some of which aren't very attractive; sometimes our access to recreational facilities is taken away by development; we might cut - we might be cut off from a recreational area that we accessed and - as a result of new development. The demand for public services and infrastructure can sometimes be greater than our ability to provide them, or sometimes we don't provide them in a timely manner; people have to wait sometimes years before that infrastructure is available. And - and, likewise, on the economic side, sometimes the - the, you know, pollution or other natural - natural resources can make our community less attractive, and that clearly affects growth.

One of the things I do want to specifically mention is that - remember that the opposite side of growth is a shrinking or a stagnant community, and I think, once again, this is something that we always have taken for granted in our community, because we - we don't seem to see a lot of that, but there's a lot of examples - and Dave Taylor mentioned a few last week - in terms of mid-western and east coast cities that suffer from stagnant economies and loss of population.

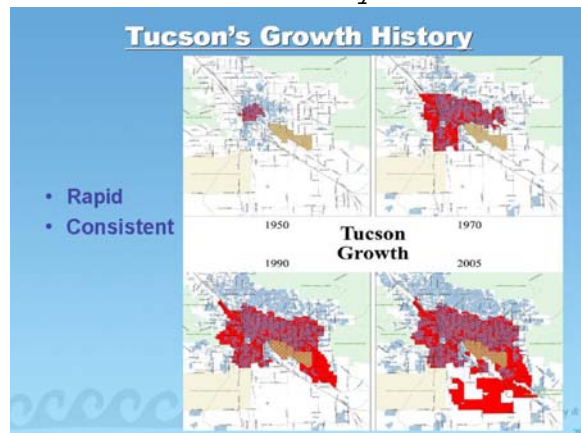


This picture I purposely picked, because it's the

southeast corner of Twenty-Second and Park, and for those of you who are familiar with that area, you know that this building has been vacant for years, it's got commercial zoning on it, and it was only recently demolished. So, that kind of stagnant, visible - visible kind of stagnation in our community is - is really an issue. So, where we want to go is that best practice in a city

is to have a robust economy, and then you mitigate the negative impacts associated with - with growth. And I want to tell you this is what every community does, this is not special about Tucson, every community in the United States, and many

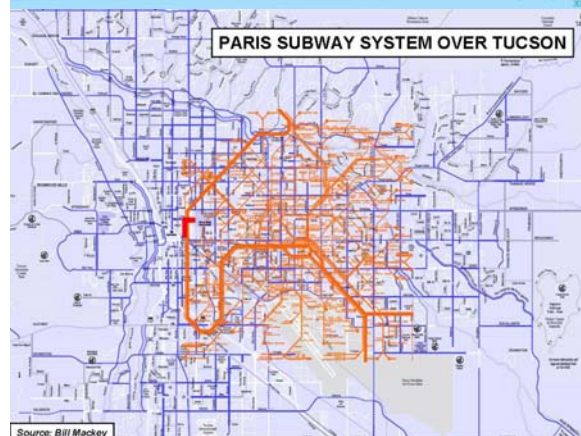
communities all over the world are striving to achieve this, and it's not that easy.



annexed as time went on. And, although this graphic only goes back to 1950, I do want to point out that, you know, even the early native farmers who were irrigating and growing crops along the Santa Cruz River, that evolved over time from just four or five small groups of people to a number of villages along the Santa Cruz, they had to deal with growth too. And, as those new people came along, it had an impact on 'em. So -

CHAIRMAN JIM BARRY: Ten minutes, Albert.

MR. ELIAS: Okay. So, how has Tucson grown? Let's -



Historically, as Arlan pointed out through his numbers, we've had pretty rapid growth, and it's been consistent, especially since the post-World War II period, and this graphic shows in the blue areas that have been subdivided, and then in the red, the City limits. So, you can see that growth has always taken place primarily outside the City limits, and then it was

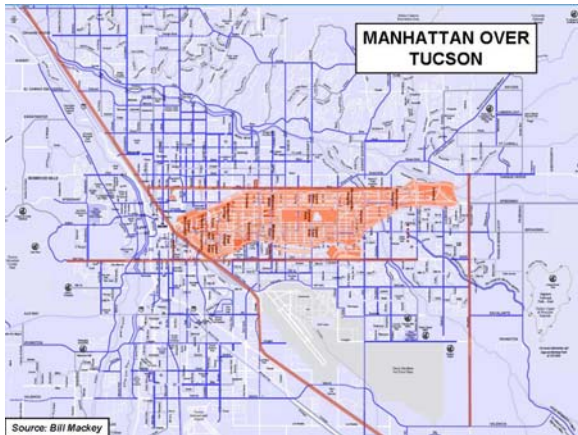
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let's talk about that a little bit, because I think it's easy to pick off some unattractive aspects about how Tucson has grown. Some people say, "Well, sprawl is pretty ugly and - and it's so prevalent in our community that, you know, how can - how can we feel good about that?" Well, I think the reality is, is that we can come to consensus as a community about

how we want to have a more sustainable approach and, you know, some smarter ways of growing than we have in the past. Clearly, these kinds of things have been problematic, you know, so I don't want to duck those. I think we want to say that right up - right up front.

Now, a couple of fun slides to kind of talk a little bit about the sprawl issue and

get a sense of this. This is a - this is a picture of the - it's - it's an image of the para-subway system overlaid on top of the City of Tucson, so you can get a sense of this. Now, remember Tucson region's population is about a million. And Paris - the City of Paris, has a population of about 2.1 million, so it's about twice as big in - in the City of Paris compared to the City of Tucson. So, you can kind of get an idea of spatially how their key transportation network overlays in the city.



This one's even more interesting. It's Manhattan overlaid on top of the City of Tucson, and just some comparisons. Tucson's about 227 square miles, and it has about 4.6 people per acre. Manhattan has about one million six hundred and twenty million (sic) people, and it has about 70,000 people per acre. Now, I - I'm - I'm not trying to suggest that Tucson could ever be like Manhattan;

that's not where I'm going; all I'm trying to do is illustrate that Tucson's characteristics are - are unique, low-density, one-story building profile, and very auto oriented. Manhattan, very high-density, medium- to high-rise kind of building profile, and pedestrian and transit-oriented. So, we've chosen two different paths.

**Why Has Tucson Grown This Way?**

- Preferences
- Fewer constraints
- Cheap land
- Government wants revenue
- "power" - who owns the land
- Lack of regional coordination
- No neighborhoods



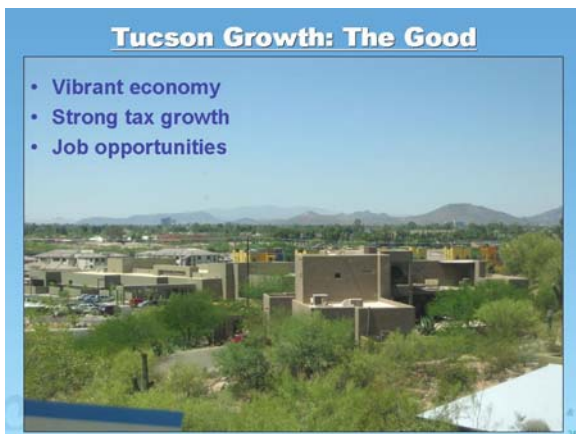
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So, why has Tucson grown this way? I mean, this - this kind of image that many people who come to Tucson is that I want three acres and a horse for Johnny. I mean, this is real. I mean, we prefer - we've shown a strong preference, historically, for family housing. We've also kind of had a lack of physical - fiscal and physical constraints that, you know, could affect the way we grow.

Our - our tax structure has really incentive local Government to capture the revenue it needs to provide services. Property owners who own vast tracts of land have, historically, been very influential when growth-related decisions were made, and that is, in part, because there's been kind of a lack of community consensus about how and where we want to grow, so

we've been vulnerable to that sort of thing. And it's only recently that we begin to prioritize regional decision-making, even though it's been talked about, as Arlan pointed out, many, many, many times over the years. So, what we've seen is that our edge areas tend to have - they don't have organized neighborhood leadership and - that engages on development issues, so - so that's kind of further fueled all the new growth, all the new development going to the edge of our community and leaving quite a bit of vacant or under-developed land in the core of our community.

So, let's kind of look at the good and the bad. Some people say, "Is it good or is it bad?" Well, I say, "It's good and bad," and we have to absorb both sides of that equation. First the good, I mean, on the - in terms of the economy, we've generally had a lot of jobs over the years, although they're not always high-wage enough for our preferences. We - we've enjoyed very low unemployment rates.



Tax - on the tax growth side, we've generally had the tax dollars, as I mentioned, to build the infrastructure we need and maintain it, and we've built quite a bit in terms of new public facilities, and we've - we've provided opportunities for people. Tucson has always been a place where you can come and achieve your own personal dream. You see that in our immigration pattern today, and it's always been like

that historically. If you come here and if you work hard, you have a chance to get ahead, and that's real key to the good part of our community; it's perceived as a place of opportunity.

CHAIRMAN JIM BARRY: Five minutes, Albert.

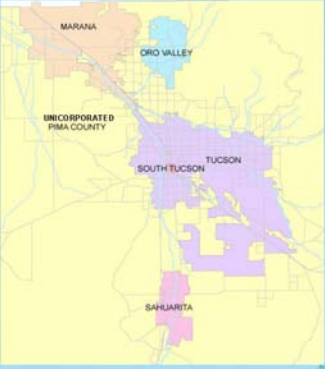
MR. ELIAS: Okay.

Let's look at the bad side, you know, rapid growth is meant that we have a lot of development that's, frankly, not very well thought out. We've built fast; we've built cheap, really not a lot of big-picture consideration, or clear decision-making, you know, a lot of incremental decision-making. Developers kind of build where it's easiest to build, and that



### Regional Coordination

- More region planning
- More natural resource preservation
- Clear infrastructure and funding strategy
- Designate activity centers



tends to be on the edge in the green fields, and in the center city, that's - that's not where the growth is taking place; it's almost all been pushed to the edge. I think Tucson's Government and kind of decision-making around land use has been primarily reactive. We've been weak when it comes to steering development to a certain

place where we want it. Subdivisions are kind of - they're - they're subdivisions; they're not neighborhoods, and neighborhoods are really what people value.

And - and I think the other point I want to make is that oftentimes our public services have kind of lagged behind the development and we - we get 'em built, but sometimes it takes ten, 15, 20 years before there's a library or a park, or an appropriate urban roadway to where new development has taken place.

So, in Tucson, our local Governments haven't historically been able to determine how and where development should occur. Instead, each governmental entity kind of make its own decision irrespective of what the others are doing, and I think this lack has led to, in some cases, developers pitting one Government against another Government, you know, that - well, if - if this Government didn't give me the answer that I wanted, I'll go find another one and I'll annex over there and maybe they'll give me a better deal.

And I think we've had some difficulty in preserving large-scale natural areas, although we're doing better with that. And I think we've had some infrastructure coordination and funding issues. Too often those decisions have not been made in a kind of thoughtful way. And I think we've had some lack of clarity regarding where our retail and job centers are going to be. So, we've come up a little bit short in that regard.

### Development Regulation

- Historically not a dominant role
- Too much vs. not enough regulation
- Balance between free enterprise and government regulation
- Balance between free enterprise and government regulation
- What is the appropriate role for the public sector?



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In terms of development regulations, our local Government has not historically played a dominant role in regulating development. And - and let - let me be clear here, some people are okay with Government not being real involved on the regulatory side. Some people desire a stronger regulatory role by Government, but I think we do have

to acknowledge that over-regulation can stifle an economy, and that under-regulation can lead to abuse of community assets and some not-very-well-thought-out development at the end. So, there needs to be balance between free enterprise and Government regulation, and the - we need to think really clearly about what the appropriate role for the public sector should be in our community, because some people have really high expectations: Government can fix everything. And then other people say, "Well, all Government does is get in the way. Let 's just get rid of it because it - we're not getting good results out of it." So, I think my - my - kind of leads me to some - a concluding observing, and really that - I - I think history's shown that we can't really effectively stop growth.

### **Key Observations on Growth**

You cannot plan to stop growth...

- Direct where it goes
- What should it look like?
- How do we pay for it?



take? What should it look like? And then, also, how are we going to pay for it? And what part of the economy are we purposely going to try to grow versus other segments of the economy that - that don't necessarily want to growth - we don't necessarily want to grow?

So, I'll stop right there and we'll transition into the next -

CHAIRMAN JIM BARRY: Wait, wait -

MR. ELIAS: - part of our presentation.

CHAIRMAN JIM BARRY: - let me do something here.

MR. ELIAS: Sure.

CHAIRMAN JIM BARRY: There's a lot of information. So, let me see. Is there any questions in the audience first? Anybody have any questions? Questions, not statements. One minute per question. Go ahead, Mr. Stagner. Come to the microphone, please.

CLYDE STAGNER: You include high-density, high-rise populations in your work as you refer to in Manhattan for the City of Tucson.

MR. ELIAS: I guess - what'd I say in this next segment, we're going to talk a little bit about density and

high-rise and that type of thing, I mean, I think a core community value in Tucson is its low profile. We - we don't -

CLYDE STAGNER: (Inaudible; not speaking into a microphone.)

MR. ELIAS: Well, you asked if I think high - high-rise buildings are appropriate in Tucson.

CLYDE STAGNER: In your planning for the City of Tucson for future residents of citizens, do you include high-rise, high-density buildings similar to those in the Island of Manhattan that you show?

MR. ELIAS: No, I don't think we're going to get those in Tucson.

CLYDE STAGNER: Thank you.

CHAIRMAN JIM BARRY: Anybody else?

COLETTE ALTAFFER: Just a quick question for Arlan. Arlan, you separated the population - you separated the population figures up there for Tucson and Pima County. Tucson, technically, is part of Pima County. Is there a reason why we keep those figures separate?

MR. COLTON: Yeah, that's a good question. And that point was made to - to show you what the City of Tucson is relative to Pima County as a whole. The Pima County number includes the unincorporated area and the other jurisdictions of the County, most of which didn't exist before 1974.

The other important thing to note is that - that today if unincorporated Pima County were a city, it would be the fourth largest city in the State of Arizona, much bigger than anything in Maricopa - than Maricopa County, so - and the reason is that Maricopa County, they annex in the City of Tucson - in - in the - in Pima County, some annex, many don't annex anymore.

I want to add one point if I can to something that - that Albert said - and I want to put this into perspective as well as long as I'm doing that. From a regulatory standpoint, we look at it and say, "Do we over-regulate? Do we not over-regulate?" Relative to the rest of the State, we have a reputation in Pima County, and Pima County, the City of Oro Valley, and others for certain, of being intensely regulated. We have more overlays zones than most, and we have more process to go through if people want to develop. We're - we're probably on a par with Scottsdale. We're probably only exceeded by Paradise Valley, which allows almost nothing new, and Queen Creek which, historically, is also very regulated.

CHAIRMAN JIM BARRY: Let me just see about the audience, then we'll come to the Committee, okay? All right, go ahead, Bruce. Bob, wait one second. Go ahead.

MEMBER BRUCE GUNGLE: Arlan, your - your numbers here, I thought I understood them, but now I'm confused.

MR. COLTON: Okay.

MEMBER BRUCE GUNGLE: Does the County population include the City of Tucson in these -

MR. COLTON: Yes.

MEMBER BRUCE GUNGLE: - these numbers you have here? Okay. So, you have the City population and then you have just all of Pima County?

MR. COLTON: Yes.

MEMBER BRUCE GUNGLE: It's not - got it.

MR. COLTON: Yes.

MEMBER BRUCE GUNGLE: All right. I didn't realize that at all.

MR. COLTON: Yeah, and actually -

MEMBER BRUCE GUNGLE: I thought it was different.

MR. COLTON: - my - my colleagues -

MEMBER BRUCE GUNGLE: Okay. Thank you.

MR. COLTON: - here put the numbers together for me and I wanted to make sure that that was true, too, and that was as of the census -

MEMBER BRUCE GUNGLE: Well, that - that makes -

MR. COLTON: - at the beginning of that period.

MEMBER BRUCE GUNGLE: - more sense with what I -

MR. COLTON: Yeah.

MEMBER BRUCE GUNGLE: - understood it to be.

MR. COLTON: Yeah.

CHAIRMAN JIM BARRY: All right, Bob. Bob, go ahead.

ALTERNATE MEMBER BOB COOK: Yes, Albert. You contrasted rapid population with community stagnation and, you know, part of that is because, you know, our economy is largely driven by population growth. What about a scenario where we have 1% annual population growth and a diversified economy with rising per-capita incomes? Wouldn't that be a nice vision for the community?

MR. ELIAS: Great vision, extremely hard to achieve.

CHAIRMAN JIM BARRY: Okay. We saw Mr. Cole.

CLYDE STAGNER: Shouldn't they identify themselves?

CHAIRMAN JIM BARRY: Yeah, you're right. Identify yourself.

CHARLES COLE: Charles Cole. My question's for Mr. Elias. If growth cannot be perpetual, and if you cannot plan to stop it, how do you envision that it will stop? How will it end?

MR. ELIAS: I don't know how to answer that question. I - I guess my point is that there will - history has shown us that the area will continue to grow. We - we might not know exactly how fast or how slow, but history has shown us that it will continue to grow. So, I think - I was trying to assert

that we should consider thinking more carefully in coming to consensus as a community: Where do we want that growth to occur, and what form to do want it to take? And then, thirdly, how are we going to pay for it? And if we can answer those three questions, I think it gets us beyond should we - should we just accept growth, or should we do everything we can to stop growth? So, I 'm - that was my point.

CHAIRMAN JIM BARRY: Let me ask the Committee a question. I've been meaning to do this: How many people on the Committee think, for whatever reason - and whenever it happens - that there is some inherent limit to how big Pima County's going to grow? Okay. Good. Any more in the audience? Any more questions? Margot?

MARGOT GARCIA: Margot Garcia for Mr. Elias. I was wondering have - you talked a little bit about economic growth and there were certain kinds of growth that you thought - certain kinds of economic growth you applied that were more appropriate for here. I'm not sure if that was quite the right implication. I was wondering if you had done any study of looking at what is the water use of different kinds of economic growths, economic sectors and how, in other words, you get the most economic buck per unit of water?

MR. ELIAS: That - that's an excellent question. I haven't studied that personally, but I do know that our colleagues over at the University of Arizona, you know, Marshall Warden has done extensive work on the nature of different economic segments, and I think each of those economic segments, of course, has different water use characteristics; looking at mining, looking at agriculture, looking at, say, research and development, or some kind of manufacturing activity, or the service sector activity of our - of our community, and I think that's part of where I was going with my suggestion that we should decide not only where we want to grow and the nature of what that built environment - that new-built environment should look like, but how are we going to pay for it? And - and what segments of our economy should we purposely say, "Well, let's work on expanding that segment." And one of the reasons why we might choose a given segment of the economy is because we - we might feel that it uses less water potentially for the long term than another segment of the economy, which we might say, "Well, they're a high-using - high-water-using segment of the economy, perhaps, that's a less sustainable place in terms of long-term economy growth."

CHAIRMAN JIM BARRY: One more question from the audience, anybody? Okay. Does anybody on the Committee have a question that they're just burning to ask? All right. Good. Oh, John.

MEMBER JOHN CARLSON: Population trend, you started out that the County population was 1.7 of the City, and later it grew clear to 2 and then it backed off, and I'm just wondering since we're grappling with who should pay for what and when, and who should plan what and where, is there - is there a disconcerting - a break here that we can't figure out or - and the other thing, of course, we're notorious for getting less money from Phoenix 'cause we got so darn much unincorporated. You want to comment on any of that observation or what? If you don't, that's fine.

MR. COLTON: I will comment to the extent that I think that those numbers that you saw - at least what I put up there - we're looking at build-out populations of plans that have been developed in this County over the course of the years; obviously, they weren't achieved. One of the things that I noted in doing the work was we had some plans that seriously underestimated the population that was projected to occur, and others that seriously overestimated clearly were in that year and were no longer there.

One of the interesting ones I thought was the post-World War II era where they had the 1943 plan they had done that, assuming 100,000 people in the Valley by 1963. Well, they had actually achieved that in 1948, five years later. So, it grew much more rapidly than anybody had anticipated.

On the other hand, we've had some planning efforts and build-outs, and build-outs are - are odd concepts; build-outs of plans because they usually are never are going to be achieved, because they assume that all land is going to be developed in a certain way at a certain time; that doesn't happen. But, they are interested as theoretical maximums, in any case. So, I look at it as - as the - the - what we know as the population's growing, too, the population is growing, but on a declining basis; it's still growing, but it's not going like this, it's going like that, and the, you know, it will continue to do.

And to tie that to one of the other comments is that, at some point, it's not so much that you're looking necessarily at new growth, but you are looking - what - what drives an economy is also redevelopment, and you will see over time more and more redevelopment of existing infrastructure and housing and commercial, and whatever, in the urban.

CHAIRMAN JIM BARRY: All right. Now, Arlan and Albert, you've got something to go that you cannot possibly get done in the ten minutes you've got left to do it. How do you want to handle that? It's - it's 7:30, we're gonna protect 15 minutes for Call to the Audience. You've got something that - that if you just did it would probably 25 or 30 minutes, is there any way you can - can really quickly point to - to slides

that people ought to be aware of, remembering it is an issue that we can bring back in Phase II?

MR. ELIAS: My - my suggestion, Mr. Chairman, is we can go through these real quick. A lot of these are - are a little more visual, frankly, and I think we can through 'em with - with more - with fewer words.

CHAIRMAN JIM BARRY: Okay.

MR. ELIAS: Does that - do you think we can do that?

MR. COLTON: Yeah.

MR. ELIAS: Okay.

CHAIRMAN JIM BARRY: Well, better get going, time's a wasting.

MR. ELIAS: Time's a wasting.

MR. COLTON: We're going to tag team this.

The first - first talk - first comment, and I won't go through this in detail for that purpose. You now have these in your record. These are the Smart Growth principles from the - the Smart Growth Network. These are national - nationally-developed. I think our point is we do a few



of these things really well, and we do a lot of them not so well, and our codes and our plans oftentimes talk about separating uses, as opposed to mixing uses. They don't talk necessarily about compact building design, which is not what we mean by Manhattan, not we're not talking about Manhattan, but we're just talking about how we utilize our land form today. We don't necessarily provide a great variety of transportation choices, and I think it is fair to say we do not, in this community - and I'm going out on a limb because I retire - I could - I could - I'm eligible for retirement in a couple of months, I won't retire - but, we do not make development decisions predictable, fair and cost-effective.



MR. ELIAS: So, in kind of building on that, here's a couple images of some alternative ways of using our land than the traditional detached family home that we're - that's so



prevalent in our - in our community. And here, you know, these are - these are kind of two- and three-story building profiles, and one of the keys here is that they're a little more pedestrian-oriented; they also save infrastructure dollars, and kind of promote the ability to walk and be - have where you live close to where services are.

Here's another example of the redevelopment concept that Arlan referred to. The photo shows an old salvage lot - yard on Stone Avenue that was converted to a three-story in-fill project, and I think that's an example of the kinds of opportunities that we might have.

**Development Alternatives (continued)**

- Includes rehabilitation
- Stabilizes neighborhoods and links nearby services and amenities
- Utilizes infrastructure

Here's another thing we want to point out is that we've got some very specific opportunities that we should be concentrating on, in my opinion. Clearly - let's talk about the opportunity in the built part of the City first, in-fill on vacant land. We know there's going to be a big public investment in these regional transportation plan corridors where there's going to be investments and the private property along those corridors creates some opportunities for us to look at new ways of attracting development.

**Opportunities**

- Infill on vacant land
- RTA Corridors
- Designated Activity Centers
- Downtown with TIF funds

Also, in our downtown area, we have an advantage that no other downtown in Arizona has, and that's the fact that we have tax increment financial funding

available to improve the infrastructure there, and that doesn't cost local residents anything additional in terms of tax dollars.

Here's another image of the Stone Avenue and Sixth Street



intersection that just kind of gives you an idea of another - the existing building forms and some things for you to think about in terms of new alternatives and new approaches that we haven't seen a lot of in our community.

Let's switch now to kind

of our thinking about the edge, and I think

there's - there's a lot of things we can do, once again, to cast this in a regional context, aligning our comp plans and our general plans, kind of making our regulations a little more consistent and seamless, and then also coordinating our infrastructure decisions better, getting developers to pay for key pieces of infrastructure so that they aren't paid for by the general public. I -

CHAIRMAN JIM BARRY: Five minutes.

MR. ELIAS: Okay. I want to take 30 seconds here to just point out that, in terms of the edge of our community, we have a great opportunity in the Houghton area to plan and zone 12,000 acres of State Trust Land, and we can do it comprehensively, as opposed to doing it one 80-unit subdivision at a time. And we really need to kind of take full advantage of this opportunity as a place where development is in sequence,

**Houghton Area Master Plan (HAMP)**

- Mix of uses within a compact development
- Variety of housing types and densities
- Transportation and circulation system offering mobility alternatives
- Regional open space system that preserves environmentally sensitive areas
- Passive open space amenities and active recreational opportunities
- Long-term, phased approach to development

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because there's already some infrastructure there, and it's a logical place where edge development could move to next without skipping over four or five miles of vacant land and then trying to put many thousands of people. So, I think we should consider how we can take advantage of our opportunities in terms of in-fill, and our opportunities in terms of the edge of our

community.

**Encouraging Better Development**

- Growth area policies in the General Plan & Comprehensive Plan
- Community Education and Engagement
- Regional Cooperation
- Regulations
- Partner with developers
- Infrastructure decisions

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MR. COLTON: In - in building community towards the edge I think was also one of the focus points of the Southwest Infrastructure Plan and how to finance it. I'll just show you the picture and then I'll talk from that. The Southwest Infrastructure Plan, which is southwest of town, the City of Tucson, is to the east and Tucson Mountain Park to the north, the San Xavier Reservation to the - to the south, was sparked by three requests to amend the Comprehensive Plan, but our intent here - again, won't go into any detail - is to create a place where there was an employment center, a place where some jobs were kept, where people lived; almost like a satellite - maybe not town, but satellite neighborhood or community, and figure out a way to finance the infrastructure to pay for it. So, our next steps are the rezoning process which begin next month and the finance of plan implementation.

**Southwest Infrastructure Plan (SWIP)**

**Purpose:** Sparked by three requests to amend the comprehensive plan

- Land-Use planning approach with Conservation Lands
- Infrastructure and Financing are known upfront before development
- Accommodations are made for an Employment Center
- Smart Growth and Sustainability set standards for transit-oriented, walkable community

Build-out (2050): 58,840 dwelling units (44,600 new)  
 County Infrastructure Investment upwards of \$1billion in current dollars

**Next Steps:** rezoning process and finance plan implementation

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**Growth Management Tools**

- 1. Land-Use Regulations**
  - Zoning
  - Subdivision regulations
  - Incentive zoning
- 2. Distribution and Timing of Growth**
  - Development caps
  - Allocation systems
  - Growth and service boundaries
  - concurrency
- 3. Tax Issues**
  - CIP
  - Impact fees
  - Improvement districts
  - CFD's

*Water*  
 Infrastructure, Supply & Planning Study 48

I will not go through all of this. We were asked to talk a bit about growth management strategies. I teach a class on this. I took four weeks of lecture and put it in two slides, and - and this is one of them. But, basically, if you look at growth management, there are - I identified six tools, five and a half, land use regulations, distribution and timing of growth, tax issues,

negotiation opportunities, protection of critical environmental areas, and then, finally, the half is kind of annexation, because it fits in several places. And, again, I'm not going to go through the detail of those.

Impact fees I was asked to talk about a little bit and, again, I can't do justice for that. I'm going to

**Growth Management Tools (continued)**

- 4. Negotiation opportunities**
  - Zoning conditions/exactions
  - design
  - TDR
  - Transportation Demand Management
- 5. Protection of critical environmental areas**
  - Ways to stay: PDR's
  - Ways to pay: acquisition
  - Way's to regulate:
    - federal laws
    - special districts
    - zoning overlays
- 6. Annexation**

*Water*  
 Infrastructure, Supply & Planning Study 49

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say about four things: One is, is that the legal framework for how municipalities and do county - and counties do impact fees in this State is set by State law.

**Impact Fees**

- State Law sets legal framework for impact fees
- City and County have policy guidance and impact fee program
- City: transportation, parks, police, fire, and general government
- County: transportation
  
- Fees are uniform with exceptions
  - Central City
  - Could become based on specific benefit areas (SWIP or HAMP)

Can be credits on impact fees  
Example: building a facility

*Water*  
Infrastructure, Supply & Planning Study 81

There's things you can do and things you can't do. Both City and County, obviously, have policy guidance and impact fee programs. The City's program focuses on a number of different areas; the County is transportation only.

Now, you may say, "Ah-ha, doesn't the County have fees for parks? Doesn't the County have fees for wastewater? Yes, but they're not impact fees.

The fees for wastewater are connection fees, not impact fees, and the fees for parks are in lieu fees, meaning you could provide the park or pay a rooftop fee under certain circumstances, but they're not - they weren't adopted as impact fees.

Impact fees need to be uniform in nature. In other words, apply to everybody. You can do specific benefit areas, and I think that was the focus point of the SWIP, the Southwest Infrastructure Plan, and the Houghton Area Master Plan. You can also get credits on impact fees. If you build a police station they're not going to collect the impact fee to make you pay for it.

And to wrap up, we have two picture - two - two - three - three slides. We were going to do this as a tag team. Maybe I'll just do this really quick.

MR. ELIAS: Go ahead.

**Common Threads**

- Engage the entire region in comprehensive regional planning that cuts across jurisdictional boundaries.
- Make hard choices about which costs the region will pay to secure the economic growth and quality of life desired.
- Recognize that public investment in new roads, sewers, and schools on the fringes are dollars that are not being spent in existing communities.

*Water*  
Infrastructure, Supply & Planning Study 82

MR. COLTON: One of the things that you heard from the beginning of the presentation here on the history, how we got to where we got into what we've been dealing with now is some commonality, and I think these points secure that: We look at it as the learning experiences throughout time. We need to figure out a way - and I realize the study area that you're dealing with now is a little

smaller - but, in gauging the entire region in Comprehensive Regional Planning that cuts across jurisdictional boundaries is critical. Making the hard choices about which costs the region

will pay to secure economic growth and the quality of life, recognizing that public investment in our infrastructure and our

schools on the fringes, if we do that, we're not spending that money in the community.

We also recognize that - that throughout time we've - we've realized that if we build first on the land closest in, we don't have to expend lots of extensions of infrastructure. The compact contiguous physical growth that you see in the Smart Growth principles show up here.

**Common Threads (continued)**

- Build first on the land closest in; build where there is existing infrastructure. Encourage compact, contiguous physical growth by targeting central parcels already served by infrastructure for development.
- Build the community wisely with logical infrastructure expansions and conserving the natural resources on the fringe.
- Better align local land-use policies, codes and processes with the region's public-policy objectives

*Water*  
Infrastructure, Supply & Planning Study 51

Again, common threads through history of things people have said. We know how to do this, we're just not doing them.

The logical infrastructure expansions, I think we've covered, but the conserving natural resources on the fringe is something we're doing well in this community, and we should pat ourselves on the back, and that's where I will mention the Sonoran Desert Conservation Plan.

Better aligning our land use policies and codes, our ordinances with our processes and our plans, they're not necessarily aligned today. We still have suburban codes. We ought not to have suburban codes if we're - if we're trying to create an urban environment, at least in part of the community.

**Common Threads (continued)**

- Change the public perception about what kinds of development should be acceptable in the region.
- Encourage a diverse housing stock. People need a variety of choices to create a healthy community. Be proactive in promoting and encouraging a diversity of housing products.
- Need communitywide consensus regarding the Tucson region's future to preserve the most important asset and economic engine: its quality of life.

*Water*  
Infrastructure, Supply & Planning Study 51

Looking at public perception, we've talked about - and I'm not going to go into that in detail - but, more - most importantly, when we talk about diverse housing stock, when Albert shows you the pictures of these are alternatives, these are choices, and what we're saying is, is that people need to have choices, people need to have

choices for the type of housing that they want to live in, the places they want to work, how far they want to commute, how much they're willing to pay for gas. Well, no, they don't have a choice in that, do they? In terms of how far they want to travel and spend that money for gas versus using Sun Tran or another rapid transit system that, hopefully, could be developed. We need to figure out ways to encourage - and with Prop 207, that's what we're talking about - is encouraging a

diversity of housing products, because we're not going to be able to mandate a lot of new things.

And then, finally - and I think this is an important point to both Albert and I - we need to find somehow, some way, we've tried year after year after year after year, dating back to the 1930s, to develop some kind of community-wide consensus, and at least what we can live with regarding our future for the region to preserve that quality of life, because that quality of life makes the economic engine what it is.

Thank you very much for listening.

(Applause.)

CHAIRMAN JIM BARRY: I want to thank Albert and - and Arlan. Very good. And I'm sure they we're going to revisit many of these topics in Phase II.

Call to the Audience.

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<b>CALL TO THE AUDIENCE</b>
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CHAIRMAN JIM BARRY: Call to the Audience. Mr. Stagner? Three minutes, I'm going to enforce it.

CLYDE STAGNER: It's just going to be short. It's on the census.

CHAIRMAN JIM BARRY: Okay.

CLYDE STAGNER: (Inaudible; not speaking into a microphone) by a German written in 1931, "And they call and move and go to their obligations. I feel them in me. How I (inaudible) fulfill. They are I. They all are only one organism. The termite state. They all fulfill its responsibility. Their task for their seed of this state. Individual termite does not give it. There is only one me."

I've lived in New York City. I've ridden the subways. I've had a button broken on a brand new trench coat in 1949 when you're shoved aboard it, and this is based on the CVC reference and its presentation tonight where psychological benefits have been mentioned of three people living together.

We also have the situation of the fire bombing of Toyko, the fire bombing of Hamburg, the Warsaw ghetto with its high-density population. We've had the London bombing. New York City cannot be evacuated in case of an emergency, and I give you as a reference Mr. Suddich (ph.), Naval Post-Graduate School master (inaudible). It takes 68 hours to evacuate Phoenix.

All my comments are based on do not go into high-rise such as they have in Manhattan. The people in Manhattan are earning money that they're earning in Manhattan; it's high-cost. If you're going to build the high-rises here, you're going to

bring in low people. The people living in the apartments now are people who cannot afford houses. Thank you.

CHAIRMAN JIM BARRY: Anybody else? Colette? Or - okay. Colette first.

COLETTE ALTAFFER: Colette Altaffer. There's so many issues here that, obviously, we can't spend a great deal of time on, so just a few things I want to point out. You talk about Government regulation and how there's a lot of criticism about how onerous it is, yet if you'll ask a neighbor they will tell you, particularly with the Land Use Code, that it provides the barest minimum of protection for a neighborhood. You talk about citizen involvement, yet neighbors have to fight to get a seat at the table, and all too often when we talk about stakeholders, neighbors are not included in that.

We talk about the TIF funding for Rio Nuevo, yet we have these recent articles in the paper about our sales tax revenue is still down. So, when we have a new commitment for bonding of nearly half a billion dollars for Rio Nuevo, I have to wonder who ultimately is going to pay for that. And then we talk about the HAMP and the Southwest Infrastructure Plan. In the Southwest Infrastructure Plan, the calculations for infrastructure costs, according to the County, were something like \$30,000 per home if we were going to ask that growth to pay for itself. In the so-called HAMP area, which is really the Westcor Development Area, in which we are hearing the HAMP pretty much being discarded by Westcor as not having done the hydrology well enough, we are hearing figures of \$50,000 and up for the infrastructure, and that leads us into this whole thing of community financing districts and who pays, particularly when you have massive foreclosures in a subdivision. Anyway, many, many questions and not enough time for answers.

CHAIRMAN JIM BARRY: Well, Tres is next. He was up first.

TRES ENGLISH: My name's Tres English. Almost three years ago, the County hired me to do a study of the condition of our existing tract homes. As part of that study, PAG gave me a database with about 20,000 households in three different, fairly representative segments of the community, which included every single, single-family home lot in those three zones. In those three zones six to 8% of the land was listed as vacant.

And I would like to know what relevance the idea of in-fill has when we're talking about the existing City, if only - if less than 10% of the land is vacant within the major part of what we would consider Tucson? What - what are the real opportunities for significant increases in density that would impact any of the issues, the public infrastructure issues, that we're talking about? And mind you those are randomly scattered

parcels, they are not necessarily located at anyplace you would want them to be in order to deal with transportation, or water, or any other infrastructure issues. So, I think that the - the point that in-fill will somehow give us all sorts of new opportunities is seriously misguided because, within the City limits, virtually every home that we have is a masonry building and will probably outlast any home built today just because of the nature of the construction.

CHAIRMAN JIM BARRY: Thank you. The gentleman there wants to speak. Make sure you give - give us your name, please.

RON PROCTOR: Yeah, my name is Ron Proctor. I'd like to just extend an invitation to Sustainable Tucson's next meeting. We have monthly meetings. Our next one is Tuesday, the 9<sup>th</sup>. We're hosting four representatives, candidates for the CAP Board. So, we'll be directing questions their way - their way, also have an open question/answer session. It's going to be held at the Northwest Neighborhood Center, which is on - on Sixth Avenue, just south of Grant. Everybody's welcome. Please come.

UNIDENTIFIED FEMALE SPEAKER: What's the date again?

RON PROCTOR: It's the 9<sup>th</sup>, September 9<sup>th</sup>.

UNIDENTIFIED FEMALE SPEAKER: Time?

RON PROCTOR: It's from 6:00 to 8:00.

UNIDENTIFIED FEMALE SPEAKER: Thank you.

RON PROCTOR: Thank you.

CHAIRMAN JIM BARRY: Oh, Bob. I'm sorry. I just thought you were going to do it. Excuse me.

ALTERNATIVE MEMBER BOB COOK: Bob Cook. Just a couple comments on paying for the cost of growth. This is a real sticky issue. The Grower Smarter, I think, process that ten years ago started the ball rolling in the right direction. We - we've got some good language in the City's - Tucson Plan. I brought this up last week. But, yet, today - this is eight years after, or seven years after that plan, we have yet to do a total cost of growth model, and I don't see how we're ever going to get a handle on the cost of growth and paying for growth unless we really do that as a community, as a region. What are the real costs of growth, both capital and operational, including all aspects of public services and public infrastructure? And update that model with actual costs over time so it's a reliable tool that every jurisdiction can use. That would go a long way to establishing the basis for - for how we're going to recover these costs of growth.

Now, on impact fees, there's a couple of - of points here that need to be made. The - the City of Tucson has gotten onboard with impact fees, but we've got a little clause in that impact fee program, that impact fee ordinance, that caps the

annual increase in the adjustment of that fee to cost of construction to 5%. So, if we have inflation in the cost of construction of our infrastructure at 25%, 50%, that differential between 5% and 25% is paid by the existing taxpayers, and that is totally unfair. We've got to remove that clause from our impact fee ordinance in the City of Tucson.

Arlan mentioned that impact fees are enabled by State law, both City and County, there are different legislations for each, and one of the criteria is fairness and uniformness of application. On the commercial impact fee side, we see a really big problem in the way commercial impact fees are scheduled, and the main problem is that it only applies to businesses that have permanent locations. Much of the economic activity in this community is in mobile businesses and in construction -

CHAIRMAN JIM BARRY: Thirty seconds, please, Bob.

ALTERNATE MEMBER BOB COOK: - and that needs to be fixed, because the construction industry is not paying its fair share of commercial impact fees. I'll end there.

CHAIRMAN JIM BARRY: Anybody else? Geez, you drove Frank out of the meeting.

Anybody on the Committee have anything that they need to - to bring up? All right.

I'll remind us our next meeting is next Wednesday in the morning here. Okay. I will entertain a motion to adjourn.

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#### **CERTIFICATE**

I hereby certify that, to the best of my ability, the foregoing is a true and accurate transcription of the audio recording of (Presentations) excerpts of the City/County Water & Wastewater Study Oversight Committee Meeting held on September 3, 2008.

Transcription completed: September 11, 2008.

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DANIELLE L. KRASSOW-TISDALE