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MEMORANDUM

DRAFT

Date: January 31, 2000

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

From: C.H. Huckelberry
County Administrator

Re: *History of Land Use in Pima County*

I. Report

The attached draft entitled *History of Land Use in Pima County* is the sixteenth in the technical series of reports being prepared for the Sonoran Desert Conservation Plan, and one of several documents that will be prepared to describe land use, legal and fiscal considerations under the conservation plan. Divided into three parts, the report provides an overview of Pima County's (1) natural, constructed and administrative form makers, (2) the origins and implementation of planning and zoning legislation and regulations, and (3) a decade-by-decade review of some of the major land use decisions made within Pima County since the 1920s.

II. An Overview of Pima County's Form Makers

This section of the draft report discusses four form makers that have shaped Tucson and Pima County. Defining "form maker" to mean an influence on the settlement and growth patterns across the landscape, the text discusses the impact of natural, constructed and administrative form makers, including topography, watercourses, transportation routes and governmental lands. The discussion of transportation form makers shows the evolution of overland routes to railroads to highways. Descriptions of Territorial and State Trust Lands, the Tohono O'odham Nation, the Coronado National Forest, the Santa Rita Experimental Range, the Airport and the Air Force Base, and parks or other public land owned by the County, State and Federal entities are covered in the pages about governmental form makers. Also portrayed in this section are population growth rates and aerial photographic representations of the way housing has spilled across the landscape.

III. The Legislation of Planning and Zoning

The origins of Pima County's authority for planning and zoning is placed in the context of state legislation, which is described in relation to the early tenets of modern urban planning. San Francisco is identified as adopting the earliest American municipal land use ordinance in 1867, as the modern practice of planning brought together aesthetic and public health considerations to begin defining land and building standards that would uphold such values. Zoning was enabled for Arizona cities and towns in 1925, and about one quarter century later, in 1949, counties were allowed to initiate zoning ordinances. Amendments during the past 50 years to the County Planning and Zoning Act of 1949 are briefly described, including the changes that have allowed more land to be developed through unregulated lot splitting.

IV. The Practice of Land Use Planning In Eastern Pima County

The last section of the report, encompassing over fifty pages, provides a decade-by-decade review of land use decisions and attempts to plan for preservation and population growth. For example, City ordinances were established in the 1920s, with the ban on mortuaries in residential areas surviving a legal challenge and an appeal to the Arizona Supreme Court. In 1930 the City adopted a zoning ordinance.

During the 1940s, significant community discussion centered on planning issues as a team led by Ladislav Segoe published numerous reports on the physical and socio-economic characteristics of Tucson, covering topics as various as transit, schools, street cross sections, building codes, subdivision regulations, railroads, blighted areas, playgrounds, population and the economic base of Tucson.

A member of the Segoe team, Andre Faure, worked with local governments first through the City Planning and Zoning Commission created in 1941, to implement aspects of the Segoe reports. In 1943, he became the city-county planning director and worked with the County's Post-War Planning Committee, formed the same year. Passage of the 1949 County Planning and Zoning Act by the state legislature led to the creation of the Pima County Planning and Zoning Commission.

Further chronicled in sections of the attached report are the developments in Pima County's zoning regulations and land use decisions in the 1950s. These include the advent of master planning within the county, the rezoning of much of the Catalina Foothills from Suburban Ranch (SR) to one house per commercial acre (CR-1) and related master planning for community facilities in the late 1950s, and the introduction of subdivision plats and "bull's-eye zoning."

The report covers events during the 1960s such as the Rincon area planning process, the Vail-Posta Quemada Area Master Plan, and regional planning initiatives. The 1960 City-County General Land Use Plan (GLUP) attempted to envision Tucson in the years 1975 and 2000. Among other conclusions about the region's future, the GLUP projected a population of 1.4 million at the turn of the century, with 300,000 people in Avra Valley, and suggested that Tucson could ultimately accommodate a population of more than 10 million people.

In the 1970s, amidst discussion of satellite communities and development of outlying ranch lands, the Eastern Pima County Comprehensive Plan was formulated. The report describes how an extensive empirical profile of the community was amassed, just as information had been collected during the Segoe planning process. Eight elements were developed, including population growth, environment, land use, human resources, housing, transportation, economic, and governmental. Projecting a population of 800,000 in the year 2000, the costs of "contained" development patterns were compared to costs for other development patterns. Policy recommendations made in 1975 for contained development patterns were not well received. The City revised the Comprehensive Plan and adopted it in 1979. A new regional plan was not adopted by the County until 1992.

V. Conclusion:

The attached report conveys the extent to which planning issues have occupied Tucson citizens during the last 75 years. Each decade sees an attempt to form a regional plan through either zoning, mapping, policy prescriptions, or combinations of these efforts.

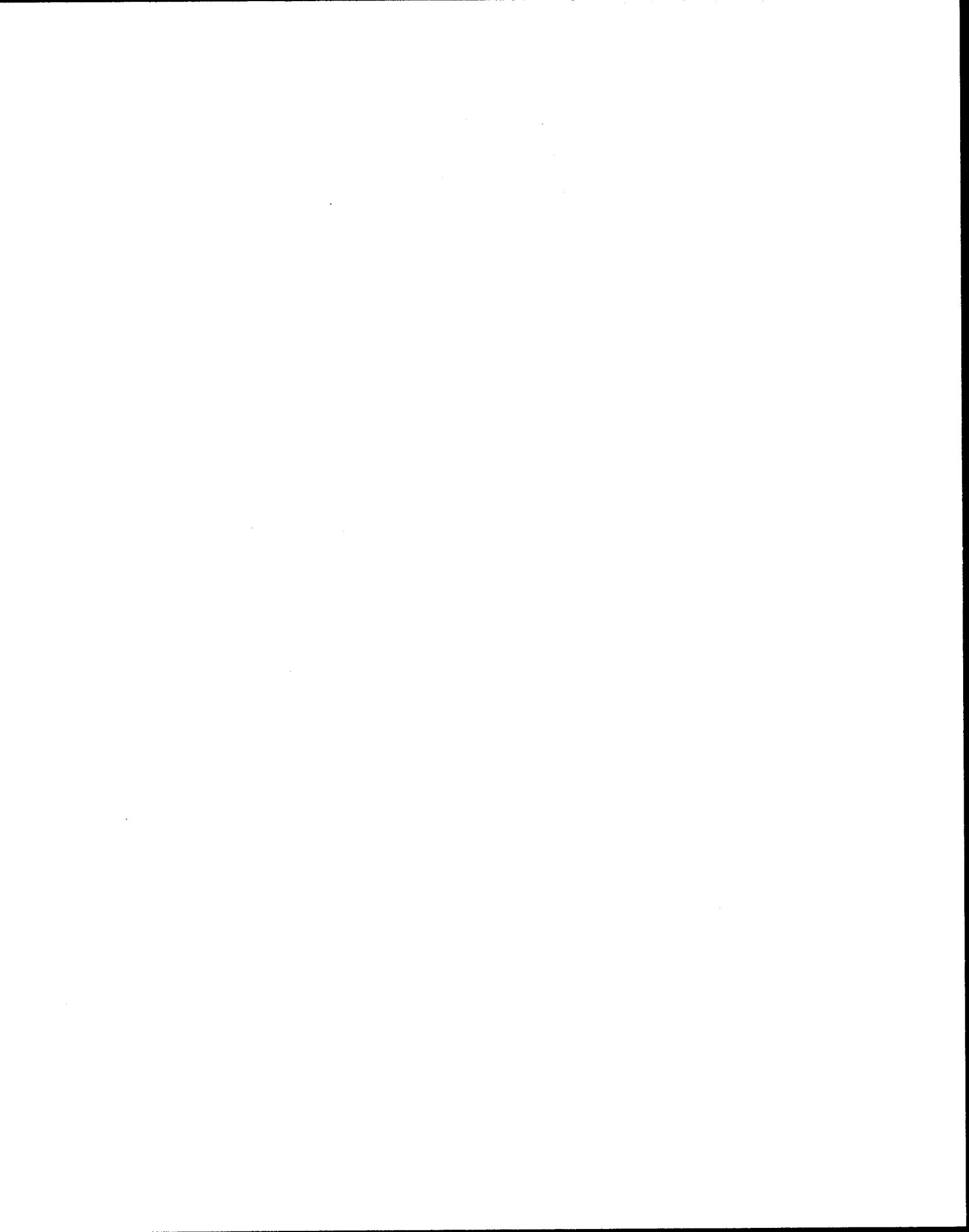
While the early initiatives, and almost each effort since the 1920s, have demonstrated awareness of the natural and economic resource issues at stake, few plans have been implemented, and few implemented plans have been effective tools for guiding population growth in a rational manner that protects the resource base.

At times, we have grown faster than our ideas can be developed and implemented. At other times, we have been presented with recommendations that might have led to greater protection of fiscal and natural resources, but we have failed to fully grasp these opportunities.

The shortfall of infrastructure, the harm done to the tax base by poorly planned areas, and the natural resource dilemmas that are increasingly a part of our day-to-day lives, result from our 75 year track record of following population growth instead of guiding it.

Fortunately, the natural topographic and riparian form makers of the region still provide opportunities to mitigate and even reverse our resource losses. The Sonoran Desert Conservation Plan can serve as an exception to the planning efforts of the past century, but as the attached report makes clear, this will only happen if we are mindful of the difficult passage that plans must make to become a meaningful influence in defining urban form and protecting fiscal and natural resources.

Attachment



HISTORY OF LAND USE IN PIMA COUNTY

A Discussion Paper on Historical Population Growth and Land Use Planning in Eastern Pima County

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with assistance from
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I. INTRODUCTION

"Visualizing the goals for future Tucson necessitates backward, as well as forward, glances." -- Arizona Daily Star, 1943.

The history of Tucson's growth in the 20th Century is to a large extent the history of local planning and zoning as well. This discussion paper is an overview of the history of urban growth in eastern Pima County and of local planning and resource management. The paper provides a perspective on the development of Tucson through the methods used by local, state and federal governments in addressing growth issues.

Daniel H. Burnham, the architect-planner who in 1909 developed the *Plan of Chicago*, "a great benchmark in the history of city planning", wrote shortly before his death in 1912,

"Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-growing insistency. Remember that our sons and our grandsons are going to do things that would stagger us. Let your watchword be order and your beacon beauty."

Seventy years later, a planning report for Green Valley reduced Burnham's exhortation to:

"Plan, or be planned."

How did Burnham's noble challenge to "aim high" become an ultimatum on taking responsibility for planning or, perhaps, a warning about who would be doing the planning? Have we planned "big" in Tucson and Pima County or have we gotten by with "little plans"? This discussion paper considered the following criteria in exploring and evaluating the accomplishments and successes of Tucson's regional land-use planning history:

- **History** -- How land use planning in the Tucson region has a long and rich history, encompassing most of the 20th Century, and has stayed contemporary with the evolving general practice of planning;
- **Commitment** -- How successive generations of Tucsonans, whether public officials, professional planners, or the general public, have demonstrated their commitment to Tucson's future by seeking the best possible plans for their community, despite the tremendous, yet transient, population growth of the region during the 20th Century;

- ***Innovation*** -- How land use planning, during its history in Tucson, has often been innovative and locally appropriate in seeking regional planning and zoning solutions to the issues of comprehensiveness, population growth, and environmental conservation;
- ***Consequences*** -- How the history of local land-use planning reflects the contemporary community values during plan development and how the consequences of those values influence the viability and public acceptability of the resulting plans;
- ***Timeliness*** -- How the timeliness of planning initiatives, in relation to the region's historical population growth, has perhaps been the greatest challenge in planning for the Tucson metropolitan area;
- ***Results*** -- How the tangible results of a plan's implementation are the most critical measure of its success.

II. PIMA COUNTY URBAN FORM AND LAND USE: AN OVERVIEW

"The face of the urban area is changing every day, every week, every month. This state of flux is ample reason to think and plan, not only in terms of 'how big' but 'how good'." -- City-County General Land Use Plan, 1960.

The Sonoran Desert Conservation Plan (SDCP) process arrives at a fortuitous moment from a planning perspective. Planners, both in Tucson and elsewhere, have for decades used the year 2000 as a planning horizon, that is, the hypothetical year in which a plan might be fully realized. The SDCP provides an opportunity to plan for Tucson and Pima County beyond that threshold.

Planning is an inexact science. As with most aspects of life, the only constant which can be assured is change. Planning provides an opportunity to manage change toward desired goals, but does not provide any guarantee about the results. The longer the planning horizon, the more likely change will find its own path to the future.

"We must consider a city of 100,000 or 150,000 by [1950] and build to meet [the] requirements of such population." -- City planner E.P. Goodrich, 1932.

"The Tucson Urban Area will probably have a population of nearly 100,000 by 1960... about 50,000 of these will probably live within the city of Tucson." -- Comprehensive Plan for the Tucson Region, 1943.

"Present land use and population growth patterns indicate a projected population of 1,400,000 by the year 2000." -- City-County General Land Use Plan, 1960.

"Planning for primary areas of human activity in Eastern Pima County up to the year 2000 is based on the assumption that sufficient land should be available to accommodate a population of 800,000." -- Eastern Pima County Comprehensive Plan, 1975.

"Tucson may swell to 1.7M by 2050" -- Pima Association of Governments, via Tucson Citizen, 1999.

Planners cannot predict the future. The urban area of Tucson had in 1960 a population of 243,000, with 221,000 living within the newly expanded city. The estimated population of metropolitan Tucson in 1999 was about 794,000, a population barely more than one-half of that once anticipated as the *low* number for the year 2000. The planners of 1960 forecast forty years into the future based on what had occurred in the previous forty years. They did not (nor necessarily could they) anticipate the soon to be declining American birth rate and the increasing dominance of Phoenix as Arizona's economic and residential magnet. The

planners of 1975 were correct in their forecast, but not for the reasons that they had imagined and not in the form that they had proposed.

"Without careful planning now [1960], traffic conditions will be nothing short of chaotic in the urban area."

Planners are not always wrong. Traffic congestion has become worse since 1960 in Tucson. Various transportation planning solutions have been proposed, approved or rejected since then, with mixed results. The loci of traffic congestion have followed the growing population out of the city and into the suburbs.

"Open areas should be planned rather than occur incidentally. The value -- recreational and aesthetic -- of parks and green belts in the midst of built-up areas is unestimatable."

Planning promotes a higher quality of life. Many Tucson community values, particularly for open space, scenery and recreation, endure through decades, through an increasing populace, through various planning programs. Open spaces contribute an essential piece of Tucson's identity and have done so for most of this century. In 1960, open spaces were valued primarily for their recreational and aesthetic contributions. Since then, we have come to value them for their biological significance as well.

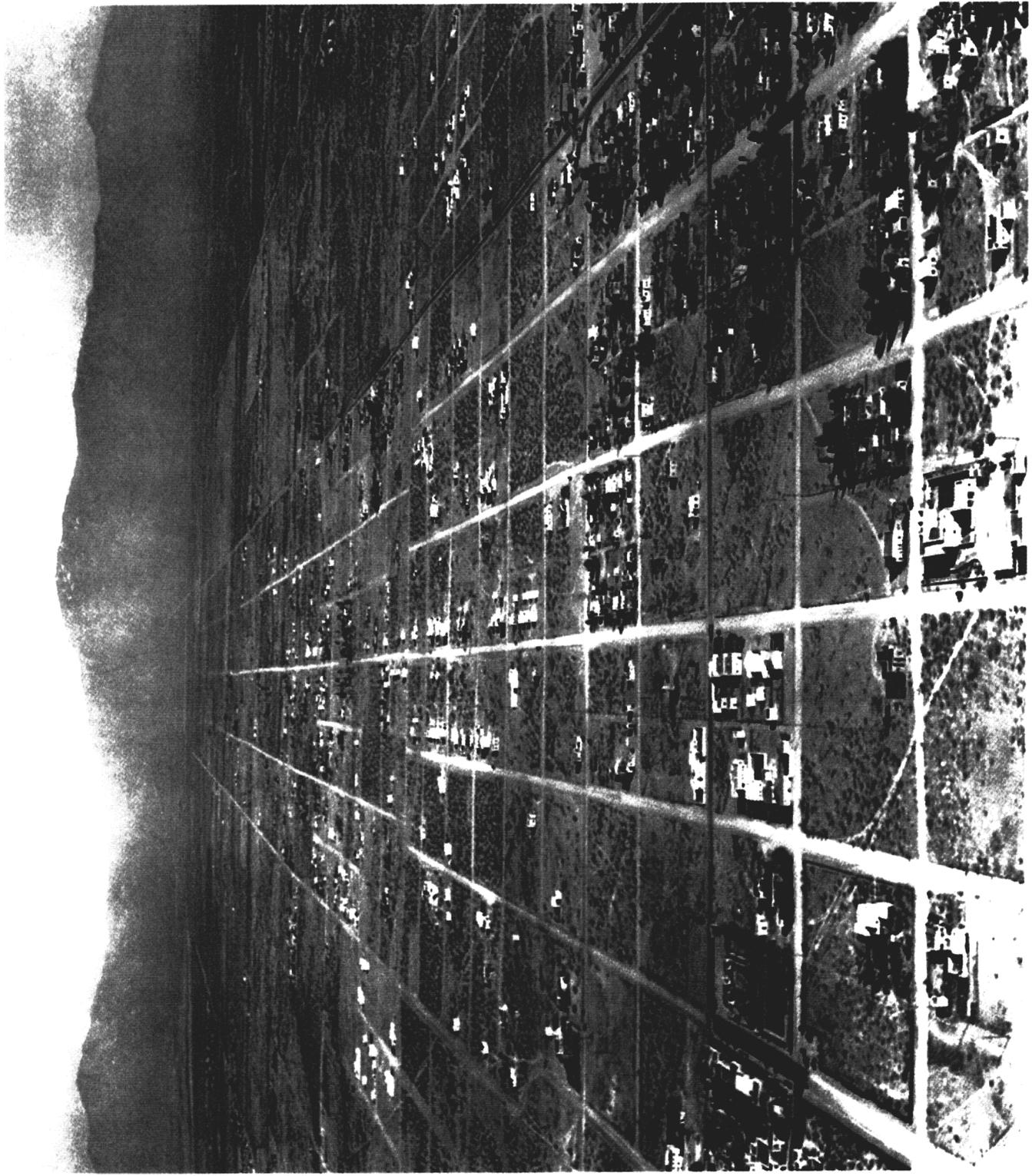


Photo 1. Tucson Then: Looking east of Campbell Avenue between Speedway and Elm Street (c. 1938)
credit: Above Tucson: Then & Now, used by permission

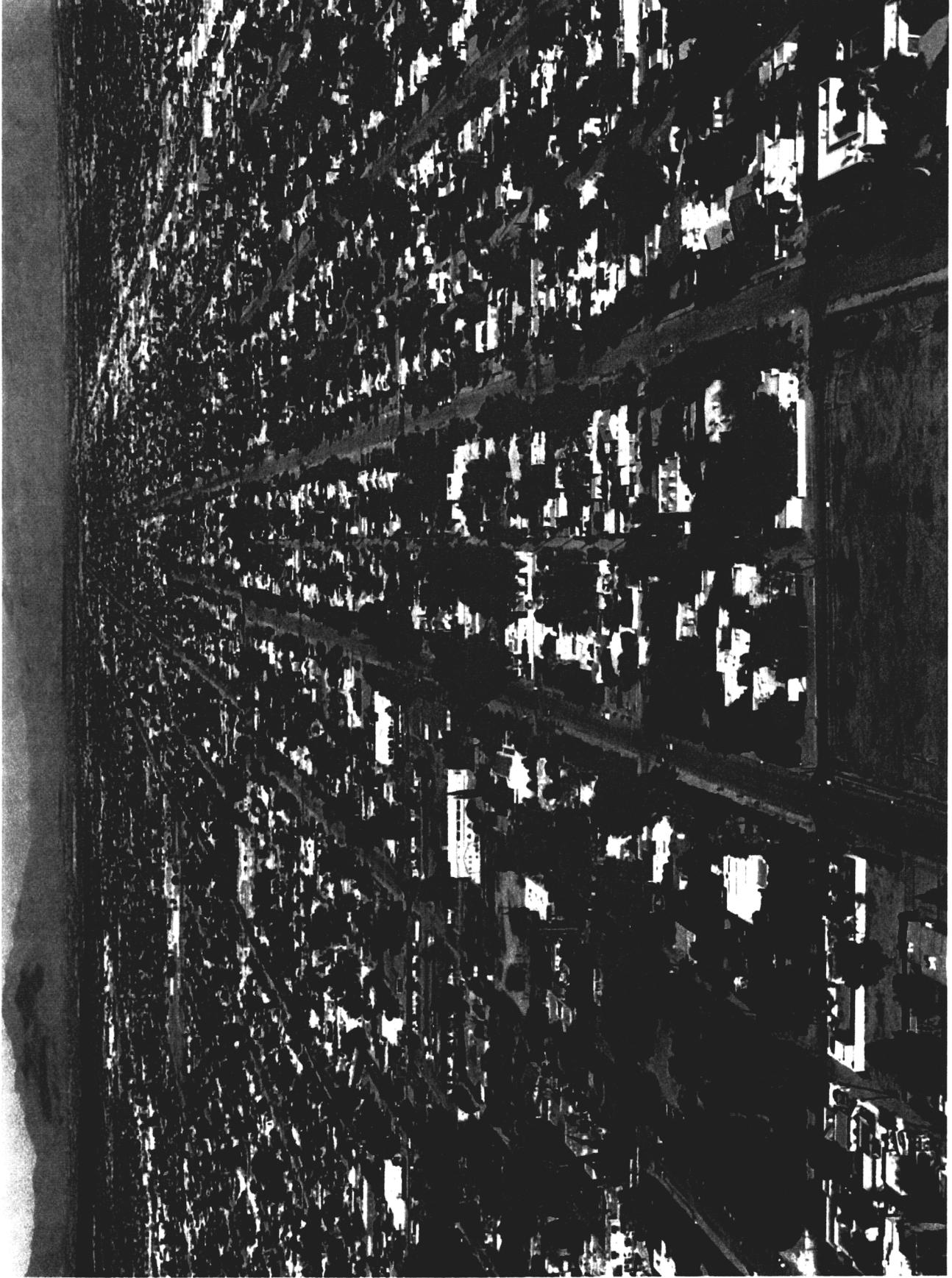


Photo 2. Tucson Now: Looking east of Campbell Avenue between Speedway and Elm Street (1995)
credit: Above Tucson: Then & Now, used by permission

II-A. Determining the Tucson Urban Form: Form Makers

Tucson's location and form are not the results of happenstance; they are the results of a convergence of natural and human settlement factors. The following section identifies four essential influences on the settlement and growth of Tucson, two natural and two human-made. Topography and water are natural, physical form makers at the large scale of the Tucson basin. Transportation routes, in recent history meaning railroads and highways, are human-made form makers at the finer scale of the city or a neighborhood. Governmental lands are human form makers which are generally not apparent, except in passing a road sign or observing a change in land use.

II-B. Natural Form Makers

Water flows down hill and creatures equally seek paths of least resistance. It has been said that cows will not climb a grade steeper than 2½ percent, which seems to be the standard for Interstate highway gradients as well. Rivers follow paths through surrounding terrain. These paths find passes between mountains and low points across valleys until they empty into the oceans. Animals have relied on river basins for water, sustenance and migratory routes throughout history. Human hunting cultures followed game along the river basins and, eventually, some tribes settled into communities along the banks. Tucson is one example of a city rooted in a pre-historic river basin settlement.

River basins are oases in the desert climate of the Southwest. Pre-historic Piman Indian settlements developed along the Santa Cruz River and other river basins in Arizona. Father Eusebio Francisco Kino came across a community of about 800 people at the end of the 17th Century when he passed west of what is now downtown Tucson.

II-B.1 Topography

A set of mountain ranges surrounds the Tucson Valley and metropolitan area. The Santa Catalinas and Tortolitas define the northern boundary, and the Tanque Verdes and Rincons establish the east boundary. The Santa Ritas and the Whetstones are to the south. The Tucson Mountains are the historical west boundary of the metropolitan area, but, in recent decades, Tucson has spilled past them toward the Baboquivaris to the southwest and the Waterman and Roskrige mountains to the northwest. Valleys between ranges allow easy passage from Tucson to the northwest, north, southeast, south and southwest.

Geologic changes over eons uplifted the Santa Catalina, Rincon and Santa Rita mountain ranges from a prehistoric sea bottom. The Tucson Mountains were the result of later geological activity, as they were uplifted as part of the Santa Catalina activity and then slid over time nearly 20 miles to the southwest.

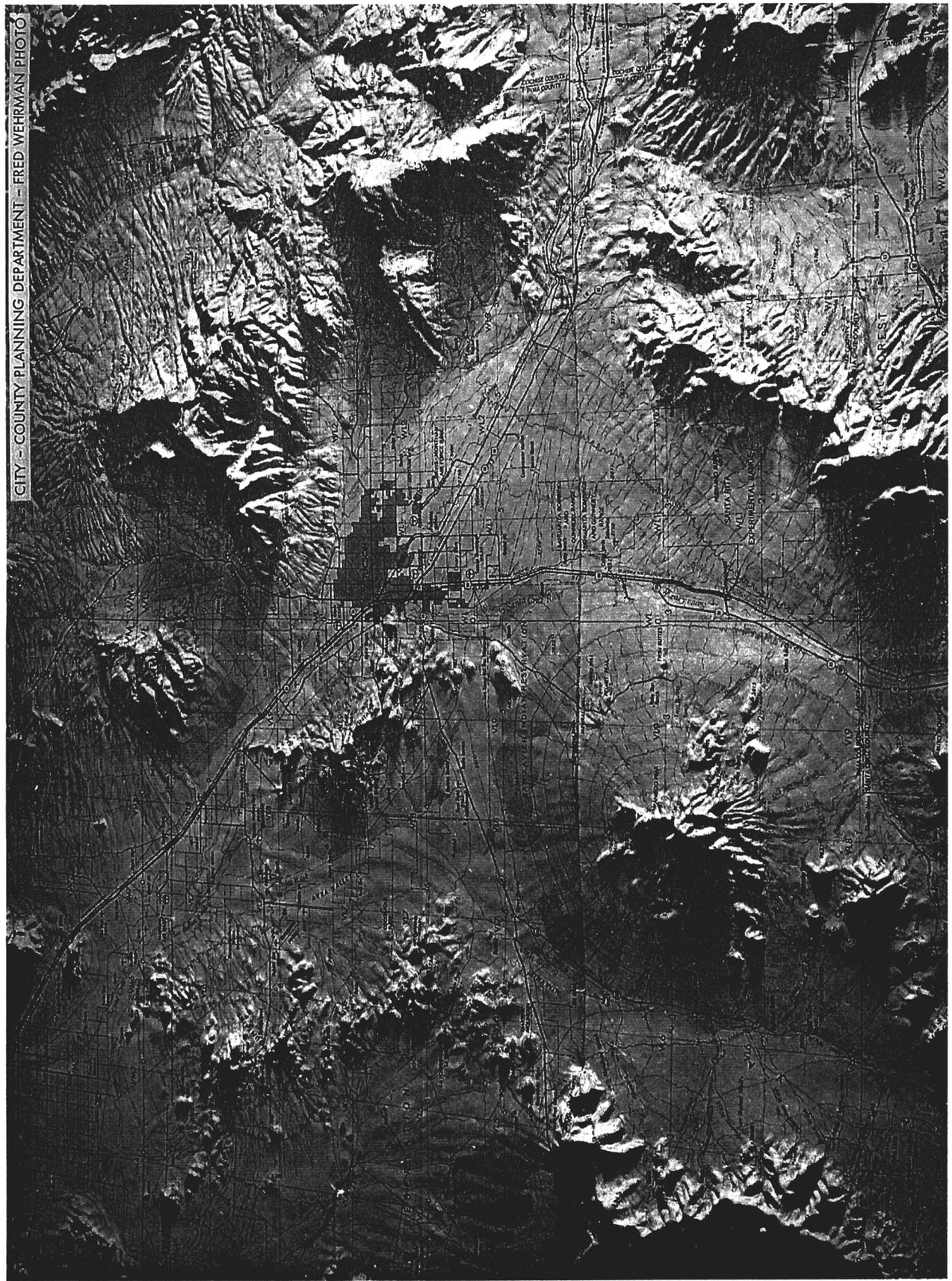


Photo 3. Eastern Pima County topographic relief model (1960)

The resultant geography ranges from less than 1,900 feet above sea level at the lowest point of the Tucson basin (Santa Cruz River at the Pinal County line) to 9,188 feet at the summit of Mount Lemmon in the Santa Catalina Mountains. The official elevation of Tucson is 2,584 feet above sea level, as measured at Tucson International Airport. The Tucson basin slopes from southeast to northwest.

The Tucson Valley comprises over 1,000 square miles, running roughly 40 miles from east to west and about 30 miles from north to south. The relatively small size of the valley and the off-center location of metropolitan Tucson create a more intimate relationship between the city and the surrounding mountains than is found in the Phoenix Valley.

II.B.2 Watercourses

Water finds its own course based on changes in topography. Major watercourses and their key tributaries further define the natural form of the Tucson area. The Santa Cruz River constitutes the major river channel through metropolitan Tucson. The Santa Cruz flows from northern Mexico near the Arizona border through Tucson into the Gila River south of Phoenix, which then flows into the Colorado River. The Santa Cruz River carries about 45,000 cubic feet per second (CFS) at the 100-year flood stage after entering Pima County near Amado and about 75,000 CFS at Cortaro Road, about 15 miles upstream of the river's exit from Pima County north of Marana. A flood level of 65,000 CFS was recorded in October 1983 near downtown Tucson.

The Santa Cruz River was a perennial surface stream until early in the 20th century, punctuated with stands of cottonwood trees and marked by *ciénegas* (marshes). This relatively lush environment encouraged the intermittent settlement of numerous areas of the Santa Cruz River basin for at least the last one thousand years. The Tucson presidio, which formed the basis of the present city, was founded in 1775 adjacent to the river. The Santa Cruz River basin is rich in cultural resource sites as a result of this settlement activity.

Four watercourse systems which are tributary to the Santa Cruz River contribute to the natural form of the Tucson area. The Cienega Creek/Pantano Wash/Rillito River system begins between the Whetstone and Empire mountains of southeast Pima County and runs generally along the foothills of the Santa Catalina and Rincon mountains to the north and east of Tucson, thereby collecting mountain run-off. The system carries about 30,000 CFS at flood stage as the Pantano Wash at Colossal Cave Road and dumps about 32,000 CFS at its confluence with the Santa Cruz River, about 32 miles downstream from its headwaters. The Pantano Wash link of the system has served as a Maginot Line of demarcation between urban and rural Tucson for most of the last fifty years.

The Avra Valley Stream Group, which is composed of the Altar, Brawley, Black, Blanco and Los Robles washes, is a second major tributary to the Santa Cruz River in eastern Pima County. The system flows through primarily rural and outlying areas of metropolitan Tucson, but it is becoming increasingly more impacted as development moves westward across Avra

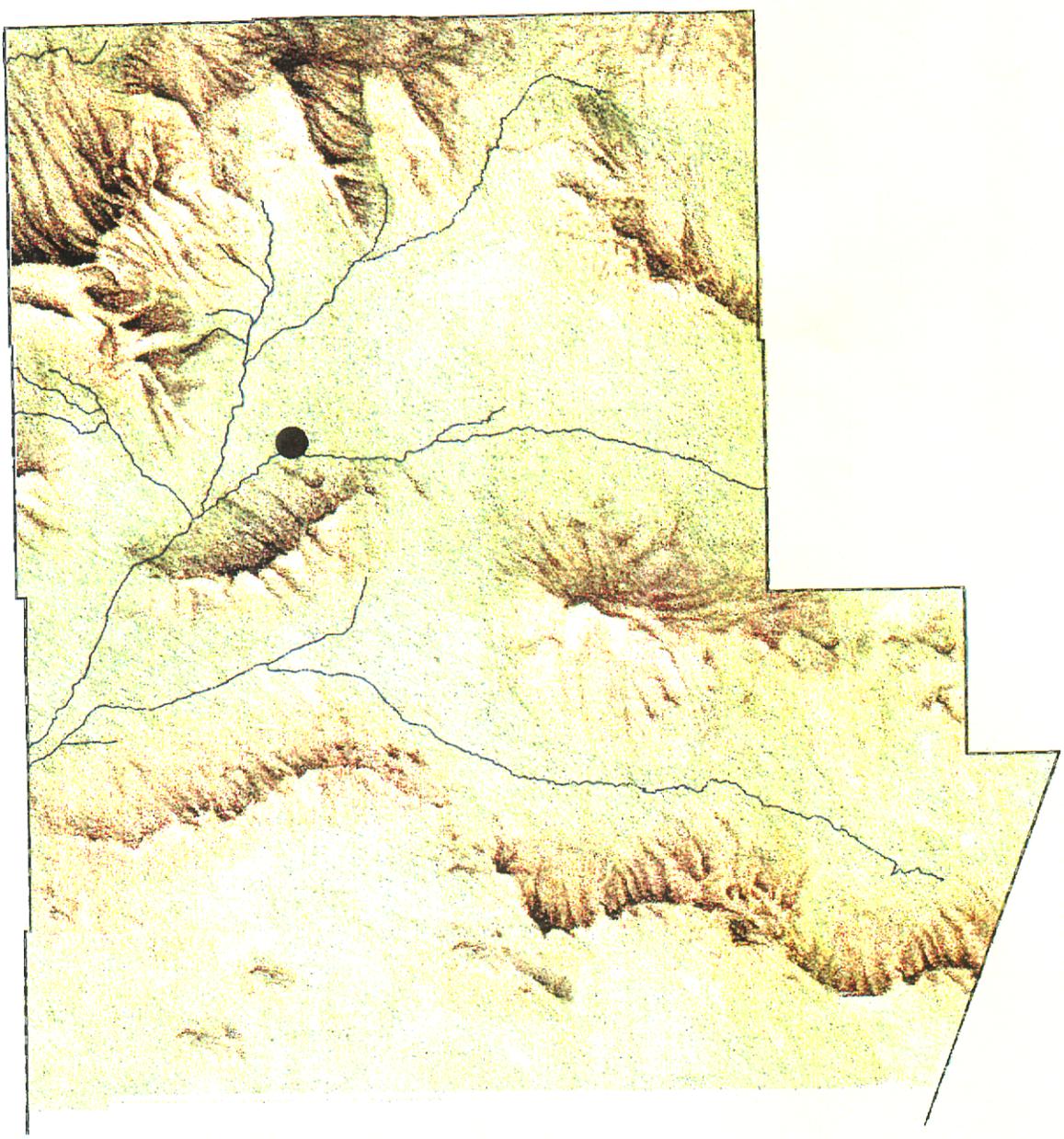
Natural Form Makers: Topography and Rivers

~ Rivers and Major Washes
● Downtown Tucson

Not to Scale



Figure 1



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Valley. The system carries about 37,000 CFS at flood stage at the confluence of the Brawley and Los Robles washes, west of Marana and south of the system's confluence with the Santa Cruz River in southern Pinal County.

There are two other watercourse systems which strongly influence the Tucson urban form. Although Julian Wash and Canada del Oro Wash are less significant in terms of length and drainage area than the above two tributary systems, they are both strategically located within the Tucson metropolitan area.

Julian Wash runs for about 12 miles from southeast to northwest through the middle of the Tucson basin. For most of its distance, it separates urban Tucson to the north from undeveloped, predominantly State Trust land to the south. Nearer the Santa Cruz River, the wash intersects urban areas of Tucson and South Tucson. The wash gathers sheet flow in ill-defined channels from the south; its drainage from the north is by tributaries mostly channelized during development of adjacent land. The wash carries about 7,500 CFS at flood stage near Wilmot Road and about 8,500 CFS at its confluence with the Tucson Interceptor Channel near the interchange of Interstates 10 and 19.

Canada del Oro Wash (CDO) flows out of the north slope of the Santa Catalina Mountains southwesterly for about 15 miles into the Santa Cruz River. The CDO basin shows significant evidence of prehistoric settlement, but, until the 1960s, remained the general northwest development boundary between suburban Tucson and rural Pima County uses, such as citrus growing and ranching. The wash carries between 10,000 and 17,500 CFS at the 100-year flood stage as it exits the Coronado National Forest near Catalina and about 28,000 CFS at its confluence with the Santa Cruz River south of Marana.

The San Pedro River is a sixth major watercourse in eastern Pima County, but does not have a direct effect on Tucson due to its location on the east side of the Santa Catalina and Rincon mountains. The San Pedro is a perennial surface stream beginning in Cochise County which catches the northeast corner of Pima County as it flows north to the Gila River. The San Pedro River carries an estimated 50,000 CFS at the 100-year flood stage near Redington Road.

The watershed boundaries of the above river systems form the basis for the seven eastern Pima County planning subareas of the nine subareas to be utilized in the Sonoran Desert Conservation Plan (the SDCP splits the Avra Valley Stream Group into two subareas).

II-C. Transportation Form Makers

Present day Tucson is, as is the rest of the United States, impossible to imagine without its roadway system. Most every activity which takes place outside of the home requires a street or highway to get there, whether it is by the use of a private vehicle, public bus, commercial coach or bicycle, or by walking. Roadways are the literal means of access to the rest of the world. A Tucson driveway leads to an interconnected system of streets and highways which allow paved travel to Prudhoe Bay, Alaska, or, more simply, to Tucson International Airport.

The Tucson area has been a way-station for probably all the time of its settlement because of the area's location in the Southwest. The river valleys of southern Arizona induced human settlement, and, since then, they have served as conduits for human migration, commerce, military expeditions, religious missioning, and recreation. The railroads and highways which follow the river valleys are consequences of these activities and more expeditiously accomplish bringing people to Tucson and allowing them to leave.

II-C.1 Overland Routes

Archaic, Hohokam and the early Piman Sobaipuri and O'odham, ancestors of the Tohono O'odham, created the first human paths across the desert in traveling among their settlements. They traded with Indian tribes along the Colorado River, the Gila River and other river basins, establishing trading routes which extended west beyond southern Arizona to Baja California and the Pacific Ocean, and north to the Colorado Plateau.

The European exploration of what would become the American Southwest began in 1539 with Fray Marco de Niza's march from central Sonora through the San Pedro River basin to northeast Arizona. The following year, 1540, Coronado led another expedition northward from Sonora to Arizona, then westward through Pima County to the Colorado River.

Father Kino began the permanent settlement of Europeans in Arizona in 1691 with his establishment of the Tumacacori and San Xavier del Bac missions along the Santa Cruz River. In the 1750s, the Spaniards constructed a presidio at Tubac, about 40 miles south of Tucson, in response to a Piman Indian rebellion. Shortly after completion in 1760, Captain Juan Bautista de Anza was named commander of the presidio.

Anza joined with Father Francisco Tomas Garces, the newly named Franciscan head missionary of Mission San Xavier del Bac, in 1774 on an exploration of a route through southern Arizona and California to the Pacific Coast. It was this journey through the harsh desert that led Anza to describe the route as *El Camino del Diablo*. Two years later, Anza led a group of settlers down the Santa Cruz River valley to the Gila River and then to California. Anza's journeys are commemorated by the Anza National Trail, which follows the Santa Cruz River from Mexico through Pima County and ends in San Francisco.

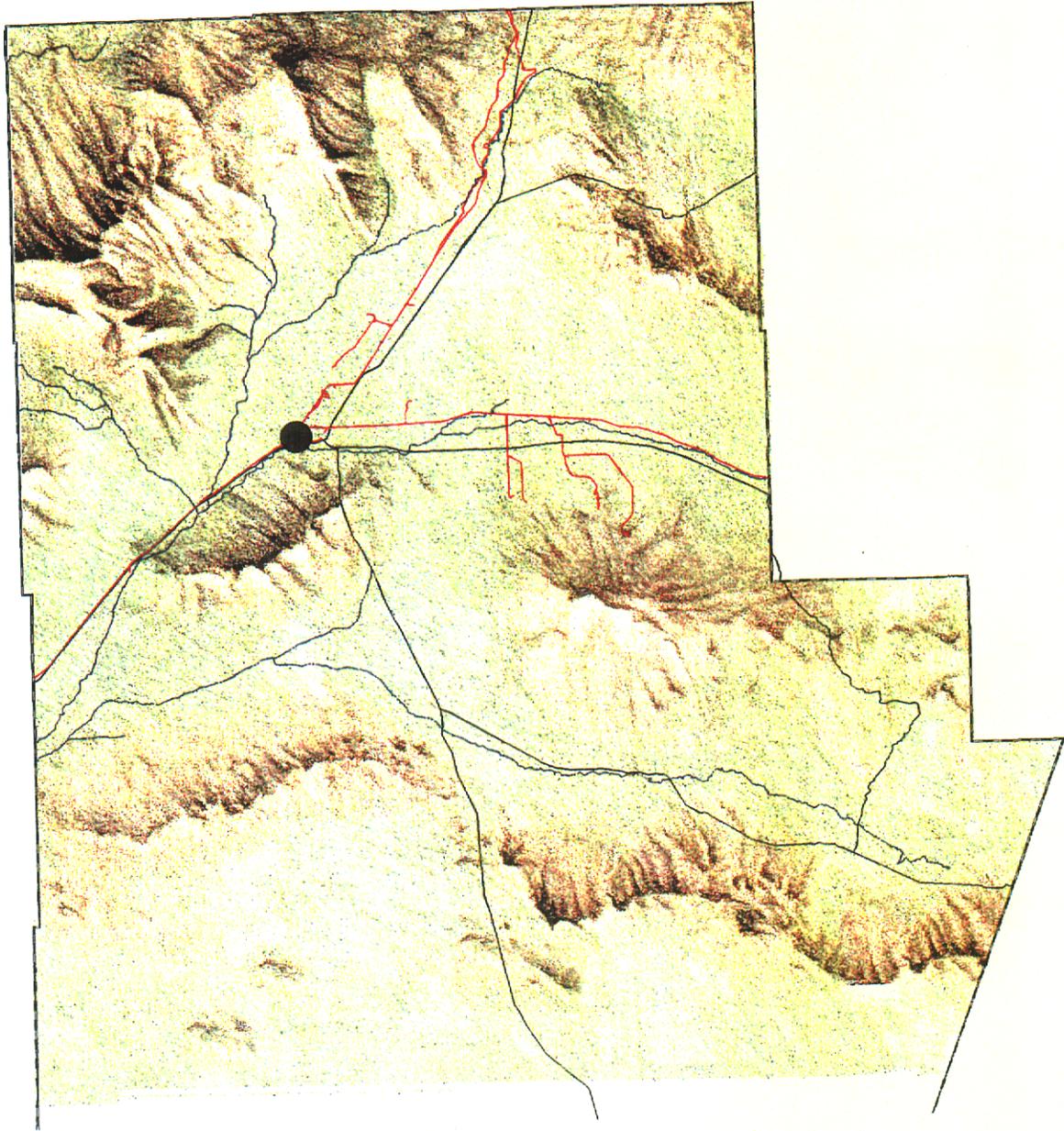
Transportation Form Makers: Railroads and Highways

- Major Roads
- Railroads
- Rivers and Major Washes
- Downtown Tucson

Not to Scale



Figure 2



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IV

The Spaniards established in 1775 the Tucson presidio, which became a stop on *El Camino Real*, the royal route which connected Mexico City to San Francisco. Attempts by the Spaniards to maintain the overland route from southern Arizona to the California coast were foiled for most of a century by hostilities with the Yuman Indians and later, the Apaches. Southern Arizona changed hands from Spain to Mexico upon Mexican independence in 1821 and then to the United States in 1848 as part of the Gadsden Purchase. At the end of 1846, the Mormon Battalion passed through Tucson on its way from Santa Fe to San Diego, opening up Cooke's Wagon Road. This route provided westward passage in the California gold rush of 1849 and later became known as the Gila Trail.

Forts and other military outposts established the American presence in the Southwest. Beginning in 1851, the Army Corps of Topographical Engineers surveyed routes across Arizona which were to connect various military sites and civilian settlements. The work included the initial surveys for establishing railroad rights-of-way across the Southwest.

An order of Congress in 1857 established a transcontinental mail service, which was contracted in 1858 as the Butterfield Overland Mail stage line. The company provided passenger and mail service from Missouri to San Francisco. In southern Arizona, the route ran west through Benson and lower Cienega Creek to Tucson, then north past Picacho to Yuma and California.

Tucson was considered an important way-station of the route. Travelers were fed and lodged overnight here and the town was a distribution point for the personnel and supplies of regional military posts and mining operations. Tucson began its transition from outpost to regional commerce center with the arrival of the stage coach. The Butterfield line ceased operations at the end of the Civil War, but was replaced in the late 1860s by new stage line operators. The local portion of the Butterfield route was commemorated briefly in the 1960s by the unbuilt proposal for a Butterfield Expressway, which was to parallel the former stage route from southeast Tucson to downtown.

II-C.2 Railroads

The new technology of the steam railroad promised a more permanent transportation link between Tucson and the remainder of the United States. A transcontinental railroad became an American dream after the Gadsden Purchase of 1848.

A team surveyed a railroad right-of-way in 1854 along the thirty-second parallel from Los Angeles through Yuma to Tucson. The railroad alignment followed Cooke's Wagon Road east from Tucson, connecting eventually to New Orleans via the right-of-way survey of a Texas railroad. The Civil War disrupted interstate commerce, and planning for transcontinental railways did not resume until after 1865.

The reconstruction of the South and the westward expansion of mining enterprises and settlers triggered new efforts to build railroads. The federal government provided economic

incentives to achieve the goal, including "twenty free sections of land for each mile of track laid and a loan of \$16,000 for each mile of track laid in level country, \$32,000 for each mile in the foothills, and \$48,000 for each mile in the mountains." The resultant land acquisitions by railroad companies were often in checkerboard patterns to thwart competition. These odd ownership patterns became obstacles in later years to community development and land assemblage in some areas.

The federal government issued charters for railroads in Arizona as early as 1866, but the Southern Pacific Railroad became the first railway company to construct a railroad across the state. Southern Pacific chose a route through Tucson rather than down the Gila River basin based at least in part on the silver mining boom of the 1870s in southern Arizona. The railroad arrived in Tucson in 1880 and construction continued eastward to New Orleans. The railroad ensured the permanence of Tucson's role as a regional center of commerce.

The Southern Pacific alignment followed the Butterfield route (Cooke's Wagon Road) from New Mexico through southeastern Arizona into Tucson. It stayed in the low lands of the Santa Cruz River valley north of Tucson, then, bypassing the fledgling village of Phoenix, veered west at Casa Grande to parallel the Gila River to Yuma and California. Spurs were constructed in southeastern Arizona to connect Nogales (about 1910) and mining communities, such as Tombstone, Bisbee and Douglas, to the main line.

II-C.3 Highways

The end of Indian uprisings against the westward expansion of settlement and the arrival of the railroad brought stability and prosperity to the Southwest. New settlers established ranches and farms in southern Arizona. The railroad brought in finished goods and shipped out beef and agricultural products to the rest of the nation.

The new settlers created wagon routes in the late 1800s which connected outlying ranches, such as Robles Ranch, and farming communities to Tucson. For example, River Road began as a farm-to-market route connecting the Mormon farming settlement of Binghampton to Tucson and the railroad. The primary military and wagon routes which had served southern Arizona for the previous two hundred years were overlaid with a more intricate network of farm-to-market routes.

Pima County was one of the seven counties created in 1863 upon the establishment of Arizona Territory. Not long afterward, the Territorial Legislature granted counties the authority to create road districts for the establishment and maintenance of public roadways. Pima County was divided into two road districts, one serving the area south of Tucson to the international boundary line (Santa Cruz County was a part of Pima County until 1899) and the other serving the area north to Pinal County.

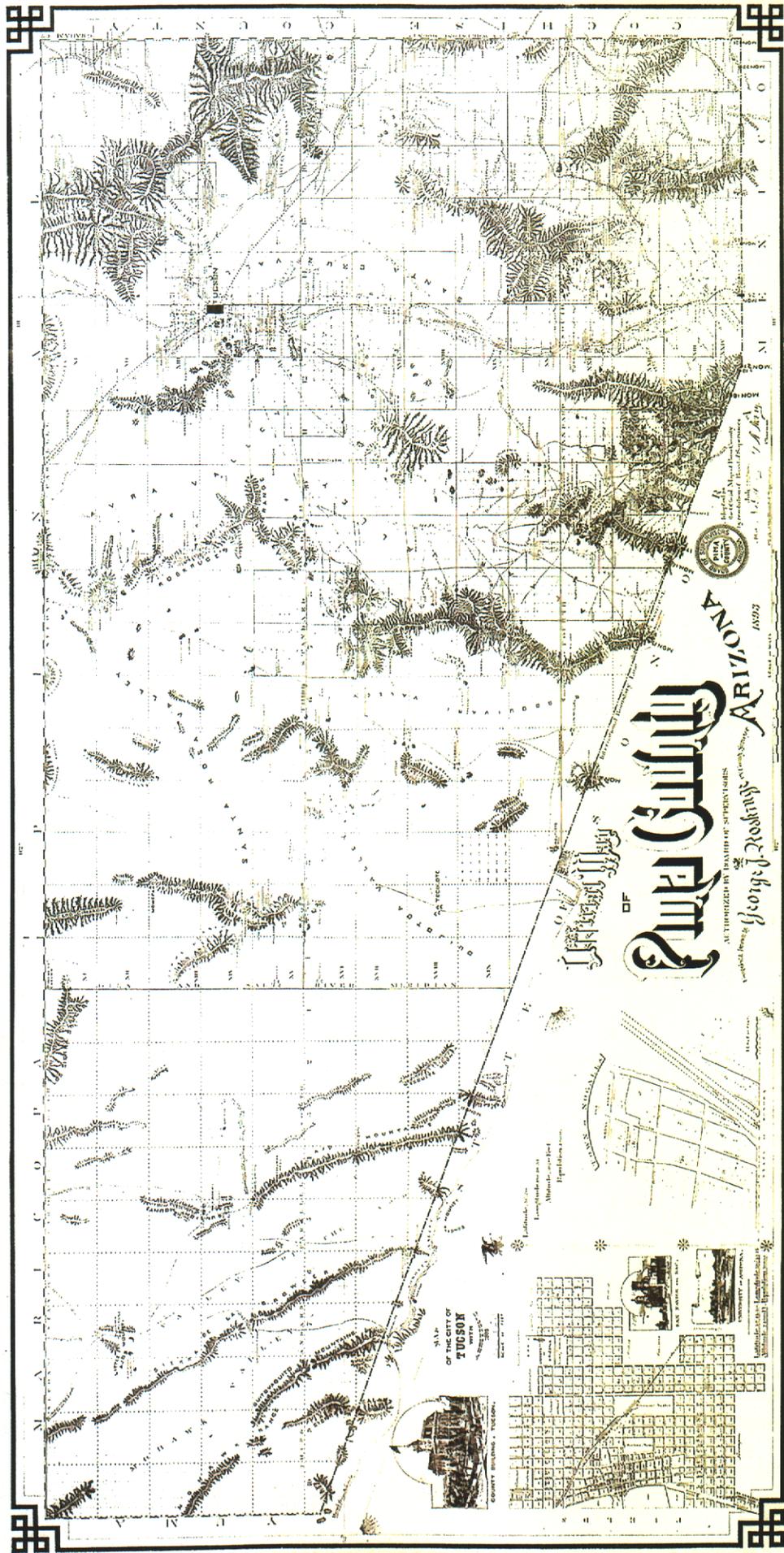


Figure 3. George Roskrug's Official Map of Pima County (1893)

The territorial Pima County Boards of Supervisors established the initial rights-of-way of Public Wagon Roads, the beginnings of the County's public roadway system. As with prior wagon routes and railroad rights-of-way across the Southwest, the official routes took paths of least resistance by following river valleys, historic military routes, and cattle or pack trails. In 1892, for example, the Pima County Board of Supervisors established the entire length of the Tucson-Nogales Highway, which followed the route through southern Arizona of the historic *El Camino Real* adjacent to the Santa Cruz River. The Public Wagon Roads of Pima County totaled about 800 miles by 1890.

After the Civil War, Congress ordered the survey of the territories of the West and, in 1870, John Wasson was named surveyor general for Arizona. He applied the survey system of townships and sections to the state, which aided the recordation of land titles and the establishment of new roads. The ease of the survey method resulted in the fast growth of a system of section-line roads in the Tucson area, which supplemented and superseded the older, meandering routes and established the area's pattern of development for the next century.

The automobile came to Tucson at about the same time as the 20th Century. The first locally owned automobile appeared in Tucson in 1899 and ownership, as in most of the rest of the nation, began slowly and then rose dramatically after the introduction in 1908 of the Ford Model T. Auto registrations in Pima County increased from 300 in 1910 to 1,000 in 1920 to 16,000 in 1930.

Arizona statehood marked the beginning of the modern roadway system in Pima County and Arizona. The first Arizona State Legislature adopted the Highway Enabling Act of 1913, which established the position of State Engineer in order to develop and maintain a system of state highways and assist counties in doing the same for local highways. At the federal level, the Federal Aid Road Act of 1916 placed a national, tax-supported framework on highway construction, but reserved the right of states to initiate and build road projects.

The national "Good Roads" movement, begun in the 1870s during the era of horse-drawn vehicles, spurred the rapid improvement of roadways for automobiles in the first two decades of the 20th Century. The rhetoric often associated with early highway improvements, however, was much different than the reality of the local and national roadway systems. The 1913 Arizona Good Roads Association Tour Book stated that "while some difficulties are encountered in the remote sections [of the state], these are rapidly being eliminated"; the accompanying map showed the need for numerous crossings of unbridged washes and unlatching of ranch gates on the road to Benson.

A stretch of Congress Street in downtown Tucson in 1914 became the first locally paved road. Four years later, the Board of Supervisors appointed a Pima County Highway Commission to establish and manage roadway construction through bond funding. The initial actions of the Highway Commission included upgrading and extending the Tucson-Florence and Tucson-Benson highways and starting a permanent Tucson-Ajo Highway. The Pima

County Highway Commission could claim the first paving of a state highway, Oracle Road from north of what is now Miracle Mile to the Rillito River, when it turned over the completed roadways in 1921 to the Board of Supervisors.

Congress approved several highway bills in the early 1920s which designated specific national highway routes and funded improvements. The Federal Aid Highway Amendment of 1925 introduced a standardized U.S. route numbering scheme to the federal system; the best-known route created by this legislation was U.S. Route 66. The old Cooke's Wagon Road and *El Camino del Diablo* became U.S. Highway 80, later rather romantically called "The Broadway of America". *El Camino Real* from Nogales through Tucson was numbered as U.S. Highway 89 north to Canada.

Pima County in the 1920s undertook many major road building programs. Bond issues in 1918 and 1919 financed the early roads to Benson, Ajo, Arivaca, and Sasabe, the extension of Mission Road to the now vanished settlement of Twin Buttes outside of Green Valley, and the Pima County portion of the "back road" from Oracle to Mt. Lemmon. A failed bond election in 1927 was to fund construction of a Mt. Lemmon highway from the Tucson side of the Catalinas. The U.S. Forest Service, Bureau of Public Roads and the Bureau of Federal Prisons revived the proposal in 1933 as a joint program, with Pima County responsible for future maintenance.

Pima County voters approved a new highway bond issue in 1930 for the construction and improvement of roads and bridges within the County. The program was notable for being the first systematic paving program undertaken by the County. The novelist Harold Bell Wright offered to "oil" Wilmot Road in exchange for Pima County paving the east ends of Broadway and Speedway. The Depression of the 1930s stopped most local public works projects until shortly before World War II, except those assisted by federal programs such as the Civilian Conservation Corps and the Works Progress Administration.

The federal highway system and local roads were upgraded continuously during the 1940s for capacity, safety and efficiency in an attempt to keep pace with vehicle use. The Pima County Board of Supervisors passed a resolution in December 1944 regarding the proposed Interstate Highway System, which requested that "there be included in the proposed Inter-Regional Highway system a road through Arizona to a point near Yuma, and thence to San Diego across Southern California."

A four-lane divided "Truck Route", contemplated as early as 1939, was constructed in the early 1950s as the U.S. Highway 80 bypass of downtown Tucson and became Tucson's first freeway. George E.P. Smith, a noted Arizona civil engineer, wrote in 1959, "my assistant and I traced out the route which later was adopted for the freeway... I did not dream of the super highway which developed later, but wanted to get the trucks, especially the gasoline trucks, off from Stone Avenue."

Although an Interstate Highway System had been designated since 1944, it took the generous federal funding contributions of the Federal Aid Highway Act of 1956 to motivate the states into building the system of limited-access highways. The Tucson Freeway was merged into the new Interstate 10 alignment and, in the late 1960s, U.S. Highway 80 was downgraded to an urban business route in Tucson and bypassed in other parts of southern Arizona. Interstate 19 subsumed long stretches of U.S. Highway 89 south of Tucson upon construction in the 1960s.

The Tucson Valley's major historic travel routes remained as freeway corridors. However, proposals to create new freeway paths met with much greater resistance than did Interstates 10 and 19. The Tucson Area Transportation Study, a regional transportation planning program begun in 1959, recommended in 1965 a freeway system lacing together the Tucson metropolitan area (*see report section IV-F.5*). Among the plan proposals were freeways running along Pantano Wash and the Rillito River, as well as routes cutting through urban Tucson (the Campbell Freeway and I-710, also called the "Penetration Route") and across the Tucson Mountains (Starr Pass Parkway). Enraged Tucson citizens defeated the freeway proposals in public forums over the next decade. In the late 1970s, Interstate Substitution Funds helped build local streets, such as Kino Parkway, along some of the proposed freeway alignments.

II-D Governmental Form Makers

Governmental influence on the form and character of local communities occurs in many ways. Decisions on public works projects, legislation, and policy occur at the federal, state and local levels, but their consequences, in the end, become most apparent in the local community. The grand scale of federal public works, such as highways and dams, and public policies such as, historically, for homesteading, have created and extinguished communities. The laws of states determine numerous aspects of community development, including the building of highways, the funding of schools, and the regulation of industry and the environment. Local jurisdictions plan and fund physical improvements and social programs for the general community betterment and for the future.

The public ownership and management of land, from streets to public preserves, is perhaps the most recognizable governmental influence on community form because of its physical consequences. Land acquisitions and management by government have had a major, long-standing, influence on the form of metropolitan Tucson. Major federal and state reservations of land date to the 19th Century, while major county and municipal initiatives for land preservation were completed during the 20th Century. The following sections are not exhaustive of all such public lands within eastern Pima County and are provided only for the purpose of historical record.

II-D.1 Governmental Lands: To 1900

II-D.1.a Territorial (State) Trust Lands (1863)

The first significant governmental influence on the form of settlement in Arizona and Tucson was the re-designation of federal lands to what are now referred to as State Trust lands. The federal government transferred in 1863 millions of acres in Arizona from federal ownership to a territorial trust, thereby removing them from future claims as homesteads under the General Homestead Act of 1862. For more than a century, the Trust lands helped define boundaries for municipal development, commercial enterprise and industry in the state.

The conveyance of federal lands to territories and states dates to the founding of the United States and such Trust lands remain common west of the Mississippi River. The Northwest Ordinance, passed by Congress in 1789, provided that two specific sections (640 acres each) of every township of land (36 square miles) would be granted to each new state for the support of public schools.

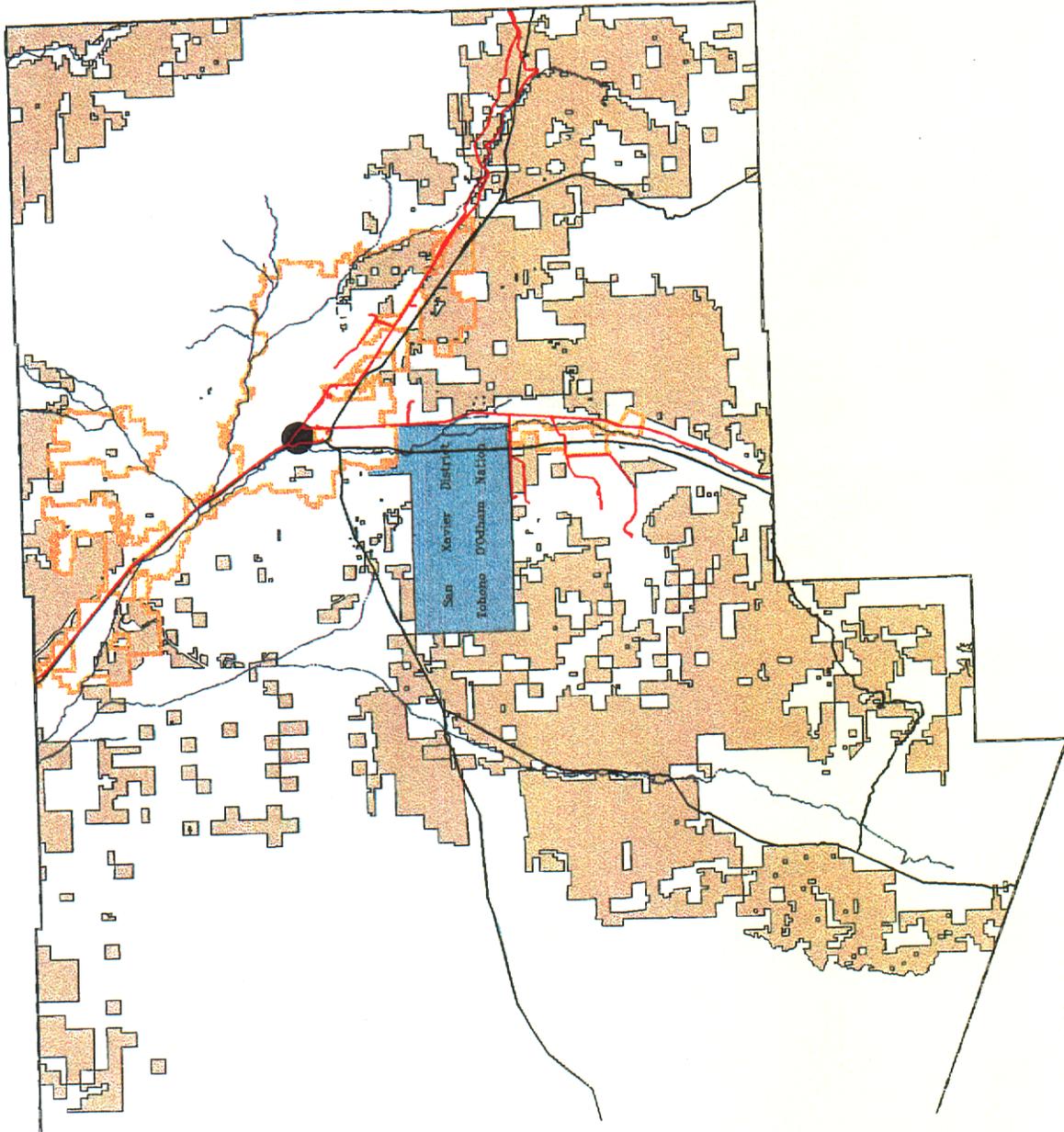
Arizona became a part of the federal union in 1850 as the west half of the Territory of New Mexico and, in February 1863, gained territorial independence. A provision in the federal legislation which established Arizona Territory granted significant areas of federal land to the new territory. Trust lands in general were restricted in use, in that they were reserved for future sale to fund the public school system. The first Arizona Territorial Legislature adopted the initial state laws for funding public schools, subject to matching community funds. Tucson established its first public school in 1872.

Congress considered statehood for Arizona Territory on several occasions at the start of the 20th Century. The federal Arizona Enabling Act of 1910 conveyed an additional two sections of federal land per township to complete the Arizona Trust holdings. The two enabling acts granted in total about 8,076,800 acres for schools and about 2,350,000 acres for other purposes, totaling about 16,292 square miles. The Arizona Land Department was established after statehood in 1912 for the management of State Trust lands, for their eventual sale for their "highest and best use", as revenue sources for fourteen beneficiaries. The public school systems of Arizona are by far the largest State Trust beneficiary, receiving 86 per cent of State Trust revenues in the late 1980s; other beneficiaries include the state universities, state hospital, charitable institutions, and the Arizona School for the Deaf and the Blind.

State Trust lands remain a significant factor in the future of Arizona and Pima County. More than one of every eight acres in Arizona is in State Trust ownership. The State Land Department has been slow to release state lands -- it retains title to 86 percent of its original holdings, more than any other state except Alaska. State lands have traditionally been released through either sale or lease at public auction, or in land exchanges.

Governmental Form Makers: To 1900

-  State Trust Lands
-  San Xavier District-
Tohono O'Odham
Nation
-  1999 Cities and Towns
-  Major Roads
-  Railroads
-  Rivers and Major Washes
-  Downtown Tucson



Not to Scale



Figure 4

The Arizona Legislature passed a bill in 1981 which established requirements and procedures for the reclassification and planning of State Trust lands, which are located in proximity to urban areas, prior to their release. The law allows the State Land Commissioner to reclassify as urban lands those State Trust lands which are located within three miles of incorporated areas with populations over 250,000, such as Tucson, and within one mile of smaller municipalities. The Commissioner's determination that such lands are suitable for reclassification must meet one or more criteria, which address the adjacency of the land to development or a municipality; appropriateness of urban planning the land, provided that it does not "promote urban sprawl or leapfrog development"; consistency with local planning policies; availability of water and infrastructure; timing of development; and, consideration of existing site characteristics and of alternative uses of the land.

The State Land Department prepares conceptual land use plans for State Trust lands which are classified as urban lands. Five-year disposition plans, based on market demand and anticipated transportation and infrastructure availability, are prepared for all state land. Both plan types are submitted to an advisory State Urban Land Planning Oversight Committee for evaluation and recommendation. The State Land Commissioner may also approve development or secondary plans prepared by private parties which plan state lands for subsequent rezoning and development.

For many years, the State Land Department exchanged State Trust holdings for land owned privately or by other governmental entities. The State legislation required the State Land Commissioner to find that the potential for appreciation in value of the other lands was equal to or greater than the state lands, or that special circumstances made the exchange in the long-term interest of the State Trust. The Arizona Supreme Court ruled in 1990 that the Arizona Legislature lacked constitutional authority to permit exchanges of State Trust lands. Catalina State Park, dedicated in 1983, is a notable example in Pima County of a state land exchange for the purpose of conserving open space.

The Arizona Legislature in 1996 adopted the Arizona Preserve Initiative, which enables the sale or leasing of State Trust lands in urban areas after reclassification for conservation purposes. Reclassification cannot reduce the value of the state land, but the law allows such land to be leased for up to 50 years. Recent amendments of the law have expanded the area in which State Trust lands can be reclassified to include state lands within 13 miles of larger urban areas, such as Tucson and Oro Valley, and within 11 miles of other incorporated jurisdictions. The State Parks Board administers a public-private matching grants program which helps fund the acquisition of State Trust lands for conservation purposes. Arizona voters in 1998 approved a proposition which provides funding for the grants program for the next eleven years.

The State Land Commissioner may reclassify and make available State Trust land for conservation purposes upon petition. The State Land Department evaluates the physical and economic impacts of reclassification, receives recommendations from the Conservation Advisory Committee, consults with interested planning agencies, and holds public hearings

on the matter. The law allows the Commissioner to withdraw the land for a limited period of time from further consideration of sale or lease, in order to allow interested parties to draft a conservation coordination plan and to raise funds.

As of August 1999, the Commissioner has reclassified almost 8,000 acres of State Trust land in Arizona, including Tumamoc Hill in 1997. Petitions for the reclassification of state land within Pima County have been filed for 9,558 acres proposed as additions to Pima County's Tortolita Mountain Park and about 16,185 acres of the Tortolita Alluvial Fan/Ironwood Forest.

II-D.1.b San Xavier Reservation of the Tohono O'odham Nation (1874)

The establishment of the San Xavier Indian Reservation on July 1, 1874, created the second major governmental influence of the 19th Century on the future form of Tucson. The reservation was decreed as part of the federal government's systematic settlement or relocation in the 19th Century of Indian tribes west of the Mississippi River. Although the Tohono O'odham had generally maintained a peaceful co-existence with the Spanish and early American settlers, they became caught in the Indian wars between the United States and the Apaches and other tribes.

The cultural and civic centers of the new San Xavier Reservation were Mission San Xavier del Bac and the village of San Xavier, located at the east end of the approximately 109-square mile reservation. The agricultural fields of the O'odham surrounded the village since it lay not far from the Santa Cruz River. Mission Road linked San Xavier and Tucson as a farm-to-market route and the Tucson-Nogales Highway ran near the reservation's eastern boundary. The San Xavier Reservation became a district of the Tohono O'odham Nation when the Main Reservation, with Sells as the administrative tribal headquarters, was established in 1916.

Well into the 20th Century, the village was a part of the chain of agricultural and ranching settlements which encircled Tucson. It was a day's journey by horse and wagon to Tucson and back for farmers and ranchers from San Xavier, Amado, Robles Junction, Marana, Binghampton, Tanque Verde and Vail. As with these other communities, residents of San Xavier went into town to conduct business, but otherwise remained unaffected by Tucson's growth.

For decades, the San Xavier Reservation, along with the Santa Rita Division of the Coronado National Forest and the Santa Rita Experimental Range, framed the south edge of the Tucson Valley, but otherwise had no physical bearing on urban Tucson. The dramatic growth of Tucson after World War II, however, brought the location of the San Xavier Reservation into new perspective.

The Tucson Municipal Airport relocated in 1941 to near the northeast corner of the Reservation at Valencia Road and the Tucson-Nogales Highway when the federal government converted the original municipal airport to Davis-Monthan Airfield. Hughes Aircraft built a manufacturing plant adjacent to the new airport in 1951 and aviation and military armaments

industries soon clustered around the airport, creating a major industrial center in close proximity to the Reservation. Housing and business development followed the South Sixth Avenue corridor from downtown to the Tucson-Nogales Highway, and then down to the airport and the Reservation boundary.

Housing and industry in the early 1960s began to encroach on the Reservation from the south as well. Sahuarita started its transition from a railroad and cotton company town to a bedroom community with the filing of new residential subdivision plats. Farther to the south, Maxon Construction began development of the Green Valley retirement community. The Asarco and Anamax mining companies staked out major open pit copper mines which would become significant regional employers and, in subsequent decades, would reshape the landscape of the Santa Cruz Valley adjacent to the Reservation. The federal highway program enabled the construction of Interstate 19 through the Reservation during the 1960s as a bypass of the Tucson-Nogales Highway.

The Tohono O'odham Nation, the federal Bureau of Indian Affairs, and private investors contemplated a plan in the early 1980s for a privately funded and developed "San Xavier Planned Community" along Interstate 19 within the San Xavier Reservation. The proposal, generally referred to as San Xavier City, was for the long-term leasing of about 25,000 acres within the Reservation for a master-planned, mixed-use town with a potential population of up to 70,000. The project area was bounded generally on the north by the "Papago" Road alignment, on the south and east by the Reservation boundary lines and, on the west, by a line about one mile west of Interstate 19.

Private consultants between 1984 and 1986 drafted environmental and social impact statements and worked up a zoning code and conceptual land use plans for San Xavier City. The potential developer negotiated leasing agreements during that time with most of the allottees (owners of interest in the Tribal land allotments) within the project area and started the process of securing Tribal Council approval for San Xavier City. The planning process and lease negotiations came to an eventual halt because of the high up-front costs of the program to the developer, the inability of the developer to secure lease agreements with all of the included allottees, and the concerns of the Tribal Council and the San Xavier Reservation with the potential social and physical impacts of such major development.

Groundwater depletion resulted in the District's discontinuance in 1986 of cooperative farming near San Xavier Mission. Various water claims, and District opposition to plans in 1992 for a new 10,871-acre cotton farm along the north boundary of the Reservation, have delayed the delivery of the District's allocation of CAP water to rehabilitate the cooperative farm. The Arizona Supreme Court ruled recently that the federal rights of Indian tribes to groundwater take precedence over the water rights for off-reservation purposes granted by the State of Arizona.

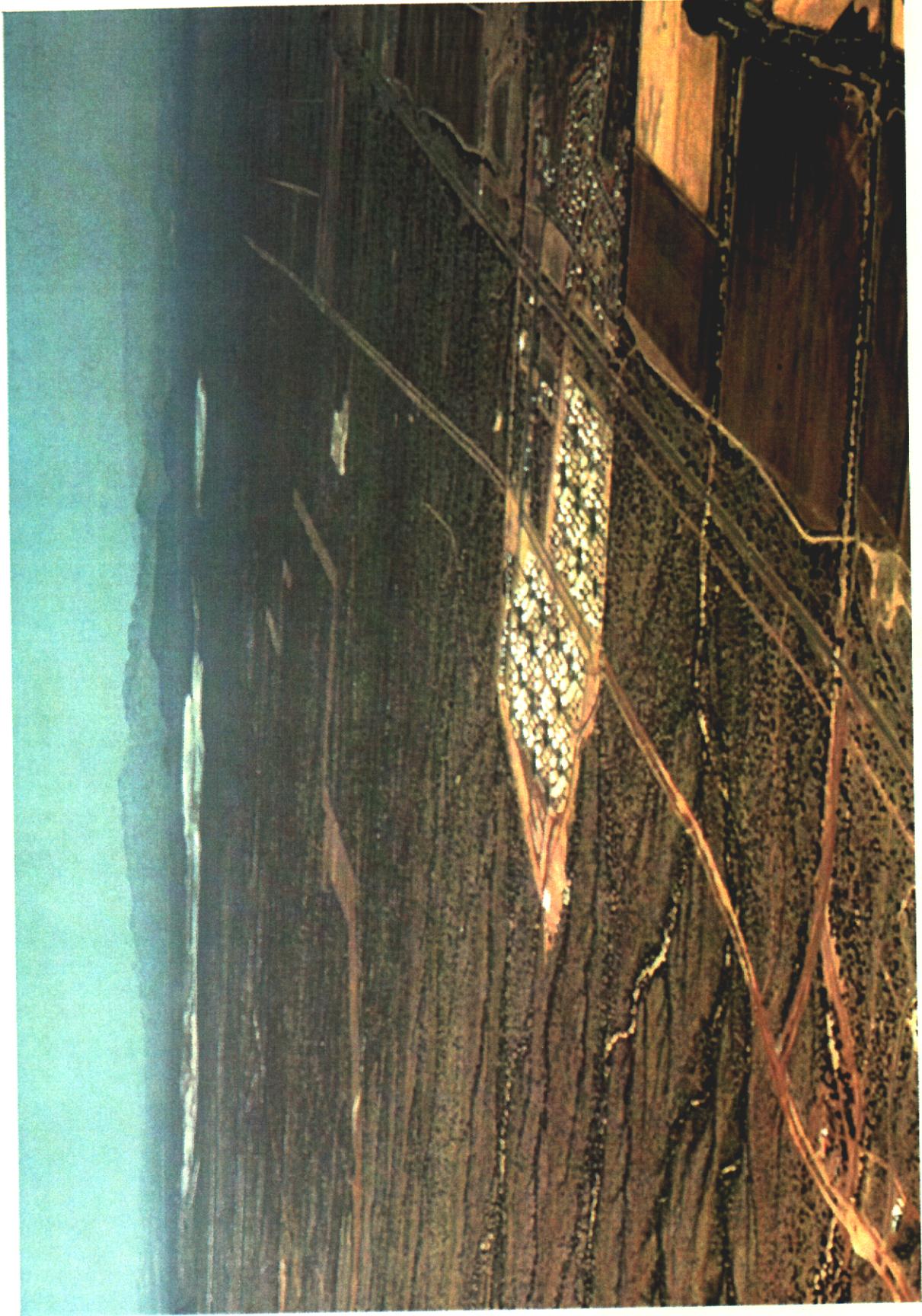


Photo 4. Looking northwest past Continental Road and Green Valley (1964)

The Tribal Council and San Xavier Reservation have pursued other economic development strategies as well. A free trade zone was established in the early 1980s near Tucson International Airport, utilizing a federal economic incentive program. The Tohono O'odham Nation opened the Desert Diamond Casino in October 1993 within the same area and are planning a second casino within the San Xavier Reservation at the interchange of Interstate 19 and Pima Mine Road. The casinos provide employment for tribal members, and the gaming revenues are used for funding development of a tribal junior college and other programs. The Nation also operates the Golden Ha:san Casino at the west end of the Main Reservation.

II-D.2 Governmental Lands: 1900 - 1929

II-D.2.a Coronado National Forest - Catalina and Santa Rita Divisions (1902)

The intensive exploration and settlement of the West during the 19th Century unveiled the region's natural wonders to the rest of the nation and the world. Near the end of the century, newspapers were relaying discoveries of gold and other stories of the riches to be found, letters were being written to friends and relatives "back East" which told of new opportunities that awaited in the West, and photographs and postcards were disseminating proof of the dramatic scenery which could be explored. A growing national basic industry exploited the timber and mineral resources of the region. Industry's dynamism enabled a new, urban middle class of wealth, the concept of leisure time, and transcontinental railroads, to bring vacationers to the West. An embryonic tourism industry, fueled by the boosterism of railroad companies, arranged for passage and lodging.

Congress passed the General Public Lands Reform Act of 1891, which gave the President the authority to set aside forested areas as "reserves", as a protective measure for conserving scenic and productive areas for future enjoyment and use. One of the first two reserves created in 1893 was the Grand Canyon "Forest Reserve". President Theodore Roosevelt, who, prior to his election, had adventured in the West, made the expansion of the National Forest Reserve system an early priority of his Administration.

Roosevelt established by proclamation in 1902 numerous reserves in southern Arizona. Within Pima County, the Santa Rita Forest Reserve was created in April 1902 to the south of Tucson; the Santa Catalina Forest Reserve, to the north and east of the city, followed in July of the same year. The Forest Reserves were administered initially by the U.S. Department of the Interior, but were transferred to the U.S. Forest Service in 1905 upon the agency's formation under the U.S. Department of Agriculture. Forest Reserves were renamed in 1907 to National Forests. In the following year, several national forests in southern Arizona, including the Santa Rita and Santa Catalina national forests, were consolidated into divisions of a new Coronado National Forest named in honor of the early European explorer of Arizona.

Governmental Form Makers: 1900-1929

- Coronado National Forest
 - Tucson Mountain Park
 - Santa Rita Experimental Range
 - Main Tohono O'odham Nation Reservation
- ## Previously Established
- State Trust Lands
 - San Xavier District-Tohono O'odham Nation
 - 1999 Cities and Towns
 - Major Roads
 - Railroads
 - Rivers and Major Washes
 - Downtown Tucson

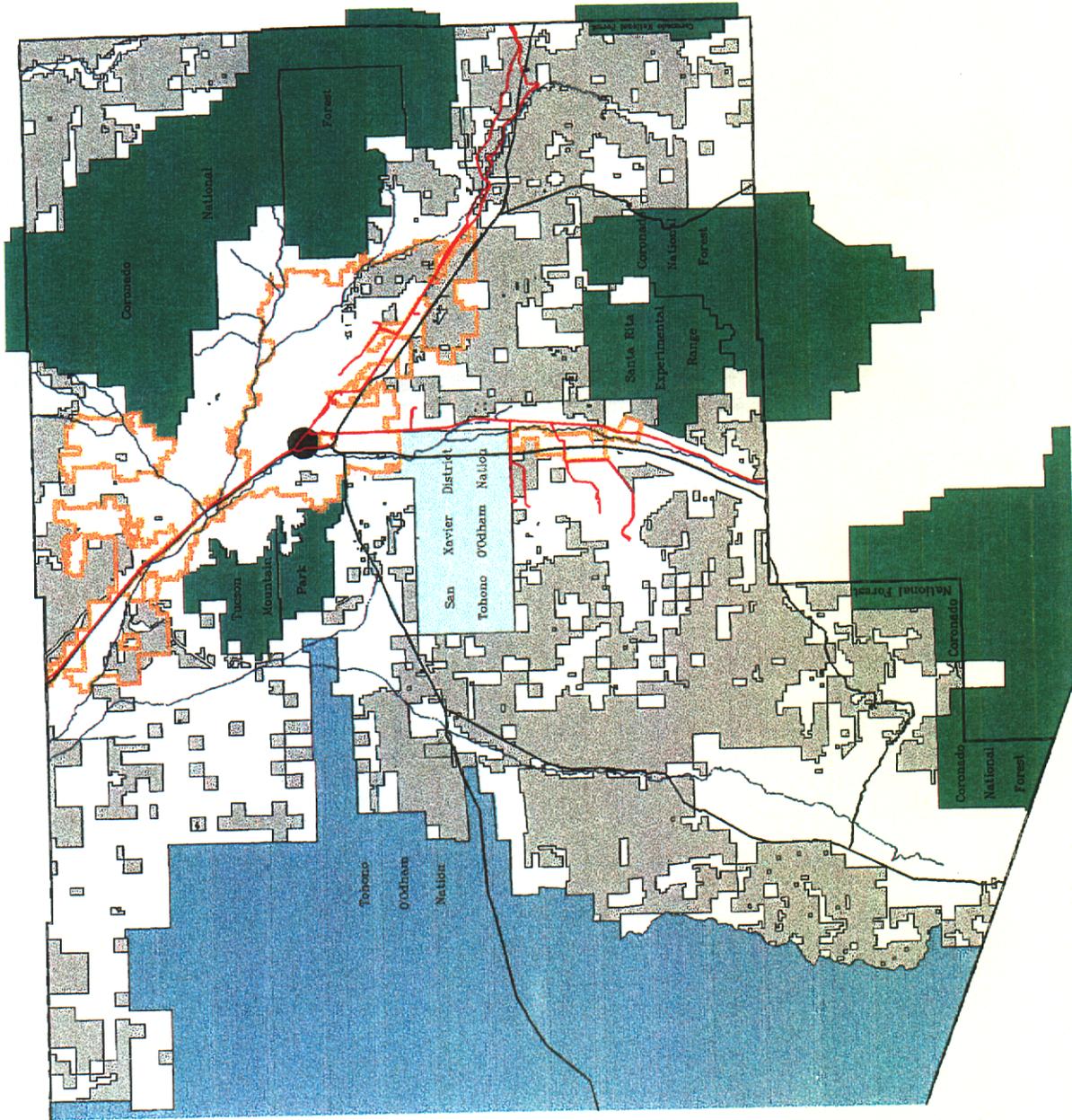
Not to Scale



Figure 5

25-JAN-2000

34



II-D.2.b Santa Rita Experimental Range (1903)

The Santa Rita Experimental Range includes grasslands and mountain foothills lying within the Upper Santa Cruz Valley, between the Santa Rita Division of the Coronado National Forest and the communities of Green Valley and Sahuarita. The State Land Department owns the 53,159 acres and the University of Arizona College of Agriculture administers the site as an experimental range.

The Experimental Range was the first in the United States and was established to protect and research native rangeland and to conduct experiments designed to improve rangeland management and livestock production. The experiments have been with deer as well as cattle, which are permitted by controlled grazing. The accumulated scientific data base on the ecology of the Experimental Range is more complete than that of any other comparable site. The research includes the annual photography, since 1903, of certain spots for vegetation studies. The results have world-wide applicability to other semi-arid grassland regions for the restoration, protection, and management of rangelands.

Scientists with the Agriculture Experiment Station at the University of Arizona in 1901 began initial observations and investigations of the grasslands. The Santa Rita Forest Reserve (see above) included the area upon the reserve's formation in 1902. The Carnegie Institute of Washington in 1903 established the Desert Laboratory at Tucson on Tumamoc Hill near downtown and, as initially designated, the Santa Rita Range Reserve. The U.S. Forest Service assumed administrative responsibility in 1905 of the research area while it was a part of the forest reserve. President William H. Taft formally reserved the majority of the rangeland in 1910 for research, and lands were added in 1925 and 1927 by executive orders.

The Arizona Land Department estimated in 1987 that the development potential of the Experimental Range was worth \$100M. The Department proposed in November 1987 that the federal government exchange the Experimental Range for 150,000 acres of State Trust land, including Catalina State Park and the Buenos Aires National Wildlife Refuge, but public opposition defeated the proposal. The U.S. Forest Service relinquished management of the Experimental Range to the University of Arizona in 1987, after public concerns about the State Land Department's constitutional mandate to maximize the return on State Trust lands. The 1987 legislation which transferred administration of the Experimental Range allows research to continue at the discretion of the State Legislature.

The area surrounding the Experimental Reserve is becoming increasingly popular for development, as demonstrated by the revived Quail Creek project. Pima County designated the Experimental Range in 1998 as a public preserve for purposes of the Buffer Overlay Zone and lands within one mile of the Experimental Range must, under certain circumstances, meet higher standards of development than required by conventional zoning.

II-D.2.c Main Reservation of the Tohono O'odham Nation (1916)

The Main Reservation of the Tohono O'odham Nation totals nearly 2.8 million acres (over 4,300 square miles) and accounts for roughly 97 percent of the area of the Nation's four separated reservations. The Main Reservation dates to 1916, which is after the establishment of the San Xavier (1874) and Gila Bend (1882) reservations of the Nation. The United States-Mexico border divides the Main Reservation, which extends northward for 90 miles from the border into Maricopa County. Its eastern boundary is about 25 miles to the west of downtown Tucson and is considered usually for planning analysis purposes as the west boundary line of eastern Pima County. The "Garcia Strip", a panhandle of the Reservation, extends eastward to within two miles of Tucson Mountain Park.

The Main Reservation is part of the traditional homeland of the Tohono O'odham, a historically mobile and agricultural people who moved between "winter" and "summer" villages to maximize crop production and the harvesting of seasonally available wild foods. The increased settlement and ranching of southern Arizona in the late 19th Century created pressures on the unencumbered use of O'odham land. According to C.L. Sonnichsen, several graduates of the Tucson Indian Training School came together in 1908 as the Good Government League to discuss tribal problems. Over the next several years, they enlisted the help of Indian agencies, the Indian Commissioner, and Arizona Governor George Hunt, to gain title to O'odham land. President Woodrow Wilson issued on January 14, 1916, an executive order creating the "Nomadic Papago Reservation." The new reservation was the second largest in the United States and the last to be established for decades; the reservation gained additional allotments of land in 1931 and 1939.

Ranchers and miners were for decades the only neighbors of the Tohono O'odham. This began to change when the Nation's Tribal Council granted in 1944 the right-of-way to complete the Ajo Highway (State Highway 86) through the Reservation. The highway allowed the Nation all-weather access to Sells and created a direct route between Tucson and the booming mining town of Ajo, which lay 150 miles to the west. The highway also provided convenient access for Tucsonans and winter visitors to Organ Pipe National Monument and the Mexican beach town of Puerto Penasco (Rocky Point). Tourist travel flourished along the route and traveler's service facilities were established in the early 1960s as "Why, Arizona," located at the junction of State highways 86 and 85 (the route from Ajo and Phoenix), and as Lukeville, located at the international border crossing of Highway 85. The Tohono O'odham Nation in early 1999 opened the Golden Ha:san Casino, on State Highway 86 at the west end of the Main Reservation, which provides employment and gaming revenues for the Nation.

The National Science Foundation in 1958 selected Kitt Peak, a mountain at the east end of the reservation which is sacred to the Tohono O'odham, as the site of the first national observatory. The Tribal Council and the Foundation signed a lease on about 200 acres of the peak on October 3, 1958 for an annual fee of \$11,000 and various stipulations regarding the future employment of Tohono O'odham and the sale of Tribal arts and crafts. The Kitt Peak

National Observatory was the catalyst for Tucson becoming a world leader in the optical sciences industry. Tucson and Pima County adopted night-sky protection ordinances in the 1970s to ensure the long-term viability of Kitt Peak and other local astronomical installations. About 500 astronomers and at least 50,000 tourists visit the observatory each year.

Altar Valley, adjacent to the east boundary of the Main Reservation, began a transformation in the 1960s from a ranching district to an ex-urban bedroom community of Tucson. The historic Robles Ranch in the northern Altar Valley had lent its name to the "Robles Junction" intersection of the Ajo and Sasabe highways, but, perhaps prescient of the coming changes, the Pima County Planning Department titled, as the *Three Points Area Plan*, a land use plan adopted in 1969 for the area.

The area plan covered about 70 square miles of ranch and State Trust lands south and east of the intersection of the Ajo and Sasabe highways. The plan recommended one house per acre development with four business "bull's-eyes". By doing so, the plan promoted a low-density bedroom community for Tucson, with a potential population of over 150,000, rather than a self-reliant satellite community, which were then coming locally into planning vogue. A Chicago and Phoenix partnership filed a rezoning request in September 1969, described then as the most expensive ever, to develop 6,480 acres of the Diamond Bell Ranch. The Board of Supervisors approved the rezoning without discussion or public comment. Subsequently, subdivision plats were filed and roads were graded in anticipation of lot sales. However, the market was not there and the project languished for more than 25 years. The rezoning case remains open.¹

The Three Points area today is generally a mix of affordable retiree and family housing, while the remaining ranches farther south in Altar Valley continue a productive ranching tradition. The area has experienced in recent years a boom in low-density residential development, through primarily lot splitting activity, and in rezonings for commercial services.

II-D.2.d Tucson International Airport (1919)

Tucson International Airport (TIA) is located on the south side of the Tucson metropolitan area, south and east of Valencia Road and the Tucson-Nogales Highway. The airport has been at its present location since 1941 and encompasses over 6,000 acres, which are used for airport facilities or reserved as undeveloped aviation safety and noise mitigation buffers. The City of Tucson leases the land for TIA to the Tucson Airport Authority (TAA), a non-profit organization which is not a part of City government. TAA manages both TIA and Ryan Airfield, and its stated mission is to promote air transportation and commerce in Arizona and maintain the airfields and its other facilities.

Tucson is a pioneer community in the history of general aviation; early on, the Saturday Evening Post called Tucson "an ideal place for aviators." An airplane first landed in the city

¹ Co9-69-63

in 1910 and Tucson became in 1915 one of America's first communities to receive mail by air. The Tucson Chamber of Commerce built the nation's first municipally owned airfield in 1919 at the northeast corner of South Sixth Avenue and Irvington Road, now the location of the Pima County Rodeo Grounds. The U.S. Army Air Service began using Tucson Municipal Flying Field in 1925 as a service and refueling stop, and the increase in air traffic necessitated a search for a larger site.

The airfield relocated southeast of the city in 1927 to 1,280 acres, which included a section of land reserved originally for the University of Arizona. Charles Lindbergh, in his *Spirit of St. Louis*, dedicated Tucson Municipal Airfield, which, at the time, was the largest municipal airfield in the United States. The facility, renamed a year later as Davis-Monthan Airfield, provided both civilian and military aviation services. The City turned over the airfield in 1940 to the military, although limited civilian aviation would continue there until after World War II. In the same year, the City of Tucson bought 360 acres due south of the original Rodeo Grounds airfield for the development of a new facility.

The new Tucson Municipal Airport began modest operations in 1941, but, by 1948, totaled about 2,500 acres. The airport shared its facilities with Grand Central Aircraft Company, an aircraft refurbisher, which marked the beginning of the airport's partnership with private enterprise which continues to the present. The Tucson Airport Authority, created by state charter, was organized in 1948 after the City of Tucson requested the Aviation Committee of the Tucson Chamber of Commerce to assume management of the airport. Hughes Aircraft Company set up nearby a manufacturing plant in 1951 and the Arizona Air National Guard relocated to the airport in 1956. Tucson's tremendous growth in the 1950s, and the new convenience of jet-liner air service for business and pleasure travel, resulted in the 1963 opening of the present, and now greatly expanded, airport terminal. TAA began leasing Ryan Airfield in 1951 for the eventual purpose of relieving private small-aircraft traffic at TIA.

Tucson International Airport has a significant influence on local planning and the community. Tucson planning consultant Ladislas Segoe, after evaluating the "new" municipal airport and Davis-Monthan Airfield, noted in his 1943 report, *Aviation and Airports*, that "there is a need, as the community continues to grow, for careful and consistent coordination between airfields and other features of community development." He considered "of urgent concern" the granting of state authorization for county planning and zoning in order to protect the utility and safety of airports and to guide adjacent development.

The Pima County Post-War Planning Board (*see report section IV-D*) facilitated the establishment in 1946 of the Joint Airport Zoning Board, which was composed of two members each from Pima County, City of Tucson, and the then-Town of South Tucson. The Zoning Board attempted to introduce airport zoning in order to protect air approaches and reduce ground dangers in the vicinity of D-M and Tucson Municipal Airport, but adverse public opinion in 1956 finally stopped the effort. The Zoning Board became inoperative shortly thereafter. The Board of Supervisors adopted airport approach zoning regulations in 1963, which established safety clear zones to the airport.

TAA commissioned and released in 1982 an Airport Noise Control and Land Use Compatibility (ANCLUC) study, which recommended air traffic impact mitigation through physical improvements of airport facilities and acoustical treatment programs for affected residences. TAA has also pursued a land acquisition program and developed land-use compatibility policies in support of the ANCLUC findings. The Board of Supervisors adopted new airport environs zoning regulations in 1986, based on ANCLUC and a comparable Davis-Monthan study. The new requirements updated the airport-approach clear-zone requirements and established regulations for the control and mitigation of noise sensitive land uses and for the safe occupancy of allowable nonresidential land uses.

Groundwater contamination by TCE, an industrial solvent used after World War II by Grand Central and other aircraft industries in the area, resulted in the filing of a number of law suits in the 1980s regarding damages to public health. TAA, the City of Tucson, the U.S. Air Force, and the Raytheon Company participate in an environmental cleanup of TCE groundwater contamination under a plan approved by the federal Environmental Protection Agency.

II-D.2.e Tucson Mountain Park (1929)

The Pima County Board of Supervisors' creation of Tucson Mountain Park is the start of Pima County's Mountain Park and Natural Preserve System. The history of Tucson Mountain Park and its built features, such as the Arizona-Sonora Desert Museum and Old Tucson, are discussed more completely in the August 1999 report, *"Mountain Parks and the Sonoran Desert Conservation Concept Plan"*.

C.B. Brown, regarded as the "Father of Tucson Mountain Park", advocated in the 1920s for the withdrawal by the U.S. Department of the Interior of 30,000 acres in the Tucson Mountains from availability for mining and homesteading. The Board of Supervisors designated the Mountain Park in April 1929 and the Department of the Interior shortly thereafter withdrew the area from availability for such claims. During the 1930s, the Civilian Conservation Corps implemented a National Park Service master plan for enhancing the natural and cultural attributes of the Mountain Park and promoting tourism with access roads, trails and recreational amenities. After an ill-fated proposal by the Department of the Interior in 1959 to re-open the Mountain Park for mineral exploration, President John F. Kennedy transferred the northern half of the Mountain Park to the National Park Service in 1961 to create the Tucson Mountain District of the Saguaro National Monument (now Park).

Tucson Mountain Park was a rural preserve at the time of its creation in 1929. Guest ranches and small working ranches dotted the eastern Tucson Mountain foothills, while Avra Valley was sparsely populated with cattle ranches. At that time, the municipal limits of the City of Tucson, with a population of about 32,500, lay five miles to the east of the Gates Pass Road entrance to the park. Tucson Mountain Park established an early growth boundary to Tucson because of its proximity to Tucson's downtown and western suburbs along Congress Street. Brown would later say, "We had no idea of what the future would bring in the way of

development for public use, but we had at least ensured a home for desert wildlife and the preservation of the most beautiful and healthiest stand of saguaro."

Successive Boards of Supervisors and several generations of Tucsonans have carefully guarded the Mountain Park and surrounding area from inappropriate development. The Board in 1962 adopted the *Tucson Mountain Area Plan*, which established a low-density land use policy for the eastern foothills area in order to better protect the Mountain Park. The 1985 plan update specified resource based areas of transition from the Mountain Park, which acted as low density buffers to development farther east. The concept was developed further at the urging of the citizens' Buffers Committee as a zoning tool in 1988 with the Board's adoption of the Buffer Overlay Zone, and as a planning tool in 1992 through the Resource Conservation land-use policy of the *Eastern Pima County Comprehensive Plan*.

Since the failure of the attempt in 1959 to re-open the Mountain Park for mineral exploration, subsequent threats to the integrity of the Mountain Park have come mostly from the growth of metropolitan Tucson. A proposal to run through the Mountain Park a Starr Pass Parkway connecting Anklam Road and 22nd Street with Kinney Road was a casualty of the Tucson freeway battles of the late 1960s. The Board of Supervisors in 1976 designated numerous peaks and ridges in the Tucson Mountains, and eventually elsewhere, as protected from future development, but, in the following year, agreed to a settlement allowing the controversial placement of FM broadcast towers on Tower Peak at the west end of Trails End Drive. A Cat Mountain Reservoir for the Central Arizona Project was proposed a decade later, but then withdrawn after public protest.

A local company floated a short-lived plan in 1985 to run a narrow-gauge railroad tram up Kinney Road from outside of the Mountain Park entrance to the Old Tucson entertainment complex. Pima County Parks Director Gene Laos commented at the time, "Tucson Mountain Park is to be an oasis that will remain as natural as possible. That was the philosophy when the park was created... Like it or not, we'll be another Los Angeles someday, and we want to show some foresight in preserving the park."

II-D.3 Governmental Lands: 1930 - 1959

II-D.3.a Saguaro National Park - East District (1933)

The Rincon Mountain District of Saguaro National Park is located in the southeast area of metropolitan Tucson and encompasses 66,947 acres of mountain foothills at the north end of Rincon Valley. The federal Bureau of Land Management (BLM) owns the park land and the National Park Service administers the area as a national park.

Herbert Hoover, in one of his last acts as President, designated Saguaro National Monument by proclamation in March 1933 and, a few months later, new President Franklin D. Roosevelt transferred administrative responsibility for the National Monument to the National Park Service. The Federal Antiquities Act of 1906 authorized a President to declare by public

Governmental Form Makers: 1930-1959

 Saguaro National Monument East
 Colossal Cave County Park

Previously Established

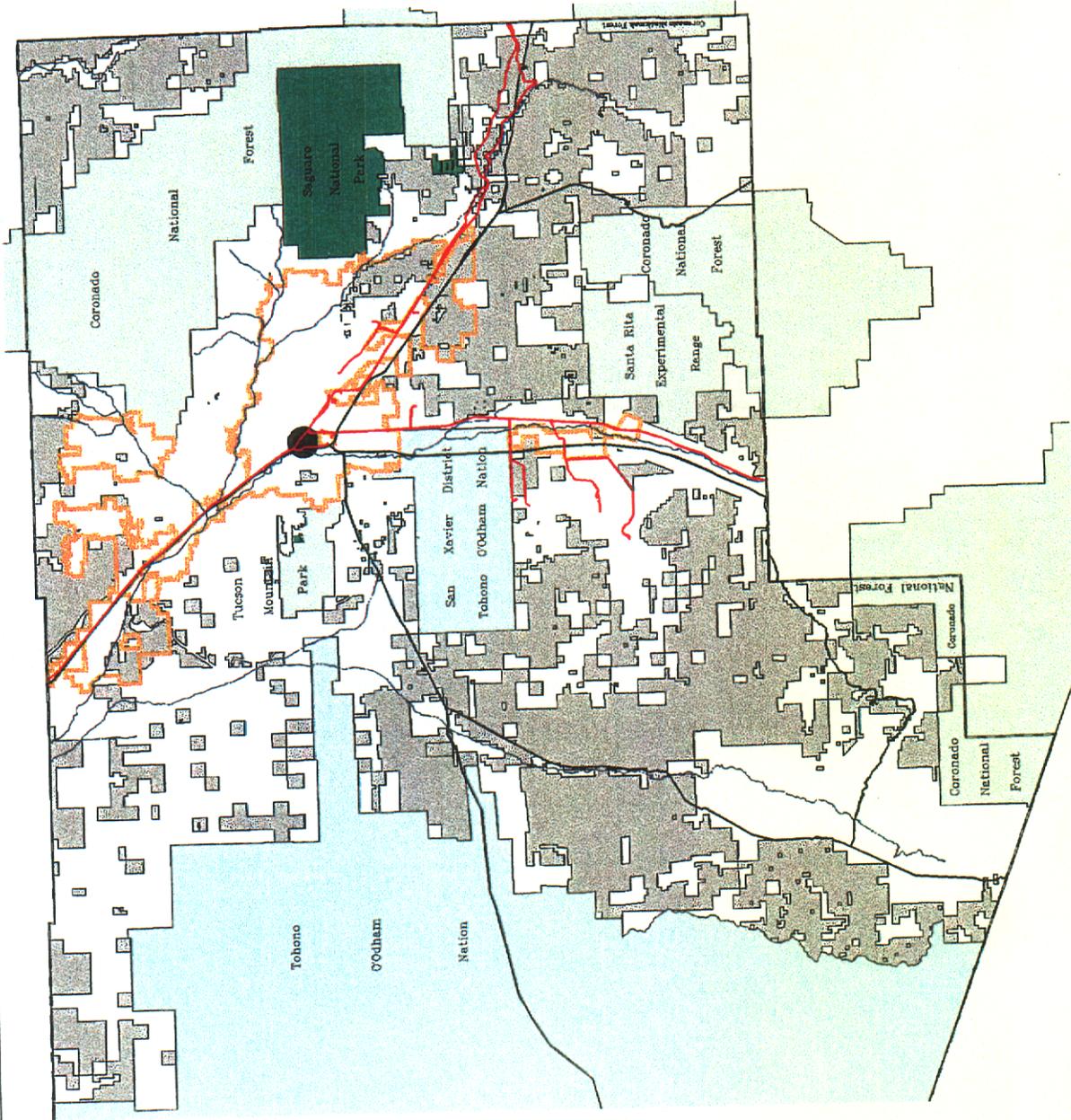
 State Trust Lands
 San Xavier District-Tohono O'odham Nation Main Tohono O'odham Reservation
 Coronado National Forest Santa Rita Experimental Range
 Tucson Mountain Park
 1999 Cities and Towns
 Major Roads
 Railroads
 Rivers and Major Washes
 Downtown Tucson

Not to Scale



Figure 6

25-JAN-2000



proclamation as national monuments landmarks, structures, and other objects of historic or scientific interest situated on lands owned or controlled by the federal government. National monuments are now usually added to the National Park System by an act of Congress.

The general area of the National Park has a history of human settlement dating back possibly more than 10,000 years. Manuel Martinez established the Cebadilla Ranch in the 1870s and farmers, other ranchers, and small mining operations followed Martinez into Rincon Valley. Federal land which would later be proclaimed as the National Monument was reserved in 1902 as part of the Santa Catalina Forest Reserve, later redesignated as a division of the Coronado National Forest. Public concerns were raised during the 1920s over the destruction of saguaro and other vegetation for use as building and landscaping materials, and local residents lobbied for federal protection of the "saguaro forest". Hoover's proclamation in 1933 establishing the National Monument stated that the area was "of outstanding scientific interest because of the exceptional growth therein of various species of cacti, including the so-called giant cactus" and allowed the State of Arizona to select certain areas of the monument for scientific research use by the University of Arizona. National Monument status prohibited mining and logging, and later placed use restrictions on off-road vehicles.

The new National Monument included private lands and grazing leases, which resulted in ownership and boundary disputes which were not resolved until the 1950s, and the grazing of cattle within the National Monument until 1979. Rincon Valley was at the time of Hoover's proclamation a rural area used for ranching, and the Tucson city limits were nearly 20 miles to the west. The rapid post-war growth of the Tucson metropolitan area began bringing urban development closer to the National Monument. Pima County developed in the late 1950s the controversial *Rincon Area Plan* (see report section IV-E.3.c) and the initial *Rincon Valley Area Plan*. The Rocking K Ranch, which lies along the south boundary of the National Monument, changed in use from a working ranch to a sanitarium, and then, to a cotton farm and back again to a ranch.

The Pima County Board of Supervisors in 1970 adopted a revised *Rincon Valley Area Plan*, which envisioned development of the area as a relatively self-contained satellite community to Tucson. Although the two industrial parks proposed by the new plan did not come to fruition, certain areas along Pantano Wash were rezoned in accordance with the plan, subdivided and developed as relatively low-density bedroom neighborhoods to Tucson. An owner rezoned areas of the Rocking K Ranch in 1970 for initial development of the ranch and, in 1971, the City of Tucson contemplated briefly a ten-mile "strip" annexation of the ranch.

Rincon Valley started a gradual process of development in the 1970s, through the recordation of estate lots within the X9 Ranch in the northeastern corner of the Valley, the growth of the bedroom neighborhoods near Pantano Wash, and the establishment of lot-sales areas adjacent to Rincon Creek, near Rancho del Lago, and around Pistol Hill at the south end of the Valley. Indicative of the changing character of the area, Pima County formulated a third iteration of the *Rincon Valley Area Plan* in the late 1980s in anticipation of the rezoning of Rocking K Ranch. The Board of Supervisors adopted the new area plan in April 1989 over objections

by residents to potential development impacts on the biological and scenic attributes of the area, future groundwater availability, lifestyles of area residents, and traffic management, among other issues.

The initial Rocking K Specific Plan was filed in late 1988 for rezoning of the ranch and associated properties, including 760 acres of State Trust land. The specific plan proposed a mixed-use community of up to 10,000 residences on 6,327 acres located on both sides of Camino Loma Alta, generally north of Old Spanish Trail. The proposed specific plan became extremely controversial in 1989 over issues first identified with the new *Rincon Valley Area Plan*. The Board of Supervisors continued the November 1989 public hearing on the specific plan after an alleged bomb threat was received, and the rezoning application was withdrawn shortly afterwards. The Board approved in December 1990 a second, smaller Rocking K Specific Plan, which allowed up to 5,672 dwelling units and other land uses on 5,087 acres. Key elements of the Board's approval of the specific plan were accompanying draft agreements with the ranch ownership regarding resource conservation and the provision of infrastructure for the area.

The resource conservation agreement, implemented in 1991, required the developer to assist in the establishment of the Sonoran Institute, a tax-exempt umbrella organization established for the purposes of promoting community-based strategies for ecological stewardship and, through its Rincon Institute, the development of environmental and other science research programs using Rocking K and Rincon Valley. The infrastructure development agreement scheduled sequential transportation and wastewater management improvements, which were tied to thresholds of development during the specific plan's implementation. Key aspects of infrastructure development addressed within the agreement included the de-emphasis of Old Spanish Trail north of Rincon Creek, construction of a bridged Valencia Road extension over Pantano Wash that avoids Rincon Ranch Estates, and the extension of regional sewer lines to serve the proposed development.

After the specific plan's approval in 1990, a broad-based coalition, including public officials, environmental groups, the ranch ownership, and the Rincon Institute, sought the approval of Congress for expansion of Saguaro National Monument. Congress designated portions of Rocking K Ranch, X9 Ranch, and selected other lands east of Camino Loma Alta in 1994 as an expansion area of the National Monument for its federal protection and eventual acquisition. President Bill Clinton signed legislation in October 1994 which added 3,460 acres to the Rincon Mountain District and elevated Saguaro National Monument to a National Park, the third in Arizona. National Park status confers a higher level of national recognition on areas possessing nationally significant natural, cultural, or recreational resources. The Manning Cabin, located within the National Park, was listed in March 1975 on the National Register of Historic Places and the Rincon Mountain Foothills Archaeological District was added to the Register in October 1979.

Rincon Valley has entered another transitional phase of its development. The Arizona Senior Academy, a continuing care retirement community and center for the advancement of learning, began construction in the summer of 1999, the first development within the Rocking K Specific Plan. The Board of Supervisors has approved, within the last year, three Rincon Valley rezonings totaling 1,483 acres, which will add 964 residences in low-density subdivisions. The three developments, one south of Rocking K and the other two northeast of Old Spanish Trail and Camino Loma Alta, will provide significant links in the regional open space, trails, and bicycling systems, but the two eastern projects are to be served by individual septic systems rather than by a public sewerage system. Many new homes are being added in the lot sales areas through land made available by further lot-splitting of properties.

II-D.3.b Davis-Monthan Air Force Base (1940)

Davis-Monthan Air Force Base (D-M) is a major physical, economic and community presence in the Tucson metropolitan area dating to 1927. D-M is a military aviation training and defense facility encompassing 16.82 square miles, which were annexed in 1986 by the City of Tucson. More than 5,000 decommissioned military aircraft are mothballed in the Aerospace Maintenance and Regeneration Center (AMARC), an auxiliary base facility known locally as "the boneyard". The Air Force Base has a transient military population of 6,000, in addition to 1,700 civilian employees, and is one of Tucson's largest employers.

D-M is named after Army Lieutenants Samuel H. Davis and Oscar Monthan, two Tucsonans and World War I era pilots who died in separate military aircraft accidents in the early 1920s. The U.S. Army Air Service began using Tucson's municipal Rodeo Grounds airfield in 1925 as a service and refueling stop and the City of Tucson soon acquired 1,280 acres for a larger airfield site southeast of the city. The Army Air Corps considered developing its own air base in the Tucson area, but the plan was abandoned when the new municipal facility was built in 1927 in accordance with Corps design guidelines. The new Tucson Municipal Airfield was renamed the following year as Davis-Monthan Airfield.

The federal government took command of Davis-Monthan Airfield in 1940 and the Army expanded Tucson Air Base, as it was now called, after the American entry into World War II. It became a key aviation training facility for the military and thousands of enlisted personnel spent an early part of their tours of duty in Tucson. The Tucson region between 1940 and 1945 added over 25,000 new residents, a roughly 45 percent increase in population, in good part due to the military personnel and war-time construction and defense industry employees. Many stayed at the end of the war to become permanent residents of Tucson. The Army Air Force designated a portion of the base in 1945 as a storage facility for decommissioned aircraft; D-M was at a "virtual standstill" by the following spring, with only 279 military personnel on base.

A group from the newly created post-war Strategic Air Command in May 1946 began the base's resurgence into its present form. Increasing air traffic conflict between military and remaining civilian operations at the air base closed D-M to civilian aviation by 1948. Various Air Force wings and divisions were assigned during the 1950s to D-M, indicative of the base's strategic significance in the era's Cold War climate. D-M was assigned in 1962 the 390th Strategic Missile Wing, which was responsible for the maintenance and preparedness of the eighteen Titan II Intercontinental Ballistic Missiles which would eventually ring the Tucson region. The unit was deactivated in 1984 and all Titan II missiles but one in Green Valley were destroyed (the remaining silo is now a museum). The base served other missions as well, including a wing of U-2 strategic reconnaissance aircraft from 1963 until 1976. The base returned to its training missions in 1964, which have continued since then.

Davis-Monthan Air Force Base, including its earlier use as a municipal airport, has had a substantial impact on land use and transportation planning for metropolitan Tucson. Planning consultant Ladislas Segoe (*see report section II-D.2.d*) in 1943 called for "careful and consistent coordination" between airports and community growth and noted that airports tended to depress residential property values. He believed that urbanizing areas north of D-M needed to have "proper controls" on development to minimize future safety and use conflicts, but anticipated only "low density desert homesteads", apparently not requiring such "controls", to the south and east. His recommendation was implemented in 1969 with the Board of Supervisors' adoption of airport approach zoning regulations for the D-M area.

Segoe expected that the military use of the airfield would be "permanent" and, noting the large number of vehicle trips to and from the air base, proposed a system of thoroughfares connecting it to other Tucson centers of activity. He recommended specifically a north-south thoroughfare on the Wilmot Road alignment, running along the east side of the air base, which would link Tucson's northeast side with U.S. Highway 80 (Tucson-Benson Highway) and, via either Golf Links or Los Reales roads, with the new Tucson Municipal Airport. Pima County implemented some of his recommendations in the early 1980s with a series of controlled-access arterial roadway improvements of Valencia Road, Golf Links Road, South Alvernon Way, and the Aviation Corridor interchanges with the latter two roadways.

D-M totaled 3½ square miles of land when Segoe completed his report. The air base later enlarged its reserve to accommodate its stepped up mission, including by expansion eastward across Wilmot Road for the AMARC ("the boneyard") and the Poorman Gunnery Range. An extension of Kolb Road became the choice for a new north-south arterial roadway, but local officials were unsuccessful for decades in securing an agreement with the Air Force for a route through D-M. Conrad Joyner, a former member of both the Tucson City Council and the Pima County Board of Supervisors, was instrumental in eventually achieving the agreement and, in 1984, Pima County completed the Kolb Road Extension through D-M.

The area surrounding D-M has been urbanizing steadily since the end of World War II. Master planned communities within the City of Tucson, such as Rita Ranch and Civano, are being developed in Segoe's "homestead" areas to east and southeast of D-M. The areas to the

south and southwest of D-M have generally been for nonresidential uses which are compatible with City and County airport environs zoning regulations. There is a growing trend in the area for new recreational vehicle parks located outside of the airport environs zoning boundaries. A concern in recent years with the possible closure of the air base has generated proposals to realign Valencia Road in order to allow for a new, more compatible, D-M runway. At the moment, base closure and the Valencia Road realignment do not appear to be likely.

II-D.3.c Colossal Cave Mountain Park (1944)

Colossal Cave Mountain Park has a rich ancient and Western history of fact and lore. The Mountain Park consists of 2,038 acres located in and around Posta Quemada Canyon in the far southeastern portion of Rincon Valley. The area is adjacent to the Coronado National Forest and is about 1 ½ miles north of Cienega Creek Natural Preserve. The Mountain Park is composed of private lands and lands owned by Pima County, including La Posta Quemada Ranch. The Pima County Parklands Foundation has administered the Mountain Park since 1991.

The Mountain Park acquires its name from the natural cave formation which is the cornerstone of the park. The cave and adjacent sites provide evidence of human settlement dating back to over 1,000 years and, along with La Posta Quemada Ranch, were listed in July 1992 on the National Register of Historic Places as the Colossal Cave Preservation Park Historic District. The area was ranched for an extended period of time and, at one point, was a part of the Empire Ranch (*see report section II-D.4.e*). Colossal Cave was rediscovered in 1879 and popularized as a tourist attraction beginning in 1917. The cave and adjacent lands went into private ownership in 1922 upon the filing of mining claims, but the leases were relinquished in 1934 to the State of Arizona to allow federal assistance in site improvements.

Pima County began leasing Colossal Cave from the State in 1944 and has subleased it to the present operator since 1956. A series of cattle companies and investment firms owned the adjacent La Posta Quemada Ranch after its sale in 1928 by the Vail family. At one point the ranch totaled nearly 33,000 acres of owned and leased land. Plans for developing the ranch area included a proposal in 1975 to develop the property as a residential ranch resort and a plan quickly defeated in 1987 to develop an outdoor entertainment amphitheater.

Pima County initiated a series of land acquisitions in 1989 to protect the recreational, biological and cultural resources of the area. The Board of Supervisors purchased 470 acres of the La Posta Quemada Ranch, including the ranch headquarters, and about 116 acres in other ownership. The Board expanded ownership in 1991 with the acquisition of the 495 acres leased since 1944 and an additional 718 acres. The Board designated the holdings in 1992 as Colossal Cave Mountain Park and assigned Mountain Park administration to the Pima County Parklands Foundation.

Governmental Form Makers: 1960-1989

- Tortolita County Park
- Catalina State Park
- Saguaro National Monument West
- Empire/Cienega Resource Conservation Area
- Buenos Aires National Wildlife Refuge

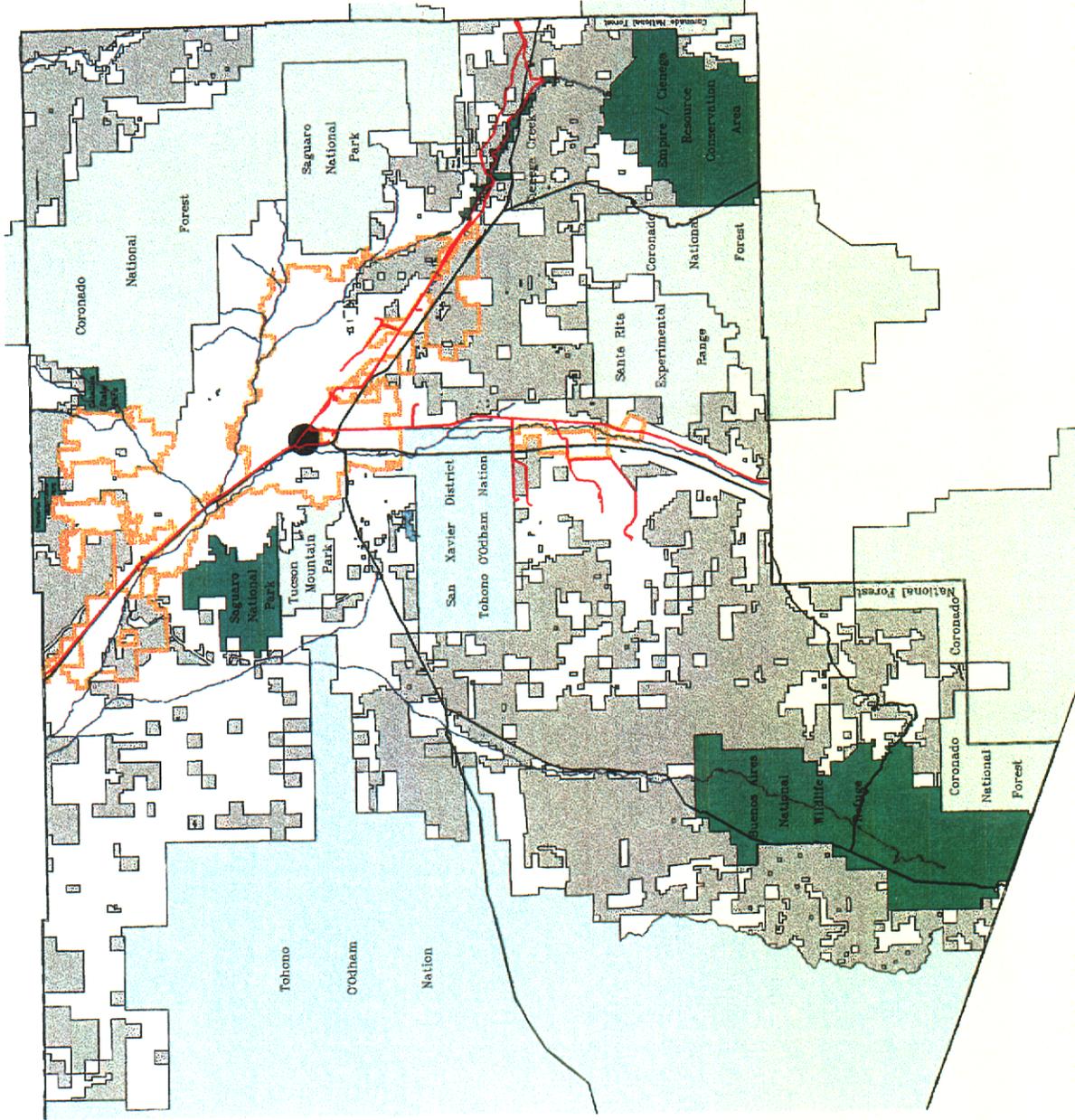
Previously Established

- State Trust Lands
- San Xavier District-Tohono O'odham Nation
- Tohono O'odham Reservation
- Coronado National Forest
- Santa Rita Experimental Range
- Saguaro National Park East
- Tucson Mountain Park
- Colossal Cave County Park

- 1999 Cities and Towns
- Major Roads
- Railroads
- Rivers and Major Washes
- Downtown Tucson
- Not to Scale



Figure 7



II-D.4 Governmental Lands: 1960 - 1989

II-D.4.a Saguaro National Park - West District (1961)

The Tucson Mountain District of Saguaro National Park covers over 24,000 acres of the northern end of the Tucson Mountains. The federal Bureau of Land Management (BLM) owns the land and the National Park Service administers the area as a national park. The area was a part of Pima County's Tucson Mountain Park from 1929 until 1961, when President John F. Kennedy transferred 15,360 acres from the jurisdiction of the U.S. Department of the Interior to the National Park Service in order to create the District.

As late as 1955, Pima County had title to only 1,600 acres of the 30,000 acres designated in 1929 as Tucson Mountain Park. The rest were lands leased from the BLM and State Trust lands. Pima County's acquisition program entailed the purchase of one section of land a year, which extended the completion of park land acquisition to as late as 1999.

While the federal government sold land to Pima County with the stipulation that it be used for recreational purposes, it also reserved the right to determine land use for 25 years after the purchase. In early 1956, the Banner Mining Company requested from the Board of Supervisors an extension of a copper mining lease for several parcels adjacent to Wasson and Amole peaks. The Pima County Director of Recreation, Gilbert Ray, opposed the request, but, after hearing a report from County Engineer Walter A. Burg in May 1956, the Board withdrew its objection to the petition to reopen to mineral entry the Banner properties.

A public controversy over the leasing ensued and lasted for more than three years. Pima County's Parks and Recreation Committee (sic) recommended unanimously in the summer of 1956 against the further opening of park lands for mineral exploration, and proposed instead that access and development of existing claims be renegotiated as necessary. The U.S. Department of the Interior ordered in 1959 the opening of about 7,600 acres to mineral exploration, thereby granting Banner's request. In September of that year the Board reversed its 1956 position by adopting a resolution "urging [the BLM] to rescind" the prior order. The following month, at a large public hearing in Tucson, local Congressman Stewart Udall promised that he would pursue federal legislation to protect the park. The Department of Interior in December 1959 withdrew its order approving mining in the park. Udall was named U.S. Secretary of the Interior the following year in the new Kennedy Administration.

The Department of the Interior formulated over the next year a plan to transfer the northern half of Tucson Mountain Park to the National Park Service and to allow Pima County to continue title acquisition of the southern half. The Board of Supervisors approved the plan in June 1961 and, in November, President Kennedy ordered the establishment of 15,360 acres as the Tucson Mountain District of the Saguaro National Monument. In 1994, Congress elevated the status of both districts from a National Monument to a National Park in recognition of their wide variety of attributes, including significant historic assets.

The National Park Service conducts an active program to consolidate and add holdings to the park; over 5,300 acres were added in 1976 alone. However, maintaining the integrity of the park is an increasing challenge to the National Park Service because of the park's proximity to Tucson. Unincorporated Picture Rocks on the west side of the park has, in the last 15 to 20 years, grown from a semi-rural settlement into a bedroom community of Tucson. The National Park Service maintains Picture Rocks Road, an old route across the Tucson Mountains later intended for tourist access, through the park. The road now functions as a commuter route, connecting the community of Picture Rocks with Marana and Tucson. A National Parks Service draft management plan for the park in 1987 proposed to close Picture Rocks Road within the park to through traffic. Picture Rocks community concerns about emergency response and travel times defeated the proposal, but the issue periodically resurfaces.

II-D.4.b Catalina State Park (1983)

Catalina State Park is the only park of the Arizona State Parks system, established in 1957, located within Pima County. Arizona State Parks administers Catalina State Park, which totals 5,511 acres in the western foothills of the Santa Catalina Mountains adjacent to the Coronado National Forest and the Town of Oro Valley. Arizona State Parks owns 19 acres of the park, while the remainder of the park is federal land administered under the Santa Catalina Ranger District of the Coronado National Forest.

The land comprising Catalina State Park has a long history of human occupancy and land management. An area adjacent to Romero Wash is noted on early maps as the site of Pueblo Viejo, the remnants of major Hohokam farming settlements dating back as far as 1,500 years, and is alleged to be the location of the legendary Spanish-era "Lost Mission of Ciru". Francisco Romero established Rancho Romero, a cattle ranch of about 4,100 acres, in the 1840s and built the main ranch house on top of the pre-historic ruins. The site is now known as the Romero Ruins, which are a part of the Sutherland Wash Archaeological District listed in 1988 on the National Register of Historic Places. Rancho Romero passed through several ownerships, which farmed and ranched beef cattle, until being bought in 1972 by a Tempe-based investment and development company.

By the time Ratliff-Miller Investment Company acquired Rancho Romero, Oro Valley and other Northwest areas were being rapidly subdivided, while the residential market for larger lots was nearly saturated at the western end of the Catalina foothills. The urban development of the Tucson metropolitan area had historically been toward both the north and the east, but much of the post-World War II growth was directed to the eastside because of lesser topographic and drainage constraints. Ratliff-Miller saw an opportunity to develop a new market with a master-planned community which was "intended to accommodate community-oriented goals of [Pima] County's satellite community concept". Local planners proposed satellite communities in the early 1970s as a regional planning strategy for curtailing urban expansion by ringing Tucson with new, generally self-reliant, communities separated by "green belts" of open space.

Ratliff-Miller filed a request with Pima County in August 1972 to rezone 4,271 acres of Rancho Romero for a mixed-use development with a potential population of 17,000, to be supported by various service, recreation, and employment areas. The initial site plan designated about one-third of the site as either "open green belt and parks" or "open space", and utilized the contemporary planning principles of clustering development, setting aside environmentally sensitive areas, and locating services and employment in close proximity to residential markets.

The public reaction to the development proposal was strong and passionate. Pima County officials received thousands of letters and signatures of protest, which objected to, among other issues, the despoilment of scenic and biological site attributes, depletion of ground water reserves, and the threat of development impacts on Pusch Ridge's remaining herd of 40 to 90 desert bighorn sheep. One Tucsonan wrote,

"We don't know what the future will bring, but let us not -- we who are here and now -- have any part of wreaking ruin to a gem of a natural area. How often has someone said, 'Why did 'they' ever let that happen' in speaking about some such lamented occurrence. We are the 'they' right now."²

Pima County planning staff sent a letter on May 1, 1973, to state representative Charles W. King, requesting "formally" that Rancho Romero be considered for designation as a state park, a move which was supported by numerous environmental and recreational interest groups. John Ratliff, the intended developer, commented that the ranch should be acquired quickly because he believed that he still offered the best use of the site. King submitted the request to the State Parks Department, but the State Parks Board refused to authorize a feasibility study on acquisition. In August, the Pima County Planning and Zoning Commission recommended approval of a scaled down plan.

After a packed public hearing on September 4, 1973, the Board of Supervisors unanimously denied the rezoning. Ratliff stated during the hearing that, if the rezoning request was denied, he would develop the site in conformity with the GR and SR zoning, the latter of which at the time allowed apartments along Oracle Road and other state highways. Afterwards, he said that public purchase was now a far more attractive option. A newspaper editorial commented later that the denial of rezonings was insufficient protection for environmentally sensitive lands and called for an inventory of Pima County's "unique areas" for possible acquisition as parks or wildlife refuges through state or federal assistance.

Numerous acquisition strategies were proposed after denial of the rezoning. They included the outright purchase by Pima County of the ranch and adjacent properties; a cooperative purchase among private groups and the County, state and federal governments; the swapping of State Trust land more suitable for development in exchange for the ranch and other privately owned land; and, condemnation by the County.

²

Judith C. Wilder, letter of August 23, 1973, to Board of Supervisors

The following spring the Arizona Legislature passed a bill which established on May 1, 1974, about 14,000 acres, extending into Pinal County and including Rancho Romero and the adjacent Rail N Ranch, as Catalina State Park. Voters had approved \$4.5M of open space bond money for land acquisition in February, but the Board took the position that the money would not be used unless all land swap possibilities failed. Ratliff also owned about 4,500 acres, known as Rancho Vistoso, on the west side of Oracle Road from Rancho Romero.

After protracted negotiations, the Board agreed in April 1975 to acquire about 2,650 acres of Rancho Romero and the Rail N Ranch with bond money and exchange the land to the State Land Department for State Trust holdings in the Tucson Mountains and adjacent to the County Fairgrounds. Ratliff began discussions leading to the eventual exchange of his remaining portion of Rancho Romero for State Trust holdings adjacent to Rancho Vistoso and Oracle Road. The land exchanges were concluded by 1981, and on May 25, 1983, Arizona Governor Bruce Babbitt dedicated the park as "a large open space right in the path of development." The Arizona Supreme Court ruled in 1990 that the Arizona Legislature lacked constitutional authority to permit exchanges of State Trust lands.

The State Land Department was under great pressure in the late 1980s to sell State Trust lands "right in the path of development". Catalina State Park was vulnerable because it cost Arizona State Parks the highest fee of all its parks, its land value was to be re-appraised in 1989, and the land would be put to auction upon expiration of the Parks lease in 2006. The State Land Commissioner said that "no park is for sale", but the public feared that there might not be a choice. The State Land Department negotiated subsequently a land trade with the U.S. Department of the Interior which placed Catalina State Park under the higher level of federal protection. The U.S. Forest Service and Arizona State Parks executed a twenty-year "Special Use Agreement" allowing State Parks to continue managing the park.

II-D.4.c Cienega Creek Natural Preserve (1986)

The Pima County Board of Supervisors established Cienega Creek Natural Preserve in 1986 as the first natural preserve within Pima County's Mountain Park and Natural Preserve System. Cienega Creek Natural Preserve comprises 3,979 acres of the Cienega Creek basin and is located in the far southeastern corner of Rincon Valley, about 1 ½ miles south of Colossal Cave Mountain Park. Cienega Creek is a link of the Cienega Creek/Pantano Wash/Rillito River stream system which runs for over 30 miles from the southeast corner of Pima County to the Santa Cruz River. The headwaters of the stream system are preserved as the Empire-Cienega Resource Conservation Area (*see report section II-D.4.e*). The Pima County Flood Control District owns the Natural Preserve in furtherance of its mission of flood control and resource protection. The Pima County Parks and Recreation Department manages the park as a limited access public resource.

Cienega Creek Natural Preserve derives its name from *cienega*, which is reflective of the Natural Preserve's high quality riparian environment. A segment of Cienega Creek within the preserve has been designated as a "Unique Water of Arizona" because of the significance and

quality of the water flow. The area of the Natural Preserve, as with other area river basins, provides evidence of long-term, pre-historic human settlement due to the historically abundant surface water flow. The Butterfield Overland Mail stage line established briefly a stage stop in 1858 at "Cienega Springs", which was reactivated, for a while longer after the Civil War, by new stage line operators. The Southern Pacific Railroad built its transcontinental line in 1880 adjacent to Cienega Creek and was followed by the competing tracks of the El Paso & Southwestern Railroad. The area of the Natural Preserve, at one point, was a part of the 1,000 square miles of the Empire Ranch.

The Cienega Creek basin allowed for early automobile passage between Tucson and Benson, and the route became eventually a part of U.S. Highway 80. The present Interstate 10 bypass was constructed in the early 1950s and the historical route is now known as Marsh Station Road (the Cienega Bridge was added in 1988 to the National Register of Historic Places). The railroad and highway encouraged the settlement of the Vail area during the 20th Century. The small community of Vail, founded as a distribution center for mining supplies, is located near the west end of the Natural Preserve and the remains of Pantano, an abandoned railroad-stop townsite, are within the east end. Motorola Corporation used Rancho del Lago, located downstream of the Natural Preserve, as a corporate retreat in the 1940s and 1950s.

Vail and the Cienega Creek area have been contemplated for development for decades. RCA Corporation's intent in 1959 to open an electronics engineering facility south of Vail triggered the development of the *Vail-Posta Quemada Area Master Plan*, a proposed satellite community with a potential population of 100,000 (*see report section IV-E.3.d*). The plan envisioned the Cienega Creek area as an industrial corridor because of its proximity to the railroad and highway. The plan remains in effect today and grants to properties specific zoning for implementation of the plan. The Board of Supervisors rescinded the industrial designation of the Cienega Creek Natural Preserve portion of the plan in 1987, but adjacent lands continue to have industrial and other urban zoning approvals.

The Board approved several rezonings in the 1960s and 1970s for developing Rancho del Lago, but preliminary work on project development stopped in October 1983 because of significant flood damage to the property. The Board rezoned 1,782 acres of Rancho del Lago in 1989 to the *Vail Valley Ranch Specific Plan*, which allowed a mixed-use development with up to 5,500 homes. Pima County and the property owner reached agreement in 1992 on a land exchange which added 200 acres to Cienega Creek Natural Preserve.

A new owner has recently resumed development of Rancho del Lago through the approved specific plan and the project will, likely, be a turning point for the area's present, semi-rural character. The Vail area is experiencing a development boom through recent rezonings for low-density residential development (some of which repealed old *Posta-Quemada Plan* rezonings) and lot splitting activity.

II-D.4.d Tortolita Mountain Park (1986)

Tortolita Mountain Park is one of the very few public preserves within Pima County which have not been designated in recent years as a consequence of imminent development. The Mountain Park, at present, is composed of nearly 3,450 acres of the Tortolita Mountains, which straddle the Pima-Pinal county line to the north of the towns of Marana, Tortolita, and Oro Valley. Pima County acquired the land and established Tortolita Mountain Park in 1986, after voters that year authorized bonds for open space acquisition. The Board has subsequently expanded the original Mountain Park through the acquisition of additional land. Pima County owns and manages Tortolita Mountain Park.

The Mountain Park land is a part of the ranching tradition of southern Arizona through its prior use for grazing. A small herd of about 15 feral horses still roams the Tortolita Mountains, a tangible link to the area's ranching heritage, and the Board of Supervisors in 1999 acquired the 220-acre Carpenter Ranch in Pinal County as an addition to the Mountain Park.

Ranching remains the predominant land use activity to the west, north and northeast of the Mountain Park, but, to the south and east, the Mountain Park is adjacent to metropolitan Tucson's most recent large developments. The master-planned Dove Mountain community, located within the Town of Marana, is contiguous to the southwest portion of the Mountain Park, and recent phases of Rancho Vistoso, within the Town of Oro Valley, are to the southeast. A complicated series of land exchanges during the 1970s led to the release of Rancho Vistoso for development in exchange for the preservation of Rancho Romero as Catalina State Park (*see report section II-D.4.b*). The community of Catalina to the east of the Mountain Park has experienced tremendous growth in the last 15 to 20 years, both on its own merits and as a commercial services center for Rancho Vistoso and for the Saddlebrooke and Oracle communities within Pinal County.

II-D.4.e Empire-Cienega Resource Conservation Area (1988)

The federal designation in June 1988 of the Empire-Cienega Resource Conservation Area, as with Catalina State Park, is the aftermath of a proposal to develop a satellite community on ranch land. The federal Bureau of Land Management (BLM) owns and administers the Empire-Cienega RCA, which totals about 45,000 acres of ranch lands located in southeastern Pima County and northeastern Santa Cruz County near the headwaters of Cienega Creek. The Empire-Cienega RCA encompasses the Empire and Cienega ranches, along with portions of the Rose Tree Ranch.

The land forming the Empire-Cienega RCA shows evidence of human settlement for over 2,000 years. Spanish settlers ran the Rancheria Sonoita in the 17th Century and, since then, cattle have grazed the ranch. Englishman and former Pima County Supervisor Walter L. Vail, along with two early English investors, acquired the remaining 160 acres of the ranch in 1876 and, by 1905, he had expanded the Empire Ranch, once facetiously known as the "English

Boys' Outfit", to over 1,000 square miles of Pima and Santa Cruz counties through proceedings from his investment in the Total Wreck silver mine.

The Vail family ran the ranch after his death in 1906 until 1928, when they began to convey the ranch to other ownerships. John S. Greenway established the Cienega Ranch in 1949 out of a portion of the Empire Ranch. A cattle company headed by Frank S. Boice sold the remaining 27,000 acres of the Empire Ranch in 1969 to Gulf American Corporation from Florida, soon to be GAC Properties, Inc. of Arizona. The company quickly added the Hummel and Hammond ranches in Santa Cruz County to its portfolio, as well as nearly 11,000 acres worth of State Land grazing leases.

GAC earned a reputation in the late 1960s for hard-sell, speculative land sales with the 55,000-acre Rio Rico development north of Nogales in Santa Cruz County. Prospective buyers were flown in (13,400 "tourists" in 1969 alone) and bussed to Rio Rico from other parts of the country and Europe as part of a nationally advertised vacation promotion, and many bought "ranchette" lots in the development. GAC hoped to sell out the project by the start of 1971, but lawsuits were filed and bankruptcy followed. A federal judge ordered GAC in 1974 to provide for legal access and infrastructure improvements in Rio Rico when needed for future development.

GAC's California planning consultants first approached Pima County planning staff in December 1969 about development of the Empire Ranch. Pima County concerns with the tenor of Rio Rico's development instigated a joint meeting the following March between the Pima County and Santa Cruz Boards of Supervisors. At the meeting, the supervisors directed GAC to file a bi-county regional land use plan before rezoning and agreed to jointly plan infrastructure improvements and establish uniform development standards. A GAC suggestion to adjust the county line in order to accommodate development was apparently not agreeable to the Supervisors.

GAC submitted a proposed *Empire-Sonoita Regional Land Use Plan* shortly thereafter for over 90 square miles straddling the county line. An early iteration of the plan suggested a population of 180,000, predominantly in single-family residences, to be served by 32 elementary schools and 12 middle and high schools. The plan report stated that the satellite community's "industrial employment potential is limited" because of its "remote area", but the plan did provide for two square miles of employment uses at the headwaters of Cienega Creek. The report noted that open space was "a key element" of the plan "if the future development of the area is to maintain an equilibrium with its natural ecology" and noted that over 20 percent of the plan area would be devoted to open space, which would include "schools, parks, neighborhood and village centers." The plan recommended an "agricultural reserve" of 820 acres on the Stoddard Ranch, a "bird reserve" of about 100 acres for the Botteri sparrow, and an 80-acre fairgrounds. The report assumed a complete reliance on automobiles with trip destinations "entirely" away from the development. To serve the estimated 17,900 trips per hour, the report suggested that a "new freeway down the Cienega Creek Valley to Interstate 10 would save considerably on travel time to Tucson."

GAC filed requests with Pima County for implementing community plans and rezonings without waiting for area plan approval by the Boards of Supervisors. At the June 1970 public hearing by the Pima County Planning and Zoning Commission, GAC representatives stated that the history of GAC was not to "come into an area, sell all the land and get out." They reported that there was a demand for the land as residential and retirement housing. Supporters declared it to be a good plan, but opponents expressed concerns with, among other topics, ground water availability, night-sky protection, and the insufficiency of a bird sanctuary as planning for area wildlife. The Anaconda mining company cautioned that it intended to start up an open-pit mine in the area at some point in the future.

The plans and rezonings were tabled for technical reviews to address, as stated by one critic, the "long term consequences" of rushed subdividing, the "monotony" and problems associated with predominantly low-density development, ground water draw-down, erosion of grasslands, and flood control at the headwaters of the Cienega Creek/Pantano Wash/Rillito River stream system. One group suggested that Pima County prepare a cluster ordinance in order to reserve greater quantities of open space in developments.

The renamed *Empire Ranch Area Plan* became one of the first great Pima County development battles in the new era of environmental and community activism. The Vail School District asked that the small portion of the plan affecting the district be deleted because the development would cause an "an undue hardship". A Tucson official was quoted as saying that development of the ranch was "inevitable and should pose no great water problem to Tucson."

Area residents and ranchers organized into the Sonoita Valley Citizens Committee to oppose the plan. The Tombstone Epitaph editorialized in response that they could not expect that, "because they were there first that they have a god-given right to remain isolated", and a Tucson newspaper felt that "the very size of most of their holdings will protect them." Tucsonan William "Ben" Franklin placed a full-page advertisement in the Tucson Daily Citizen soliciting public opinion on the development (the responses were mostly negative). In the midst of the debate, Anaconda announced its plans for the open-pit mine across the Sonoita Highway from the Empire Ranch. At one point it appeared that GAC could take the plan under the Arizona Model Communities Act of 1970 to the newly created State Community Development Council for approval, thereby circumventing the county Planning and Zoning Commissions and placing the burden of proof of any plan inappropriateness on the Board of Supervisors.

The Pima County Planning and Zoning Commission approved a revised area plan in the fall of 1970 requiring phased development, which seemed to please everybody except GAC. They submitted their own phased plan in order to "start afresh", but admitted later that the proposal would allow lot sales without any site development. The Pima County Board of Supervisors approved a phased area plan in December 1970, based on water availability, which added 200 acres for industry "in order to add a tax base on the Pima County side of

the plan" (the initial two sections of industrial land were located solely within Santa Cruz County, which had tentatively approved the plan pending Pima County's decision).

Pima and Santa Cruz counties approved numerous community plans, rezonings and subdivision plats for Empire Ranch over the next 1½ years, but Santa Cruz County later denied a 4,000-acre rezoning because of water concerns. GAC's construction plans never came to fruition because of complex state and federal permitting requirements and its later bankruptcy. Anamax Mining Company acquired the Empire Ranch in 1974 and the Cienega Ranch in 1977 for their water rights and mineral potential. The *Empire Ranch Area Plan* remained on the books as a land use map and a set of "paper" plats until Anamax in 1979 initiated the abandonment of GAC plats and the reversion of zoning to SR for nearly 3,900 acres rezoned by GAC. The Board of Supervisors approved the rezoning, but the company later changed its mind and put the ranches up for sale.

Pima County contemplated acquisition and conservation of the ranches in 1986 as floodprone lands, which would assist in controlling downstream urban flooding problems. Discussions were later initiated among the Pima County and Santa Cruz County Boards of Supervisors, Anamax, the Bureau of Land Management (BLM), biologists and environmentalists, to permanently protect the ecological attributes of the ranches. The efforts culminated in 1988 with a land-exchange between the BLM and a subsequent owner of the ranches, which reserved the ranches as the Empire-Cienega Resource Conservation Area. The Pima County Board of Supervisors repealed the *Empire Ranch Area Plan* after the BLM acquired title to most of the area.

The BLM administers the land as a multiple-resource area, leases it as a working cattle ranch, and allows outdoor recreation uses, while maintaining stewardship over the natural resources. Mining is not allowed within the RCA. The Empire Ranch, along with the circa 1870 ranch headquarters, was listed in 1975 on the National Register of Historic Places. GAC had announced in August 1970 that it would donate the ranch headquarters to the Arizona (Pioneers') Historical Society to operate as a living museum, complete with cattle, but the deal apparently was not consummated.

II-D.5 Governmental Lands: 1990 - Present

Congress established 47 wilderness areas in Arizona through the Arizona Wilderness Act of 1984 and the Arizona Desert Wilderness Act of 1990. The latter Act designated two new wilderness areas within Pima County, which are managed by the federal Bureau of Land Management. The wilderness areas are located contiguously to the Main Reservation of the Tohono O'odham Nation in Altar Valley.

II-D.5.a Baboquivari Peak Wilderness Area (1990)

The Baboquivari Peak Wilderness Area totals 2,065 acres on the east side of the Baboquivari Range and ranges in elevation from 4,500 feet to 7,730 feet. Some lands around and within the wilderness area are privately held. The Tohono O'odham consider Baboquivari Peak to be their most sacred peak. The division of the ownership of Baboquivari Peak by the east boundary of the Main Reservation of the Tohono O'odham Nation, as designated in 1916, remains a point of contention.

II-D.5.b Coyote Mountains Wilderness Area (1990)

The Coyote Mountains Wilderness Area encompasses 5,080 acres of the Coyote Mountains and adjacent lands, about four miles east of Kitt Peak. There is currently no legal access for the public to the Coyote Mountains Wilderness Area and permission for access must be obtained from either the Tohono O'odham Nation or private owners of land.

II-E Putting Eastern Pima County Into Perspective

Reserved



*Photo 5. Tucson Then: Oracle Road heading north past Orange Grove Road (1946)
credit: Above Tucson: Then & Now, used by permission*

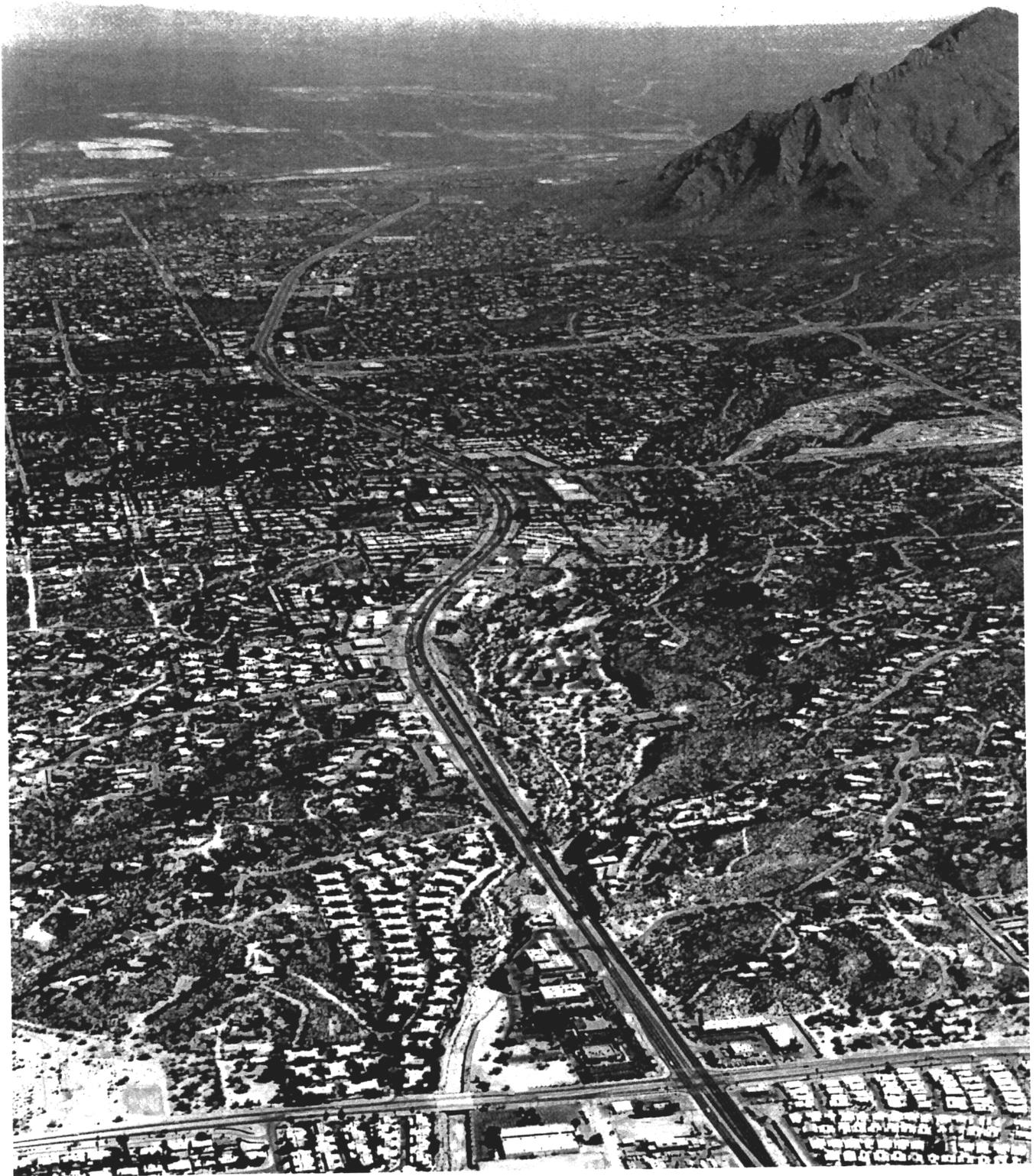


Photo 6. Tucson Now: Oracle Road heading north past Orange Grove Road (1995)
credit: Above Tucson: Then & Now, used by permission

Table 1: COMPARISON OF POPULATION GROWTH BY DECADE					
Year	United States	Arizona	Pima Co.	Metro Tucson	Tucson (City)
1900	76,000,000	123,000	15,000	10,500 <i>(est)</i>	7,500
<i>% of column to left</i>		0.2%	12.2%	70.0%	71.4%
1930	123,000,000	455,000	56,000	43,000	32,500
		0.3%	12.3%	76.8%	75.6%
1940	132,000,000	499,000	73,000	58,000	36,000
		0.4%	15.6%	79.5%	62.1%
1950	152,000,000	750,000	141,000	123,000	45,000
		0.5%	18.8%	87.2%	36.6%
1960	181,000,000	1,302,000	266,000	243,000	221,000
		0.7%	20.4%	91.4%	90.9%
1970	205,000,000	1,760,000	352,000	323,000	263,000
		0.9%	20.0%	91.8%	81.4%
1980	227,000,000	2,717,000	531,000	505,000	331,000
		1.2%	19.6%	95.1%	65.5%
1990	249,000,000	3,665,000	667,000	634,000	405,000
		1.5%	18.2%	95.1%	63.9%
1998 (est)	273,000,000	4,764,000	791,000	778,000	461,000
		1.7%	16.6%	98.4%	59.3%
1930 - 98 Gains	150,000,000	4,309,000	735,000	735,000	428,500
Population change %	121%	947%	1,312%	1,709%	1,318%

source: decennial census data

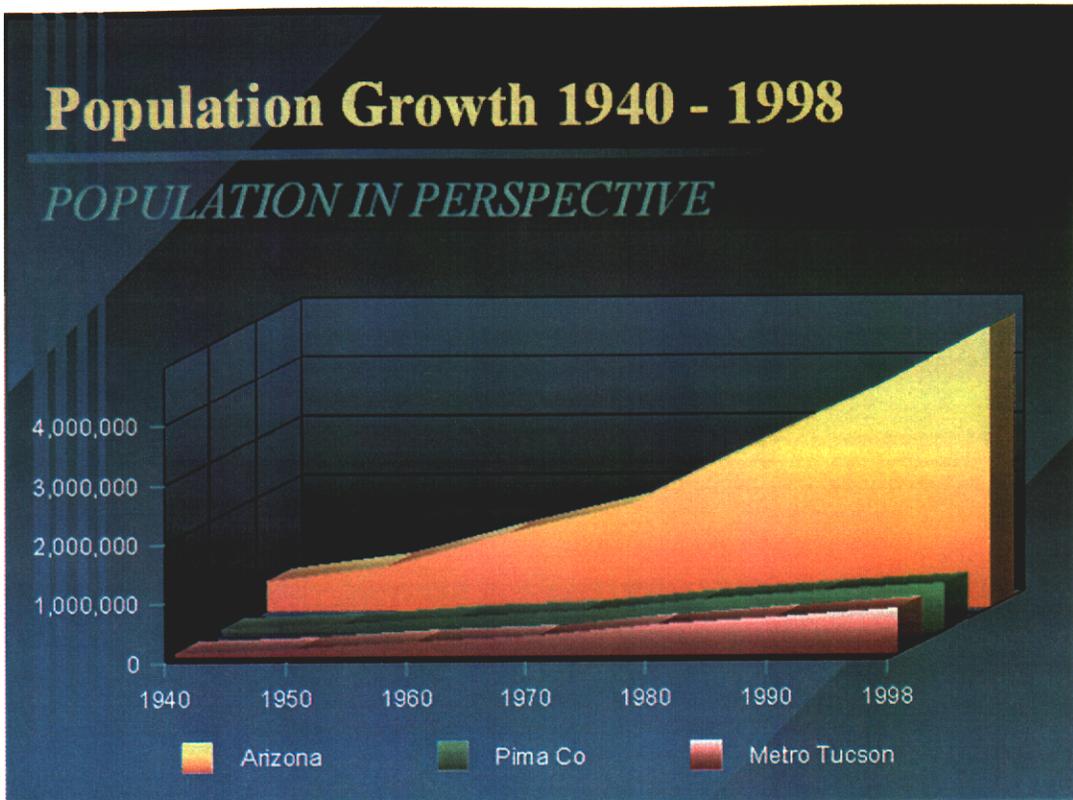
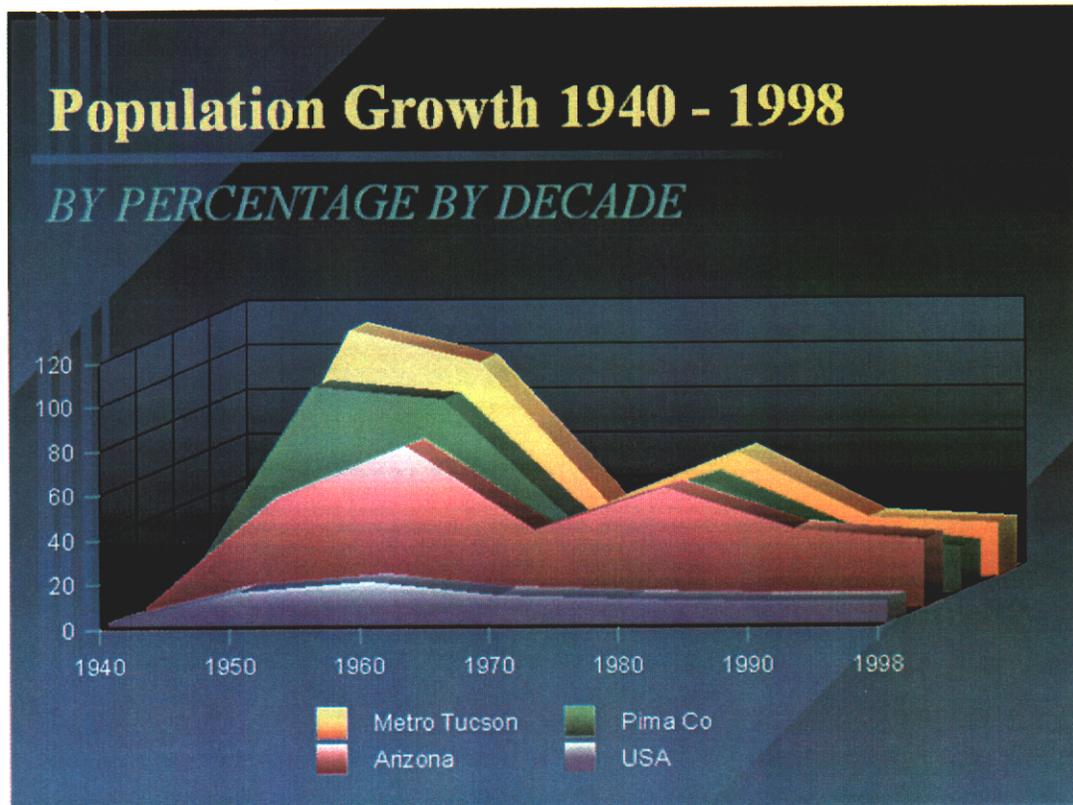


Figure 8. Population Growth 1940 - 1998 (By Numbers)

Figure 9. Population Growth 1940 - 1998 (By Percentage By Decade)



Land Ownership

LAND OWNERSHIP IN PERSPECTIVE

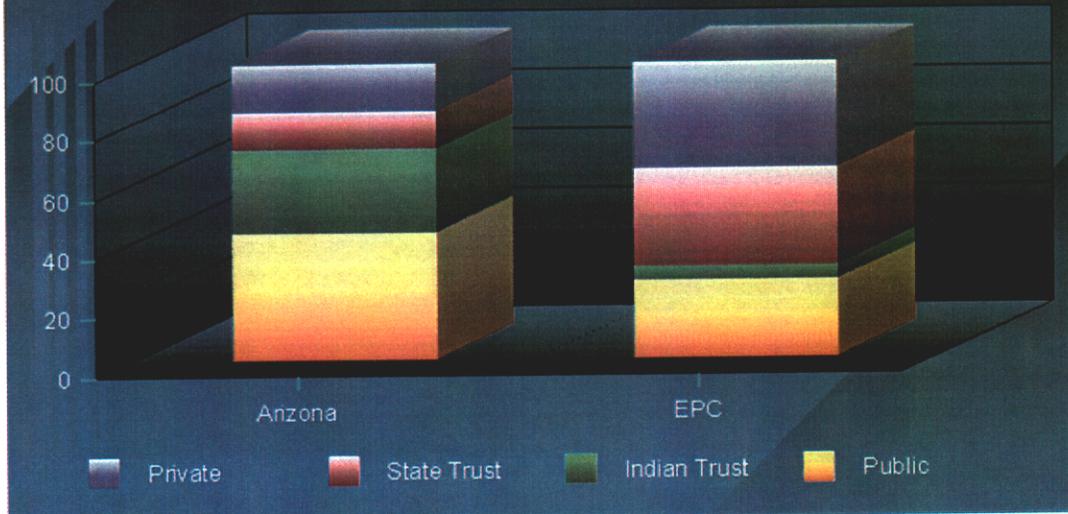
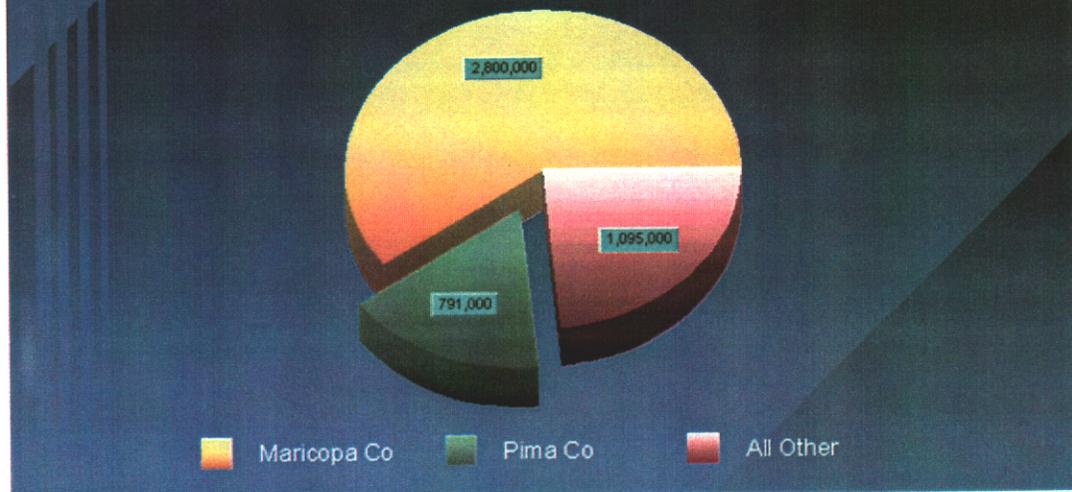


Figure 10. Comparison of Land Ownership In Arizona, Eastern Pima County

Figure 11. Comparison of Population By Arizona Counties

Population By County

POPULATION IN PERSPECTIVE



III. THE PRACTICE AND LEGISLATION OF PLANNING AND ZONING

"Until recent years, urban life was comparatively simple; but with the great increase and concentration of population, problems have developed, and constantly are developing, which require, and will continue to require, additional restrictions in respect of the use and occupation of private lands in urban communities." -- United States Supreme Court, Euclid v. Ambler Realty Co., 1926.

III-A Introduction: The General Practice of Planning and Zoning

City planning is as old as humanity's need to seek shelter and comfort among one another. Primitive people organized their communities in accordance with their divisions of labor, tribal customs, spatial needs, and locale. Settlements evolved eventually into towns and cities which no longer were based solely on agriculture. Ancient civilizations in Greece, China and Central America built great cities which were organized according to civic, religious, residential and entrepreneurial purposes. The city planning and engineering principles exhibited in Roman imperial town development provided the link between the planning practices of Antiquity and those of Renaissance Europe.

Contemporary city planning has its roots in the grand urban designs of Renaissance Europe. A rejection of the dense, maze-like cities of medieval Europe, Renaissance design principles opened up cities with plazas, public buildings and broad boulevards, and introduced symmetry, proportion and radial street patterns to the urban form. Early settlers brought these principles and forms to America and applied them to the planning of colonial cities such as Savannah and Philadelphia. The French engineer Pierre Charles L'Enfant provided the United States in 1791 with a plan for Washington, D.C., which was a highly formal, geometric composition of boulevards, malls and public buildings. Renaissance concepts of urban design remained in vogue throughout the 19th Century in the planning of large cities as well as the small towns which appeared in the westward expansion and urbanization of America. The City Beautiful Movement of the 1890s further refined the concepts.

The modern practice of planning, which began at the start of the 20th Century, was the result of the convergence of the City Beautiful Movement and the Public Health Movement, which was a broad Progressive activism concerning itself with poor living conditions in city slums, low standards of food quality and work place safety, and reform of municipal politics. Early tenets of modern city planning included the separation of noxious land uses from residential areas through zoning, that is, "keeping the pig out of the parlor", and the provision of light and air through building design standards.

Zoning was derived from the English common law of nuisance, which permitted a property owner to be sued if the use of his property was considered detrimental to the enjoyment of the property of a neighbor. This concept of limits on property rights was brought to the

United States in the colonial era and expanded during the industrialization of the 19th Century. San Francisco adopted perhaps the earliest American municipal land use ordinance in 1867, when it prohibited slaughter houses in certain areas of the city. Later, it and other California cities adopted ordinances regulating the location of Chinese laundries.

New York City adopted tenement housing acts in 1867 and 1901, which banned certain building configurations and imposed design regulations for the purposes of public health and fire safety. New York City in 1916 adopted a landmark zoning ordinance which established land use districts and regulated the height and bulk of buildings throughout the city. Peculiar development standards of the ordinance engendered the ziggurat style of high-rise building construction which characterized Manhattan's skyline for decades.

City planning evolved in the 1920s into a mainstream zoning function of municipalities that was based in scientific analysis and public administration practices. U.S. Secretary of Commerce Herbert Hoover appointed a special advisory committee in 1921 to draft a standard state zoning enabling act under which municipalities could adopt zoning regulations that would be found constitutional. The committee issued the model legislation in 1924 and, within a year, eleven states, including Arizona, had passed and four were considering such enabling legislation. The United States Supreme Court decided the issue of zoning authority in 1926 in the case of Euclid v. Ambler Realty Co. (272 U.S. 365). The court cited the police power and the law of nuisance in giving its approval for the separation of land uses through zoning regulations for the public welfare. The City of Euclid's hierarchical and cumulative system of land use districts became known as Euclidean zoning and provided a model for the zoning ordinances of other communities, including Tucson and Pima County.

The phenomenal growth of American cities in the late 19th Century brought about the first wave of suburbs, usually connected by streetcars to the city. In 1909, the American architect-planner Daniel H. Burnham published his *Plan of Chicago*, a privately funded plan which was pioneering in its comprehensive integration of transportation systems, parks, streets, and other facilities on a regional scale. The plan's metropolitan perspective and its success later in being implemented appealed to other cities and led to the formation of private regional planning organizations, such as New York's Regional Plan Association, in cities throughout the United States.

The United States experienced a second wave of suburban development in the 1920s, triggered by economic prosperity and the growing availability of affordable automobiles. Secretary of Commerce Hoover and his committee issued a standard city planning act in 1927 to guide state enabling legislation for master planning cities. However, the model planning act's recommendation to adopt both zoning and master plans, as well as its issuance several years after the model zoning act, confused the sequencing of, and distinctions between, planning and zoning. Many communities and public officials misconstrued zoning in subsequent decades as the more important community development tool and considered a "zoning plan" (the zoning code and maps) to be the comprehensive plan of a community.

The administration of President Franklin D. Roosevelt applied city planning principles at a national scale during the 1930s to lead the country out of the Depression. Major New Deal planning initiatives included public works, economic recovery and social welfare programs. World War II provided the litmus test of American strategic planning through the nation's ultimately victorious efforts in supplying and fighting a global war.

The influence of planning grew pervasive in the flush post-war American economy when a third wave of suburban development became the prevailing form of community growth in the nation. Frank Lloyd Wright perhaps anticipated the new form of suburban development in his 1932 book, *The Disappearing City*, where he presented his "Broadacre City" plan, a concept for small, semi-agrarian communities centered on schools and commerce, with homes on one-acre lots. "Broadacre City" was a plan for a decentralized, yet urban America. Wright called it "everywhere and nowhere"; others described it as "probably closer to the heart's desire of a large number of Americans than the environments exemplified in typical cities and suburbs." Post-war suburbs redefined the relationship between cities and rural areas, completed the country's transition to an automobile-based society, and introduced the now-familiar suburban models for commerce and the service industry. Residential subdivision design and major public works projects, such as highway corridors and urban renewal, dominated the planning profession until the early 1970s.

The societal changes which began in the 1960s broadened the scope of planning to include new priorities, such as environmental safeguards, natural resource conservation, alternative modes of transportation, public health, cultural and historic resource preservation, and neighborhood conservation. While the Federal Aid Highway Act of 1956 had provided 90 percent federal funding for the planning and construction of the Interstate highway system by the states, President Lyndon B. Johnson's Great Society of the 1960s linked federal monies to local planning for a much broader range of federal initiatives. Programs for urban redevelopment, public housing and health care, the adoption of major federal legislation for historic preservation (1966) and environmental protection (under the Nixon Administration in 1970), and the release of influential planning publications such as Ian McHarg's *Design With Nature* (1969), energized the planning profession. Although economic development, public works projects and zoning issues remained staples of the profession, planning became a more comprehensive and relevant influence on the form and character of American society.

City planning and some developers looked to "new towns" in the 1960s and 1970s to address the economic and social costs of increasingly dysfunctional metropolitan areas. The concept of planning "green-field" new towns derived from 19th Century socialist and religious experiments with planned utopian communities. The new towns of the 1960s were entrepreneurial ventures supported by federal legislation, but proved generally to be unsuccessful, with the exceptions of Reston, Virginia, and Columbia, Maryland. New towns reappeared in spirit with the increasingly popular mixed-use, master-planned developments, such as Irvine Ranch in southern California, and, beginning in the late 1980s, with "edge cities", which were nonresidential centers for employment, commerce, and entertainment.

Celebration, Florida, merged both ideas in the 1990s in a new town developed under neo-traditional town planning principles.

Comprehensive planning and zoning, by the 1970s, had become institutional functions of local government in most places in the United States. States revised their enabling legislation for comprehensive planning to address the new community concerns and adopted enabling legislation for special zoning issues such as floodplains and historic districts. Local jurisdictions initiated comprehensive plan updates and introduced new regulations providing for environmental protections and greater public input into decision-making.

Land use planning at the state level re-emerged in the early 1970s, several decades after the rush by state legislatures and local governments to establish post-war planning boards. Oregon adopted legislation in 1969 which established state-wide land use controls and followed in 1974 with the nation's first statewide growth management law. A number of states, including Florida in 1985, have since required by law that communities develop comprehensive plans and bring zoning into compliance with their plans. Voters in New Jersey approved in 1973 a "Green Acres" initiative which reserved many remaining natural open spaces in the state as public preserves.

Planning in the last couple of decades has focused on growth management and quality of life issues. Growth management planning has evolved through the 1990s into a "smart growth" movement, which seeks to update planning and zoning legislation by integrating state and local growth management techniques into a seamless, state-directed planning strategy. Numerous states have adopted such "smart growth" legislation, including Arizona in the state-wide voter approval in 1998 of the "Growing Smarter" initiative. Planning for a better quality of life has included a reconsideration of past city planning practices, as shown in the neo-traditional design principles of New Urbanism, and a conscientious look forward, as exemplified in the principles of "sustainable development", which weigh and balance competing claims on scarce resources and examine long-term, cumulative impacts on the environmental, economic and social elements of a community.

III-B Adoption of State Legislative Authority for Municipal and County Planning and Zoning

III-B.1 Arizona Cities and Towns

The Arizona State Legislature adopted zoning enabling legislation for municipalities in 1925. In doing so, Arizona was one of the first eleven states to adopt such legislation based on the U.S. Department of Commerce's model zoning enabling act of 1924. Although Arizona's quick adoption of the legislation demonstrated a progressive attitude, it would take until 1973 before cities and towns were granted the explicit legislative authority to adopt long range plans.

For almost fifty years, incorporated cities and towns in Arizona relied on their ability to regulate streets and parks, to cooperate with other levels of government, and their authority to zone, in order to justify the adoption of long-range plans. The Tucson Planning Commission in 1930 requested that the Tucson City Attorney secure municipal planning enabling legislation from the Arizona Legislature because it feared that "without such legislation there would be no legal effect to anything the City might attempt."

Zoning provided municipalities with "the authority to plan how and where such zoning districts would be located", but the implication that zoning constituted planning undermined the credibility of both. The inevitable inconsistencies between zoning and long-range plans meant that zoning was not an inviolable restriction on the use of land and that a master plan was more a statement of future land development than a plan for implementing goals and policies. The resultant problem was that municipalities could not "assure that public and private decisions affecting land development would conform to the plan."

Federal programs of the 1960s provided the impetus for municipal planning enabling legislation in Arizona. Programs, such as for Model Cities and urban highways, linked federal money to local plan review by a regional planning agency before any plan could be submitted to the federal agency for approval. In response to such federal requirements, Arizona Governor "Jack" Williams ordered in 1970 the establishment of six planning districts for the state. A regional council of government (COG) representing local governments was created for each district in order to manage the functions of the district (the Pima Association of Governments is responsible for Pima County's district). COGs were not (initially) a part of state government and a jurisdiction's membership in a COG was voluntary. A 1973 report on Arizona planning stated that "[COGs] do not have any formal relationship to state planning. They do not have any formal authority over local planning either... [COGs] expressly abjure any intention to serve as a substitute for local government or to intervene without consent in matters which are of local concern."

The Arizona State Legislature in 1973 adopted the Urban Environment Management Act (UEMA), which provided comprehensive enabling legislation for cities and towns to plan, to zone, and to regulate subdivisions. Planning under UEMA, which went into effect in 1974, remained permissive rather than mandatory; however, if a municipality exercised the authority, UEMA specified the plan elements which needed to be included. All municipal general plans had to address land use, residential densities, and a network of major streets. Cities with populations over 50,000 were mandated to include elements for natural resource conservation, recreation and open space, infrastructure, urban redevelopment, and protection from environmental hazards. UEMA required that there be "maximum feasible public participation" in the preparation of the plan and that there be zoning consistency with the adopted plan. The legislation also gave cities the authority to develop specific plans, which are hybrids of master planning and zoning.

UEMA updated the zoning powers of towns and cities by allowing them to adopt zoning regulations for floodplain management, for the designation and preservation of historic districts, and for the protection of development in environmentally sensitive areas. The Act also allowed municipalities to require off-site improvements as a condition of rezoning and to place limits on the time allowed to complete the rezoning.

UEMA provided municipalities with comprehensive regulatory authority to develop subdivision standards and to require subdivision plats. Until the adoption of this enabling legislation, cities and towns relied on related statutory authorities in order to require subdivision plats. For example, a frequent condition of rezoning approval was the filing of a subdivision plat. Despite not having explicit authority to regulate subdivisions within their jurisdiction, municipalities did have the legislative authority since 1925 to review subdivision plats filed for unincorporated areas within three miles of their municipal boundaries.

The Urban Environment Management Act of 1973 was a landmark piece of Arizona planning legislation and continues to guide municipal planning and zoning in the state. The municipal planning and zoning statutes of the Arizona Revised Statutes have been updated slightly since adoption of the Act.³ Cities and towns have broader statutory authorities for community development than do counties and many municipal planning activities are authorized under other statutes or municipal charters.

Statutory amendments include authorizing in 1978 the position of a hearing officer to substitute for the Planning and Zoning Commission in hearing rezoning requests and making recommendations to the City Council. As with planning legislation for counties, the state-wide voter approval in 1998 of the "Growing Smarter" initiative resulted in significant amendments to city planning statutes.

III-B.2 Arizona Counties

Arizona counties were not given the authority to plan and zone until 1949, nearly 25 years after authority for municipal zoning was granted by the State Legislature. The main reasons were that county land use regulations were neither wanted nor needed. Much of Arizona was still rural, as characterized by the traditional "Five Cs" of Arizona: cotton, cattle, citrus, copper, and climate. Rural legislators, who were cautious about granting additional powers to counties and had little sympathy for city problems, dominated the State Legislature. Arizona's cities were compact with small populations and could annex and zone developing areas as needed without many limitations.

Tucsonans, however, were not satisfied. The 1932 Goodrich Report on Tucson's regional planning needs recommended that Pima County pursue state enabling legislation to enact zoning. Local advocates submitted periodically, without success, draft zoning bills to the

³

Planning and zoning legislation for cities and towns is found in Title 9, Articles 6 and 6.1, of the Arizona Revised Statutes.

State Legislature. Later in the 1930s, John W. Murphey, a prominent Tucson developer, was one of several Tucsonans who added their political clout to the movement to grant Arizona counties the enabling legislation for planning, as well as zoning. Murphey, at a land auction in 1928 authorized under a federal homestead act, had successfully bid on roughly 7,000 acres of undeveloped public land several miles north of the city in the foothills of the Santa Catalina Mountains. He began development of the property in 1936 as the Catalina Foothills Estates, a suburban residential community with a carefully planned gateway complex at River Road and Campbell Avenue.

However, the prestige and early success of the Catalina Foothills Estate encouraged new development to locate between the city and Murphey's project. Neither the city nor he could control the gas stations, markets, trailer courts and, in particular, a "road house" on River Road, which soon appeared along major streets outside of the city limits. In the late 1930s, he and other Tucson citizens, some of whom would shortly form Tucson Regional Plan, Inc., lobbied the Arizona Legislature without success to adopt a law enabling county planning and zoning so that the area between town and the Catalina foothills would not be ruined by junk yards, billboards and shoddy development.

III-B.2.a State Authority for Post-War Planning Boards

The advent of World War II changed the nation's and Arizona's priorities, putting planning and zoning issues on the legislative back burner. An Allied Forces victory in the war was still uncertain in early 1943 when President Roosevelt's administration began to consider the impacts of victory on the American economy. The federal Bureau of Labor feared a return to the depressed national economy of the previous decade and anticipated a large post-war problem with unemployment among returning veterans and unneeded defense industry workers. The federal National Resources Planning Board, a successor to the New Deal's public works coordinating National Planning Board for which Tucson planning consultant Ladislas Segoe had worked in the late 1930s, concluded its task in March 1943 with a report to President Roosevelt, which recommended development of post-war economic policies and planning.

One federal policy option was to repeat the New Deal strategy of investing large sums of money into public works improvements which provided employment, while also benefitting the national infrastructure. However, the demise of the National Resources Planning Board left post-war planning without any national coordinating agency. Many states, including Arizona, treated post-war planning as a "parochial" economic development tool and rushed to adopt enabling legislation for state or local post-war planning boards.

The Arizona Legislature adopted a "war measure" in 1943 authorizing cities and counties to establish post-war planning boards for the duty of forming plans for local public works projects over a ten-year period "following the cessation of hostilities." The measure also authorized the establishment and maintenance of post-war public works reserve funds, to be

kept separate from all other funds, to pay for the improvements. The City of Tucson and Pima County established separate post-war planning boards later that year.

III-B.2.b County Planning and Zoning Act of 1949

After the war, intensive development in unincorporated areas surrounding Tucson and cities in the Phoenix Valley generated strong lobbying efforts to provide counties with the statutory authority to plan and zone. Bills to grant zoning authority to Arizona counties had been presented without success at every legislative session since 1935. With the help of Pima County legislator Oscar Cole, the Arizona Legislature responded finally by enacting the County Planning and Zoning Act of 1949. Cole would shortly thereafter serve as a founding member of the Pima County Planning and Zoning Commission.

The Act was a mixed message to counties. It was written as a permissive law, meaning that counties were not required to adopt planning and zoning regulations. The legislation provided the progressive statement that counties were "to plan and provide for the future growth and improvement of the area... [through the adoption of] a comprehensive long term county plan." However, the Act also perpetuated the notion that zoning was planning in stating that "the county plan shall provide for zoning, and shall show the zoning districts... [thereby] accomplishing a coordinated, adjusted, and harmonious development of the area." Pima County followed suit by adopting a "County Zoning Plan" in 1952, but not completing a true "comprehensive long term county plan" until the *General Land Use Plan* of 1960.

The Act provided a twist to the initiation of zoning within counties by also allowing the establishment of zoning areas through "local option". After adoption of a zoning ordinance by a county Board of Supervisors, voters had 90 days in which to file a referendum petition requesting an election to determine whether zoning should be initiated by local option within the county, or any part thereof. Local option meant that, if the referendum passed, then the imposition of zoning on a given area of the county required the filing of a second petition with the written consent of a minimum of 25 percent by area and number of the owners of property within the area. An election was required within the potential zoning area to determine whether the zoning ordinance was to become effective. Pima County's zoning ordinance became effective after a referendum to allow the local zoning option failed.

The Arizona Legislature has not replaced the County Planning and Zoning Act of 1949 in the intervening 50 years, although the legislation has been periodically updated or otherwise amended, most broadly in 1974.⁴ The statutory provisions regarding local zoning option by referendum were repealed that year and, since then, counties must zone. Statutory distinctions between planning and zoning remain murky, but the "comprehensive plan" is construed generally to mean planning by policy and may now address, among other things,

⁴ Planning and zoning legislation for counties is found in Title 11, Articles 1 and 2, of the Arizona Revised Statutes.

highways; open space; housing quality, variety and affordability; wildlife areas; "projects affecting conservation of natural resources"; water quality; and "floodplain zoning."

The Arizona Legislature mandated counties in 1974 to regulate the subdivision of land and to require appropriate dedications of land for public improvements, although earlier statutory laws provided counties with a general authority to review subdivision plats before they were recorded. The 1974 legislation defined a subdivision within a county to be the division of land into four or more lots; the Legislature amended the county subdivision laws in 1994 to increase the number of lots to six or more. In the same year, the Legislature adopted provisions allowing the review by counties of land divisions for five or fewer lots and the appeals by property owners of dedication or exaction requirements on administrative approvals of the use, improvement or development of property. ARS §11-811 was added in 1995 and requires counties to comply with several U.S. Supreme Court decisions and binding state or federal court decisions applying those cases.

The statutory legislation for county zoning is subject to almost annual revision by the State Legislature. Significant among the many amendments since 1949 have been the permission to provide for retirement community zoning districts and overlay zones; the duty to zone for specific industrial and nuisance uses; the requirement of a Board "super-majority" for the approval of certain protested changes in zoning; the authority to place time limits on rezoning approvals; and the prohibition on the rezoning of land without the written consent of the property owner.

The State Legislature in 1970 granted "any county which has adopted zoning" the authority to adopt a building code and other related codes. Pima County adopted the Uniform Building Code in 1974. Special legislation was adopted in 1986 allowing Pima County to develop specific plans, the hybrids of master planning and zoning authorized similarly for cities and towns. A recent and significant change to state planning legislation for counties, as well as cities and towns, is the state-wide voter approval in 1998 of the "Growing Smarter" initiative.

IV. LAND USE PLANNING IN EASTERN PIMA COUNTY: AN HISTORICAL OVERVIEW

"Tucson and Pima County are the recognized planning leaders of the state. They intend to keep the lead." -- Arizona Daily Star, 1950.

IV-A Planning and Zoning Programs of the 1920s and 1930s

Daniel Burnham's *Plan for Chicago* of 1909 "dramatized the importance of the urban region as the essential planning unit". In the following decades, his plan spurred leaders in other communities to invest in privately funded planning. Businessmen, attorneys, engineers and academics in large cities such as San Francisco, Los Angeles, Minneapolis-St. Paul and New York established regional planning associations to promote economic prosperity and enhance community life.

Planning in small cities early in the 20th Century began usually with civic-minded individuals and organizations for the purposes of community "beautification", promotion of infrastructure improvements, and enticement of industry and other economic development. In Tucson, early planning efforts involved artists, architects, professors, engineers, attorneys, humanitarians, and philanthropists "inspired by keen appreciation of Tucson's beautiful environment [who] wanted to protect it, to safeguard the quality of life in the community, and to prevent its deterioration for want of timely concern." Various local civic organizations during the 1920s sought the establishment of a planning commission "to direct the growth of the city and to avoid the evils of unguided development." Although they were initially unsuccessful, the publicity of their efforts attracted the attention of City officials to Tucson's needs for planning and zoning.

IV-A.1 Early Community Interest In Planning and Zoning for Tucson

A city commission on planning, appointed in 1925, investigated zoning for Tucson after the Arizona State Legislature adopted zoning enabling laws for cities earlier in the year. The group proved to be ineffectual and, in 1927, reorganized itself as the Tucson Zoning Commission. Over the next few years, the Tucson Zoning Commission prepared and campaigned successfully for the adoption of Tucson's first zoning ordinance.

Later community efforts were clear from the start on the distinctions between planning and zoning. The Civic Committee of the Tucson Business and Professional Women's Club, "with the later assistance and backing of the Tucson Chamber of Commerce" and other community leaders, lobbied for several years for a new city commission on planning. The Tucson City Council appointed a City Planning Commission on May 12, 1930, which eventually hired a planning consultant to assess the regional planning needs of Tucson. Tucson Regional Plan, Inc., in partnership with the City of Tucson and Pima County, a decade later guided the

adoption of a more contemporary zoning code and the preparation of a comprehensive master plan for the region.

IV-A.2 Adoption of City of Tucson Zoning Regulations

The City of Tucson adopted several ordinances during the 1920s for the regulation of land use. A city ordinance banning mortuaries in residential areas was challenged and appealed in 1928 to the Arizona Supreme Court in City of Tucson v. Arizona Mortuary (272 P. 923). In relying heavily on the Euclid v. Ambler decision and related arguments, the Court upheld the ordinance by stating "In all cases involving the validity of the exercise of the police power, courts will interfere... only when it is plain and palpable that the ordinance has no real or substantial relation to the general welfare, and that it is unreasonable, arbitrary and discriminatory." This major zoning test case for Arizona municipalities provided a local judicial basis for the exercise of the police power in zoning regulations.

Arizona was one of the first states to adopt municipal zoning enabling legislation based on the federal model enabling act and the City of Tucson was the first city in Arizona to adopt a local zoning ordinance. Tucson Mayor John E. White in 1925 appointed a city commission on planning to investigate zoning for Tucson, but the group made no progress. The commission met a final time on September 21, 1927, at the Old Pueblo Club and reorganized itself as the Tucson Zoning Commission.

The Zoning Commission announced in May 1928 that it had hired John D. Seymour, an "experienced zoning engineer" who had previously drafted zoning regulations for Kansas City, Missouri, and other Midwestern cities, to assist in the drafting of a zoning ordinance and maps for presentation the next fall. The work took longer than expected, but zoning for Tucson was completed and ready for public presentation by the end of March 1929.

The proposed zoning ordinance was comprehensive, at least judging from its 32 legal-sized pages. The Arizona Daily Star commented in its coverage of the ordinance, that "it is so lengthy that few residents of Tucson will probably read it in its entirety". The ordinance used a Euclidean zoning hierarchy of three residential, three business, and two industrial zoning classifications, all of which allowed residential development. "Class A" business zoning provided for "small neighborhood shopping centers" in residential areas, based on "the recognized principle of city zoning that no one should be required to walk more than three or four blocks in order to obtain certain necessities and services".

Approximately 40 percent of the city was to be zoned for single and duplex residences; 32 percent as other residential zoning; 10 percent as commercial; and the remaining 18 percent as industrial. As expected, the residential districts were mostly north of the Southern Pacific Railroad tracks and south of downtown, the commercial districts were the downtown area and strips along Main, Stone and Fourth avenues, and along Ninth, Sixth and Drachman streets (but not Speedway Boulevard). The industrial districts were the Southern Pacific Reserve at the east end of downtown and a broad corridor bounded on the east by Main



Photo 7. *Arizona Daily Star*, "Zoning Commission Report Is Ready for City Council" (March 31, 1929) courtesy of Katharina Richter

Avenue and on the west by the Santa Cruz River, running between the city limits at Drachman Street and Twenty-Fifth Street.

The mapped zoning districts were based on the current usage of property, rather than an idealized city pattern. The Arizona Daily Star cautioned that "the result is not, then, what might be wished, but... if enacted will remedy many evils." The proposed ordinance allowed for rezoning, but required a three-fourths majority of the City Council for approval in the event that more than 20 percent of the owners of property within, or within 150 feet of, the rezoning district protested the change. It included other provisions which are found in present zoning codes and administration, such as a Board of Adjustment to hear and decide appeals, the advertisement of public hearings at least 15 days in advance of the hearing, and enforcement penalties.

The Arizona Daily Star reported that the Zoning Commission believed that it was allowing "unreasonably" large areas of general business zoning because of existing uses and had refused requests for more such areas. The paper concluded that, after passage of the Commission's draft ordinance, "Tucson will be a better city, the introduction of annoying conditions will be prevented, and that property values in general will be conserved".

The Tucson Zoning Commission held a series of public hearings in early April 1929 on the proposed zoning ordinance in order to provide property owners with the "opportunity to make suggestions or file protests". Over 200 people attended the first public meeting on April 2nd; the complaints were generally in regard to insufficient business zoning and concerns with being in a zone which allowed sanitariums for "treating contagious diseases."

A newspaper headline on April 6th conveyed Commission chairman G.M. Butler's warning that "Tucson May Have 100 Per Cent Too Much Business Area, Under New Zone Map" and the story explained how "as at the three previous meetings, the majority of complaints [of insufficient business zoning] were made by women who presented petitions signed chiefly by women." The article did note, however, that "the zoning plan for the city is regarded acceptable, and as a whole the general idea is favored." One unidentified speaker at the meeting of April 5th commented that,

"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. There is no place in the United States today that has the opportunities for growth and expansion that Tucson has, and the zoning law is simply another step along progressive lines."

W.A. Julian, the new mayor of Tucson, did not necessarily agree with the above speaker. Julian sought to bring back "zoning engineer" John D. Seymour to facilitate public understanding of zoning in order to have an ordinance which would provide the "greatest good to the greatest number." The Tucson City Council finally adopted the zoning ordinance on January 24, 1930. The event marked the beginning of a long effort by civic-minded Tucsonans and other citizens of Arizona to extend planning and zoning to counties as well

as other cities. Tucson zoning would remain a "much disputed map and ordinance" for fourteen years.

The City of Tucson revisited zoning in 1941, after regional planning consultant Ladislas Segoe submitted a new draft zoning ordinance for consideration. Segoe's draft, among other changes, dropped the zoning classes of the 1930 ordinance and introduced the zoning district nomenclature which would be used by the City for the next fifty years. Although "there was virtually no criticism of the proposed ordinance", the public blasted the new City Planning and Zoning Commission at a November 1941 hearing over the numerous zoning map changes. Many speakers petitioned the Commission to not revert property zoned for business to residential, but others were concerned with proposed upzonings. One opponent of business zoning at Speedway and Campbell Avenue cited "the long controversy over this intersection, with 12 efforts to rezone it in eight years, all defeated, two of them in referendum elections."

The Tucson City Council finally adopted a new "building zone ordinance" and maps on February 7, 1944. The general form and substance of the ordinance served the City until 1995, when the City Council adopted a new land use code at the conclusion of a rigorous and lengthy drafting and public review process.

IV-A.3 Goodrich Report for Tucson

New York's Regional Plan Association (RPA), formed out of an earlier regional planning effort funded by the Russell Sage Foundation, issued in 1929 the landmark *Regional Plan of New York and Its Environs*. The RPA's plan became a model for regional planning because of the breadth of its tri-state coverage, the immensity of its planning issues, the complexity of its linkages with state and local governments, and, remarkably, its immediate success in public acceptance and implementation.

The success of the Regional Plan Association was not lost on Tucson's citizenry. The city, at the time, was a relatively compact metropolitan area of about 45,000 people, which relied on the university, the Southern Pacific railroad, health care, and guest ranches for much of its economy. The Tucson City Council appointed a City Planning Commission on May 12, 1930, after several years of citizens' lobbying. The Tucson Chamber of Commerce established shortly thereafter its own Tucson Metropolitan Area Committee to investigate the possibilities of zoning all subdivisions lying within a two-mile radius of the Tucson city limits, requiring subdivision dedications for schools and parks, and requiring a plan for thoroughfares to ensure that subdivision streets would connect.

The Tucson City Council and the Pima County Board of Supervisors hired Ernest P. Goodrich of New York City for \$600 in August 1931 to investigate the regional planning needs of the bustling small city. Goodrich was a respected early private planning consultant who practiced in many states with his partner until the late 1920s, G.B. Ford. They prepared a well-known plan for Cincinnati in 1925 and Goodrich worked also on the RPA plan and a "commission for the planning of Nanking" (China's new capital); he also "designed the Los Angeles harbor."

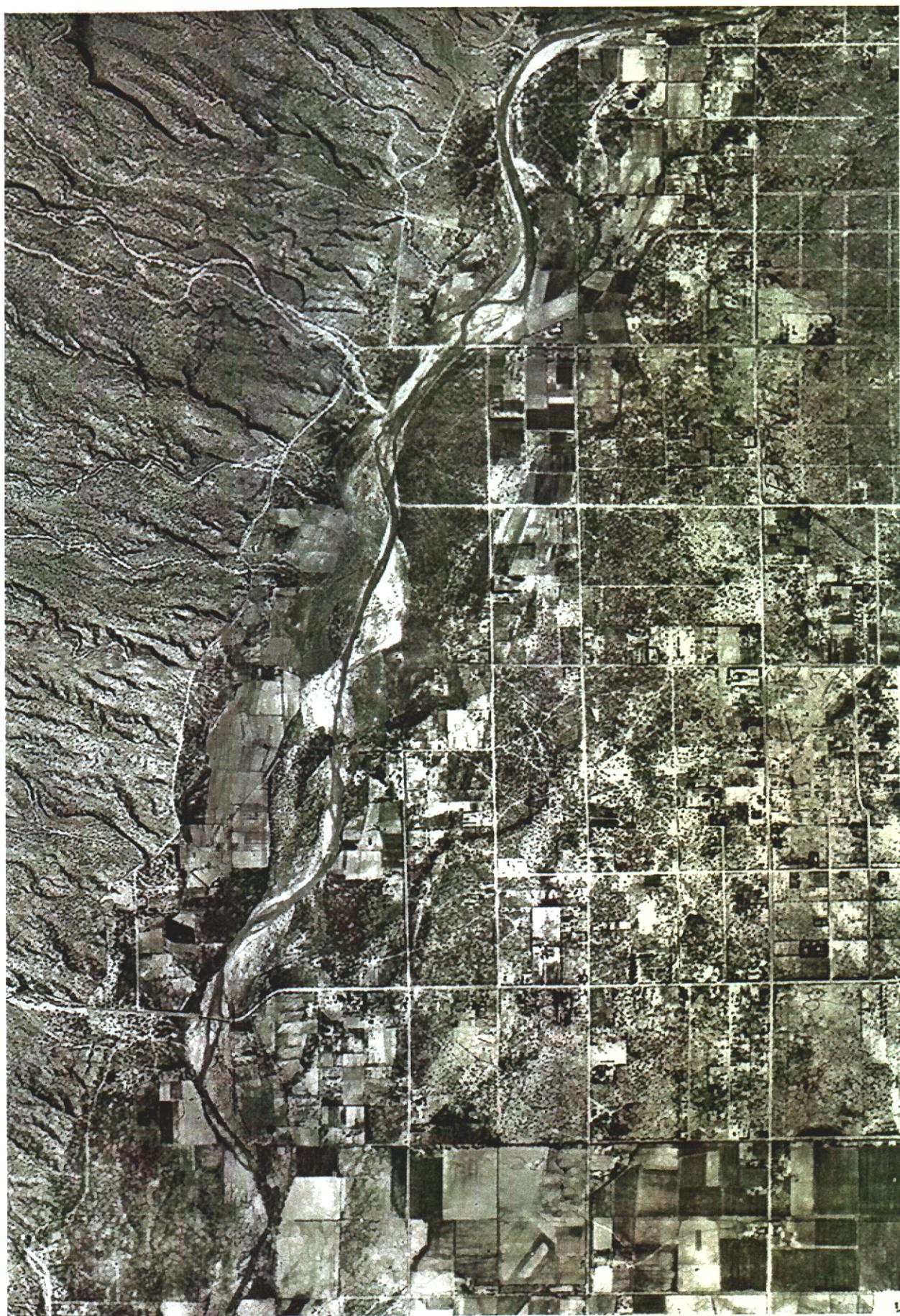


Photo 8. River Road between Flowing Wells and Country Club (1936) U.S. Soil Conservation Service via Pima County Public Works Library

A Tucson newspaper welcomed the news of his hiring a few days later with the following editorial comments regarding the planning of Tucson's new railroad "subways",

"Few cities have escaped the penalties of failing to plan their orderly development and none has had these penalties so graphically presented as has Tucson... City planning involves taking a thought for future generations, but that is the highest function of patriotism. To deny our obligation to them is the same as repudiating any indebtedness to past generations."

E.P. Goodrich came to Tucson in the winter of 1932, an excellent time of year for a New York planning consultant to conduct a "personal survey on foot and by motor covering several hundreds miles of roads and streets in and around Tucson". He issued his *Report of Preliminary Investigations of City and Regional Planning Needs of Tucson, Arizona* in March 1932. The report assessed Tucson's urban strengths and weaknesses and provided essentially in its recommendations a plan for planning the metropolitan area. Goodrich presented in the report his opinion of Tucson's major liabilities:

- *"The over-exploitation of the climate for convalescents",*

primarily tuberculosis sufferers and victims of the influenza epidemic of 1918, who sought relief in the dry climate of Tucson and the Southwest;

- *"The lack of control of the urban development..., the spreading of the housing development over unnecessarily large areas, and the lack of control outside of the [Tucson city limits]"*,

He cited "high buildings", such as downtown's newly built Pioneer Hotel and Valley National Bank buildings, and "filling stations, tourist camps, and certain types of housing" within the County, as examples of problematic development. (A reporter wrote in 1943 that "an eastern investor wrecked Tucson's low skyline, her frontier quality, by erecting the Valley National Bank building. The Pioneer Hotel continued the cheap copying of any midwest town... both are inharmonious with a town that should lie low and snug in this wide valley"); and,

- *"The apparent permanent establishment of the Southern Pacific Railroad thru (sic) the center of the community",*

thereby separating downtown from the new University area suburbs. A privately initiated plan, referred to as the O'Dowd Plan, proposed in 1955 to realign and depress the railroad along the Tucson Freeway to the west in order to allow downtown's northward expansion. The idea was abandoned after Southern Pacific objected to the expense.

Goodrich cited in his report several points besides "unrivaled sunshine" in favor of Tucson, including:

- *"[Tucson's] exceptional location from archaeological, historical, scenic and potential recreational standpoints";*
- *"The development of a widely expanded and excellent county road system centering upon the city", and*
- *"The enactment of an exceptionally adequate [city] zoning ordinance".*

The report noted numerous pressing needs for metropolitan Tucson, including obtaining adequate state enabling legislation for city planning and county zoning, and for regulating subdivisions by both jurisdictions; continuing the development of public preserves for tourism, scenic value and recreation; and, promoting an economic development program centered on tourism rather than convalescence. The report provided recommendations for physical improvements as well, including expanding Sentinel Peak ("A" Mountain) Park, upgrading the municipal sewage treatment system, assuring an adequate water supply, developing a "civic center", and, relocating the Southern Pacific railroad tracks adjacent to a Santa Cruz River parkway. The report suggested paving dirt roads, cleaning up city dumps, and initiating an architectural awards program for the best building, site plan, landscape or "tourist camp".

Goodrich proposed in his report a program for regional planning consistent with contemporary practice, to be conducted by a professional planning consultant. He envisioned a planning horizon between 25 and 50 years and recommended, in great detail, plan elements which would address land use and population densities; the street system, including "boulevards and parkways"; public transportation, including by air and rail; schools, recreation and open space; long-term water supplies, including "the eventual use of purified effluent for irrigation purposes"; infrastructure for flood control and sanitation; and, zoning, subdivision and architectural controls. He considered a capital improvements program to be the most important element of any plan.

Preparing his report in the depth of the Depression necessitated Goodrich to recommend two planning budgets. The report estimated costs of planning to be about \$11,500, if prepared by a professional planner, or about \$3,900, if Tucson took "immediate steps to make use of local unemployed engineers for the completion of work". It recommended obtaining private grants to defray planning costs. The report concluded by calling for Tucson,

"[to] have a definite chart for growth and a definite financial program for physical improvements. This is no idle theory. It is in practice among progressive communities... It is a good investment because the return upon the money invested is usually more than 100 per cent per annum [and] experience shows that the costs of such plan are often saved many times over".

Goodrich's report was apparently well received by Tucsonans, but even the relatively small expense of using "local unemployed engineers" was more than anyone was willing spend. Dr. E.P. Mathewson, the chairman of the Tucson Planning Commission, noted in his 1933 annual report on the Commission that the previous year's efforts had resulted in "material progress", but that the present year "seemed no time to ask for funds for anything not pressing or necessary."

The Tucson Planning Commission had lost the support of the Tucson City Council by 1939. At a joint meeting of the two bodies, the Commission "poured out its troubles" and complained that the City Board of Adjustment was preempting its advisory capacity on zoning matters. The Council indicated that the Commission's efforts "will be met in the future with a more sympathetic response", but still refused to allot \$500 to the Commission. The Council established a new City Planning and Zoning Commission in 1941 which was integral to the City's planning and zoning processes.

IV-A.4 Tucson Regional Plan, Inc.

Six years passed before any further community action was taken on Goodrich's recommendations. Development came to almost a standstill for several of those years as Tucson and southern Arizona, as elsewhere, suffered the economic and social effects of the Depression. However, during the six-year period, the population of metropolitan Tucson increased by 9,500, nearly 21 percent, many having likely been displaced economically to Tucson by the Depression.

Most of the population growth occurred within unincorporated Pima County. Tucson did not annex any land between 1930 and 1938, with the result that the population of the City increased between 1932 and 1938 by only 1,750, or barely over five percent. Over 7,500 people found homes, services and employment, and started businesses, which were within unplanned and unzoned Pima County. Many made this choice because of City "zoning and because of capricious building code restrictions."

Some of the new development sufficiently displeased John W. Murphey (*see report section III-B.2*) and other local residents for them to seek controls over the use of land in the County. Among them was a group of fifteen residents who acted on Goodrich's program for regional planning by incorporating on May 6, 1938, as the Tucson Regional Plan, Inc. (TRP).

The group first formed in 1937, with Dr. Donald F. Hill as president, after a failed attempt to regulate land uses in the County by means of private covenants with property owners. The group also sought planning and zoning enabling authorization for counties by submitting a "rushed" bill to the Arizona Legislature for adoption. The legislation was described later to be "like a bolt out of the blue and, understandably, our 'frontier' legislature was not about to buy what was considered a radical concept, on such short notice."

TRP stated their objectives as fostering planning in Arizona and sponsoring the preparation of a comprehensive plan for Tucson and the region. A year after incorporation, TRP had about 260 members and could boast of influencing the relocation of two million-gallon City water tanks to more suitable sites and the delay of an urban renewal and public housing program in order to allow for additional studies. TRP also took an active role in the planning of a new sewage treatment plant and the preliminary analysis of the "truck route" proposed to skirt downtown.

TRP's proposal for a professional study of the Tucson area and subsequent formulation of a regional plan was a broadly supported venture. TRP solicited and gained eventually the political and financial support of the City of Tucson, Pima County, and private sources for the planning effort; by 1941, each group contributed about one-third of the total planning budget of \$60,000.

TRP in early 1940 contracted with the renowned planning consultant Ladislav Segoe of Cincinnati to survey the existing conditions of Tucson and to prepare the regional plan. Segoe's credentials from the late 1930s included serving as the chief planner for the Urbanism Committee of the National Resources Committee, a successor to the early New Deal's National Planning Board, which was responsible for coordinating long-range national development. His committee's report, released in 1937, "was the first federal document clearly describing the momentous transformation of the United States from a predominantly rural to an urban society".

At the time of his engagement by TRP, Segoe was providing planning and zoning assistance to some 50 cities, including small communities beset by new war-time industries with their accompanying construction crews and factory workers. When asked in 1943 what he thought about the state of planning up until then in Tucson, he replied that "it is middling, certainly not leading the procession, but its plans have some outstanding advantages over other communities."

IV-B Comprehensive Plan for the Tucson Region (Segoe Plan)

Ladislav Segoe assembled a small team which initially included Charles W. Matthews from his Cincinnati office as "resident planning engineer" to perform the analysis of existing conditions, a local engineer-surveyor to draft the base maps, and a secretary. A planning office was set up with furniture donated by Pima County and space furnished by Harold Steinfeld on the east side of Church Street opposite the old Pima County Court House. They began work in May 1940 with the goal of completing the Tucson survey by the end of the year.

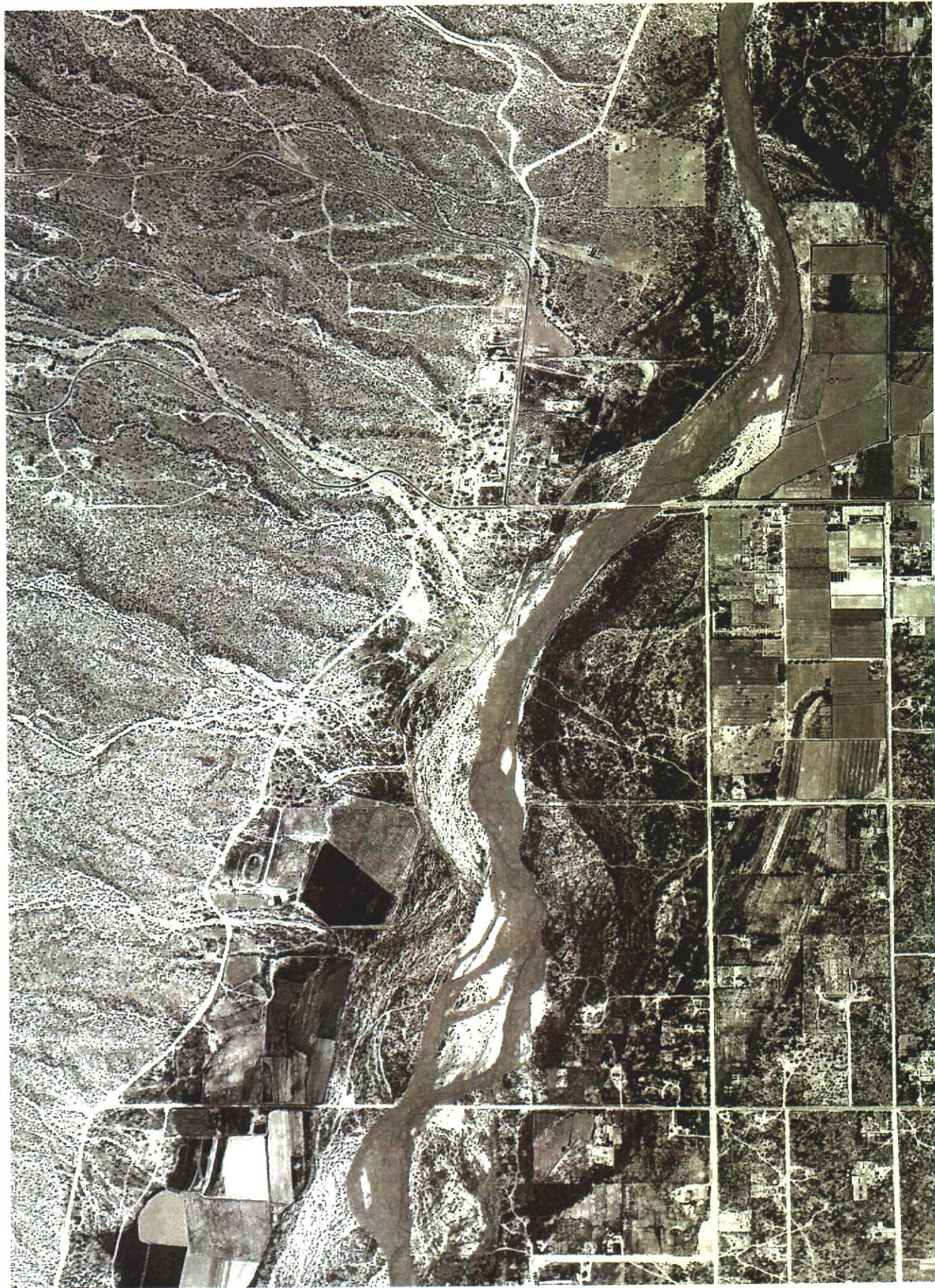


Photo 9. River Road, between First and Hacienda del Sol (1941) U.S. Army Signal Corps via Pima County Public Works Library

Segoe excited Tucson. A preliminary planning critique by him during one of his earliest visits in 1940, "stimulated a keen interest on the part of all those meeting with him." He came to Tucson from Cincinnati about once a month to review the work done to date, to report it to TRP and the public, and to lay out with Matthews the future work needing to be done. A.M. Faure described later that this "was a most important and significant characteristic of Mr. Segoe's method. In this way, he brought his sponsors and the public, along with the work, step by step, instead of doing the whole job himself... and dumping it into their laps."

Segoe, with the assistance of his team, was prolific in his output of studies and reports. By the end of 1941, he had submitted to TRP studies on, a *Plan for Thoroughfares; Proposed Plan of Building Lines and Mapped Streets for Future Street Widening and Openings; Transit; Comprehensive Plan of School Facilities;* and, *Standard Street Cross Sections*. In the same year, he also prepared for the City of Tucson a draft of new City zoning regulations, *Proposed Building Zone Ordinance;* a draft building safety code, *Coordination of Building Code and Fire Limits With the New Building Zone Ordinance;* a draft *Ordinance Creating City Planning and Zoning Commission;* and, *Proposed Subdivision Regulations for Tucson*.

Matthews resigned from the planning team at the end of 1941, shortly after the United States entered World War II, because of his induction into the army. He was replaced in February 1942 by Andre M. Faure, a French-born planner from Virginia, who would provide professional planning leadership for Tucson until his retirement in 1968. At its annual meeting in May 1942, TRP president Hill reported that the regional plan was about half completed.

Segoe submitted numerous additional reports to TRP during 1942: *Tax Delinquent Lands; Street and Off-Street Parking In Central District; Aviation and Airports; Plan for Railroad Facilities and Grade Separations; Rehabilitation of Blighted Areas, Conservation of Sound Neighborhoods; Proposed Comprehensive Plan for Park and Playground System;* and, significantly, *Ten Year Improvement Program for Tucson and Environs*. He also prepared for the City a report regarding the newly established City Planning and Zoning Commission, *Organization and Method of Functioning of the City Planning and Zoning Commission*.

Segoe concluded in 1943 his series of planning reports to TRP with, *The Population of Tucson and Its Environs; Economic Base of Tucson and Environs; Plan for Public and Semipublic Buildings;* and, *Improving the Appearance of Tucson*.

The studies amassed a tremendous empirical profile of Tucson's physical and socio-economic character. An undated TRP brochure stated that "a few of our future problems" would include population growth, industry, schools, recreation areas, water, thoroughfares, parks, business areas, and "beautification".

The studies identified the following as among the most pressing problems of the Tucson region:

- Traffic congestion caused by "man-made rather than natural features", such as the routing of interstate traffic through downtown, the restrictive grid system for streets, and the numerous at-grade crossings of the Southern Pacific and spur-line tracks;
- "Considerable difficulties" in developing a roadway system adequate to serve "the widely distributed population" and too much land devoted to streets, which were considered to be inappropriately designed for adjacent land uses and poorly distributed across the city;
- "Symptoms of blight" in the "deterioration of the older sections" and in "the more recent substandard developments in suburban areas [which] are now being recognized as a continual drain on the community's resources - a threat to the social and economic welfare of the whole community, irrespective of political boundaries";
- The need for additional active recreational facilities and "quite likely another public golf course", as well as the expansion of the east district of Saguaro National Park. Although Segoe noted that the "all but universal use of the automobile" in Tucson required large outlying public preserves rather than city parks "for renewal of contact with nature", he concluded that the existing public preserves were sufficient to serve the future population and that there was "little justification" for the acquisition of additional preserves or the augmentation of existing ones. He did, however, acknowledge that "there are in the region numerous outstanding scenic features which might well be protected through public ownership";
- Schools poorly located in relation to serving their current and anticipated populations, and, for some, in their placement along major streets; inadequate playgrounds; and, elementary schools were too numerous;
- Poor planning for civic facilities, including governmental offices providing public services which were scattered throughout downtown, with many short on space; no public auditorium of adequate size for cultural events; and insufficient conference facilities;
- Insufficient attention paid to streetscapes, design of public and private buildings, signage, and maintenance. Segoe commented that, though Tucson "is already a rather attractive community... attractiveness is also of greater importance to Tucson than to the average city" because of its economic dependence on the health, recreation and resort industries.

Segoe and officials of TRP took the studies and proposed *Comprehensive Plan* out for public scrutiny in the summer of 1943 in a series of presentations. In trying to gain public

acceptance of his recommendations, he described how much better and cost effective new development could be with an advance knowledge of the locations of thoroughfares, shopping districts, schools, fire stations, and parks. He tried relating the *Comprehensive Plan* to the lives of average Tucsonans by explaining how a "poor man, who barely can afford 50 feet of land for his home, can authorize his city officials to give him protection [against selfish neighbors] by setting up proper zoning ordinances and by looking ahead with intelligent city, county and school planning."

The Arizona Daily Star, in its series of seven articles introducing the plan in the early fall of 1943, quoted a "typical greater Tucson citizen", who had this to say about comprehensive planning:

"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."

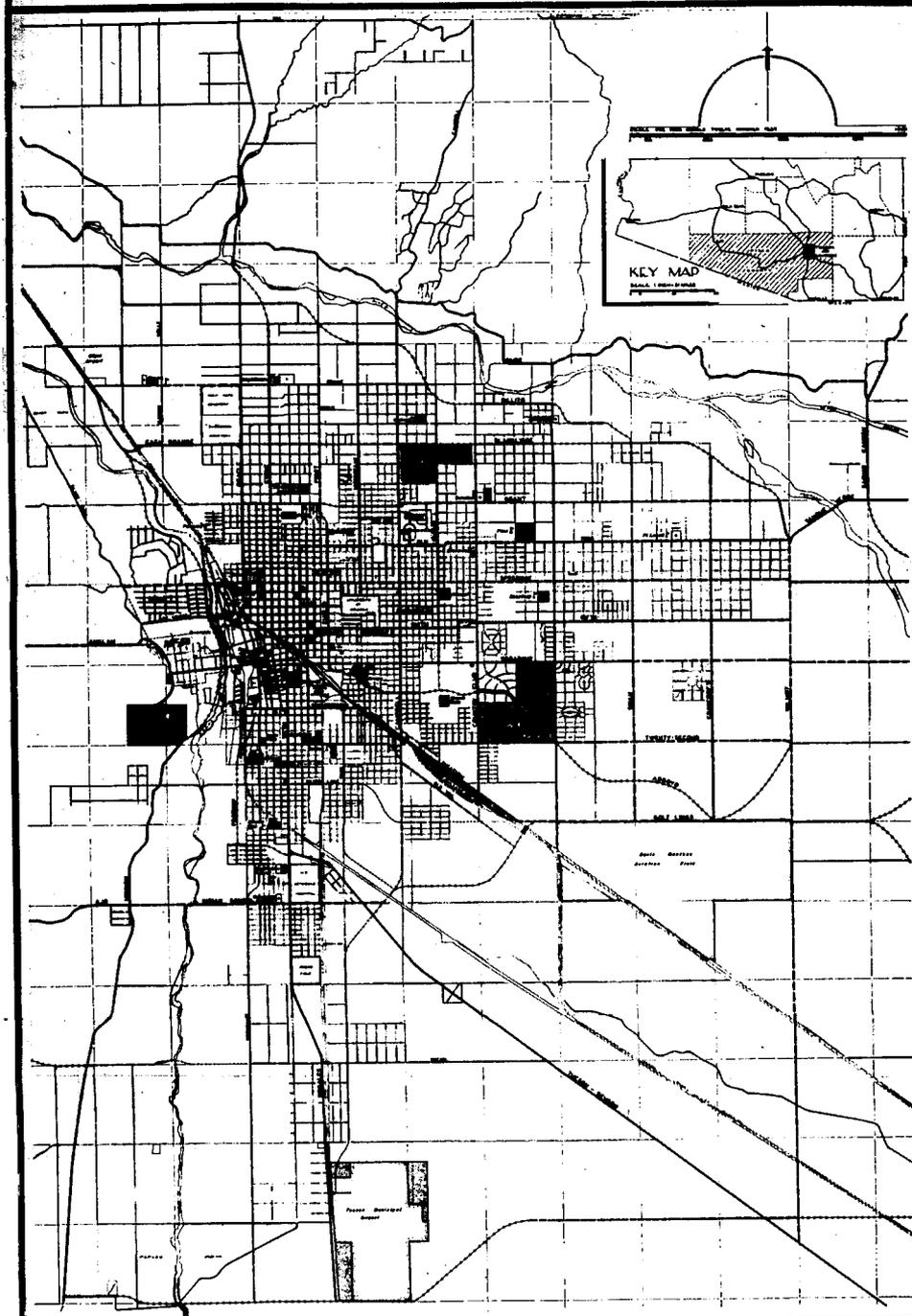
IV-B.1 Recommendations of the Comprehensive Plan

Segoe's *Comprehensive Plan*⁵ was not issued as a single, fold-out land-use map. It was instead a policy statement and long-range action plan composed of the sixteen reports and accompanying maps, not including the additional studies and ordinances submitted to the City, which he and his staff had prepared and released to TRP over the previous three years. When he unveiled his plan recommendations on June 2, 1943, to the membership of Tucson Regional Plan, Segoe stressed that the plan was regional, that it represented "the kind of community that is desired and possible" and should not be deemed final, that it "must be community approved and supported" in order to succeed, and that it was to be a means of spending public money more efficiently rather than more freely. He expected the plan to proceed eventually to the City Planning and Zoning Commission and the City Council for adoption.

The *Comprehensive Plan* was (and remains) remarkable in its scope, its feel for community character and issues, its clear vision, and its pragmatic ambition. The study area was about 200 square miles composed of the City of Tucson (8½ square miles) and "a six-mile belt out around its corporate limits". A 1943 plan map showed a circle, centered on downtown's Stone and Congress intersection, arcing through Oro Valley, Pantano Wash, Tucson Municipal Airport and Gates Pass, although some elements, such as highways and recreation, addressed outlying areas of eastern Pima County as well.

⁵ Note: various contemporary documents refer to it as the "Comprehensive Master Plan", "Comprehensive Plan for the Tucson Region", and "The Regional Plan of Tucson"

TUCSON ARIZONA AND ENVIRONS
CITY PLANNING AND ZONING COMMISSION



PREPARED UNDER AUSPICES OF
TUCSON REGIONAL PLAN INC
CITY OF TUCSON
COUNTY OF PIMA.

LADISLAS SEGOE PLANNING CONSULTANT
CINCINNATI OHIO
C. W. MATTHEWS ANDRE M. FAURE RESIDENT PLANNERS

COMPREHENSIVE
MASTER PLAN

1943

LEGEND

MAJOR STREETS	TO BE BUILT	TO BE OPENED
PRIMARY THOROUGHFARES	---	---
SECONDARY THOROUGHFARES	---	---
RAILROAD BRACK SEPARATIONS	---	---
SCHOOLS AND PLAYGARDS	---	---
PLAYGARDS AND PLAYFIELDS	---	---
OTHER PUBLIC BUILDINGS AND SQUARES	---	---

Figure 12. Comprehensive Master Plan, TRP/Segoe (1943)

Segoe would not commit in 1943 to a planning horizon because of the uncertainty caused by the war; however, the Plan's "population prognostications" anticipated a metropolitan Tucson population of about 100,000 by 1960. The population report forecast that Tucson's future families would be smaller and older because of a declining national birth rate and would reside in suburbs to the city ("the emergence of a new form of urban community").

The *Comprehensive Plan's* many recommendations ranged from sweeping to highly detailed, and called for immediate action as well as long-range implementation. Some proposals were long-planned city improvements which now had a planning context, whereas others were wholly original to the plan. The most notable or interesting recommendations included:

- Roadway improvements which called for:
 - Proceeding with a right-of-way acquisition program, estimated to cost from \$1.5M to \$2.0M, for a "West Side Express By-Pass" between the Santa Cruz River and the Southern Pacific railroad tracks, in order to get trucks and "high speed" traffic away from downtown and at-grade railroad crossings;
 - Establishing a Rillito Parkway adjacent to the south bank of the Rillito River, an Arroyo Parkway connecting downtown and Davis-Monthan Airfield, and a Mission Parkway ("a desirable natural pleasure drive") on the west side of the Santa Cruz River from San Xavier Mission to "A" Mountain, then north to the Miracle Mile alignment as rights-of-way were acquired through subdivision platting;
 - Designating a regional boulevard and parkway system on the "reclaimed" banks of rivers and "troublesome arroyos", connecting regional parks and public preserves within eastern Pima County, which would "complement the major thoroughfare system" while serving their "recreational function as pleasure drives";
- Better downtown service and access by means of:
 - Developing a formal "civic and governmental center" complex, to be anchored by the old Pima County Court House, which would include federal, state and local offices, and semipublic facilities, such as the YMCA and Elk's Club; and, redeveloping Armory Park and adjoining land into a "cultural and recreational center" composed of a "community green and open air theatre" with stage and band shell, municipal auditorium, recreation building, the Carnegie Library (now the Tucson Children's Museum), Safford School, and play-fields;
 - Relocating the Southern Pacific rail yard from downtown (the Southern Pacific Reserve) to the Pacific Fruit Express yards south of 22nd Street;

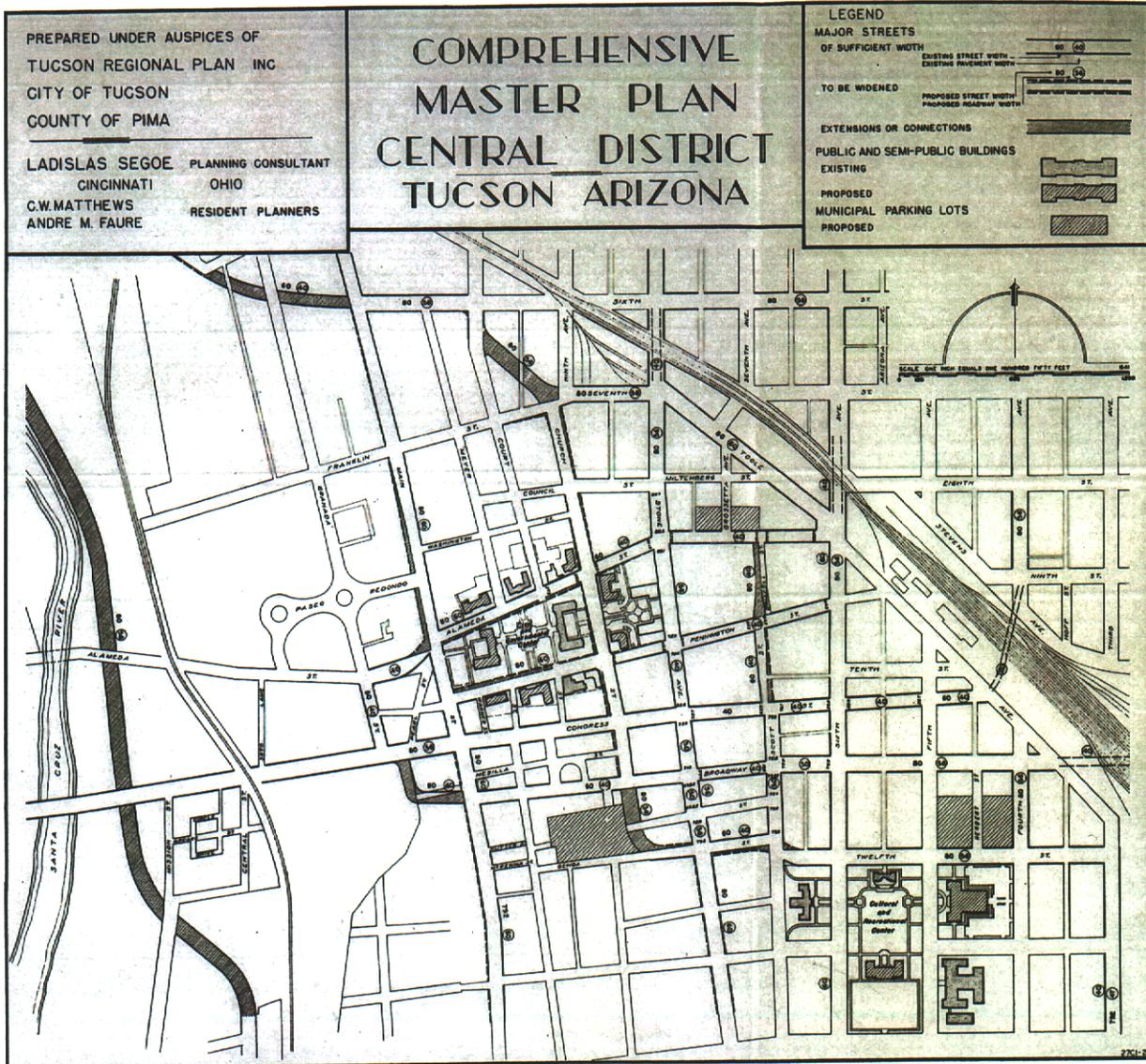


Figure 13. Central District, Comprehensive Master Plan, TRP/Segoe (1943)

- Providing short-term solutions for better traffic flow in downtown and in the "suburbs", such as transitional connections allowing Grant Road (at First Avenue), Sixth Street (at Country Club) and Euclid/First avenues (at Grant) to become thoroughfares;
- Physical and aesthetic improvements to Tucson's built environment by:
 - Designating areas within the City for physical remedy as part of a "program of community conservation and redevelopment", with a program hierarchy calling for future "protective measures", "environmental improvements", "general rehabilitation", and "major redevelopment" (for areas southwest of Broadway and South Stone Avenue, which the survey determined to be "blighted", although "picturesque");
 - Improving the appearance of Tucson through stricter design controls; establishing an "official architectural board of review"; enhancing streetscapes by undergrounding utilities, limiting signage, providing street lighting and planting trees and other landscaping; and, introducing aesthetic congruence by means of "The Regional Plan Colors", a samples card of harmonizing colors "attuned to the natural colors of southern Arizona", which was prepared by local artist Dale Nichols and Harry Bacal of Pioneer Paint for use on "homes and business establishments, painted signs, lawn furniture, delivery trucks or anything exposed to public view";
- Expansion of Tucson's recreational opportunities by:
 - Acquiring the land between the Santa Cruz River and the proposed Mission Road Parkway for development as a linear park, adding acreage to Sentinel Peak ("A" Mountain) Park as open space, and acquiring about 200 acres in the vicinity of Tucson Boulevard and Glenn Street for a regional park;
 - Enhancing outlying public preserves for passive recreation, such as hiking and horseback riding, while maintaining "the feeling of the open country and a sense of privacy and freedom";
 - Designating regional parkways to connect major points of interest, including an outer loop route which linked Oracle, Tucson Mountain Park, San Xavier Mission, Continental and the Santa Rita Experimental Range, Colossal Cave and Saguaro National Monument, and Mt. Lemmon to Oracle; and an inner loop which connected the Casa Grande Highway at the confluence of the Rillito River and Canada del Oro Wash, Kinney, Mission and Los Reales roads, "Sahuaro Monument Road" (Old Spanish Trail), Speedway Boulevard, a North Kolb Road extension, and River Road;

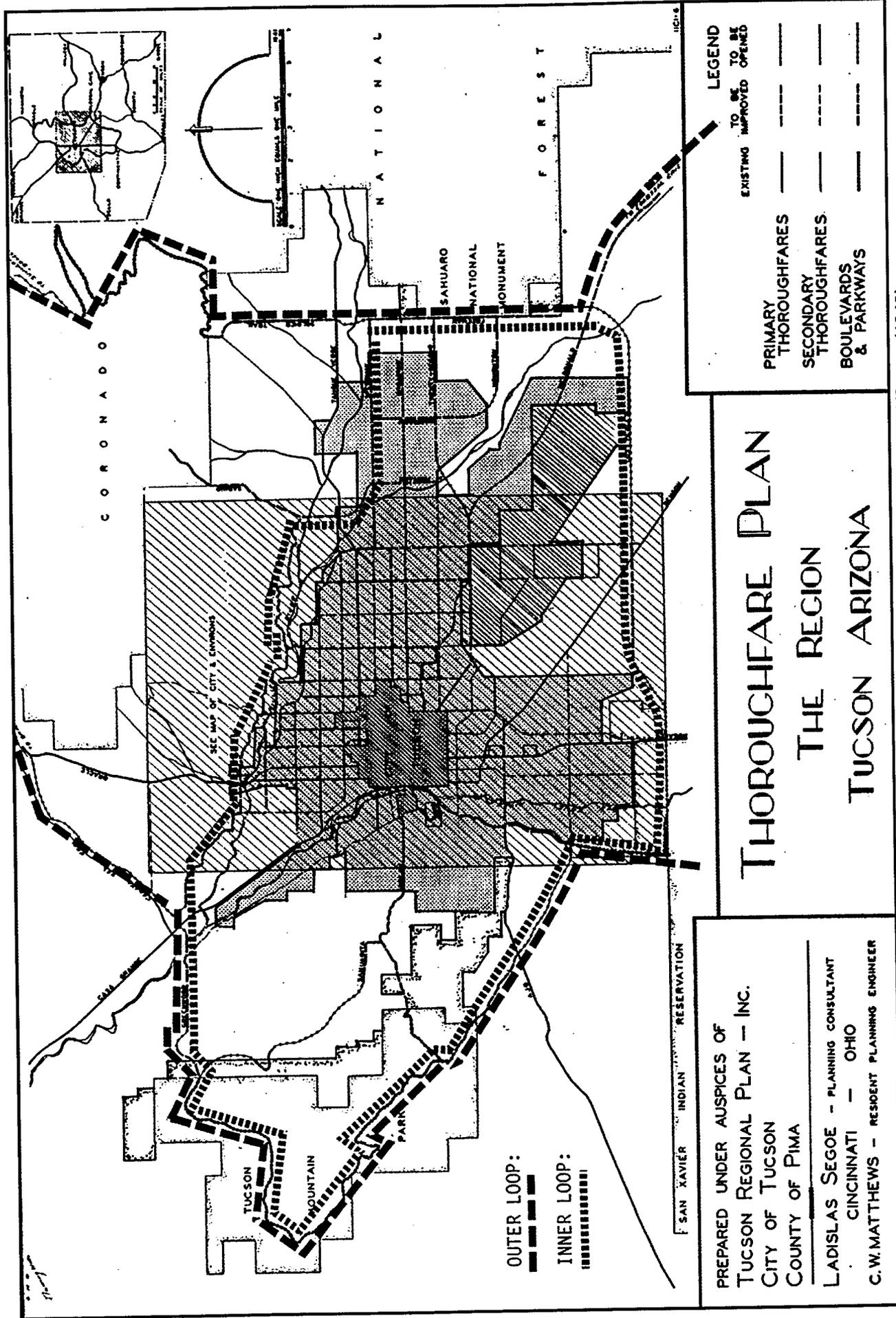


Figure 14. Inner and Outer Loop Parkways, Thoroughfare Plan: The Region, Comprehensive Master Plan, TRP/Segoe (1943)

- More efficient planning for schools and playgrounds by:
 - Requiring service areas for elementary schools to be a one-half mile walking distance, thereby placing elementary schools in the middle of square-mile sections of newly developing land tracts, and unifying inefficient existing service areas by closing schools;
 - Jointly planning and sharing the facilities for new schools and recreational areas.

The *Comprehensive Plan* also provided numerous, highly detailed, proposals for street realignments and widenings (including recommended intersection radii), railroad underpass and grade separation improvements, off-street parking lots, play-fields, a new jail, fire stations, "water plant" upgrades, sewerage system extensions, and sundry other items.

The *Ten Year Improvement Program for Tucson and Environs* estimated a program cost of about \$5.2 million, with over \$2.1 million coming from the City of Tucson, \$1.25 million from Pima County, and \$1.8 million from the school districts. The report acknowledged the uncertainty of a post-war economic climate, but believed that the City would raise sufficient revenues through taxes on real estate ("without increasing its tax rate") and utility bond issues. Other potential funding sources included a newly enacted state sales-tax revenue sharing program and partial financing of certain roadway improvements through Federal-aid funds. The report expected school districts to rely on their property tax levies as post-war assessment valuations rose and assumed post-war federal aid to school districts to be "probable".

The report stated that Pima County, which had levied no tax in 1942, was in a "good fiscal position" and that it would rely on property taxes, with assistance from Federal-aid funds, to accomplish its part of the plan. The report called for a permanent committee to be formed by the City, County, and the school districts for programming the public improvements. In all cases, the report urged early land and right-of-way acquisitions, which accounted for almost half of the program cost.

IV-B.2 Reactions and Reflections on the Comprehensive Plan

A cheery promotional brochure issued by TRP noted that "The Regional Plan for the Tucson Area" was endorsed by Pima County, the City of Tucson, the "Post War Committee", the Chamber of Commerce, the "Planning Commission", Tucson Regional Plan, the "Sunshine Club", and the "Garden Club". In the manner of the Burma Shave road-side signs which were popular at the time, the brochure warned that,

"Towns that change without a plan, go to pot. Everybody knows that. Everybody loses. Towns that change, and IMPROVE with change, have a plan, that is the plan of, ALL the people, of the region. Everybody gains."

The brochure summarized the planning completed, noting the release of fifty detailed maps of the study area, surveys and analyses of problems, "designs for immediate use", regionally integrated plans, and projects for the future "refined from the experience of a thousand planned communities". The brochure stated that this work had cost \$30,000 "to date".

The City of Tucson proceeded cautiously in regard to acting on the *Comprehensive Plan*. The City Council in April 1941 had quickly adopted Segoe's *Ordinance Creating City Planning and Zoning Commission* (supplemented by his 1942 report, *Organization and Method of Functioning of the City Planning and Zoning Commission*). However, his 1941 draft of a new City zoning ordinance, *Proposed Building Zone Ordinance*, would not be adopted by the City Council until 1944, and the proposed building safety code, *Coordination of Building Code and Fire Limits With the New Building Zone Ordinance*, prepared in 1941, would not be adopted at all.

The City Planning and Zoning Commission was less reserved about Segoe's work than the City Council. The Commission evaluated Segoe's reports as elements of a regional plan for Tucson to be adopted by the City. On October 4, 1945, more than two years after their release by TRP, the Commission adopted "the first three" elements of a regional plan, *The Regional Plan, Part I: Plan for Thoroughfares; The Regional Plan, Part II: Plan for Railroad Facilities and Grade Separations; and, The Regional Plan, Part III: Plan for Public and Semipublic Buildings*. In June of 1946, the City Planning and Zoning Commission tentatively adopted Segoe's *Proposed Subdivision Regulations for Tucson* from 1941 as guidelines for the preparation of subdivision plats. The remaining reports were "scheduled for later adoption" as regional plan elements, but were apparently never acted on by the Commission. The City Council did not adopt the three, or any of the other, elements in their original forms. Most plan elements were revisited in new planning programs of the late 1940s and the 1950s.

Others more readily endorsed the *Comprehensive Plan*. A TRP newsletter stated that the "planning studies have received unqualified praise" from state and federal officials whose post-war planning elsewhere was "seriously handicapped" by the lack of long-range plans. Locally, City and County post-war planning committees, newly authorized by the Arizona Legislature, used the plan as a basis in preparing their recommendations to the City Council and Board of Supervisors, which was not able to act officially on any part of the plan because counties were not authorized until 1949 to plan or zone. Public improvements based on the plan were made, including new schools and upgrades to Himmel and Estevan parks. Civic organizations began a program to mark local historic landmarks with signs and "a large number of property owners on La Plazita at their own expense painted the fronts of their buildings with Dale Nichol's suggested Tucson colors."

The writer of the seven-part series in the *Arizona Daily Star* regarding the *Comprehensive Plan*, lamented in September 1943 that the *Comprehensive Plan*, as with previous planning and zoning initiatives in Tucson, had met with "public indifference". However, a *Star* editorial on December 7, 1943, declared that "[a] peacetime agency has done a great and noble work

in Tucson", which "has been accepted in general by the city, county, civic groups and the taxpayers." A 1945 TRP newsletter noted "growing" neighborhood participation in planning and cited the Tucson Mountain Association as "actively looking ahead", while residents in the Amphitheater, Fort Lowell, Sunnyside, and Wrightstown areas were "becoming more and more alert" to neighborhood planning issues.

Many of Segoe's *Comprehensive Plan* recommendations, particularly in the detailed improvements described in the reports, subsequently became official City of Tucson or Pima County programs, although not all were realized. With hindsight, many plan proposals, such as building a downtown bypass for interstate vehicles and moving the rail yard out of downtown, seem obvious, while their original significance is obscured by the plan's multiple volumes of reports. However, they were all elements of the *Comprehensive Plan's* holistic premise of improving the quality of Tucson life through changes which would encompass most all aspects of Tucson's physical state.

Segoe's *Comprehensive Plan* envisioned a Tucson which wasn't "in competition with any place... we can still be Tucson. In fact we can be more of what we really ought to be than we are now [1943]." The economic premise of the plan was the continuation of Tucson as largely a university town, a resort community, and a regional business hub. However, the planning did not seem to grasp what was occurring in Tucson during those years. From the incorporation of Tucson Regional Plan in 1938 to release of the *Comprehensive Plan* in 1943, TRP's "home town, a University town, a retreat", added 17,000 more people to its metropolitan population, an increase of nearly one-third. Another 12,000 arrived by the end of 1945.

The Arizona Daily Star editorial in December 1943 commented that war-time industries and military training in Tucson "have served possibly as the greatest advertising medium this community has ever had" and that "many of these new thousands of temporary residents have indicated that they will return... planning should preserve for them the charm which first impressed them and may draw them back". The editorial concluded by noting that "another obligation" in planning was for the Tucsonans called to war: "They will want to feel at home despite war's events, passing years, the increased population and recent mushroom growth."

By the end of 1945, the *Comprehensive Plan* was being re-examined "due to changes in trends, new community needs, [and] factors beyond local control". Among the new planning issues were "shifts in population in unexpected directions", which also affected school sites planning; the rapid expansion of the municipal and military airports; the increase in neighborhood participation; and the omission of equestrian trailways planning. The rapid growth of the Tucson metropolitan area stymied the ten-year capital improvements program of the *Comprehensive Plan* as well, since many specific improvements, as well as longer-range projects, were premised on land remaining vacant long enough to be acquired at relatively low cost through bond money.

The Pima County Post-War Planning Board in 1948 called for a complete re-evaluation of the *Comprehensive Plan* due to the population of metropolitan Tucson having reached the 100,000 person threshold anticipated originally by 1960. The Board's chairman said that he had been "urging a re-appraisal" for the last few years and added that adherence to the plan from the beginning would have prevented some of the problems.

Andre M. Faure, Segoe's "resident planner" during the critical period of plan development, commented later that "many of [Segoe's] ideas were not acceptable in the political environment of the early forties, but have since proven themselves." He credited Segoe with being the first planner in the United States to develop strategies, as presented in the *Comprehensive Plan*, for neighborhood conservation as well as for urban redevelopment. Faure stated also that the plan's recommendation for the joint planning and use of schools and parks led to the strong working relationship in the 1950s and 1960s between local school districts and the City-County Planning Department and became the "building block" of the later neighborhood planning-unit concept. He noted that Segoe's advice to obtain rights-of-way and other land as soon as possible was heeded in the quick acquisition of land in the late 1940s for the Tucson Freeway and, somewhat later, for the downtown Pima County Governmental Complex.

Segoe revisited Tucson in April 1963, after an absence of 20 years. He observed that Tucson's citizens had lost touch with planning and recommended a new citizenry planning liaison similar to TRP; he cautioned that without good planning the Tucson area could become as polluted as Phoenix and Los Angeles. He reflected on the *Comprehensive Plan* in a 1975 Tucson Daily Citizen interview by saying that "the idea was to prevent scattering and sprawl over the urban area." He compared the planning priorities of Tucson 35 years apart by noting that "instead of widening streets for traffic, we suggested closing off certain intersecting streets." Dr. Donald Hill, the founding president of TRP, credited in the same article the regional plan as an impetus to obtaining county planning and zoning enabling authority from the State Legislature.

A 1959 critique of local planning practices warned that plans should not remain static and be "the equivalent of the Holy Grail." The writer noted that some Tucsonans felt that Segoe's plan still had validity and he commented that this was "unfair to Mr. Segoe and to the city... It must be a living, growing, constantly changing, and efficient guide, as dynamic as the growth of a community itself".

IV-C Establishment of Professional Planning In Tucson (1940s)

Professional planning expertise trickled down slowly in the early 20th Century to Tucson and other small cities and towns of America. Planning in such places usually constituted public works improvements, such as roads, parks and sewerage systems, designed by "engineering planners" and "architect-planners". When broader planning expertise was needed, small communities hired private planning consultants from big cities.

Tucson sought assistance from among the best consultants of the times when Tucsonans began planning and zoning investigations for the community. The layman Tucson Zoning Commission in 1928 retained private zoning consultant John D. Seymour to help draft Tucson's first zoning ordinance, which was adopted two years later by the Tucson City Council. The City Council appointed a City Planning Commission in May 1930, which brought E.P. Goodrich from New York City to Tucson in early 1932 to report on the requirements for a regional plan. Almost a decade later, Tucson Regional Plan, Inc., in partnership with the City of Tucson and Pima County, hired renowned planning consultant Ladislav Segoe to guide the preparation of a comprehensive master plan for the Tucson region and to draft a more contemporary zoning code for the City.

At the recommendation of Segoe, the Tucson City Council created by law in 1941 an official advisory City Planning and Zoning Commission, which was integrated formally and officially into the City's planning and zoning processes. As originally constituted, the City Commission included five citizen members and, in addition, the City Manager, the City Engineer, the County Engineer, ex-officio, and a member of the City Council. The ordinance paraphrased the terms of the U.S. Department of Commerce's model city planning act of 1927 by directing the Commission to adopt and maintain a master plan, and to recommend the general character, extent, and location of community utilities and facilities, related services, subdivision plats, zoning, and capital improvements and programs.

Segoe's planning staff in Tucson assisted the City Commission in performing its duties by preparing the report, *Organization and Method of Functioning of the City Planning and Zoning Commission*. C.W. Matthews, the initial "resident planning engineer" in Segoe's Tucson office, resigned late in 1941 because of the draft. A few months later, Segoe sent Andre M. Faure, an experienced planner from the East Coast, to Tucson as the "resident planner" to complete development of the regional plan. Faure would later state that,

"the war years were lonely years for a professional planner in these parts. For example, Tucson's Planning Office was the only full time one in the 'four corner' states (Arizona, Utah, New Mexico, Colorado) [and] during the war we could not travel to the conferences and meetings normally held among professional planners".

Upon completion of Segoe's work in the summer of 1943, Faure was asked to stay on as "resident city-county planning director" to help the City and the County begin plan implementation. The 1943 Planning Office budget was about \$12,000, divided evenly between the City and the County. Faure would later credit the City Council's inclusion of the County Engineer on the City Planning and Zoning Commission as "recognizing the city as part of the county and the importance of guiding sound development in its environs."

Faure and his small staff devoted the next several years to incorporating various elements of the *Comprehensive Plan* into work programs for the City Planning and Zoning Commission and the County Post-War Planning Board (see below). He saw the war-time lull in real estate development as an opportunity to formalize Segoe's *Proposed Subdivision Regulations for*

Tucson from 1941 into standards and procedures for the review of subdivision plats. The City Planning and Zoning Commission tentatively adopted in June 1946 the *Land Subdivision Standards and Procedures* manual for the City of Tucson as subdivision platting guidelines, because cities remained without direct authority to regulate subdivisions. The City of Tucson eventually adopted subdivision regulations by ordinance in 1956, after 2½ years of public hearings, and without explicit authority. Faure wrote in 1959 that the City platting guidelines had depended on a spirit of cooperation and "had served amply as long as there were not too many outsiders coming to town".

Faure left Tucson in 1947 to join the Federal Housing Administration regional office in San Francisco, where he worked as a planning analyst and consultant for the western region. E.A. Wilson was hired to replace Faure as planning director and, in 1949, became the first Executive Secretary of the new Pima County Planning and Zoning Commission. Faure returned as City-County Planning Director when Wilson resigned in 1951.

Faure provided the link between Tucson's early practice of planning by private sponsorship and consultation and the beginning of land use planning as a formal function of local government. Wilson guided Tucson's Planning Office through a period of significant change in the organization of local governmental planning functions.

The City Council reconstituted the City Planning and Zoning Commission in 1949 by replacing the City and County officials with members of the public. The Pima County Board of Supervisors in June 1949 appointed its own Planning and Zoning Commission, also constituted solely as a citizens panel. The establishment of two layman planning commissions advising separate legislative bodies represented a shift in local planning from a singular sense of the Tucson region to a plural one identified by jurisdiction. Wilson was named the executive secretary for each commission and reallocated his staff resources to serve two masters.

IV-D Post-War Planning Boards (1940s)

During World War II, national concerns grew regarding the possibility of a post-war economic depression and the attendant problem of significant unemployment. One answer was to plan for major post-war investments in new public works and infrastructure improvements. The Arizona Legislature in 1943 authorized cities and counties to establish post-war planning boards for the purposes of formulating plans for local public works projects and to finance such projects through separate public works reserve funds.

The business and political leadership of Tucson responded quickly to the call for post-war planning. The Tucson Chamber of Commerce had in place a Post-War Planning Committee by June of 1943 which was among the first to be presented with Segoe's complete *Comprehensive Plan*. The Tucson City Council designated by ordinance on June 21, 1943, the City Planning and Zoning Commission as its post-war planning board. The Commission

was assigned the duties of preparing and revising plans and surveys for a long-range post-war program of local public improvements, monitoring currently authorized capital improvement projects, and maintaining "liaison with state and federal officials and agencies having duties and responsibilities related to planning."

The Pima County Board of Supervisors established the County Post-War Planning Board in November 1943. In addition to the specific duties of advising the Supervisors on allocations and levies under the act, the Planning Board also "functioned as the provisional planning and zoning commission with the exception of zoning matters." The Planning Board took its duties seriously; by the end of 1944, it had "made seven field trips in the Tucson region, the county, and adjoining areas, including Mexico" to assess regional planning issues.

Many local public works improvements derived from the *Comprehensive Plan* were initiated under the auspices of the two planning boards. Among other matters, the County Planning Board initiated the studies which led to the creation of Pima County Sanitary District No. 1 (reorganized later as the Pima County Department of Sanitation and known now as the County Wastewater Management Department), which encompassed most of the area around the city; facilitated the financing of major flood control improvements; and programmed millions of dollars for County highway improvements. For example, both Tucson and Phoenix were applicants in 1950 for an allocation of \$1.4M for the construction of new highways; Tucson won the funding to construct the Tucson Freeway (Interstate 10 adjacent to downtown) because of its advanced post-war planning, while Phoenix had no ready plans at all.

The County Post-War Planning Board in April 1948 called for a re-appraisal of the *Comprehensive Plan* because the growth of metropolitan Tucson's population was far exceeding the scale of programs built into the plan, particularly in regard to new subdivision improvements and roadways. The Board's chairman recommended a two-year planning process with a budget of about \$50,000 to be obtained from City and County post-war planning funds. He asked that the president of the Tucson Chamber of Commerce facilitate a meeting with the City Council, the Board of Supervisors, and the two planning commissions, to further discuss the proposal.

The County Post-War Planning Board continued its planning functions after the establishment in 1949 of the Pima County Planning and Zoning Commission, which at first was almost entirely involved in the preparations leading to the adoption of a County zoning ordinance. The County Planning Board also assisted the Commission in the funding of the land use surveys conducted in 1949 in preparation for the zoning maps. The City and County post-war planning boards were dissolved by 1953 and the fund balances reverted by statute to new public works reserve funds.

IV-E Early Pima County Planning and Zoning Programs (1950s)

IV-E.1 Development and Adoption of Pima County Zoning Regulations

After passage of the County Planning and Zoning Act of 1949, the Pima County Board of Supervisors quickly appointed a nine-member Planning and Zoning Commission, three appointees from each of the three supervisorial districts. The Act became effective on June 18, 1949, and the Commission held its organizational meeting nine days later, on June 27th. The Commission's primary task in its first three years was to guide the study of current land uses in the unincorporated area of Pima County and the drafting of zoning regulations and accompanying zoning maps. The small City-County Planning Office headed by E.A. Wilson provided professional assistance to the Commission in performing the land use study and, with the help of University of Arizona students, in preparing the maps. The Board appropriated more than a half million dollars over the several years to the undertaking.

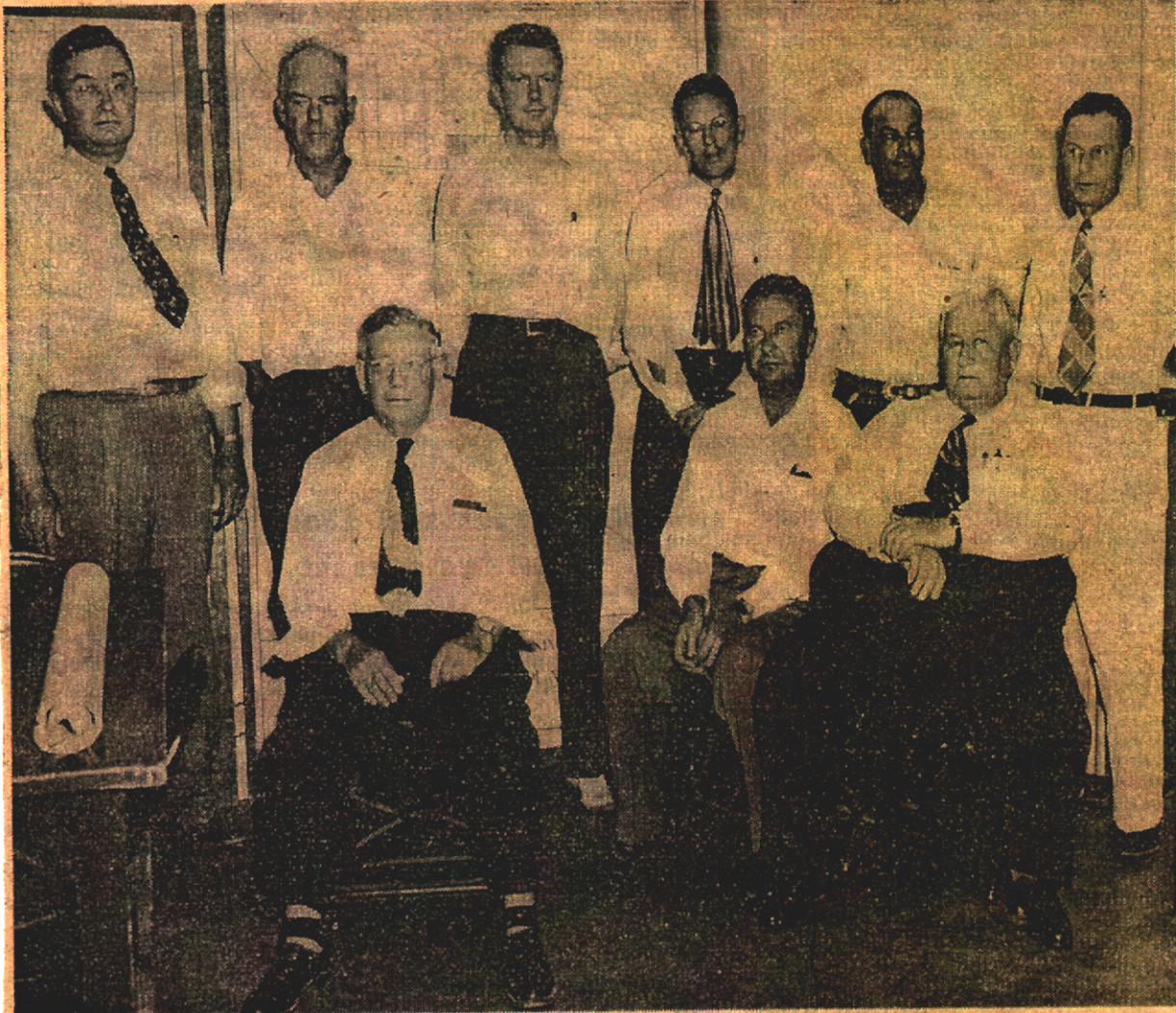
The Board of Supervisors retained attorneys William S. Dunipace and Sam Goddard, a future governor of Arizona, to draft the zoning ordinance and Joseph Mellen, a California planning consultant with Tucson roots, to provide general planning advice. The attorneys submitted a preliminary ordinance draft to the Commission a week later which was derived from Tucson's zoning ordinance, although it also contained zoning classifications which were unique to Pima County. The Commission began a series of public meetings in November 1949 to present the draft zoning ordinance and maps to various areas within the County. A local newspaper reporter was "assigned to help the Commission on publicity" and the Commission hoped to present the ordinance to the Board of Supervisors by the following summer.

Wilson and Planning Technician Eloise S. Blake analyzed numerous requests for changes of the zoning maps and provided recommendations to the Commission. Their job was not easy. Commissioners chastised them in January 1950 for not following through when they had been previously and "specifically ordered that all of Speedway east of Country Club to Wilmot Road" was to be designated as CB-2 business zoning, since "the character of Speedway has already been established." The owner of 3,000 acres known as Los Ranchitos said that "he wants to be left alone"; his request initiated the development of the County's MU zone, described later as "the antithesis of zoning". Phelps Dodge Corporation asked that all land with a patented mining claim be excluded from zoning; the Commission in March 1952 declared the Ajo townsite to be "exempt".

The subsequent public hearing process was not easy either. A "big crowd" was reported at a June 1950 public meeting and there were "troubles in Amphitheater" north of the University area. County Assessor Leo J. Finch stated that, if all the requests for commercial or industrial zoning were approved, then he would order his staff to inspect the properties and appraise them as such, whether they were developed or vacant. Commission chairman Webb commented after the first formal public hearing on the proposed zoning ordinance in December 1950 that "he wondered if the Commission had been trying to zone for an ideal

County Zoning Commission Holds First Meeting

6/28/49



—Photo by Regis Russel

Pima county's newly appointed nine-man planning and zoning commission held its first meeting Monday to hear an explanation of the state's new zoning law by William S. Dunipace, Tucson attorney, and to organize for future sessions. The members are (left to right, standing) Arles

F. Estes, John F. McMahon, Ajo, Gordon Luepke, Harold Webb, commission chairman, J. B. Gates, Charles B. Maguire, vice-chairman; (left to right, seated) Wilbur M. Wynne, Alton Netherlin, Ajo, and Oscar Cole, Ajo. The commission will hold its next meeting July 5 in Tucson.

Photo 10. Pima County Planning and Zoning Commission (June 27, 1949) *Arizona Daily Star* via Pima County Public Works Library

and perhaps to some degree jeopardizing the whole program possibly in pursuit of maybe an unattainable ideal... He was of the opinion that the whole program of zoning might be spoiled".

The program continued into 1951, slowed by the continual requests for zoning map changes which would total over 700 individual requests, mostly for business zoning, and sixty Commission public hearings by the time of ordinance adoption. Maricopa County adopted a "use ordinance" in March, based on "free advice" from the City of Phoenix and without an accompanying land-use survey or regional plan, which provided no development standards for setbacks or heights and no separate zone for single-family residences. Wilson resigned in April 1951 and Andre M. Faure was brought back as planning director. The Commission delayed another public hearing in order to allow Faure to become familiar with the program, but urged him to "expedite" the completion of the ordinance as "the prime function of the Commission at the moment."

The Commission received a "study draft" during the summer with what would become the familiar Pima County zoning district nomenclature. The Commission tentatively adopted the zoning maps on October 23, 1951, during a 13½ hour meeting, despite Commission legal counsel William Dunipace having "rather serious legal questions" about them. The Commission continued with additional hearings on the zoning text and, on January 22, 1952, voted to forward the text and maps to the Board of Supervisors.

The Board adopted the zoning ordinance on April 21, 1952, but subsequently rescinded it because of alleged faulty notice. The Commission followed with its own rescision action and held a new, contentious public hearing in June. Most of the 25 speakers were against one particular map change request, perhaps the first example in Pima County of a contested change of zoning. The Commission approved a revised zoning ordinance, which the Board adopted on August 6, 1952.

Opponents of zoning, particularly in the Amphitheater district, pushed during the summer to have zoning established by "local option". Dunipace wrote to the Board of Supervisors, "that nothing [you] can or will do by way of concessions or compromise will appease this noisy opposition, whose sole and only interest is to prevent any zoning... for as long as possible." During the 90-day waiting period before the zoning ordinance became effective, the "noisy opposition" filed a petition forcing an election to determine whether zoning should be initiated by local option within the County. A tremendous campaign, led by the League of Women Voters, ensued for immediate zoning in Pima County. In a County-wide election on February 15, 1953, the local zoning option was defeated by a vote margin of two to one and the Pima County zoning ordinance became effective. A summary in 1960 of Pima County's planning accomplishments to that point noted that the League of Women Voters had been a "citizen force, without which [zoning] might have fallen by the wayside... the vote total in each district was in direct proportion to the work of the League of Women Voters in getting out the vote".



Photo 11. River Road, between First and Camino Escuela (1950) Consolidated Aerial Surveys, Inc., Tucson, via Pima County Public Works Library

Six weeks after the election, the Pima County Planning and Zoning Commission was presented with its first eight requests for rezoning; the year would finish with 66 requests for County rezonings, twice as many as for City rezonings. Since then, over 5,000 rezoning applications have been filed with Pima County, with a record number of 246 in 1979. The Pima County Zoning Code has been, and continues to be, revised extensively, yet the basic structure and some of Dunipace and Goddard's original language remain embodied within it. A program in the early 1980s to comprehensively update the Zoning Code resulted in new or updated administrative procedures, but the program was later redefined as a series of piece-meal, although substantive, amendments and additions to the code. The Board of Supervisors readopted the County Zoning Code in 1985 to bring its format into conformance with the remainder of the Pima County Code and to provide a better frame-work for future zoning text additions and amendments.

IV-E.2 Planning for Community Growth

The Pima County Planning and Zoning Commission undertook other duties as well in its formative years, including the review of subdivision plats beginning in August 1949, and the development of a "subdivision control ordinance" in 1950, although counties were not granted until 1974 the explicit authority to regulate subdivisions. The Commission also examined airport environs zoning and guided the development and adoption in 1951 of a Pima County Major Streets and Routes Plan, well before the City of Tucson adopted a similar plan. The typical Planning and Zoning Commission agenda of October 1955 showed the Commission conducting 24 rezoning hearings, considering eight amendments of the County Zoning Code, and discussing several other business items.

The City-County "Planning Office" became by 1953 the joint City-County Planning Department, with a budget funded approximately 30 percent by the City and 70 percent by the County. City-County Planning Director Faure set up staffing for "advanced planning", "current planning", and zoning administration, to serve the two jurisdictions. Staff worked closely with Tucson School District No. One (now Tucson Unified) and other school districts to prepare school siting plans as a major duty of the Department in the "baby-boom" years of the 1950s. The Department also conducted various studies of local roadway planning problems first identified by Segoe in the early 1940s.

The *1955 School Plan*, prepared for and adopted by District One, proved to be an influential document on future planning in Tucson. The plan embraced "the modern philosophy of planning [which] recognizes the elementary school as the natural focal point of the neighborhood and the neighborhood as a basic physical unit of the urban community." It included criteria not only for the development of an elementary school facility in the center of a neighborhood, but also criteria for the design of the neighborhood and its relation to the surrounding community. This formula, derived from planner Clarence A. Perry's national model of the 1920s for a self-contained neighborhood, became the "neighborhood unit" planning concept which initiated the neighborhood planning processes of both the City and the County, and guided local planning for the next 15 years. The Department completed by

THE NEIGHBORHOOD UNIT

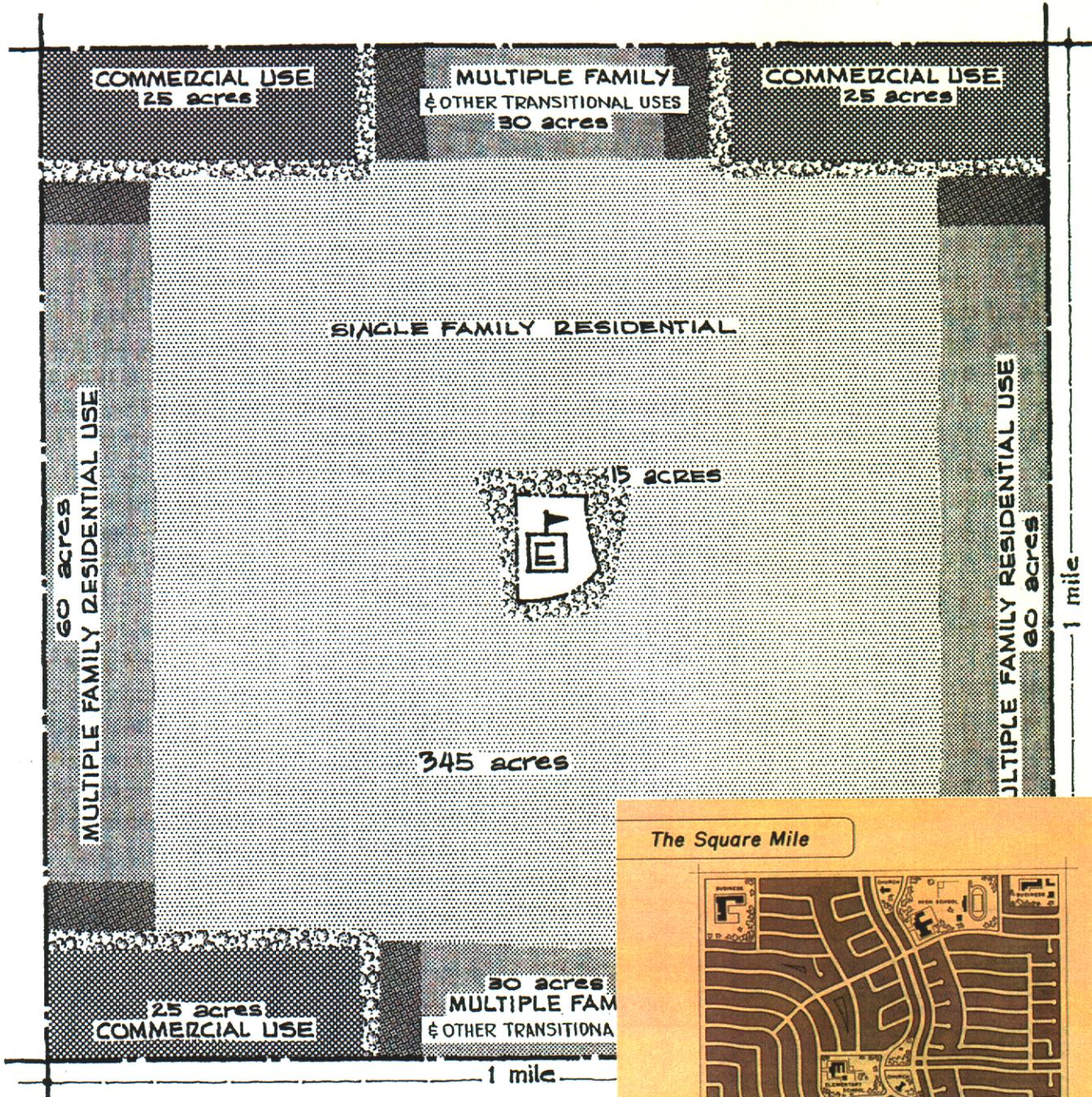
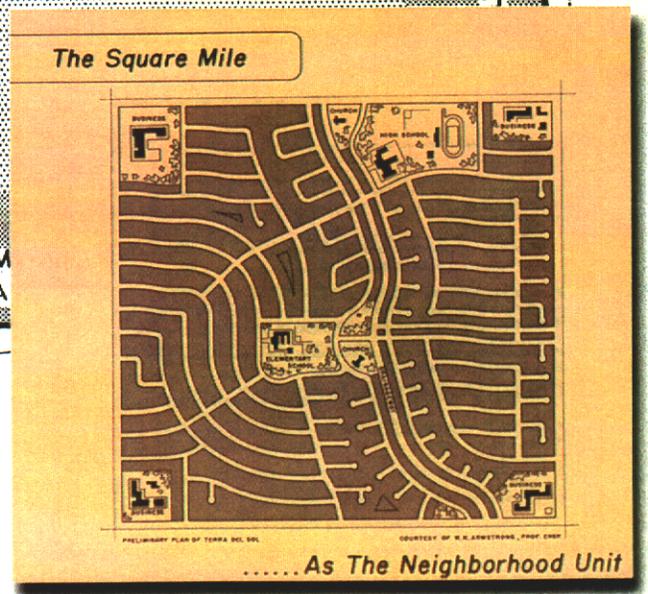


Figure 15. The Neighborhood Planning Unit (1960)
(1955)



1957 additional master plans for the Sunnyside and Flowing Wells school districts. The City and County planning departments continued to provide planning services to local school districts until the early 1970s, when the larger districts began to develop their own planning staffs.

By the mid-1950s, the "comprehensive long-term plan" of Pima County was composed of the County Zoning Plan (ordinance and maps), the County Plan for Major Streets and Routes, standardized street cross sections, and several plans for school locations.

IV-E.3 Pima County Master Planning of the 1950s

The "neighborhood-unit" was the building block of the hierarchy of neighborhood, community and area plans, the initial long-range plans of the City and the County. When new subdivisions plats were filed for County review, they were referred to a technical advisory committee, composed of a member of the County Planning and Zoning Commission, the City and County engineers, planning staff members, and representatives of utilities and the affected school district, for evaluation of compliance with the applicable plan and proper engineering design. Where there was no plan, the plat was held in abeyance until the formulation and adoption of a neighborhood plan which determined the character and extent of major roads, locations of schools and parks, drainage areas, and other planning features. A rezoning in an outlying area might require formulation and adoption of a neighborhood plan and submittal of a tentative subdivision plat before it could be acted on by the Commission.

Although the City-County Planning Department had conducted neighborhood planning studies in the previous couple of years for the Indian Ridge, Julia Keen, and municipal airport areas, as well as Summerhaven on Mt. Lemmon, the *Sabino Canyon Tanque Verde Neighborhood Plan* was the first long-range plan adopted by Pima County. The County Planning and Zoning Commission directed the formulation of the plan in 1956 "as a basis for reaching [a] broad area of agreement for future prospective development" of an area in the vicinity of Tucson Country Club Estates and the intersection of Sabino Canyon and Tanque Verde roads. A rezoning filed in 1955 for higher density residential and commercial development had drawn protests from Tucson notables, including John W. Murphey, Mrs. Byrd Granger, and John S. Greenway of the Cienega Ranch.

Planning staff applied the neighborhood-unit concept to three residential zoning alternatives for the area, established street layouts and recommended that the "bottom land" of the Rillito River be set aside for "public open space and recreation areas." At one point, the applicant's attorney stated in frustration to the Planning and Zoning Commission that "they had applied for rezoning and not a Master Plan." The contentious process came to a close in January 1957 when the Board of Supervisors adopted a compromise plan with lower densities but with commercial designations as well. The *Sabino Canyon Tanque Verde Neighborhood Plan* remained the official Pima County plan for the area until October 1992.

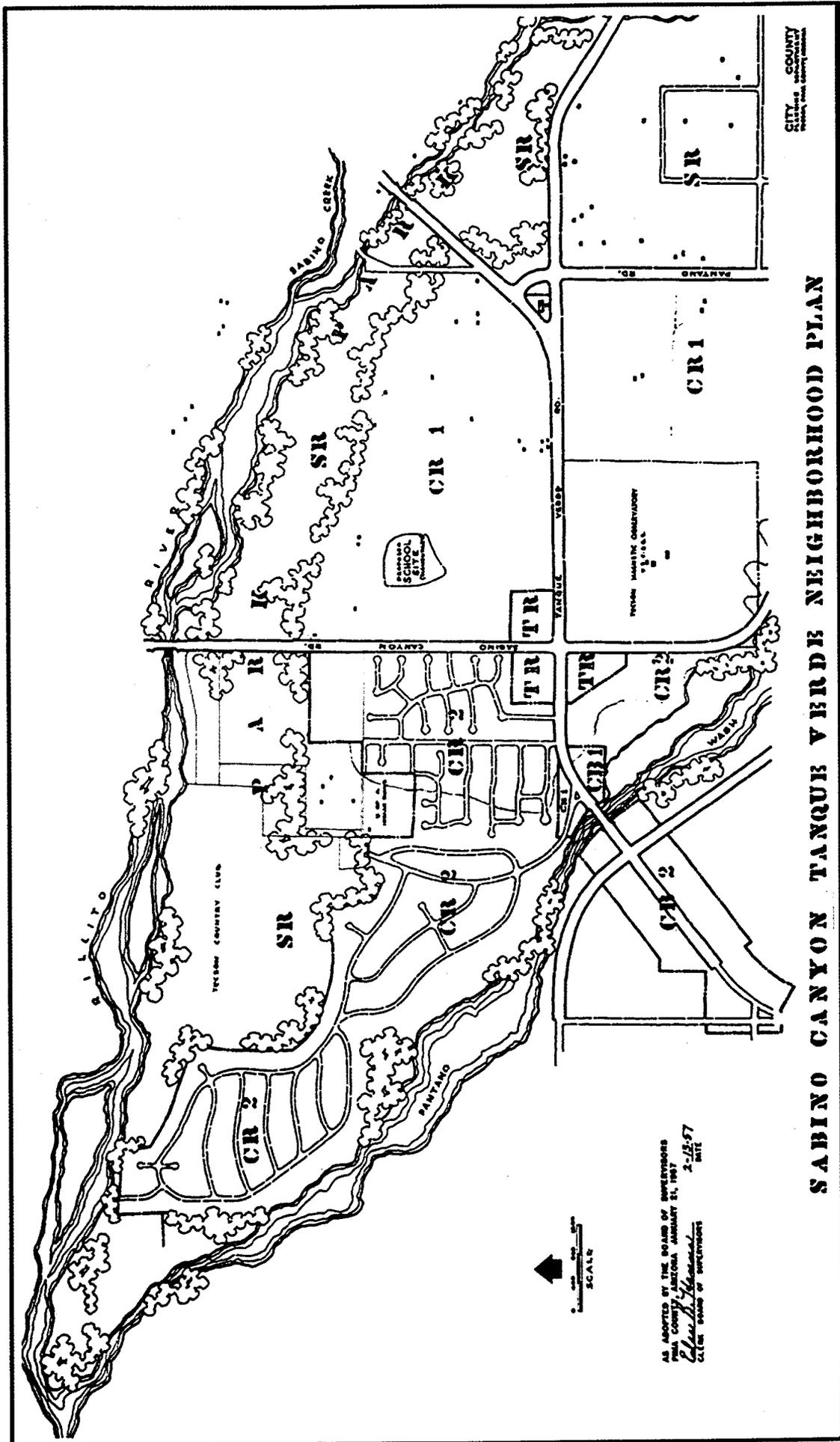


Figure 16. Sabino Canyon Tanque Verde Neighborhood Plan (1957)

Pima County prepared and adopted several more plans over the next two years, including the *Laguna Neighborhood Plan* for the Flowing Wells area (1957), *Speedway-Pantano Neighborhood Plan* on the "far" eastside of Tucson (1957), *Las Quintas de Santo Tomas Area Plan* for an area outside of Sahuarita (1958), and the *Oro Valley Neighborhood Plan* for the far northside (1958). The plans depicted neighborhood-units with specific zoning designations, school and park sites, and thoroughfares, and were meant to provide guidance for subsequent rezonings and subdivision plats. Mostly though, the planning staff and County Commission were occupied with requests for rezonings; 130 rezoning applications were filed with Pima County in 1957 alone (and an additional 74 requests were filed for land within the City).

The City-County Planning Department came under increasing criticism for devoting too much time and too many resources to rezoning and development activity and not enough to long-range regional planning. A perhaps not impartial analysis in 1959 of local planning practices noted that key staff members spent only five percent of their time on "research and master planning" and that the Planning and Zoning Commission devoted 83 percent of its time to zoning matters and only five percent to master planning. The analysis report concluded,

"it is quite clear that there has not been enough time spent on master planning. In fact, there is very little evidence of master planning in the Tucson metropolitan area... It should be recognized that under the present system there may be little choice. The boom situation which is skyrocketing real estate activity throughout the metropolitan area requires continuous vigilance on the part of both commissions and their staff".

In the ten years from 1945 to 1955, the population of the Tucson metropolitan area increased by 100,000 and an average of 13,000 more people were added annually in the following five years. The growth of Tucson began spilling past its historical boundaries of the Santa Cruz, Rillito and Pantano rivers into the more rugged terrain of the various mountain foothills. The square-mile planning-unit did not lend itself very well to site planning outside of the Tucson basin. Planning staff looked to area planning, covering at least two or three neighborhoods and more often very large areas, as a means of planning for rapid growth outward into new, undeveloped areas.

Stung by the public criticism, City-County Planning Director Faure redirected his staff and budget of \$140,360, "typical of recent years", in order to initiate a series of ambitious, long-range, area planning programs which would culminate in the *General Land Use Plan* of 1960. First up were the foothills of the Santa Catalina Mountains.

IV-E.3.a Catalina Foothills Area Plan: Master Plan for Community Facilities

John W. Murphey, the "native born pioneer developer of Tucson", acquired in 1928 about 7,000 acres of the Catalina foothills through a federal homestead auction, as described previously in this report. In 1936, he began development of the area, bounded roughly by the First Avenue alignment, the Coronado National Forest, Sabino Canyon Road and River

Road, for prestigious home sites known as the Catalina Foothills Estates. By the mid-1950s, his newer phases of one-acre home sites were selling out while the balance of his property remained zoned Suburban Ranch (SR), which allowed only one home per four commercial acres.⁶ While writing in 1956 to the County Planning and Zoning Commission in protest of a rezoning near his home, Murphey added,

"I believe that all of the Catalina and Rincon Foothills... should be zoned for one commercial acre homesites... as we have found out in our Catalina Foothills Estates development very little demand for larger sites and such a demand can well be taken care of by the subdividers or by combining lots."

Murphey and his associates filed several requests in 1956 and 1957 to change the zoning of his remaining holdings to CR-1 (one house per commercial acre), but the rezonings became bogged down in deliberations about the formulation of a *Hacienda del Sol - Sabino Canyon Foothills Neighborhood Plan* (not adopted). Murphey approached the County Planning and Zoning Commission again in February 1958 with a planning proposal for the entire foothills, in order "to establish a long range program for the development of these properties", at a cost to Murphey of between \$23,000 and \$27,000. Tom Via, his planning consultant, suggested a plan which would constitute "approval of the petitioned zoning change to CR-1 as a basic zoning when rights-of-way of major [roads] are dedicated." The proposed area of 5,000 acres made the plan the largest rezoning submitted to Pima County to that time. It included recommendations for new east-west thoroughfares, such as Skyline and Sunrise drives, and a "Skyline Road" connector which skirted the Coronado National Forest between Magee and Sabino Canyon roads. At the time, River Road was the only route north of the Rillito River available for automobile travel across the Catalina foothills.

Via suggested at the Commission hearing that, if the planning program was not initiated, then "areas such as this could be bypassed and eventually fall into what would, in our opinion, be a substandard development." Planning Director Faure's response was that SR zoning served two purposes, that of "preserving a type of land use that is unique" to an area and that of "a holding zone pending evolvement of clear directions of growth and... what the ultimate use of the land should be." He concluded that the area was suitable for higher density because of previous nearby rezoning approvals. After a quarrelsome hearing later in the month, the Commission recommended approval of a "zoning plan" for the Catalina Foothills.

The plan became mired immediately in controversy. Residents of outlying areas of Tucson, organized under the umbrella moniker of the "Suburban Federation", contended that the plan was being rushed, that they were not being properly informed, and that "the usual procedure has been by-passed, i.e., instead of producing a plat, the petitioner is seeking a change [of zoning] on the promise of employing (after the change) a competent planner." Guy S. Greene, the president of the Federation, wrote the Commission in March 1958 that "no doubt, it would be advantageous to the petitioners to permit them to do their own planning,

⁶

A commercial acre is 36,000 square feet, excluding adjacent roadways



Photo 12. Western Foothills of the Santa Catalina Mountains (1959)

but neither the rules of the Commission nor the spirit of the general law support the substitution of private planning for public planning." A Commissioner from the area submitted his own plan which was intended to "reaffirm the basic principles" of the County's Zoning Plan (i.e., SR zoning).

The Board of Supervisors on June 5, 1958, approved the plan and rezoning for CR-1, subject to the recordation of an acceptable subdivision plat, an increasingly common practice in rezonings. The first subdivision plat based on the new plan was submitted to the Commission at the end of June.

Pima County revisited the zoning plan a year later, at the request of John Murphey, to add school sites and other community facilities. Tom Via, his planning consultant, indicated in a letter that he was "running into a problem of time" in trying to engineer subdivision improvements. Planning staff reported to the Commission that the old plan was "basically simple, involving only a few of the elements normally incorporated in a master plan" and that staff had "worked in close cooperation" with Via in the preparation of an updated plan.

The new plan proposed areas at major intersections for "shopping centers" and a new concept of "village centers", to be composed of neighborhood businesses, apartments, recreational facilities, and churches. The centers were to allocate 60 acres of CB-1 business zoning and 60 acres of TR office/apartment zoning to each intersection, limited to 15 acres of each per quadrant. The resulting depictions of zoning dots on the plan map became known as "bull's-eye zoning" and sparked controversy with the public as late as 1999.

Opposition to the plan was much more muted than in 1958. One speaker at the lightly attended Planning and Zoning Commission hearing considered the "bull's-eye" zones "premature" and recommended that they be considered through the regular rezoning procedure when much of the residential development was complete. A Commissioner considered that "a little unfair". The Pima County Board of Supervisors approved the updated zoning plan on October 20, 1959, with no public input except for two requests (granted) to delete the areas of two investment companies' holdings.

The concepts of "zoning plans" and "bull's-eye zoning" remain a part of Pima County's development review activities to this day. Developers still file subdivision plats to satisfy the condition of CR-1 rezoning. Owners of the small scraps of remaining SR zoned land in the Catalina foothills submit requests below the threshold of subdivision platting requirements to the Board of Supervisors each year to waive the platting condition in order to obtain the CR-1 zoning for a few lots.

The Board of Supervisors as early as 1964 deleted a commercial "bull's-eye" at Sabino Canyon and River roads, with the consent of property owners. Four years later, neighboring property owners sought without success the deletion of a "bull's-eye" at River and Craycroft roads. Pima County challenged the validity in 1972 of obtaining rezoning approvals through a zoning plan without further public hearing by deleting the "bull's-eye" at River and Craycroft

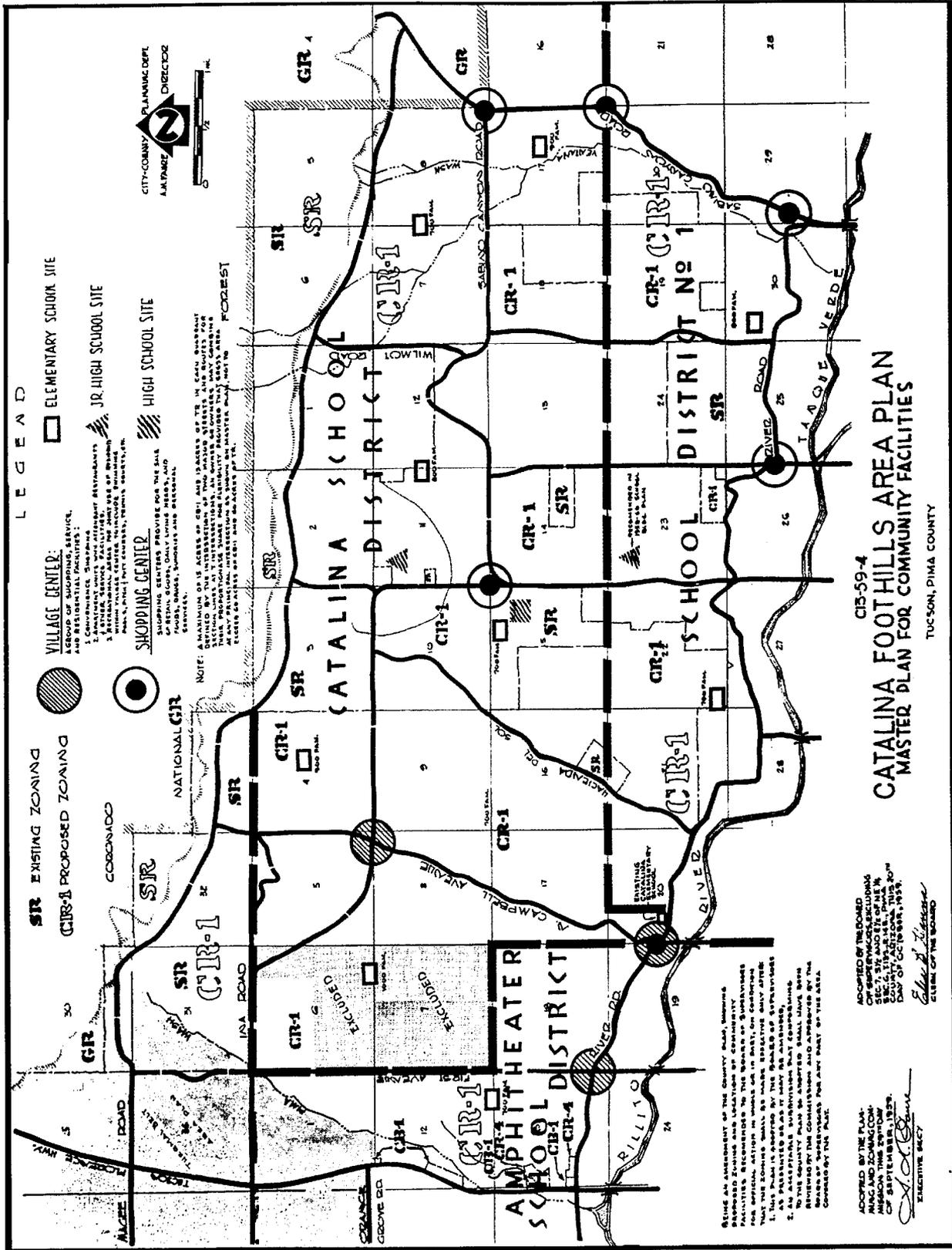


Figure 17. Catalina Foothills Area Plan: Master Plan for Community Facilities (1959)

and refusing to approve the related subdivision plat. The Arizona Court of Appeals ruled in 1975 in Pima County v. Clapp (23 Ariz.App. 86) that the failure to follow state statutory notice requirements renders a zoning decision void. The decision rested on a technical issue regarding the County's intentional failure to provide notice of the proposed deletion of the "bull's-eye" zone in accordance with its own requirements, though state statutes were complied with and despite the contention that property owners had actual notice. The three corners which were not owned by Walter Clapp were reverted to SR zoning after the decision.

IV-E.3.b Thermal Belt Area Plan

Rezoning requests, as well, triggered the development of the *Thermal Belt Area Plan*, the next large County master plan. Property owners in the Casas Adobes area organized themselves in the summer of 1958 as the Thermal Belt Homeowners and Civic Association to better address several controversial rezonings in the area, including one of 640 acres for residences, apartments, and businesses near the Tucson-Florence Highway (Oracle Road) and Magee Road. The organization petitioned the County Planning and Zoning Commission in October 1958 for initiation of an area plan similar to the *Catalina Foothills Area Plan* approved earlier in the summer by the Board of Supervisors.

The Thermal Belt name was given to the plan because of the area's identification with the temperate air flow down the Santa Catalina mountain foothills, which lent itself to citrus production. The planning area encompassed about 14 square miles bounded by the *Oro Valley Neighborhood Plan* to the north, Canada del Oro Wash to the west, Orange Grove Road to the south, and Pima Wash and the Coronado National Forest boundary, south of Pusch Ridge, to the east. The area was zoned predominantly SR with some scattered CR-1 subdivisions.

The *Thermal Belt Area Plan* recommended the platting of all undeveloped SR land as CR-1 zoning and the development of a business and office node at the intersection of Ina and Oracle roads. The plan designated school sites and thoroughfares on a section-line grid in accordance with the "neighborhood-unit" concept, except that the plan also recommended tying together Hardy and Orange Grove roads with a "Del Oro Parkway" paralleling the south bank of Canada del Oro Wash, through what is now the Tucson National Golf Course.

The Thermal Belt association had requested a speedy process and, four months later, the Board of Supervisors adopted the *Thermal Belt Area Plan* as a zoning plan, with rezoning subject to the filing of a plat. Shortly thereafter, a lawsuit was filed in Pima County Superior Court which alleged that the plan had been improperly adopted;⁷ the court agreed in January 1960 that there had, "by accident", been insufficient public notice of the January 1959 public hearing of the Commission. The Commission "reaffirmed" its approval and the Board readopted the plan on February 16, 1960.

⁷

W.B. Schultz, et al v. Pima County Board of Supervisors (1959)

The *Thermal Belt Area Plan* was supplemented in subsequent years by several neighborhood plans, which provided more development detail, and was amended by numerous rezonings which were in conflict with the plan. However, in later years the plan was not administered as a zoning plan. The *Thermal Belt Area Plan* remained the official Pima County plan for the area until October 1992.

IV-E.3.c Rincon Area Plan

The *Rincon Area Plan* was described in 1961 as "an important milestone in the evolution of the planning process in Pima County". Planning for the Rincon area was the first effort in Pima County to focus on environmental concerns, as well as life style issues, and to use a citizens review committee in formulating a land use plan. The initial planning area covered 225 square miles, with a population of about 3,200, ranging from Sabino Canyon Road to the Cochise County line north of U.S. Highway 80.

Tract home builders in the late 1950s were pursuing denser residential zoning in all areas of metropolitan Tucson, usually for CR-3 zoning (about 4 to 5 houses per acre). As was occurring in the Thermal Belt area, a large rezoning in late 1958 near Pantano Road and 22nd Street triggered protests from surrounding residents, and the Pima County Planning and Zoning Commission initially directed the preparation of a six-square mile *Pantano-Harrison Area Plan* to provide a planning context for the change in zoning. The *Rincon Area Plan* planning process superseded this plan proposal in February 1959 when the Tanque Verde Valley Association, the Saguaro Forest Associates (an alliance of local homeowners), the local chapter of the American Institute of Architects, the Tucson Home Builders Association, and the Tucson Real Estate Board, jointly requested an area plan which would provide a "program for future land use".

The initiation later in the month of the *Cielo del Lago Area Plan* planning process (see following report section) for the area west of Cochise County reduced the planning area by about one-third. The group proposed to have the *Rincon-Tanque Verde Area Plan* developed for \$6,000 by the land planning consultant who was working on the other plan as well, in order to expedite the process. Area planning needed to be completed by May 6, 1959, the expiration date of a 90-day rezoning moratorium declared for the area by the County Planning and Zoning Commission (continued later "from meeting to meeting"). The City-County Planning Department supported the proposal, not only because of departmental "budget limitations", but because it would "save a good deal of time" in trying to resolve differences among the various interests. The Board of Supervisors refused to allocate funds for the consultant unless he lowered his fee, on the basis that he was already doing part of the work. His written reply to the Board defended the consulting fee and observed that,

"[T]he present situation seems to be that the Tucson region has been developing under a zoning ordinance, but without a plan. This condition is unsatisfactory and unworkable, as evidenced by the fact that almost all of the time of the Planning and Zoning Commission and a large part of the efforts of the Planning staff, to say nothing

of the time of the Board of Supervisors, has been taken up with the consideration and processing of requests for rezoning... Each major rezoning request has become the occasion for a lengthy battle between various interested groups."

The consultant saw an opportunity to improve the general planning process through cooperation among the competing interests, as the group's letter sought for the Rincon area; the group began meeting shortly thereafter as the Rincon Area Planning Committee. Among the planning issues considered by the committee were the availability of relatively unconstrained State Trust land for eventual development; desires to relate residential densities to topography and to minimize grading for the protection of public health and desert vegetation; and the provision of an affordable range of housing types within the planning area.

Planning staff submitted to the committee a preliminary zoning plan for the reduced area, which assigned declining residential densities, to be served by septic systems and reduced street paving requirements, east of Pantano Wash. The committee had a mixed reaction to the draft plan, with some members stating that the topography of other areas in Tucson was more suitable for higher densities, while others were concerned that the plan provided for an inadequate supply of CR-3 zoning and that septic systems would contaminate ground water. The committee agreed that large lots would cost more in public services than would be acceptable to the City of Tucson upon annexation and voted to have staff investigate why the County Assessor's office had a policy which automatically raised a property's assessment upon rezoning. Two alternative plans were submitted for consideration, one from the two neighborhood groups and one from the two development associations, with agreement on zoning for about one-half of the planning area.

The committee consensus splintered over what to do with the portion of the planning area near Saguaro National Park. A group of ranching interests from Rincon Valley had joined the committee and were concerned with the draft plan's designation of Rincon Valley as primarily Suburban Ranch (SR) zoning; they asked that the area remain zoned as General Rural (GR) and suggested that it be separately planned (staff soon began work on the initial *Rincon Valley Area Plan*). The deletion of Rincon Valley reduced the planning area to 94 square miles, but planning for the 26 square miles east of Pantano Wash and south of Tanque Verde Wash became the focus of controversy. One side initially proposed CR-3 zoning out to Saguaro National Park in order to satisfy housing needs and to not "contain" the City of Tucson, while the other side wanted the area to be SR and CR-1 to match existing land uses and to dissuade annexation by the City. Commissioners who served on the committee submitted a compromise plan to break the stalemate, but it satisfied neither side. The ensuing debate established Pantano Wash for the next several decades as the Maginot Line of metropolitan Tucson's eastside urban growth.

Owners of undeveloped property within the planning area inundated the County Planning and Zoning Commission with letters, forms, and telegrams, requesting plan changes to allow higher residential density or business zoning. The Saguaro Forest Associates sent out to area

residents 600 notices of the Commission's pending hearing and advised the Commission that many properties were subject to deed restrictions which required larger lots. At the hearing, the rezoning petitioner who had triggered the planning process said that "the future of Tucson depended on what [would be decided] because it governed the progress of the City itself". The Commission ratified the compromise plan later in the month. The debate grew worse at the subsequent hearing by the Board of Supervisors, when over 100 people appeared from both sides in a "verbal free-for-all"; the Board adopted the Commission's recommended plan on December 8, 1959, after declining to return it to the Commission for further study. The plan conveyed zoning in a manner similar to the *Catalina Foothills Area Plan*.

William Dunipace, the attorney representing opponents of the plan, in February 1960 challenged the adoption of the plan on the basis that it had been a rezoning without proper notice and with sufficient rezoning protest to require the Board's unanimous approval (the plan had been approved on a split vote). Counsel to the Board clarified the legal effect of the area plan by stating that it did not convey zoning after all and further advised the Board that the County's procedures for adopting and amending area and neighborhood plans needed to be formalized by ordinance. The Board of Supervisors in November 1960 added a new article to the County zoning ordinance which specified the character and adoption procedures for land use plans, but did not reference the conveyance of zoning through such plans.

The dispute regarding the *Rincon Area Plan* continued to brew after the plan's adoption when the Board of Supervisors denied neighborhood plans in the Tanque Verde area because of protesters who had bypassed the Planning and Zoning Commission. The matter was defused by the Board' adoption in 1963 of the *Agua Caliente-Sabino Creek Zoning Plan*, initiated by residents within the area of the *Rincon Area Plan* north of Tanque Verde Wash. The *Rincon Area Plan*, updated less controversially in 1979, remained the official Pima County plan for the area until October 1992. The *Agua Caliente-Sabino Creek Zoning Plan* remains in effect and owners of SR zoned land submit requests to the Board of Supervisors each year to waive the platting condition in order to obtain the CR-1 zoning for a few lots. The City of Tucson reached Saguaro National Park in the early 1990s.

IV-E.3.d Vail-Posta Quemada Area Master Plan

Pima County's planning process for the *Vail-Posta Quemada Area Master Plan* began on February 17, 1959, with a Western Union telegram delivered to Associate Planning Director John S. Tsaguris, inviting him to attend a "special press conference... that will be of great interest to you - It concerns the growth and future development of metropolitan Tucson." At the Pioneer Hotel on the following Friday, the RCA Corporation announced that it planned to open an electronics engineering facility of about 12,000 square feet on the far southeast side of Pima County. The site was near the northwest corner of the Mountain View interchange of the Tucson-Benson Highway (U.S. Highway 80) and the Sonoita Highway, nearly 20 miles from the then-current Tucson city limits.

RCA intended to open the facility by August 1st. Planning Director Faure told the County Planning and Zoning Commission at a briefing session on February 24th that Guy S. Greene, president of Tucson's Suburban Federation in the previous year, had been hired to be RCA's "land planning consultant." Greene explained to the Commission that he was developing "a master plan for the area which would show the interrelationship of businesses, residences, parks and industrial sites"; otherwise, "piecemeal rezoning" would occur. He added that RCA would not ask for a change in zoning until the plan was complete, but that industrial zoning was needed by the first of April. The study area was about 59 square miles, composed primarily of State Trust lands with grazing leases, bounded roughly by the Tucson-Benson Highway, Vail Road, Pistol Hill Road, the Coronado National Forest, and a line about six miles west of Cochise County.

Faure explained that Greene had devoted the previous 10 days to developing a plan, titled in the beginning as the *Cielo del Lago Area Plan* or *Vail Area Plan*. Commissioners were quick to reassure Greene and RCA about their schedule by commenting that "they could go ahead with their plans with no great gamble on the zoning" and that "the Commission should go on record as definitely favoring industry and should 'lean over backwards' to get it."

Local builder Robert Lusk stated that he expected to build 300 homes with "truss system" open-floor plans in the area soon after the RCA facility opened, in order to provide housing for employees. The Vail School District considered swapping for State grazing land or borrowing money from the Federal Government in order to obtain school sites to serve the development. One apparently acceptable proposal for an emergency school site was to use future Lusk model homes as classrooms.

Faure wrote Greene in early March to confirm that a public hearing by the County Planning and Zoning Commission was scheduled for the end of the month and that draft plans would be submitted "as complete as possible not later than a week before the meeting" to allow planning staff to "check them out and be prepared". Greene called planning staff a few days before the hearing to ask that the *Cielo del Lago Area Plan* be retitled as the *Vail-Posta Quemada Area Master Plan (Posta Quemada Plan)* because the settlement of Vail was at one end of the plan area and Posta Quemada Canyon at the other. The message gave as other reasons the thought of applying the name to a future town within the area and because "there have been numerous complaints about the Spanish language being 'butchered' in the use of this name".

The Commission approved the *Posta-Quemada Plan* on March 31, 1959, and the Board of Supervisors followed on April 21st, with only minor public concerns about availability of water, the effect on existing roads and rights-of-way, and the locations of future churches. The approval was as a zoning plan, with the new zoning conditioned upon the submittal of a tentative subdivision plat for a "complete neighborhood" before the filing of individual plats. A letter of May 15th from Planning Director Faure indicated that RCA had starting building without zoning and without submitting a plat. The oversight was corrected and the RCA facility was dedicated on January 14, 1960, with thoughts of future expansion. The Lusk

Corporation wood-truss fabricating plant under construction would shortly be cited for similar violations. The first residential subdivision plats were filed in 1964; Lusk never did develop its proposed subdivision (the abandoned Lusk factory still had completed trusses in storage in the mid-1980s). RCA later expanded the plant for production of Minuteman missile communications systems, but vacated the site in September 1968.

The *Posta-Quemada Plan* foreshadowed planning concepts and issues which would be debated by Tucson in the coming years. Most broadly, the plan provided for the first true satellite community in the Tucson region, a local planning issue of the 1970s, in that its location was within a valley separated by physical barriers and sufficiently distant from contemporary Tucson development to not be considered a suburb. The highly detailed plan proposed a self-reliant community of 100,000 people with a range of housing types, "regional business, community and neighborhood shopping" districts, employment and industrial areas, school sites, community facilities such as a "civic center" and cemetery, and recreational opportunities, which included a golf course at Rancho del Lago, regional, district and neighborhood parks, and "Cienega Lake" and "Agua Verde Lake". Major wash areas were designated as large open space corridors, if not otherwise zoned for development, in order to "provide contact with nature".

The plan depicted a major streets and routes system which included parkways and "major limited access" thoroughfares. The Pantano Parkway, with a planned right-of-way cross section of 500 feet in order to provide a "continuous green belt", was proposed to extend the Sonoita Highway northward into the area and then, paralleling the east bank of Pantano Wash, to connect with the Butterfield Route. A regional freeway system, which incorporated elements of this plan, was proposed in the following decade and then dropped.

The plan did not consider the availability of an adequate water supply, which Greene estimated to be between 700 and 1000 feet underground and which would require further study. The "neighborhoods", which were to be tentatively platted before submittal of individual plats, encompassed for the most part both privately owned parcels and State Trust lands. The neighborhood platting requirement to secure zoning proved to be an obstacle to plan development because of the added costs to the developer of engineering studies for the state lands, with no guarantee of obtaining title at any subsequent public land auction. This complication was noted early after plan adoption in a contemplated September 1959 roadway plan, which showed thoroughfares being realigned to serve more of the private lands.

The *Posta-Quemada Plan*, complete with the cemetery and parkways, remains in effect today as a zoning plan, subject to the filing of neighborhood and individual plats. The Board of Supervisors tabled a proposal in 1989 to repeal the zonings granted by the plan after receiving protests from private land owners. Rezoning in the 1970s and 1990s steadily amended the plan and Pima County's acquisition and designation of Cienega Creek in 1986 as a natural area influenced the integrity of the industrial corridor proposed for the area between the preserve and Marsh Station Road. The Vail area is currently experiencing a

development boom through recent rezonings for low-density residential development (some of which repealed old *Posta-Quemada Plan* rezonings) and lot splitting activity.

IV-E.4 The Rezoning "Tent "By 1960

Reserved

IV-F Regional Planning in the 1960s

Two local events bracketing the 1950s made Tucson in 1959 a very changed place from that of ten years earlier. Howard Hughes brought Hughes Aircraft Company to the city in 1951 and acquired 13,000 acres of undeveloped, residentially zoned land near Tucson Municipal Airport as a buffer to the plant. The new industry was an economic boon to Tucson, but the surrounding land stayed off the market and undeveloped, thereby freezing southside development for three decades. In 1959, developers broke ground for the suburban El Con Shopping Center, the first commerce center of regional significance outside of downtown.

Pima County's population nearly doubled from 135,000 to 260,000 in the ten years since 1949, when counties had been granted planning and zoning enabling authority. Over 90 percent of the County's residents lived within the Tucson metropolitan area and, of those, as late as 1958 only 45 percent lived within the Tucson city limits. Carl Feiss, a planning consultant to the national Urban Land Institute, examined Tucson in June 1959 and concluded that,

"In the extraordinary suburban growth of Tucson, Pima County assumes urban management responsibilities that are more commonly those of incorporated places... The City of Tucson finds itself then, inside another city... The far edges of Pima County are so far away from Tucson's urban growth that this 'county-city' within the county has no foreseeable outer limits in the present form of laissez faire expansion."

Tucson under Mayor Don Hummel remedied the residency imbalance for a brief while with two large annexations in 1959 and 1960, which pushed the City limits to the Rillito River, Pantano Wash, Tucson Municipal Airport, and foothills of the Tucson Mountains. The City tripled its land area to over 70 square miles and doubled its population to over 221,000, just in time for the U.S. Decennial Census of 1960. At that point, the City could count as residents more than 90 percent of the Tucson metropolitan population. The percentage decreased in later decades to an estimated 59 percent in 1998 because of new incorporations and an increasingly ex-urban population.

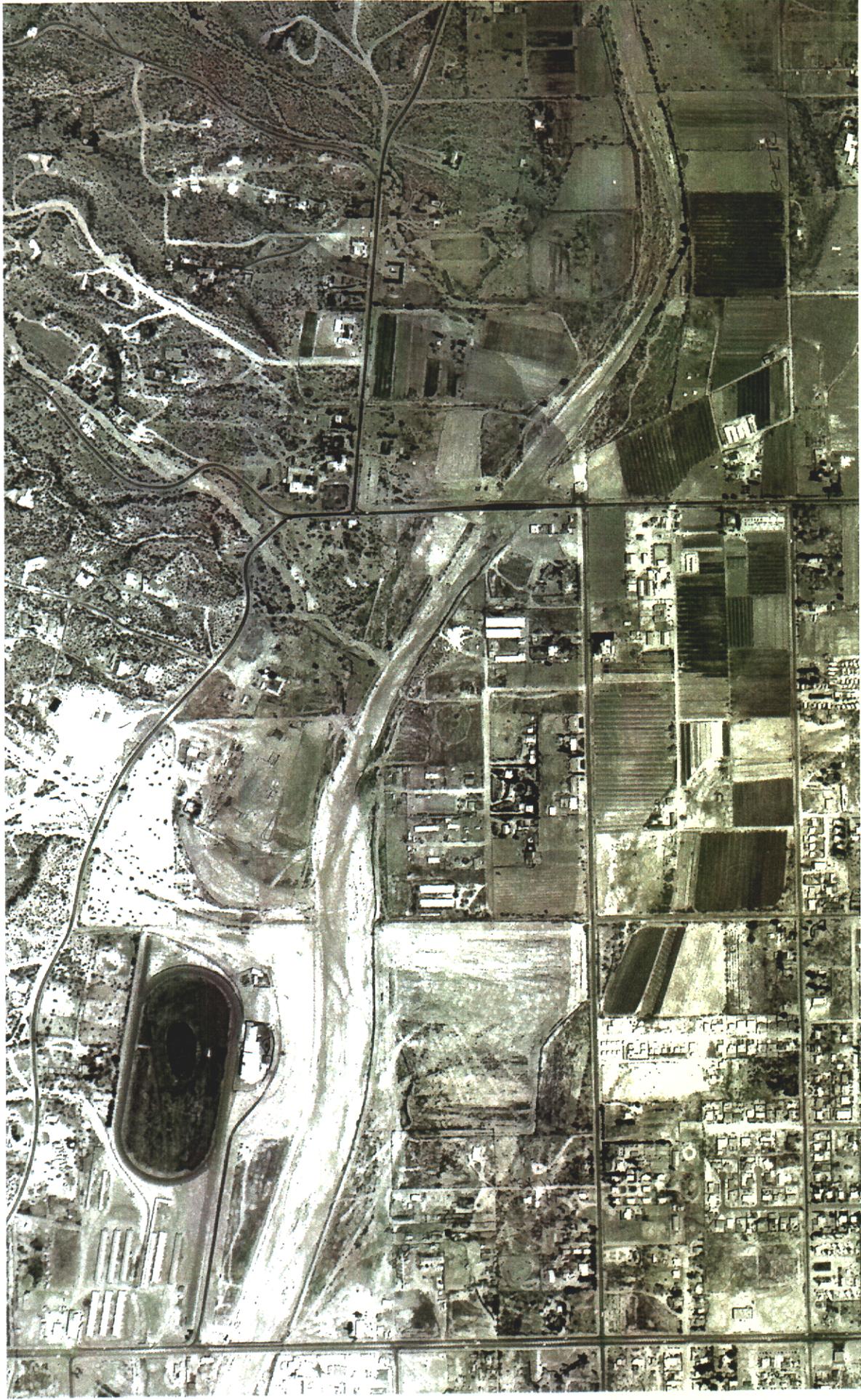


Photo 13. River between First and Camino Real (1964) Blanton & Cole, Tucson, via Pima County Public Works Library

County residents in 1959 did not lightly accept being brought into the City. The March 1959 annexation, encompassing the north and east sides of metropolitan Tucson, triggered attempts in three areas to incorporate as the towns of Flowing Wells, Amphitheater Heights and Freehaven. The Pima County Board of Supervisors declined the petitions calling for incorporation elections and the City shortly thereafter completed the annexation. The controversy resulted in the State Legislature in 1961 passing a new, more stringent law on municipal incorporations.

IV-F.1 Revival of Tucson Regional Plan, Inc.

Tucson Regional Plan, Inc., had remained active until 1953, achieving its goals of obtaining a regional plan for Tucson, establishing local professional planning services, and securing zoning for unincorporated Pima County. Its mission accomplished, the organization went dormant for several years.

Original Tucson Regional Plan, Inc. (TRP) president, Dr. Donald F. Hill, and Roy P. Drachman in early 1958 began meeting under the banner of TRP with a small group of other Tucsonans interested in planning issues. Not long afterward, they announced that TRP was to be revived to address the concern that "zoning has taken so much attention while community planning has occupied a secondary spot." Gertrude F. Mason, a founding member of both TRP in 1938 and the Tucson Planning Commission in 1930, wrote in August 1958 to City-County Planning Director Faure on the idea of restarting TRP,

"But with whom as members? Last year... I contacted many of the old members. Most disillusioned, many too old to take part. Some perhaps still have axe[s] to grind..."

"Why do we have to ape Phoenix? We were always different. Why can't 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?"

Hill and Drachman, along with John O'Dowd, Harold Steinfeld and other prominent Tucsonans, were elected in January 1959 as directors of TRP in order to reorganize and reactivate the organization. Hill noted in the following year that "young men with vision and unselfish interest" were needed to guide TRP and planning into the future. Early in the summer of 1959, TRP hired Carl Feiss of Washington, D.C., a respected former New Deal planner then in private practice, to analyze and report on the status of Tucson regional planning.

Feiss came to Tucson for a one-week visit in late June 1959 that marked, coincidentally, the ten-year anniversaries of both the state authorization for county planning and zoning and the formation of the County Planning and Zoning Commission. TRP provided Feiss with copies of Segoe's *Comprehensive Plan* from 1943 and other, more recent, local planning documents, to help him "advise city and county officials on what appear to him the best ways to expedite Tucson's growth".



Photo 14. Gertrude F. Mason, founding member of both the Tucson Planning Commission and Tucson Regional Plan, Inc. (1912) courtesy Pima County Public Works Library

Feiss provided Tucson's leadership with numerous preliminary thoughts during his stay, including criticism of State zoning legislation which precluded counties from adopting any building code and the observation that the City of Tucson had the advantage of being able to decide its own future through annexations. On March 21, 1960, he released his report to TRP, which noted the following in regard to Tucson's "complex physical and psychological problems" with planning and development:

- The Tucson region suffered from acute "problems of decision-making" because no "central and independent leadership is identifiable";
- The lack of planning cooperation between the City and County led to the community's "overall feeling that planning is inadequate" and to the continual community strife over planning and zoning matters;
- Local planning was unimaginative economically and labored physically under the "tyranny of the section line grid", in that the development potential of Tucson was poorly understood and, "what planning there is, is really flat paper planning in which a huge permanent grid fence is superimposed on the land";
- Planning issues were communicated poorly and decisions were explained inadequately to the public and among public officials and the two planning commissions.

Feiss concluded that the problem lay in the "concept of the missing master plan" for the Tucson region. He believed that a new comprehensive plan was needed and proposed that the City-County Planning Department establish a separate "Master Plan Division", with its own budget, for accomplishing the task. Feiss acknowledged that starting the program would take time, and so, he recommended that TRP hire a staff to prepare, in "close working relationship" with the Planning Department, TRP's own "pilot master plan of development for the community", which would guide future planning of the region.

The release of Feiss' report in March 1960 marked the official reactivation of TRP. The organization described its new mission as "advocating a planned future development for Tucson and its environs" by encouraging a regional plan which "envisions today what we want Tucson to be in the year 2000", providing citizen leadership for implementing the plan, and informing the public on planning and zoning matters. Although TRP stated that it sought "intelligent planning" and had "no intention to become a pressure group", it was deeply critical of local planning and complained that "there is no central authority to hire or fire the city-county planning director". TRP and local planning staff would often, in the future, find themselves on opposite sides of community issues. TRP ran short of money by the end of 1960 and did not pursue its own regional planning program; the organization remained an on-again, off-again force through the late 1970s in Tucson's planning and development dialogue.

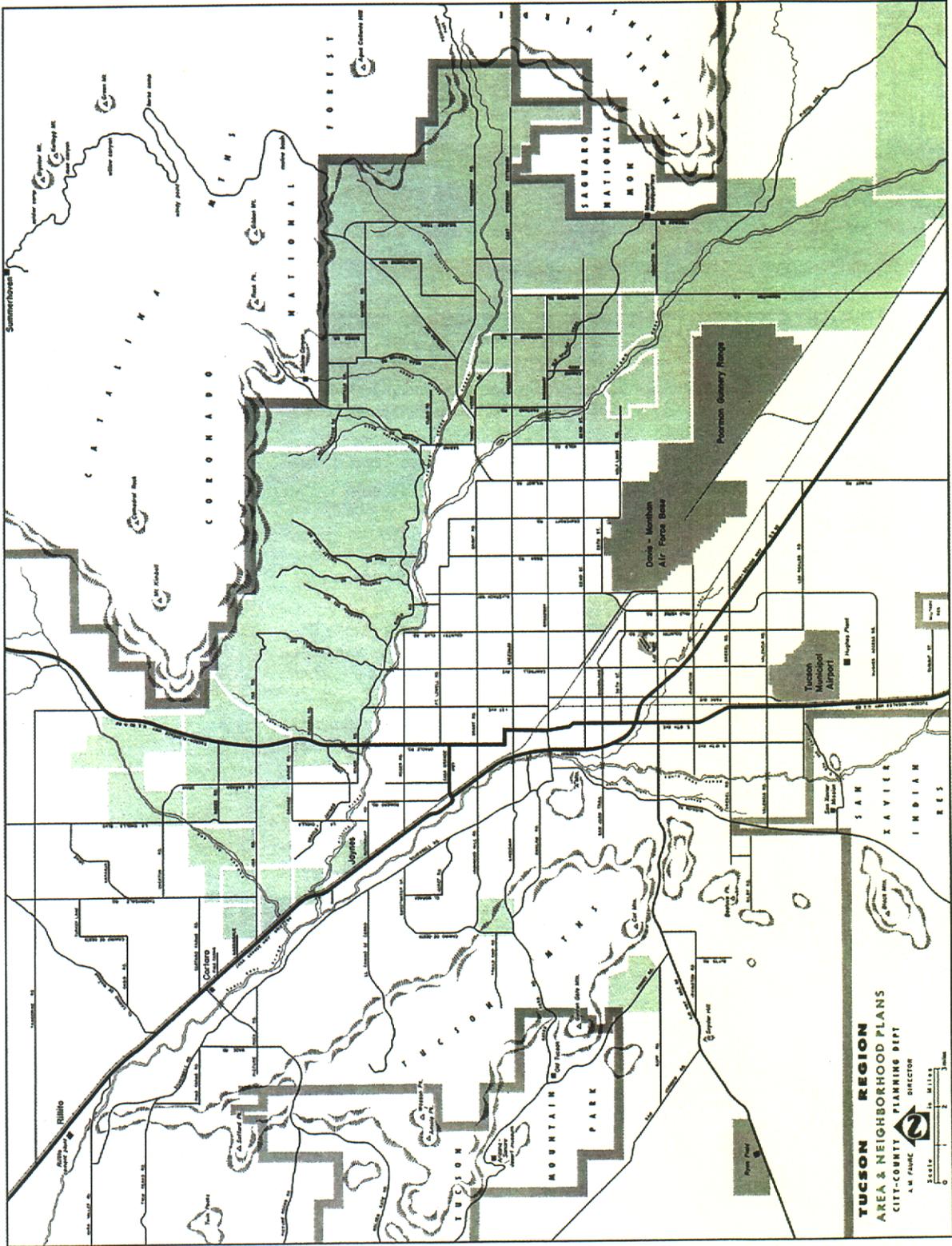


Figure 19. Pima County Area Master Plans of the 1950s

IV-F.2 City-County General Land Use Plan

Carl Feiss observed in his report to TRP that "today's plans for the Rincon area and other areas presently in planning stages (southeast into the Vail area and also southwest of Tucson), will extend the area of urbanization over many more square miles than contemplated even a year or so ago." The *City-County General Land Use Plan*, under development at the time of Feiss' visit, would contemplate much more than that. Although the plan was developed in the late 1950s and adopted by the Tucson City Council in November 1959, it provided the framework throughout the 1960s and into the 1970s for Tucson's regional planning.

The City-County Planning Department in the mid-1950s began a study of the Tucson region's demographics and land use pattern, which was completed in 1958. The results were released in a series of maps and reports compiled as the *Tucson Urban Land Use Study* (see report section II-E.2). The study was intended to inform the preparation of a Tucson regional plan which would be sufficiently complete to satisfy federal qualifying requirements for urban renewal loans and grants.

The federal Housing Act of 1954 enabled the urban renewal and public housing programs which characterized city planning in the 1950s and 1960s and authorized federal funding assistance to accomplish the programs. The act, however, required that local jurisdictions have "workable programs" for slum removal, housing rehabilitation, and sound neighborhoods conservation, as well as a contemporary general plan, before becoming eligible for federal funds. By September 1959, one thousand American communities had workable programs and community plans certified by the federal Housing and Home Finance Agency.

The City of Tucson submitted on December 1, 1958, its "Workable Program for Urban Renewal" to the federal agency. The program report noted that the City had "never officially adopted" a land use plan and stated the City's intent to have a "tentative" plan to the City Council by March 31, 1959. Carl Feiss noted in his report that planning for downtown urban renewal was being done in the Office of the City Manager, rather than in the City-County Planning Department, and stated his concern that plans for urban renewal would not be related to any other planning for the community.

The City-County Planning Department estimated afterwards that about 6,500 "man-hours" were devoted to conducting the 1958 *Tucson Urban Land Use Study* and formulating the City-County regional plan derived from it. To save time, the 1949 land use maps were updated and the boundaries of the urban area planning map were made the same as those found on contemporary zoning maps. The City in the fall of 1959 released a preliminary plan for the urban area for consideration by the City Council.

The *City-County General Land Use Plan*, quickly nicknamed *GLUP*, was composed of a Tucson urban area plan (the City plan) and a regional plan (the County plan), and considered community land use needs for both 1975 and 2000. The *GLUP* document's forward

described it as a "a general long-range and comprehensive plan for the realization of [Tucson's] needs and desires" which was based on three key assumptions:

- *"That growth will continue at the same rate"*, which was admitted to be "spectacular" and was called the assumption "with the most chance for error", therefore resulting in "conservative" projections;
- *"That the land use pattern is pretty well established"*, meaning that Tucsonans' needs for housing, business, employment, recreation, streets and highways, and other aspects of metropolitan life, would stay proportionately the same for the next 40 years; and,
- *"That certain lands are suited for certain uses only"*, in that environmentally constrained land had "use limitations" and should not be treated the same as land more suitable for development.

The land use study prepared in advance of *GLUP* focused on 92½ square miles of the Tucson urban area. The City of Tucson constituted barely 25 percent of the urban study area upon completion of the study in 1958, but, by the time of plan adoption in 1960 by the Pima County Board of Supervisors, over three-fourths of the area was within the City's jurisdictional boundary. The percentage of residents within the City doubled in the same time period from about 45 percent to over 90 percent.

The study summary included in the *GLUP* document noted that the population density of the City of Tucson was one of the lowest in the nation for cities of 100,000 or more, at 1,600 persons per square mile, and expected that the density would drop because of the recent annexations. The City, prior to the annexations, was about 80 percent developed, but the urban study area as a whole was less than 50 percent; the remainder was either undeveloped or in agricultural use. Over 80 percent of developed residential land was for single-family detached housing; streets were the second largest land user at 28 percent. Housing and streets accounted for over 70 percent of the developed urban area.

The study reached a somewhat surprising conclusion about commercial land use. Although there was a higher per-capita ratio of business land than in comparable cities, commercial land uses accounted for only 5 percent of the developed urban area and, of that, nearly one-third of the land was devoted to tourist accommodations, such as guest ranches, hotels and motels. The current land use exhibit depicted downtown, Speedway Boulevard, and the state highway corridors (Stone/Miracle Mile, South Sixth Avenue, and Benson Highway) as the major commercial districts. Developed industrial land was used primarily (65%) for airports and railroads.

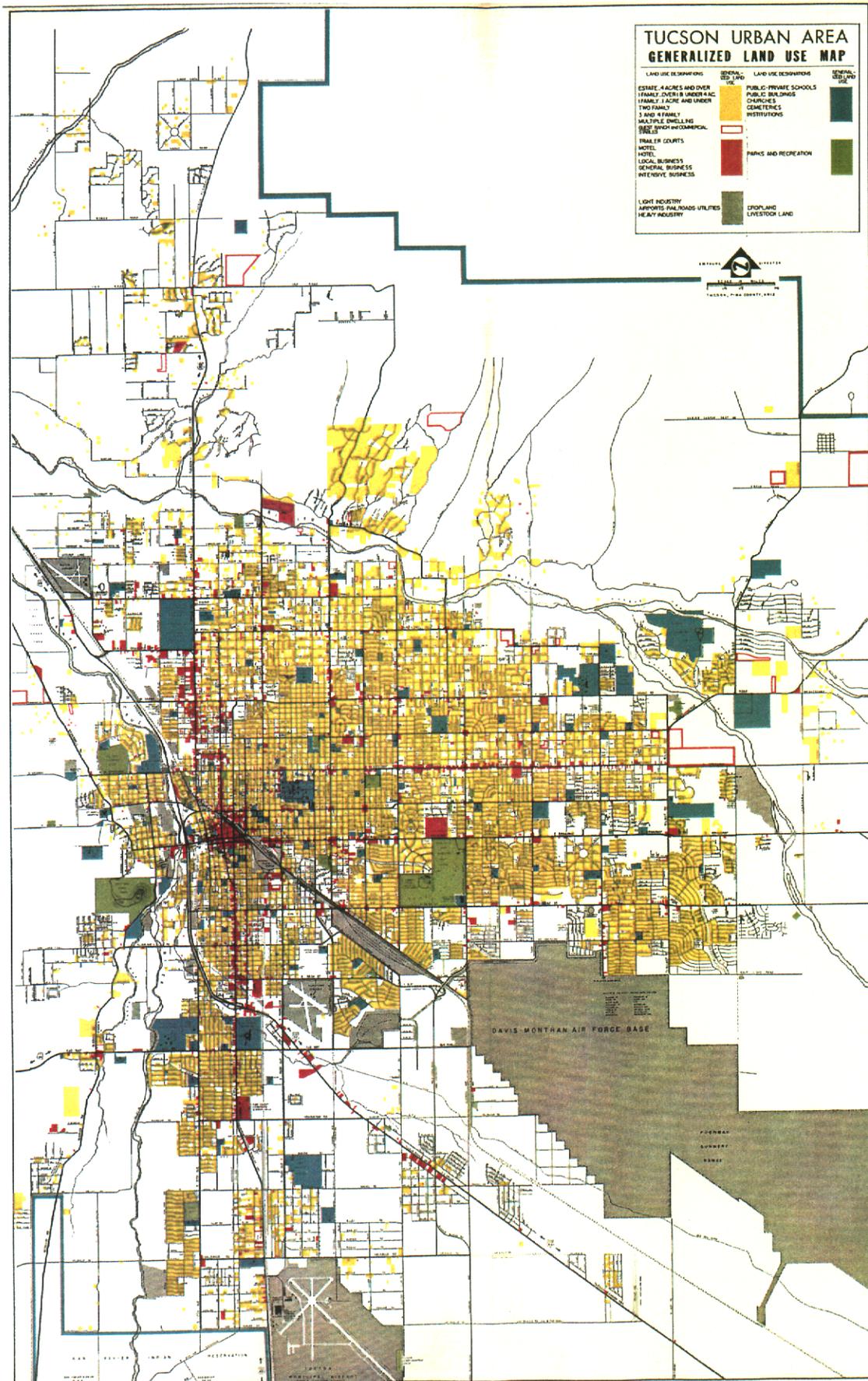


Figure 20. Generalized Land Use Map: Tucson Urban Area (1960)

GLUP's introduction, titled "*Tucson . . . and the Year 2000*", stated that, "as defined by this plan, the Tucson region can provide for an ultimate growth to 10,670,000 persons in 2,039 square miles IF fully developed". *GLUP*, however, projected a population of 460,000 by 1975 and 1,400,000 by 2000. The introduction summarized six planning elements addressed in the plan document and concluded about the Tucson region's future,

- "*Urban expansion to the northwest, southwest and southeast should be significant by 2000*", and that eastside development would end "in a few years";
- "*The Avra Valley... should have a population of at least 300,000 by 2000*";
- "*Expansion of the urban area will give rise to more regional-type shopping facilities*", including a regional center in Avra Valley and possible ones in Sahuarita and Vail;
- "*Tucson's urban area should have at least nine regional parks of 640 acres each... floodplain lands along the Santa Cruz and Rillito River systems also should be preserved as green belts... [and] given practical use for riding trails or parkways*";
- "*Low-density buffer zones should protect [Saguaro National Monument and Coronado National Forest] as open areas*"; and,
- "*[The] work force can be expected to be 25,000 or more in the [expanded downtown] of 238 acres projected for 2000*".

The *City-County General Land Use Plan* was a development tent draped over the stakes of pioneering rezonings approved during the 1950s. The *GLUP* preamble represented the plan as being "formulated with an aim toward orderly growth." It noted, however, that *GLUP* was not intended to guide individual rezoning decisions, for which subsequent area and neighborhood plans would serve the purpose.

The plan document stated that *GLUP* was the land use element of a "Master Plan" which, at a minimum, necessitated elements for land use, thoroughfares, and schools and parks. The document's preamble cautioned that the plan was "neither a cure nor an opiate" for development issues and recognized the need for suitable infrastructure and school planning in order to serve the future population. Unlike Segoe's *Comprehensive Plan* of 1943, *GLUP* was not accompanied by a capital improvements program developed specifically for the plan. The land use plan did have the initial benefit of facilities planning done for schools, libraries, and parks in prior years. A major analysis of the Tucson regional transportation system, issued in 1960, began at about the time of *GLUP's* completion (*see report section IV-F.5*).

Despite *GLUP's* suggestion of a hypothetical Tucson growth capacity of over ten million people, the plan's actual growth projections for a Tucson regional population in 2000 ranged from a low estimate of 1,200,000 to a high of 1,600,000. The plan preamble offered the following in regard to the average estimate of future population,

"At first glance, the timid may have misgivings about any suggestion that there will be 1,400,000 persons in metropolitan Tucson by the year 2000. Such growth would be spectacular but certainly not unrealistic."

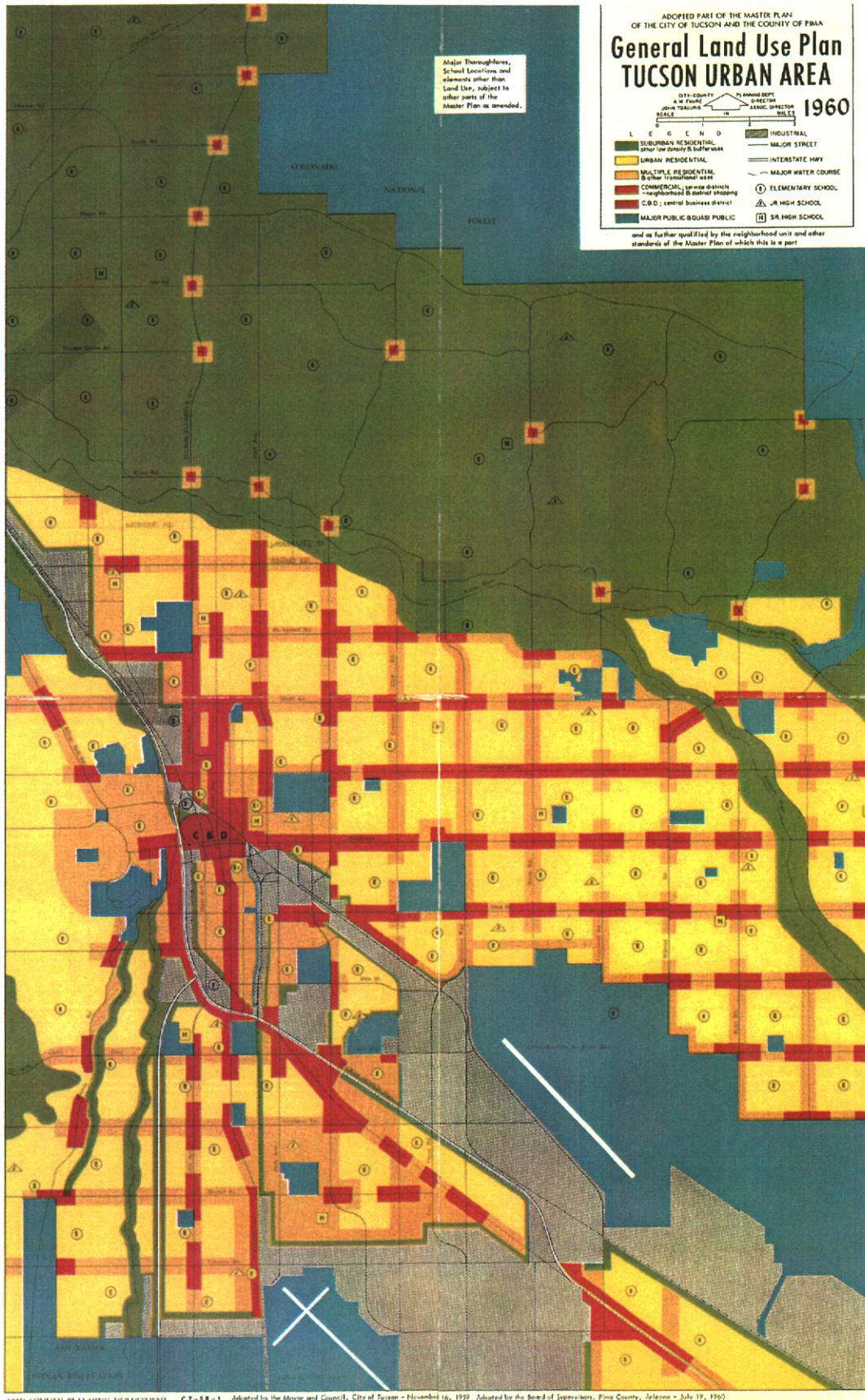
IV-F.2.a Tucson Urban Area: The City Plan

The Tucson Urban Area element (the City Plan) of the *City-County General Land Use Plan* included the 92½ square miles of the urban study area. The City Plan focused primarily on the City of Tucson and its immediate surroundings, although it also depicted representative planning for suburban County areas.

GLUP's summary of the City Plan concluded that Tucson was "suffering an extremely off-set condition of directional growth" to the north and east, resulting in congested traffic conditions. The summary conjectured that the off-set was due to the minor topographic and drainage constraints of the developed land and the early investments in public infrastructure. The summary considered the skewed pattern of development to be a key planning concern for the urban area because downtown was then still a principal point of traffic origin and destination, resulting in east-west traffic congestion. The summary stated that it was "in the community interest that Tucson be encouraged to grow westerly", as made feasible by topography, and it observed a recent trend in the development of new subdivisions in the foothills of the Tucson Mountains.

The City Plan provided "short-range planning" for areas suitable for immediate development and "long-range planning" for areas requiring redevelopment or lying beyond the boundaries of the City Plan. The framework of the plan south of the Rillito River was the section-line grid roadway system. The planning concept of the neighborhood-unit, as articulated in the contemporary Terra del Sol development near Wilmot Road and 22nd Street, organized the internal planning of the individual square-mile cells. The City Plan pushed future urban development out into unincorporated Pima County in several directions. When compared to Tucson's relatively compact land-use pattern of the time, the plan showed "urban residential" development jumping eastward across Pantano Wash south of Tanque Verde Wash, wrapping east and south around Davis-Monthan Air Force Base, and extending south and west of Interstate 10 toward the Santa Rita Mountains and into the Tucson Mountain foothills.

Urban residential development was typically about four or five homes per acre, and the City Plan expected that such areas would require "intense municipal services." The neighborhood-unit planning concept designated commercial nodes at nearly all intersections of section-line roads, but the plan document noted that "the delineation of commercial areas [along all major roads] should be considered as only symbolic. The plan provided a substantial increase in industrial land by means of industrial corridors running along Interstate 10 and the Southern Pacific Railroad, an industrial area connecting Davis-Monthan and Tucson Municipal Airport, and another industrial area lying due south of Davis-Monthan. The plan designated suburban areas, "not necessarily confined to residential use", along the Rillito River and Pantano Wash.



CITY-COUNTY PLANNING DEPARTMENT C7-58-1 Adopted by the Mayor and Council, City of Tucson - November 16, 1959. Adopted by the Board of Supervisors, Pima County, Arizona - July 19, 1960

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

The Tucson City Council on November 16, 1959, adopted preliminary *GLUP* plans for the urban and regional areas. The action took place between the two large City annexations, each over 20 square miles, approved in 1959 and 1960. Neighborhood plans and subdivisions later detailed the City Plan, which, as the official City of Tucson regional plan, guided general City development patterns until 1979.

IV-F.2.b Tucson Region: The County Plan

The Tucson Regional element (the County Plan) extended the *City-County General Land Use Plan* over 2,039 square miles, the remainder essentially of eastern Pima County. The County Plan exhibit boundaries were limited by the base maps used in its preparation and the *GLUP* document commented that "the map limits do not set the boundaries of urban expansion." The huge area coverage, when combined with its very generalized land use recommendations, resulted in the hypothetical growth capacity of 10,670,000 people.

City-County planning staff considered the County Plan as the one with "much greater significance" and stated that the plan's objectives included providing planned areas for an anticipated population of 1,400,000; distinguishing between future urban and suburban areas; showing "ideal locations" for future industrial areas; indicating appropriate future locations for regional parks; and, serving as "a point of departure" for future infrastructure planning. The plan took into account existing land uses and zoning, adopted and pending land use plans, topography, and the large "Federal reservations".

The County Plan characterized future development in the broad terms of either urban or suburban uses. Marana, Vail and Sahuarita were viewed as future satellite communities with their own business districts and service facilities, which would help address the "off-set condition of directional growth". Avra Valley was expected to become a bedroom community of 300,000 people for both Tucson and Marana. The urban area of the County Plan, as shown on the plan exhibit, totaled about 715 square miles and the mapped suburban area was 556 square miles. The remainder was composed of the airport; Davis-Monthan Air Force Base and other military installations; San Xavier Reservation; portions of the Main Tohono O'odham Nation Reservation; public preserves; and, other land owned by the federal or state governments, which was expected to be "released to private ownership in the foreseeable future."

The urban area of the County Plan, unlike the City Plan, was not detailed into classes of land use, but future development was expected to be in accordance with the planning concept of the neighborhood-unit. The plan exhibit noted major existing or emerging industrial "neighborhoods" adjacent to the airports; along the Santa Cruz River northwest of downtown; at Ryan Field; and in the communities of Marana, Rillito, Sahuarita, and Vail.

Topographical constraints and proximity to "permanent" public preserves and reservations guided the application of suburban uses. *GLUP* considered residential lots no smaller than one acre, unless dictated by topography, as suburban and assumed that such "rural" areas would not require urban public services, except for "adequate sewerage facilities". The *GLUP* document expected that "some lands committed at the onset of county planning to suburban-type development will be reduced by the year 2000".

The County Plan depicted suburban-use bands of varying widths encircling the nearby reservations of the Tohono O'odham Nation and major public preserves. Of the latter, the *GLUP* document commented that they "are in effect a great blessing... and give Tucson tremendous open areas that will be preserved for all time", but cautioned that "even one to four acre area minimums make a poor attempt" in buffering public preserves.

The Pima County Planning and Zoning Commission approved the *City-County General Land Use Plan* by resolution on February 23, 1960, after earlier concerns with its vagueness triggered the incorporation of additional neighborhood planning elements. The Board of Supervisors adopted *GLUP* on July 19, 1960, after three speakers addressed planning issues specific to the Rincon area. One Board member reminded the audience that the plan was not "the absolute criterion" for evaluating rezonings, in that they would still be determined on their own merits.

Both the County Plan and the City Plan officially guided general Pima County planning, and many rezonings, until 1992. Neighborhood plans and subdivisions later detailed the County Plan. *GLUP* was renamed in 1987 as the *Eastern Pima County Comprehensive Plan* and, at the time of adoption in 1992 of a new regional plan, included about 40 area, community, neighborhood, and zoning plans.

The *City-County General Land Use Plan* was not without its critics. In one of the liaison meetings between Tucson Regional Plan, Inc. and planning officials which followed the release of Carl Feiss' report, TRP members advocated Feiss' proposal for a more comprehensive planning process which used *GLUP* as a starting point for coordinating on-going school and infrastructure planning. They considered as inadequate the planning for major thoroughfares and thought that *GLUP's* urban and regional plans approximated too closely existing land uses and current zoning.

The City-County Planning Department began implementation of the *City-County General Land Use Plan* in the early 1960s with a tremendous set of planning programs, although Planning Director Faure and the County Planning and Zoning Commission considered the Department underfunded. Between 1960 and 1963, planning staff prepared for the City and County dozens of neighborhood plans for new development proposals or to satisfy federal housing program requirements.



Photo 15. General Land Use Plan: Tucson Region, model detail (1960)

The Department continued its planning work on behalf of local school districts, prepared a development plan for "Baptist housing for the elderly" and followed it with a broader planning study on the elderly. It was an integral part of the multi-jurisdictional Tucson Area Transportation Study, begun in 1959, which included preparing land use studies and plans for the I-710 "Penetration Route" along the Campbell Avenue alignment. The Department struggled with "special problems" unique to the era in trying to determine whether "dense housing can co-exist" in areas surrounding the eighteen Titan II Intercontinental Ballistic Missiles which were being installed around the Tucson region.

New Pima County area plans were initiated for Sahuarita; Avra Valley; Marana; the Tanque Verde and Redington areas; the proposed new communities of Green Valley and Corona de Tucson; the Tucson Mountains area; and, Catalina. For the City of Tucson, the Department conducted special studies on neighborhood rehabilitation and revitalization, standardized locations for utilities, and the assimilation of 1960 census data; developed land use plans for Pueblo Gardens, areas newly annexed, and areas surrounding Tucson Medical Center and the University of Arizona; and, prepared redevelopment plans for downtown and the Speedway corridor from north of downtown to Country Club Road. The planning programs were in addition to the on-going review of new City and County rezoning requests (299 in 1962) and subdivision plats, and periodic amendments of the zoning codes.

IV-F.3 The O'Harrow Report on City-County Planning

Tucson Regional Plan, Inc., planning adviser Carl Feiss in 1959 had found the joint City-County Planning Department to be unusual in how it equally served both jurisdictions. He considered the arrangement beneficial to regional planning, but noted that neither legislative body had the prime responsibility of setting policy direction for the Department. Feiss concluded in his report that planning by a joint Department, serving two masters under a "double standard", created a problem of "proprietary interest" which resulted in organizational inefficiencies and conflicts in long-range planning.

Feiss wrote that he had "grave doubts" whether a true comprehensive plan prepared under the system "would be acceptable" to the public. He recommended to TRP that the structure of local government should be reorganized into a metropolitan form of government to facilitate proper regional planning. He believed that two separate planning departments would make the situation "much worse" and, instead, recommended in the interim that there be independent community auspices of local government planning. City-County Planning Director Faure dismissed the findings upon their release in 1960 as the product of a shallow analysis, but administrative and public dissension with the planning function continued.

The City Manager complained eventually that the Department's organizational structure was a hold-over from when Tucson was much smaller, denied by Faure, which triggered a departmental reorganization. The Tucson City Council, the Pima County Board of Supervisors, and both planning commissions hired the American Society of Planning Officials (ASPO) in March 1963 to assess the efficiency of the local planning function and to make

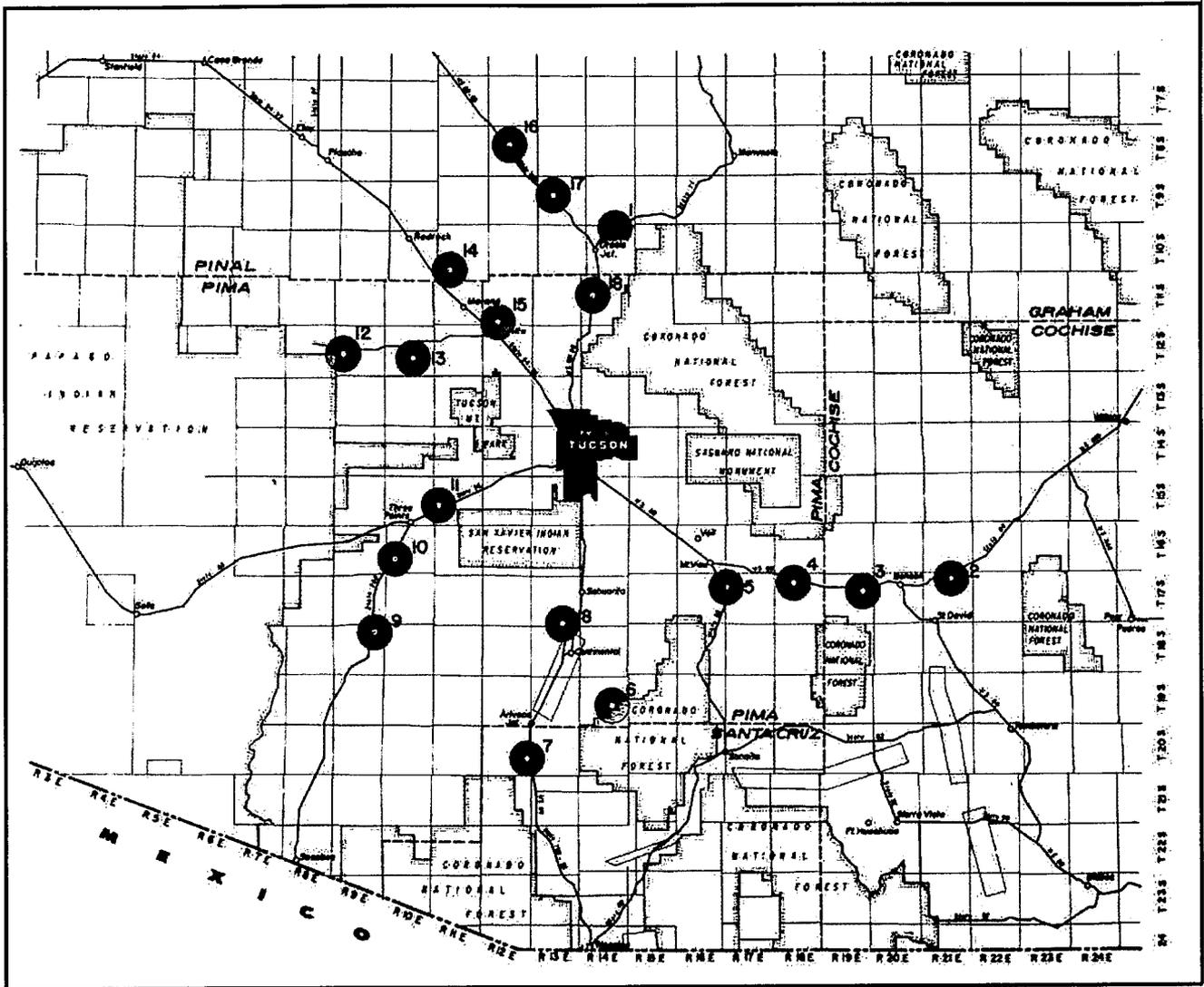


Figure 23. Special Problems: Titan Missiles & Urbanization (1960)

appropriate recommendations for organizational and administrative changes. The Tucson Board of Realtors commissioned at the same time a similar study from its national Build America Better Committee.

Dennis O'Harrow, the executive secretary of ASPO who prepared the resulting report, noted that Tucson seemed on its way to "out-Los Angeles Los Angeles itself" and that there was a "sense of planlessness" to the area. His report, issued in June 1963, stated that the pressure of an annual population growth rate of over 10 percent led civic leaders and the public to an "impatience" and "excitement" about getting on with the business at hand. The report made a number of general planning observations of Tucson, including,

- The Tucson region was "badly in need of a comprehensive plan", to include a regional economic analysis, a plan for a permanent water supply, a rational program for flood control, and a capital improvements program;
- Local planning showed an over-reliance on the neighborhood-unit planning concept, particularly in undeveloped areas, which he held responsible for the "deadly monotony" he found in some areas of Tucson;
- The regional transportation study then underway was not tied to regional land-use planning, causing him to ask whether the resulting transportation plan would be what set the actual pattern of future development; and,
- The questionable effectiveness of the *City-County General Land Use Plan* in stopping strip commercial development, which the report considered "disfiguring" to Tucson; the lack of a "strong and active" citizens organization on planning; and, a need for a "rational and positive" annexation policy by the City of Tucson.

The O'Harrow report described City-County planning as "long on tactics and short on strategy", but considered the joint planning function to be "the greatest strength of planning in the Tucson region". As did Feiss, O'Harrow concluded that the City-County Planning Department was caught in the middle, without "clear-cut" policy guidance. The report recommended that the separate City and County planning and zoning commissions remain, but proposed that a single planning staff, under the City of Tucson's administrative jurisdiction, serve both commissions. The report considered that an assistant City Manager could take supervisory responsibility of the new department until such time as a City Planning Director was warranted. The report suggested also that citizen's organizations, including Tucson Regional Plan, Inc., be brought into the planning process.

IV-F.4 The Bifurcation of City-County Planning

TRP returned in November 1963 with a renewed call for comprehensive planning by a separate planning office, per Feiss' report, but asked also that the Tucson City Council split the joint department to allow for "more efficient operation in both these areas of planning and zoning." The City Planning and Zoning Commission later in the month stated its opposition to two planning departments on the basis that the commission's "whole philosophy is based on closer cooperation and coordination" between the two jurisdictions. The City Commission proposed instead a "Joint Planning Council", with members from the City Council, Board of Supervisors, both planning commissions, and one public citizen, to set planning policy for the region. The City Commission faulted the O'Harrow report for not taking into account the unified approach provided by the City-County Planning Department, which had just completed its reorganization begun in late 1962.

The issue was decided on January 15, 1964, when the City Council and Board of Supervisors met in joint executive session and voted to create the separate positions of City Planning Director and County Planning Director. The two directors were to operate within the existing, recently reorganized structure of the City-County Planning Department and were advised that any further reorganization of the Department would be left to them.

City-County Planning Director Andre M. Faure was named the City Planning Director and John S. Tsaguris, the City-County Associate Planning Director, was named the County Planning Director. Tsaguris said later in the year that the selection "was decided by literally drawing names out of a hat." For years afterward, there was a belief that the Chairman of the Board of Supervisors had put two slips of paper with names in the hat and let the Mayor of Tucson have first pick. The Mayor, apparently, pulled out a slip with the name of Faure and the Board Chairman pulled out the other slip of paper, then pocketed it. The story went that both slips of paper had Faure's name on them.

Faure and Tsaguris briefly co-directed, but soon split, the City-County Planning Department. Faure commented in later years that the split was instigated by the then-City Manager, but supported by the Board of Supervisors because the County was providing most of the departmental funding. The City planning office became the Planning Division of the Tucson Department of Community Development in November 1964. Under Faure's leadership, City planning staff assumed a greater role in Tucson urban renewal and redevelopment projects, as well as developing general neighborhood conservation programs. Among the City planning programs of the mid-1960s were the Pueblo Center downtown redevelopment project, public housing and community services studies, and administration of Tucson's duties as a Demonstration City under the federal Model Cities program. City planning continued with traditional programs as well, including various neighborhood plans and school facilities plans. Faure retired from the City in 1968 and worked, both locally and out-of-state, for a number of years afterwards as a planning consultant.

John S. Tsaguris, the new Pima County Planning Director, was a registered civil engineer who had been with the City-County planning office since 1949. He gained the majority of planning staff after the split because of the County's larger financial stake in the City-County Planning Department. Also, most new development was occurring within the unincorporated area, although finally slowing after 20 years. The Tucson area experienced a mild recession from 1963 to 1967, which was reflected in a slowing population growth rate, a sharp decline in building permits, and a reduction by about one-half in the average number of rezoning requests.

Tsaguris led the Pima County Planning Department through an era which further defined the County's Master Plan elements of land use, school and recreational facilities, community service facilities, and major thoroughfares. New area plans were initiated for Avra Valley; Three Points (Robles Junction); the industrial corridors along Interstate 10; the first long-range plan for Ajo; and, later, one for western Pima County, in order to allow federal aid for a local water company. The Department prepared new studies and plans for local school district facilities and, in 1967, conducted a site location study for the newly approved "Pima County Junior College".

Special Departmental community programs included development of a "Community Shelter Plan" in the event of a nuclear attack, after the Department was designated as the planning entity responsible for the federally-funded CSP program; assistance in the establishment of the "Pima County Aircraft Museum"; and preparation of airport approach zoning regulations for the environs of Davis-Monthan Air Force Base. City and County planning staff continued to work together on numerous projects of community interest, including demographic studies and a regional parks plan.

One of John Tsaguris's notable achievements during his tenure as County Planning Director also put his civil engineering expertise to best use. He, together with other planning staff members, the County Engineer, and other County officials, assisted the Board of Supervisors in planning the Pima County Governmental Center and in supervising its design and construction progress. Pima County voters in January 1966 had approved nearly \$12 million of bond money for the design and construction of the Governmental Center, linked conceptually to Segoe's 1943 *Comprehensive Plan* recommendation for a downtown "civic and governmental center". The program included renovation of the old Pima County Court House (completed 1966) and construction of a new Health and Welfare Building (1968), the Administration Building (1969), El Presidio Park and Garage (1970), and several smaller buildings away from the Governmental Center. The new Pima County Court House was completed in the early 1970s, but a proposed Frank Borman Planetarium in El Presidio Park was not built because of debate over the location's suitability. Tsaguris devoted much effort to the era's freeway planning, as well.

IV-F.5 A Freeway Plan for Tucson

The Federal Aid Highway Act of 1956 authorized the federal financing of comprehensive transportation studies of metropolitan regions. The State of Arizona, Pima County and the City of Tucson, in cooperation with the federal Bureau of Roads, initiated in 1959 a transportation study of the Tucson region. The study team released in the following year its findings regarding the then-current status of metropolitan Tucson's patterns of land use and population distribution (*see report section II-E.2*), volumes and characteristics of travel, trip production and attraction, and transportation facilities. The study report's conclusion stated that any resulting transportation plan, in order to be "good for Tucson", would need to make maximum use of existing facilities, would need to evolve from a "true understanding" of urban transportation's role in land use planning and community development, and would need to be economically feasible.

After release of the 1960 report on existing conditions, the study team continued its work and became, in November 1964, the Tucson Area Transportation Planning Agency (TATPA), a technical coordinating committee of representatives from each of the local governmental jurisdictions, including City and County planning offices; a manager; and a planning staff. TATPA delineated a planning area of 611 square miles, bounded roughly by Moore Road above Tangerine Road on the north, Wentworth Road on the east, Hughes Access Road on the south, and Sandario Road on the west, to ensure that transportation planning would be geographically comprehensive through the inclusion of "lands onto which future development will occur". TATPA forecasted for the study area an estimated population of 680,000, an increase of 180 percent, spread over nearly 200 square miles, by the 1980 planning horizon. The agency's analysis concluded that future population growth would primarily be along a corridor into Marana east of Interstate 10; southeast around Davis Monthan; over Robles Pass into the upper Avra Valley; and south between Mission Road and the Nogales Highway.

TATPA released its regional transportation recommendations in February 1966 as the *1980 Tucson Area Plan: Freeway-Arterial Network*. The plan included "the most extensive network of freeways and parkways that can be justified on the basis of 1980 traffic volumes." TATPA concluded in the plan that existing Interstates 10 and 19, with capacity improvements, would provide adequate freeway service to most areas of urban Tucson, but that "the most urgent need for new freeway service is in the heavily populated east side." The plan recommended an east-west Butterfield Freeway, which was an arterial road concept dating to 1961, because of the "extreme off-set condition of directional growth" noted earlier by the *City-County General Land Use Plan*. The plan discounted additional east-west freeway alignments along Fifth-Sixth Street and the Rillito River-Pantano Wash because traffic forecast volumes did not warrant them.

The plan also proposed a north-south Campbell Freeway, "chosen primarily because of the location of I-710", the "Penetration Route" planned since the late 1950s as a freeway spur north of Interstate 10. The report acknowledged that the Campbell Freeway would also be desirable as a "relief route" for intracity traffic on Interstate 10. The plan extended the

Campbell Freeway south to the new terminal of Tucson International Airport and the report contemplated a freeway extension "in the future" from north of the Rillito River to Oracle Road. The plan also included a Rillito Freeway, connecting the Campbell Freeway to Interstate 10 along the Rillito River's south bank and the Ruthrauff Road alignment.

The *1980 Tucson Area Plan: Freeway-Arterial Network* provided recommendations for a secondary level of transportation improvements, as well. It proposed a Rillito-Pantano Parkway, which would run from east of the Campbell Freeway into the Rincon Valley, and a diagonal Florence Parkway link between the Campbell Freeway and Oracle Road at Orange Grove Road, thereby allowing for a bypass of the congested Oracle Road corridor south of the Rillito River. The report defined parkways as meandering "scenic" corridors which could be candidates "for inclusion in any [future] national network of scenic highways". The report cautioned that the parkway system was not to be considered as a "wedge for rezoning adjacent property" nor as an incentive for "billboard advertising interests." The plan proposed comprehensive improvements to the network of local streets, to be completed by 1972. Many of the improvements were already planned or programmed, and most would be accomplished within the next 20 years.

The TATPA report called the recommended freeway-parkway system "the critical aspect" of the plan and urged that the system "be totally adopted and an aggressive program of implementation be pursued." The report expected implementation, reported in 1966 to cost \$281M, to be financed with federal assistance after the anticipated completion of the Interstate Highway System in 1972, and considered mass transit infeasible because of Tucson's low residential density. TATPA started the public review process in early 1966 and the plan soon became the topic of Tucson's largest community debate on its future development. The Pima County Planning and Zoning Commission considered initially whether public hearings on the plan were warranted, but chose eventually to proceed to hearings with its City counterpart.

Opposition surfaced early to the Campbell Freeway and Florence Parkway, even though TATPA staff explained that the mapped alignments were flexible "corridors" subject to later design decisions, and that the actual highways could be depressed, raised or constructed at street level as needed. At a joint City and County Planning and Zoning Commission meeting in July 1966, some commissioners suggested that the Campbell Freeway should go "through the less desirable sections" of Tucson, while others were concerned that it would "create slums in a period of ten years."

Speakers at a joint Commission public hearing in September, attended by about 175 persons, generally supported the plan, with the exceptions of the Florence Parkway and Campbell Freeway. The former proposal was soon dropped in favor of a diagonal connector route through the urban area south of the Rillito River, while County Planning Director John Tsaguris submitted a proposal the following month for reducing the need for a Campbell Freeway by improving downtown circulation. His plan elevated a re-routed Butterfield Freeway above the Southern Pacific railroad tracks and provided numerous related downtown

roadway improvements. One response to his proposal called for the reactivation of the 1955 O'Dowd Plan to relocate the railroad adjacent to Interstate 10, while others criticized the County's role in City planning matters. City Planning Director Faure came to Tsaguris's defense in noting that "county planning must consider the whole (traffic) network from the core out" and Tsaguris soon thereafter recommended a freeway extension into Avra Valley.

The County Planning and Zoning Commission in December 1966 endorsed an alternative plan which incorporated Tsaguris's proposals and moved the north-south freeway, renamed Catalina Expressway, to Oracle Road, but withheld a final decision. The City Planning and Zoning Commission recommended tentative approval of the TATPA plan in January 1967, with a broad corridor between Oracle Road and Tucson Boulevard reserved for further study. The City Commission's action also included a 40-year plan recommendation for an outer-loop parkway system, which extended the Rillito-Pantano Parkway through Vail to Interstate 10, connected the Sonoita Highway and the Sasabe Highway at Three Points with a parkway on the Pima Mine Road alignment through San Xavier Reservation, and provided for an Avra Valley Parkway west of Sandario Road. A new parkway extension of the Rillito Freeway into Avra Valley was proposed, using Picture Rocks Road, and Ajo Highway was to be upgraded to parkway status. Both commissions called for further study of the proposals.

The Arizona Highway Department added the Butterfield Route, now an expressway, and I-710 to the State primary highway system in early 1967. The freeway planning process became even more complicated later in the spring, when members of the Tucson Goals Action Board and Tucson Regional Plan, Inc., called for a cross-town freeway along Speedway Boulevard in order to relieve traffic congestion on Tucson's east-west arterials. The Tucson City Council referred the new freeway ideas to TATPA in April 1967 for further study.

TATPA in September 1967 released a new proposed Butterfield Expressway alignment through downtown neighborhoods. The route was to cut through an area immediately south of the neighborhoods condemned for the "Pueblo Center" urban renewal project and required a four-level interchange with I-710 to the east. The urban renewal area was avoided because of a fear of federal "red-tape", which could delay both programs. Tucson School District immediately protested the potential loss of the Carillo School, used also as a neighborhood recreational center and home to the Las Posadas Christmas celebration. During the summer, TATPA had rejected the proposal for a cross-town freeway, but, in October, it released alternatives for the Catalina Expressway which included a partly depressed East-West Expressway, while noting that the new plans would affect "two high-quality" neighborhoods east of Campbell Avenue. TATPA also contemplated an increase in Interstate 10 traffic capacity through the relocation of south-bound traffic to a new alignment on the west side of the Santa Cruz River.

TATPA incorporated the new proposals in an "Alternative E", which County Planning Director John Tsaguris considered would do "great violence to the make-up of this community and its many neighborhoods". He recommended an alternative system of "boulevards" using existing rights-of-way, in which he was supported by City Planning Director Andre Faure. Local

business leaders in 1968 petitioned the Arizona Highway Department to expedite development of the Butterfield Expressway, but the State Highway Commissioner sought more public testimony as a "test of Tucson sentiment". The Pima County Board of Supervisors took a neutral position on Butterfield as a city matter now at the policy level, but was "vitaly concerned" with the relationship between the expressway and a "proper, comprehensive plan" for metropolitan Tucson. The State Highway Department's public hearing on September 26, 1968 regarding Butterfield had 30 speakers in support, with only two clearly opposed; design contracts were awarded at the start of 1969.

A revised TATPA freeway plan entered a new round of public hearings by the City and County Planning and Zoning Commissions in early 1970, and major community opposition at an "infamous" hearing in January defeated most freeway elements of the proposed system. The City Commission, in February 1970, recommended a substitute plan which dropped all proposed urban freeways except Butterfield and the Airport access route, which were downgraded to parkways. The new plan was adopted by the Tucson City Council in March 1970 and the Board of Supervisors in April 1970; both jurisdictions reaffirmed the plan in 1972.

Residents of the neighborhoods in the path of the Butterfield Route, now designated a parkway, in late summer of 1971 rallied around the historic El Tiradito shrine to fight the highway's effect on the area. A survey commissioned by the route's engineering consultants had determined that very few residents of the area knew about the highway or what relocation steps would be taken for them. El Tiradito was listed on the National Register of Historic Places in November 1971 and, soon after, the Tucson City Council ordered further study of the Butterfield Route. New tentative plans surfaced in April 1973 for the Butterfield corridor from downtown to the east side, but found no supporters at subsequent public meetings. The Mayor of Tucson offered a new "Butterfield Boulevard" plan, based on the Southern Pacific Railroad relinquishing its urban area right-of-way to allow construction of an arterial roadway connecting with Golf Links Road, but the Butterfield Route was declared "dead" at the end of the year.

The Armory Park Historic Residential District, in July 1976, and Barrio Libre, south of downtown, in October 1978, followed El Tiradito onto the National Register of Historic Places. A new Aviation Corridor proposal replaced the Butterfield Route and the State redesignated the route in 1989 as a parkway. The Barraza-Aviation Parkway, linked to a Golf Links parkway across Davis-Monthan Air Force Base, was completed in the late 1990s, with the exception of the last mile through the north end of downtown. I-710 was removed from the federal Interstate Highway System in 1975 and Interstate highway substitution funds, along with already acquired rights-of-way, allowed the construction of Kino Parkway between Tucson International Airport and Broadway Boulevard during the 1980s. The Rillito-Pantano Parkway underwent its own further planning and public review process in the early 1980s. TATPA was merged into the Pima Association of Governments organization in the mid-1970s as PAG's Transportation Planning Division.

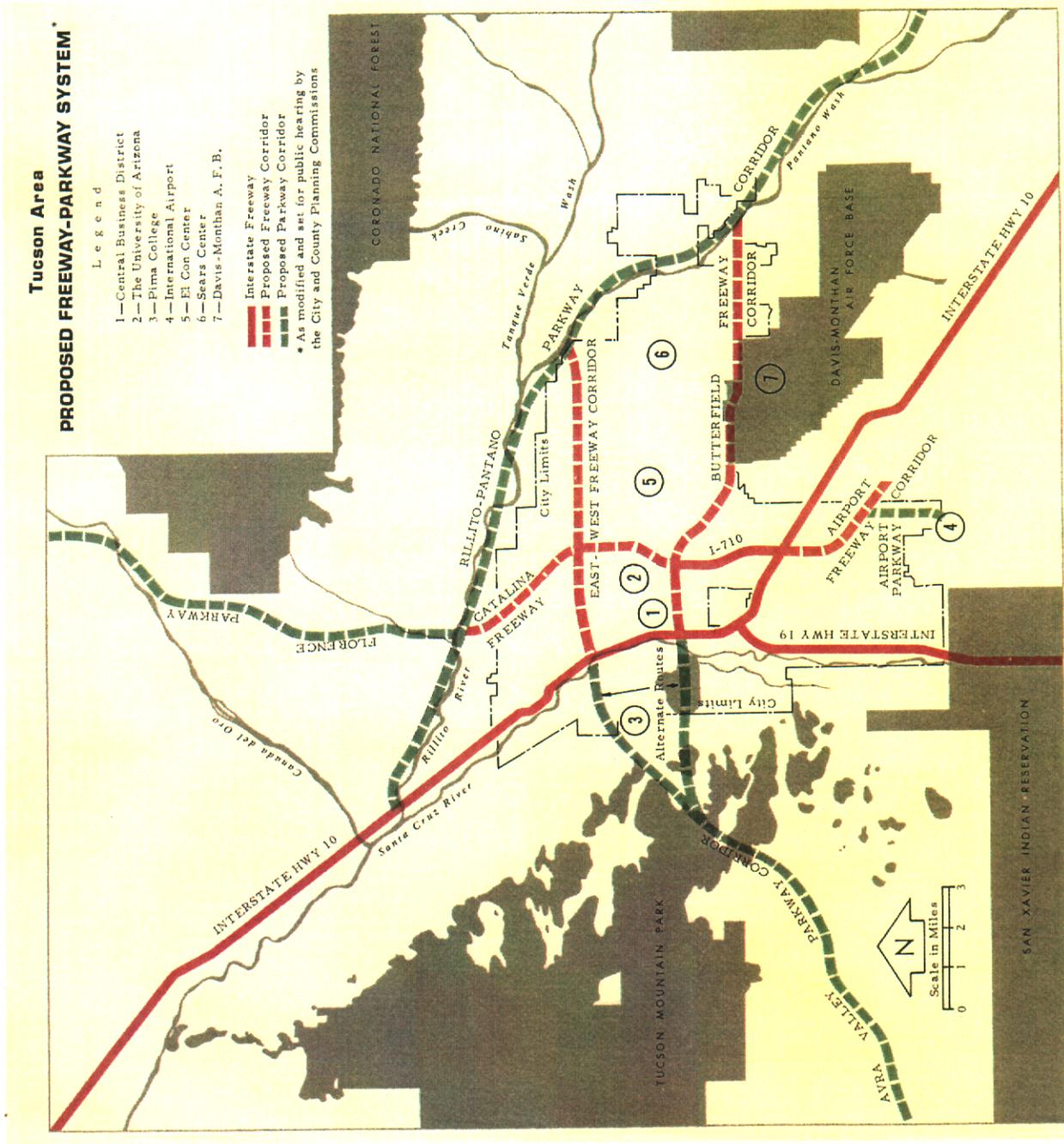


Figure 24. Tucson Area Proposed Freeway-Parkway System, as modified (1969)

IV-G Eastern Pima County Planning in the 1970s

Ladislav Segoe's *Comprehensive Plan* of 1943 was lauded for being all-inclusive in its planning participants, but the growing environmental, social and community activism of the following 25 years redefined what was considered "inclusive". The population of the Tucson metropolitan area increased by 33 percent between 1960 and 1970, to 323,000, with an even higher percentage of relative newcomers to the area because of population losses through out-migration. Metropolitan Tucson was described in 1970 as having the second highest growth rate in the nation.

As anticipated in the *City-County General Land Use Plan* of 1960, new development during the decade crossed Pantano Wash to both the northeast and southeast, adjacent to Davis-Monthan Air Force Base; extended into the Tucson Mountain foothills; and followed Oracle Road into the northwest side. The City of Tucson's "share" of the metropolitan population dropped by 1970 to 80 percent, prompting the Tucson Mayor to call for "mountain to mountain" annexations.

The Tucson City Council in early 1965 established a citizens' Community Goals Committee to examine Tucson's community values and to provide recommendations regarding community goals for the development of Tucson in the coming decade. The committee in April 1966 released its report, which noted that "the most troublesome residual of [Tucson's] rapid growth was the loss of a sense of community, the loss of a feeling of individual responsibility for the community". The report encouraged "a greater sense of personal involvement on the part of the citizenry".

The report presented goals for four areas of concern: the social environment, the physical environment, the local economy, and local government. Specific recommendations included formalized coordination among the leadership within each of these areas; higher standards of community development, including land use and buildings, recreation, culture and education; and, diversification of the local economy from government, mining and tourism into health and medicine, research and development, and light manufacturing. The report called for a new "general community plan" which would address goals for land use, transportation, parks and open space, and a "Community Development Policy Plan" which would provide implementing policies, standards, and plans.

Dr. Donald F. Hill, the founding president of Tucson Regional Plan, Inc., commented early in the freeway planning process that the Community Goals Committee report was a good starting point in examining the "philosophy of living in Tucson" and "what kind of community we really want", which he believed were not being considered in the freeway planning. The Community Goals Committee report and Hill's comments were indicative of a growing dissatisfaction with the character of Tucson's development.

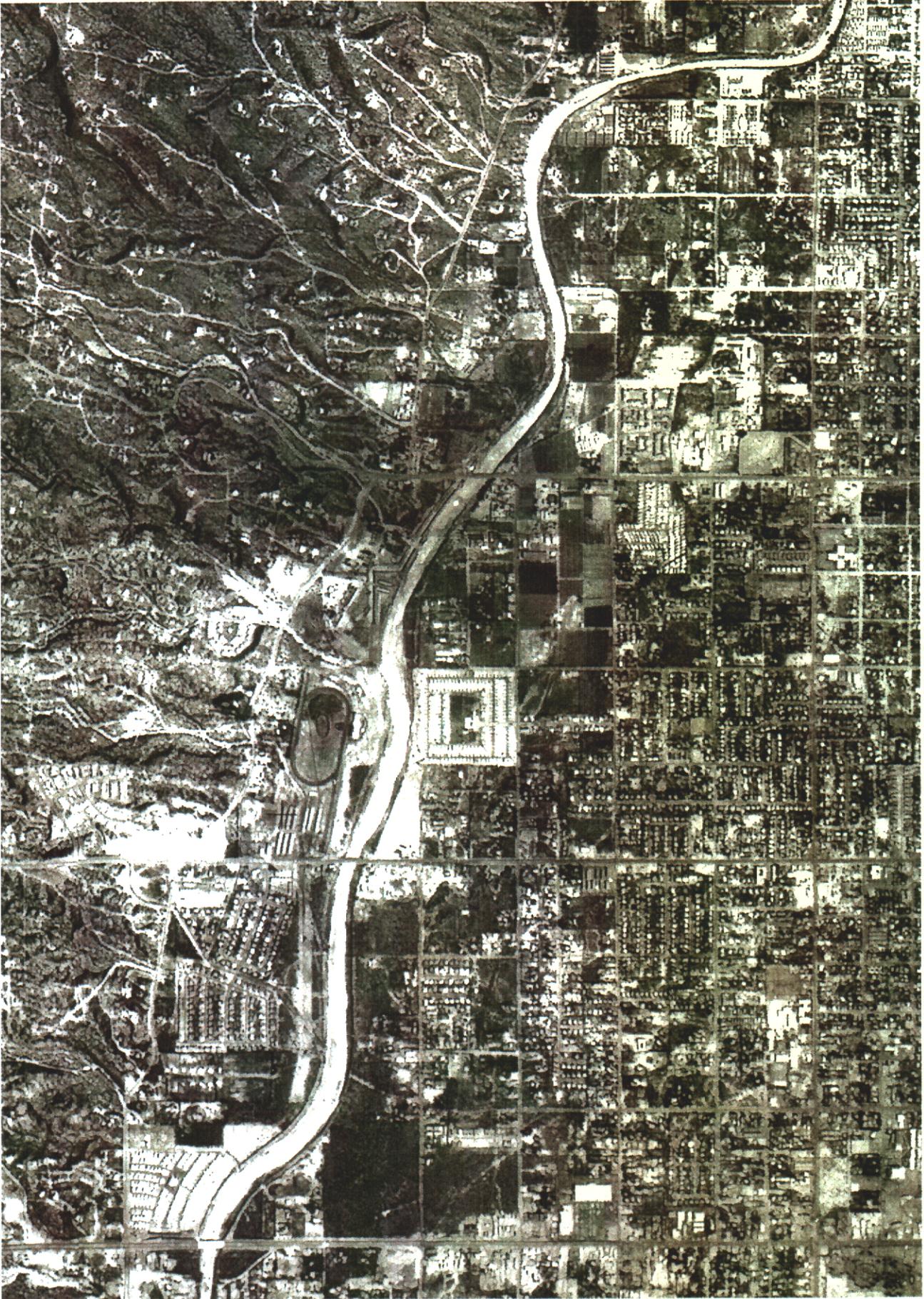


Photo 16. River Road between Oracle and Country Club (1972) U.S. Geological Survey, via Pima County Public Works Library

The *City-County General Land Use Plan* of 1960 set a low-density development pattern out to the edges of eastern Pima County. Tucson's increasingly dispersed form of development and questions regarding the role of land-use planning during the debate over freeways and parkways initiated a re-examination of *GLUP*. One possible planning strategy which gained local prominence in the late 1960s and early 1970s was the development of satellite communities.

IV-G.1 Satellite Communities

The satellite communities movement was rooted in Ebenezer Howard's influential planning book of 1902, *Garden Cities of Tomorrow*, and his experimental town of Letchworth, England. The concept of American garden cities evolved from the planned industrial suburbs of the late 19th Century and from a 1930s federal program for enticing residents of urban slums into self-reliant green-belt communities and then clearing the slums for new park lands. The strategy of the New Deal program was "to go just outside centers of population, pick up cheap land, build a whole community and entice people into it." Four federal new towns were planned and three were built. Instant new suburbs after World War II, such as Levittown, and new communities tailored to retirees, such as Sun City, Arizona, demonstrated the viability of privately planned and developed new communities.

New towns were redefined into satellite communities when bounded by green belts, consisting of natural open spaces, agricultural areas or very low density residential development, which provided a physical separation among the communities. When planned to be self-sufficient in terms of employment, business services, and community amenities, they were thought to provide a stronger sense of community and reduce vehicular travel.

Discussions on planning for satellite communities in the Tucson region began at the end of the 1950s. The 1959 planning process for the *Rincon Area Plan* contemplated "visualizing Tucson as the center of a series of satellite communities" that might include Vail, Tanque Verde and Cortaro. The *Vail-Posta Quemada Area Master Plan*, approved in 1959 by the Pima County Board of Supervisors, was perhaps a true satellite community in its self-reliance for industry, commerce, and recreation, and its physical distance from Tucson. Two other satellite communities, although more dependent on Tucson, soon followed and proved eventually to be more viable.

Planning for Green Valley began in 1961 for an ex-urban, retirement community on 2,900 acres south of the railroad and farming settlement of Sahuarita. Tucson-Green Valley, as the development was known initially, lay outside of metropolitan Tucson within the upper Santa Cruz Valley and was separated physically and jurisdictionally from Tucson by the Santa Rita Mountains, San Xavier Reservation, and the military's Sahuarita Bombing and Gunnery Range reservation. Maxon Construction began the project in 1963, funded by an investment loan from the New York State Teachers Retirement Fund, but faltered a few years after construction began because of a soft apartment market. The Federal Housing Administration foreclosed on the project in 1966, but Maxon reorganized and, with new financing,

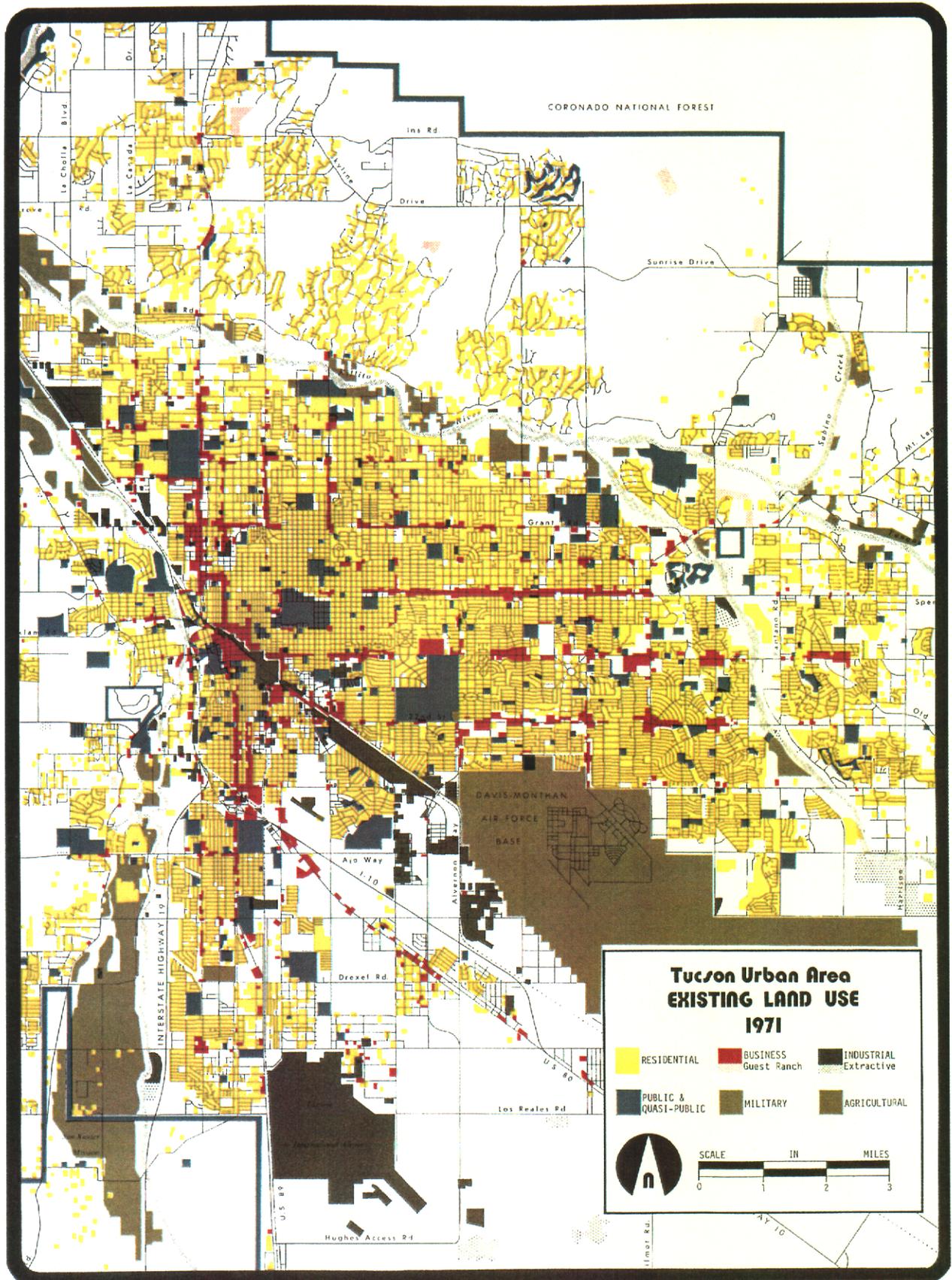


Figure 25. Existing Land Use: Tucson Urban Area (1971)

succeeded in rekindling the development because of the growing national market for retirement communities, construction of a freeway link to Tucson via Interstate 19, and the healthier local economy of the later 1960s. Green Valley has grown from a 1967 population of about 1,200 to an estimated 1998 population of 14,615 and has become a regional center of age-restricted housing and community services. Over the last 10 years, the area has begun to add family housing developments in Sahuarita and estate-type subdivisions without age restrictions east of the Santa Cruz River.

The Horizon Corporation in the early 1960s acquired portions of the Santa Rita Ranch for development of a satellite community about six miles southwest of the then-new RCA plant and proposed Vail-Posta Quemada community. Horizon filed neighborhood plans, rezoning requests and subdivision plats for the development of several square miles at the south end of Houghton Road, in the southeast corner of the Tucson Valley, as Corona de Tucson. The plans were generally in conformance with the neighborhood-unit grid pattern and gave the appearance of being a continuation of Tucson's eastside development. Unlike the Vail area proposal, residential development did begin on Corona de Tucson and over the years it has become a small community of about 300 persons, centered on a country club and golf course, although much of the platted land remains vacant. Newer plans for development, including the Santa Rita Ranch Specific Plan of the late 1980s, have not succeeded in re-energizing the urban development of Corona de Tucson. However, the general area has become very popular over the last decade for lot-splitting, and substantial communities of unplanned, low-density housing have developed near Corona de Tucson.

General land use planning of the 1960s otherwise continued extending Tucson's metropolitan area in advance of new urban and suburban development. Much planning effort was devoted to the various freeway proposals, but Pima County also prepared numerous neighborhood plans and a few larger plans for outlying areas. The Pima County Planning Department in 1968 began a program to coalesce the general urban and suburban recommendations of the *City-County General Land Use Plan* into a set of satellite communities which would be centered on Green Valley, Corona de Tucson, Avra Valley, Vail and Marana. In 1970, two new area plans brought the idea of satellite communities to the public's attention.

The *Empire Ranch Area Plan* was the first of the two proposals and the one conceived as a private plan of development (*see report section II-D.4.e for a more complete description*). The new ownership of the Empire Ranch, a dozen miles south of the proposed Vail-Posta Quemada community and over 20 miles from the Tucson city limits, proposed a new town of 180,000 persons to be located on, and in the general area of, the ranch. The plan emphasized single-family housing and commercial services, but fell short of providing an employment base for the intended population until the Board of Supervisors, at the time of plan approval, added more industrial land. The plan's report stated that the new town would rely on Tucson for many auxiliary services and, although the plan did not depict a regional transportation system, the report suggested a freeway to better link Empire Ranch with Tucson.

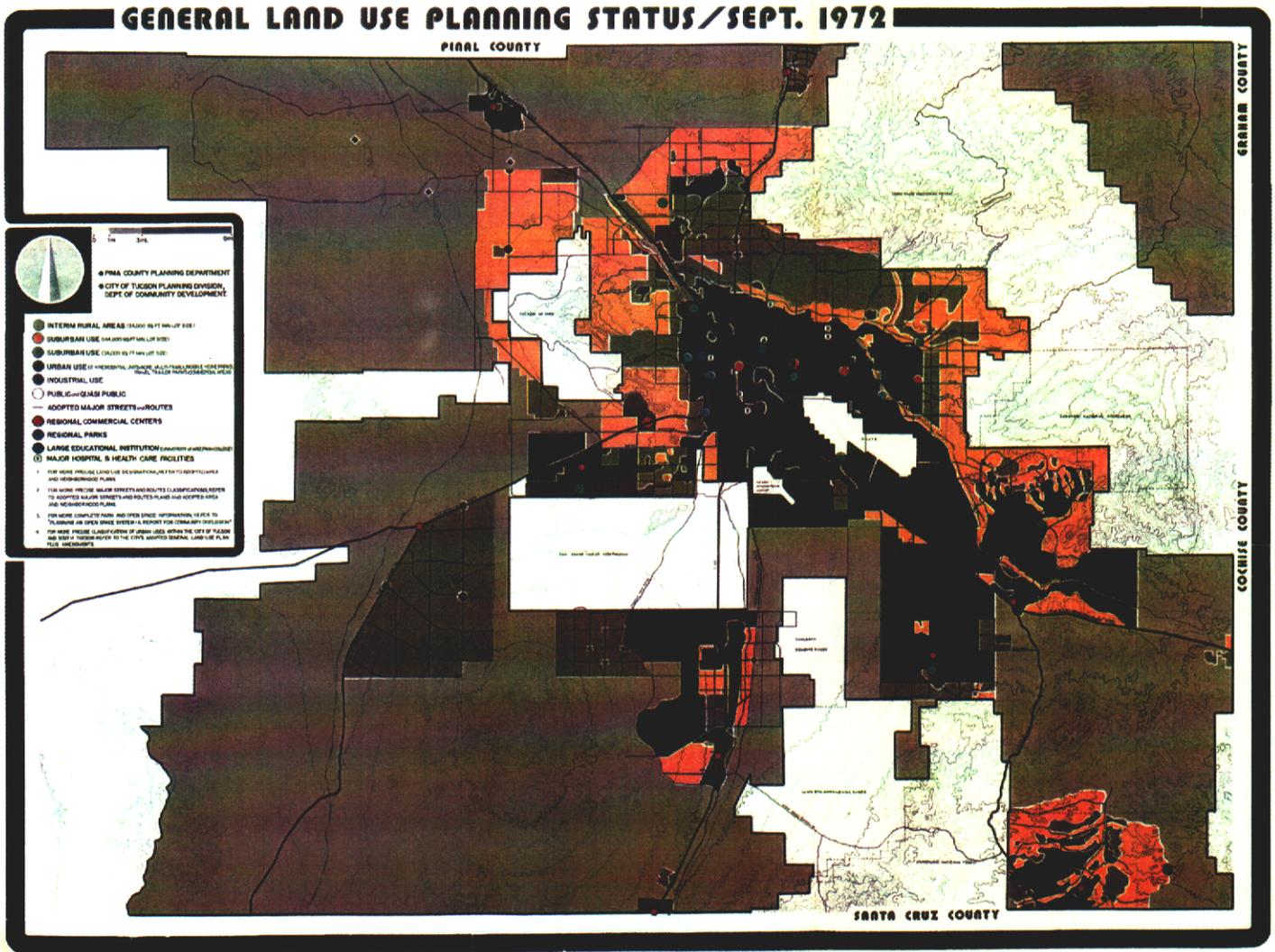


Figure 26. General Land Use Planning Status (1972)

The second area plan was the 1970 update of the *Rincon Valley Area Plan*, triggered by a proposed rezoning in 1969 of over 8,000 acres centered on the Rocking K Ranch south of Saguaro National Park (East District). The new plan allowed for a hypothetical population of 80,000 and provided two light industrial campuses, totaling 350 acres, at the west and east ends of the valley. Pima County planning staff described the concept of the plan as a "true satellite community rather than a suburb", since it provided an employment base, was located more than 20 miles from downtown's business hub, was separated from metropolitan Tucson on three sides by natural barriers and, on the remaining side, by a planned suburban ranch green-belt 2½ miles in width. The plan designated the extensive wash system of the area as "suburban" open space and reserved 300 acres of State Trust land at Colossal Cave Road and Old Spanish Trail for future governmental uses. The area's development was to be served by the two existing roads. As with the *Empire Ranch Area Plan*, an assured water supply remained an uncertainty when the Board of Supervisors adopted the new *Rincon Valley Area Plan* in November 1970. A significantly scaled down Ranchlands rezoning was approved shortly after plan adoption.

The idea of satellite communities proved to have a broad appeal to Tucsonans. The president of Tucson Regional Plan, Inc., in 1970 concurred with planning staff's support of satellite communities, noting that the lack of incorporated suburban areas within the Tucson region facilitated such planning. He thought that they might have ultimate populations between 100,000 and 200,000 and suggested as logical places for new communities the general area south of Davis-Monthan Air Force Base and the area east of Tucson International Airport (the two of which could also be combined); the area south of the airport and including the eastern portion of the San Xavier Reservation; somewhere within Avra Valley; and, the northwest/Tortolita area. He recommended that they and Tucson be linked by a network of freeways.

Congressman Morris K. Udall saw the future size and character of Tucson as a fundamental issue in the community debate over the Butterfield Route in late 1971. He noted that satellite cities were one way "to chart some other pattern" for Tucson's future development and pointed out that such land use decisions would have implications for future transportation planning and every other aspect of community life. An early report of the Comprehensive Planning Process in 1972 presented basic alternatives for community form, including satellite communities and satellite cities. The former were defined as new communities located beyond a "low-density green belt" surrounding metropolitan Tucson, whereas the latter were "free standing cities" situated 25 to 40 miles from town.

The concept of satellite communities was put to the test in 1972 with the proposed rezoning of Rancho Romero, along Canada del Oro Wash, as a master-planned satellite community. Although the plan for 4,300 acres was portrayed as meeting the tests of self-reliance and green-belt separation from Tucson (the then-generally undeveloped Oracle Road corridor north of Lambert Lane), the public did not find it acceptable and the Pima County Board of Supervisors ultimately denied the rezoning (*see report section II-D.4.b*). The debate centered mostly on the environmental and water resource impacts of the project, but the plan was also

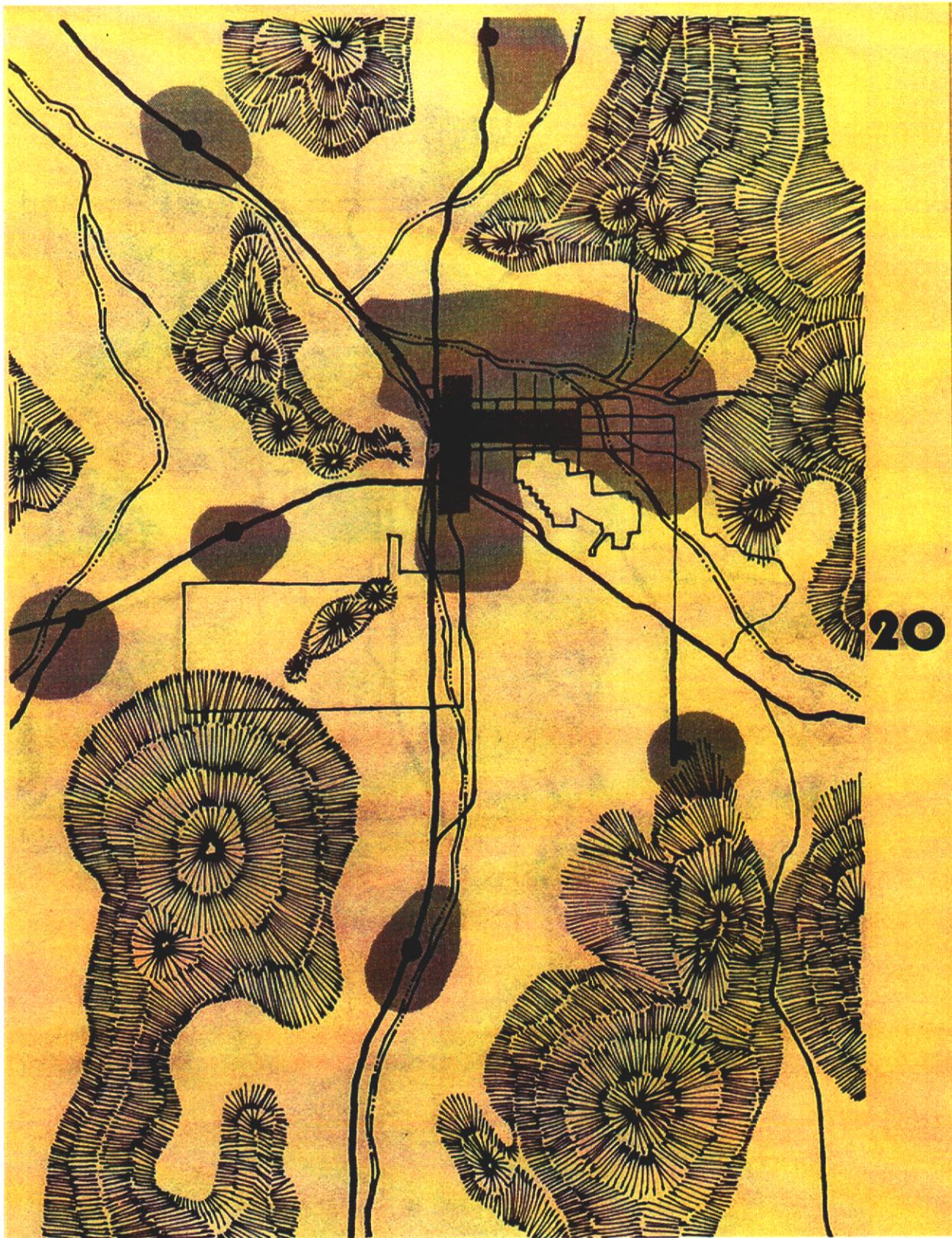


Figure 27. *Satellite Communities*, one of four growth management alternatives (1972)

faulted for being a "premature extension" of Tucson rather than a true satellite community. A newspaper editorialized afterwards that the Board's denial should not set a precedent for future proposals for "bona fide" satellite communities because the "concept of channeling and containing growth wherever possible in separate, economically self sufficient communities outside [Tucson] is sound and should be encouraged".

The Rancho Romero rezoning may have tainted the concept and, due perhaps as well to the defeat of local freeways, large annexations by the City of Tucson, and new incorporations during the 1970s, satellite communities and cities disappeared for a dozen years from the local planning dialogue as an alternative form of Tucson's future development. A proposal in 1985 for a new master-planned community centered on the Empirita Ranch, lying west of Benson on the north and west flanks of the Whetstone Mountains, brought back once more the idea of satellite communities.

Empirita Ranch, a remnant of the old Empire Ranch, straddled the Pima-Cochise county line south of Interstate 10 and was, at the time, about 20 mile east of the Tucson city limits. The ranch's ownership approached Pima and Cochise counties in early 1985 for assistance in master planning about 13,440 acres, which comprised 7,900 acres of the Empirita Ranch and former State Trust land obtained through land exchanges with the State Land Department, and 5,540 acres of State Trust land authorized for urban planning by the State Land Commissioner. Early objections by the Pima County Planning and Zoning Commission to the inclusion of State Trust lands reduced the actual planning area to about 6,900 acres. The *Empirita Ranch Community Plan* proposed a "green-field" development of 6,135 residences, several "town and village centers" and two campus park industrial areas, and was to provide its own schools and wastewater treatment system.

The *Empirita Ranch Community Plan* went through a two-year study and review process. The plan was subject to criticism that it was preceding a new Pima County comprehensive planning process, but the ownership defended it by pointing out that the "area is at a crossroads. If it follows the GR [rural zoning] mode, it will be... a lifetime embarrassment for all of us. If a workable plan is put in place, a community can be developed which will be a credit to the foresight of both Pima and Cochise counties." The Cochise County Board of Supervisors in February 1987 approved the portion of the plan within its jurisdiction.

The Pima County Board of Supervisors followed in May 1987 with its approval of the plan, subject to additional planning standards and development requirements. At the hearing, the Board adopted separately a policy which prohibited the development of satellite communities which were not compatible with the (soon to be formulated) regional land-use plan, for a period of five years from the adoption of the regional plan, in order to test the policy control features of the *Empirita Ranch Community Plan*. Pima County has subsequently acquired portions of Empirita Ranch and added them to the County's Cienega Creek Natural Preserve; the remainder of the planning area is undeveloped and rurally zoned.

The concept of satellite communities or cities seems unlikely to return as a viable planning approach for Tucson. The large coverages of the City of Tucson and of the several municipalities incorporated since the Rancho Romero rezoning attempt create a jurisdictional proximity to undeveloped areas which would make any new satellite community seem to be a type of suburb. The Tucson Valley, in general, no longer has large, vacant tracts in private ownership which are isolated physically from Tucson's metropolitan and ex-urban development. Some areas considered at one time as suitable locations for satellite communities have since been acquired by the public for conservation purposes or have been annexed into municipalities, while other areas are being built out as unplanned, ex-urban lot-split communities. Certain planning principles of satellite communities, however, can be found in master-planned developments, such as Rita Ranch, Continental Ranch, the pending Rocking K Ranch development and, to a lesser extent, in Rancho Vistoso.

IV-G.2 The Comprehensive Planning Process

The O'Harrow Report from 1964 questioned the effectiveness of the *City-County General Land Use Plan* in providing real guidance to the rapid expansion of metropolitan Tucson, in linking future transportation planning to land use, and in ensuring that infrastructure improvements kept pace with development in the absence of a linked capital improvements program. The major elements of Pima County's Master Plan by 1966 were *GLUP* and its implementing area, community and neighborhood plans; the Pima County Major Streets and Routes Plan; the planned Pima County Governmental Center and related public facilities; school sites, as established through school facilities plans and as designated on land use plans; and, the hierarchy of neighborhood, district and regional parks. Andre Faure, City-County Planning Director during development of the plan, commented in 1965 to County Planning Director Tsaguris on the completeness of *GLUP* by noting the admonishment of Edward M. Bassett, a conservative early New York zoning attorney, that "the Master Plan at any given moment is in the mind of the [planning] commission".

The Pima County Planning Department began in the summer of 1968 the process of updating *GLUP* with a new program for designating Green Valley, Corona de Tucson, Avra Valley, Vail, and Marana as satellite communities. County Planning Director Tsaguris explained that development would be encouraged to locate in the new satellite communities and that the General Rural zoning surrounding the new developments would be changed to lower-density Suburban Ranch (SR) in order to ensure "a considerable reservation of open space" between the new communities. The City of Tucson in the following year initiated a new general planning program which was to emphasize planning by policies rather than by the traditional land-use map.

Pima County Planning Director Tsaguris resigned in November 1970, joining Tucson Unified School District, and Alex R. Garcia, a planning staff member since 1948 and deputy Planning Director since 1960, was appointed as the new County Planning Director. He assumed the departmental reins during a turbulent era in Tucson, in which basic assumptions about the

community were being redefined, as demonstrated in local transportation and comprehensive planning programs.

A joint City of Tucson-Pima County planning process for a regional comprehensive plan began informally through the inter-jurisdictional cooperation provided by TATPA's freeway planning process. Starting in the fall of 1970, the TATPA Urban Planning Committee devoted most of its efforts to the design of a comprehensive planning process which would enable and utilize maximum citizen participation. Presentations to public groups and a media campaign in 1971 introduced the merits of comprehensive planning to the public.

The Comprehensive Planning Process (CPP) began formally on March 29, 1972. The CPP was a cooperative effort of the City of Tucson, the then-Town of South Tucson, Pima County, the Pima Association of Governments, and the Tucson Area Transportation Planning Agency (TATPA). A joint planning staff was informally established to conduct the planning process. The planning area was the 3,800 square miles of eastern Pima County, including public preserves and the San Xavier Reservation.

The purpose of the process was described to be for local governments to work with Tucson area residents to develop a long-range plan for the physical, social and economic development of the region. The underlying philosophy of the CPP was to be an emphasis on citizen participation and to encourage the public to be involved at every step. The CPP planning staff believed that such participation would result in a sense of ownership in the final product, which would provide a better chance for adoption and subsequent implementation.

The CPP was organized into four phases of plan development. Phase I, begun immediately after the formal intergovernmental agreement for participation and lasting into July 1972, was a survey of existing community attitudes regarding issues and problems facing the region. Survey forms were sent out in city water bills to 90,000 households, community planning forums were held in numerous locations in the Tucson region, with questionnaires handed out to the participants, and a mailing list of interested persons was established. CPP staff analyzed the survey results of Phase I, which formed the basis for Phase II.

Phase II of the CPP began in May 1973 and solicited ideas for solutions to the community problems identified through Phase I. CPP staff continued their program of public participation by conducting meetings within each Community Planning District to discuss possible solutions to regional problems, making presentations before numerous public bodies, community groups and organizations, and appearing on television and radio. Housing and Transportation citizens advisory committees were established to work intensively with their particular problem areas. Phase II provided CPP staff with a list of "feasible, acceptable and desired" solutions to regional problems, which then guided the development of plan alternatives keyed to planning actions which would be supported by CPP participants.

CPP staff released a series of community update reports through the first year of the planning process, which addressed comprehensive planning, population, and transportation, among

other topics. The general land-use planning report provided a synopsis of the historical pattern of Tucson's development, the existing land-use pattern, and the general status of adopted land-use plans. The second part of the report educated the participating public on several options for community form and raised questions about each option, to be answered by the reader.

Alternative 1 was a continuation of present trends, representing "the kind of living environment [most Tucson residents] seem to prefer - a single family detached home on a parcel of land." The accompanying illustration extrapolated growth trends into the Marana and Tortolita area, the Tucson Mountains, along the Ajo Highway corridor, and into the Rincon Valley/Vail area north of Pantano Wash. The other alternatives were premised on the idea that "geographic expansion of the existing urban area can be curtailed" and population growth accommodated by another means. Alternative 2 examined corridor development, with mass transit, along Oracle Road, Ajo Highway, Interstate 19, and Interstate 10, but not southeast of Davis-Monthan Air Force Base. Alternative 3 proposed satellite communities, as discussed elsewhere in this report, centered on Green Valley, Corona de Tucson, Catalina, Marana, Three Points, and the Ajo Highway/Valencia Road intersection. Alternative 4 suggested satellite cities, with "independent economic bases", on the Empire Ranch and the Buenos Aires Ranch, near Sasabe.

Phase III began in the fall of 1973 and was characterized by the slogan, "Tell Tucson Where to Go!". The slogan was meant to convey that decisions were needed in regard to what kind of community Tucsonans really wanted and which planning alternative best suited that regional vision. CPP staff continued with public participation through further public meetings within the region, a special television series on the CPP, and a public information newspaper insert. A special Community Attitude Survey sampled Tucson households to determine a more complete public opinion on regional planning issues.

Phase III included four alternative physical plans and a choice of economic and social programs. Booz, Allen & Hamilton, an international financial and management consulting firm which was later instrumental in the business turnaround of Chrysler Corporation, was hired to perform economic analyses of the four alternatives. CPP staff also researched the planning actions of communities throughout the world to develop a local framework for a final plan recommendation. The Tucson City Council adopted in December 1974 a temporary moratorium which postponed action on major rezoning requests to allow consideration of a comprehensive plan free from the pressure of deciding rezonings.

CPP staff released the draft *Eastern Pima County Comprehensive Plan (EPCCP)*, Phase IV of the planning process, in March 1975 as a regional, comprehensive policy plan. The plan document totaled 561 pages, which the document itself admitted was "massive", and included a brief user's guide. The *EPCCP* document declared that there had been a "planning gap" in the previous decade which was caused by the region's rapid growth rate and resulting "brush-fire planning issues", and stated that,

"The Comprehensive Planning Process represents the first time in more than a decade that planners in Tucson have been able to devote any reasonable amount of time and effort to long-range planning. Heretofore, as the 1960 General Land Use Plan became more and more outdated, individual development proposals have had to be judged on their own merit, without reference to the larger community-wide issues upon which they may have a profound effect."

The 561 pages documented and analyzed the regional physical, economic, demographic, "political", and social attributes of eastern Pima County. As Ladislas Segoe had done for the *Comprehensive Plan* of 1943, the CPP process amassed a vast, very detailed profile of Tucson's physical and socio-economic character (*see report section II-E.3*). The Land Use Element identified the following land use planning problems facing the Tucson region:

- Land use problems pertaining to regional planning fell into three broad categories-- inappropriate uses of land; the lack of coordination between private development and public improvements; and the problems associated with "uncontrolled development", or "wildcat" subdivisions;
- Land use problems in metropolitan Tucson identified as a result of the citizens survey process of Phase I fell into several broad categories-- auto dependency; inefficient provision of public facilities and services in growth areas; neglect of non-growth areas; and, the impact of urbanization on the natural environment and resources;
- The pattern of Tucson's growth in the previous 20 years was characterized as low-density and at the "expanding fringe of the urban area", which resulted in relatively large areas of land being left vacant and becoming increasingly less economical for development;
- The arrangement of regional land uses was described as "decentralized", with commercial and residential "activities" spread to a large extent uniformly across the metropolitan area.

The *EPCCP* organized its planning recommendations into eight elements: population growth; environment; land use; human resources; housing; transportation; the economy; and, government. Numerous goals and policy recommendations accompanied each element. The *EPCCP* document justified the plan's declaration of comprehensiveness on the basis of its analysis and subsequent recommendations for "actions in most of the fields where local governments operate." The document stated that the *EPCCP* was a policy plan, rather than a "traditional master plan", through its use of policies and guidelines for spelling out its programs, and expected that implementing land use plans would follow. The *EPCCP* described itself as a guide for making future decisions and suggested "what should be done in order to achieve an improved quality of life in Eastern Pima County."

The draft plan recommended a "contained growth" alternative endorsed by the evaluation criteria of expressed community attitudes and desires; the economic analyses; and, CPP staff's recommendations. The stated goal of the plan was "to improve the quality of life for all residents of Eastern Pima County by pursuing three objectives in all public actions: equity, efficiency and environmental excellence." By the nature of the plan, the *EPCCP* addressed nearly every aspect of community life within its eight planning elements and their goals and policy statements. The *EPCCP* used a planning horizon of 2000, with "the assumption that sufficient land should be available to accommodate a population of 800,000".

Four issues organized the goals of the Land Use Element: the allocation of land for various purposes; the quality of development; the rate of development; and the arrangement of land uses. CPP planners derived the land use plan through the use of Ian McHarg's principles of environmental and developmental suitability, as presented in his *Design With Nature* released a few years before the plan.

The general land-use plan categorized land according to its general suitability for conservation and recreation, agriculture, mining, or urban uses, based on an "Optimum Multiple Land Use Map" which documented the land use suitability of land against its committed use. The general land-use plan depicted urban lands, general reserve lands, natural resource lands and conservation lands.

Numerous policies and statements articulated the Land Use Element goals and the general land-use plan, among which were the following proposals:

- The planned urbanization of eastern Pima County would be "confined" to the Tucson urban area (including Oro Valley), Green Valley, and Catalina, as defined by a set of already adopted neighborhood and area plans;
- Future zoning regulations would distinguish among developing areas, developed areas, and redeveloping areas;
- Clustered development would be required in areas with environmentally significant features, areas with cultural resources, and in areas adjacent to public preserves;
- Future public service investments would be made in established "rural communities", defined to include Arivaca, Corona de Tucson, Marana, Sahuarita, Silver Bell, and Three Points, among others, but large rural subdivisions would be of "low priority" for such services;
- Capital improvements programming would prioritize urban public services to the "urban core" until adequate service levels were achieved and maintained, with "transition zones" subsequently receiving such services;

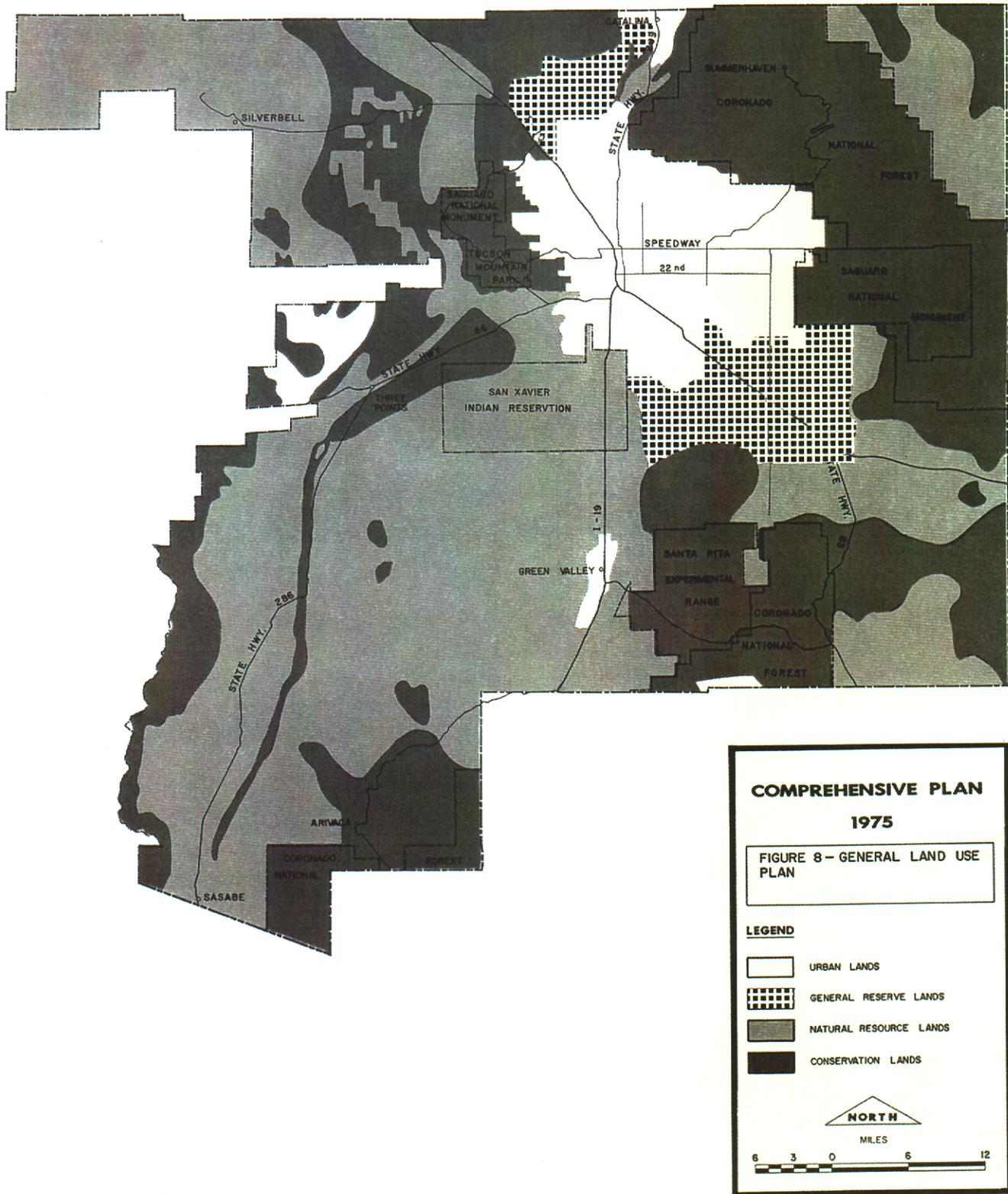


Figure 28. Eastern Pima County Comprehensive Plan: General Land Use Plan (1975)

- Urban communities would be planned around "activity centers", with an ascending hierarchy of neighborhood centers, community centers, regional centers, and special function areas, such as employment centers or Pima Community College;
- Pima County's zoning regulations would include zones for protecting agricultural or mineral extraction uses and for conserving areas having unique qualities regarding environmental, biological or cultural resource significance.

Some of the *Eastern Pima County Comprehensive Plan's* more provocative policy recommendations in the Land Use Element and in other elements included:

- *"Local governments should initiate actions which will help stabilize the region's population growth rate below that experienced during the 1968-1974 period";*
- *"Land use regulations should be utilized to influence the rate of population growth";*
- *"Declaration of all waters in the state, including ground water, as public property";*
- *"Ultimately, Pima County's zoning code should be amended to delete any zoning districts which permit development at residential densities greater than one dwelling per four acres";*
- *"Transportation planning should be a function of the regional planning staff";*
- *"Local governments and locally elected representatives should encourage state government to legislate the removal of all criminal penalties for the private use and possession of marijuana";*
- *"The City of Tucson should annex developed portions of the Tucson urban area as defined in the Land Use Element", and "No new incorporations should be allowed in Eastern Pima County without the approval of the [Pima Association of Governments] Board".*

The *EPCCP* document expected that the period following adoption would be "a busy one". The last phase of the CPP planning cycle was to be the start of implementation through adopting more detailed land use plans for areas which did not have them; revising existing land use plans to bring them into compliance with the *EPCCP*; preparing the five and 25-year capital improvement programs; bringing existing laws into conformance with the *EPCCP*; and starting the plan's other programs.

Differences of opinion among the cooperating organizations had surfaced in the fall of 1974, particularly in regard to floodplain zoning and reorganizing local government, which resulted in requests from Pima County staff for minority opinion reports on certain planning issues. The draft plan consequently included supplemental policy alternatives for certain planning

policies, such as those promoting a Regional Planning Commission to replace the City and County Planning and Zoning Commissions.

The draft *EPCCP* plan was met with a deeply divided public reaction after its release on March 7, 1975. One elected official referred to the plan as an "elitist manifesto" and, as others soon would, called for the mass firing of the entire CPP staff. Other critics considered it "socialistic", a "planner's plan", and, at the simplest level, a "very lengthy and cumbersome" planning document. Supporters described it as an "ambitious experiment", a "blueprint for change", and "one of the finest examples of its kind". The plan's positions regarding a broad range of topics were criticized, but primarily those which addressed policy limits on growth, transportation alternatives, social issues, tourism and economic development programs, and potential costs of implementation. A newspaper headline summarized the resulting situation while writing, "The CPP: There's more to talk over".

Representatives of community groups on either side of the *Eastern Pima County Comprehensive Plan* immediately began meeting to defuse animosity and to develop constructive input. The coalition hammered out an agreement, soon accepted by the City Council, to open up the preparation of a second draft document, with a more narrow focus, to all interested Tucsonans. New public meetings were held and revised draft elements were issued, but, a year after issuance of the *EPCCP* document, the planning process was described as "forgotten" amid newer local concerns.

City of Tucson planning staff released a second draft of a *Comprehensive Plan* in January 1977 and Pima County planning staff submitted a proposed *Physical Development Guide of the Comprehensive Plan* to the Pima County Planning and Zoning Commission in March 1977 for public hearing. The new plan dealt primarily with land-use policies and suggested a larger urban boundary, took a neutral position on population growth, and softened negative positions on major new highways, but some critics considered the new plan to still advocate "no-growth policies".

The Tucson Chamber of Commerce, Tucson League of Women Voters, and the Southern Arizona Environmental Council each prepared their own alternatives for a *Comprehensive Plan*. The three groups worked together later in 1977 to establish points of agreement after the City and County planning commissions chose to make separate recommendations on the draft plan. The Tucson City Council and the Pima County Board of Supervisors conducted joint public hearings in late spring 1978 on the several recommendations before them. The Board of Supervisors tabled action on a plan in August 1978 to allow for further study of the recommendations; a new regional plan was not adopted by the Board until October 1992. The City Council adopted a revised *Comprehensive Plan/Physical Development Guide* in February 1979; the plan is updated and supplemented periodically by more specific area and community policy plans.

During the three years in which CPP planners developed the first draft of the *Eastern Pima County Comprehensive Plan*, the Tucson metropolitan area grew by an estimated 48,000 persons. Over the roughly seven years of the comprehensive planning process, the region added about 110,000 new residents, an increase of about 30 percent. The increase of the total housing stock in metropolitan Tucson increased by 30 percent between 1975 and 1980, the highest rate of growth in Tucson's post-war era. Major reasons for people relocating to the Tucson metropolitan area included the relatively robust economies of Tucson and Arizona, among other western regions, when compared to the recessionary climate of the national economy; the start of fundamental changes in the basic industries of the Midwest through massive employee lay-offs and company closures; and the growing national appeal of the "Sunbelt" for family and retirement living. The IBM Corporation signaled its support of Tucson's economy when it announced in 1977 a major expansion of its Tucson research and development facilities.

IV-G.3 General Planning and Zoning Programs

The Comprehensive Planning Process was only one of numerous planning and zoning initiatives during the 1970s. The Tucson City Council in 1973 adopted the first historic preservation ordinance in Arizona; soon thereafter, the Board of Supervisors adopted the second in the state, an ordinance prepared by County Planning Director Alex Garcia, which established land-use controls around the San Xavier Mission. Other general Pima County planning initiatives included new regulations for landscaping, night-sky protection, cluster development, floodplains, and steep slopes, although the initiatives were often perceived to be associated with the Comprehensive Planning Process.

Pima County planning staff began some programs in anticipation of the further development of the satellite communities concept and the eventual adoption of a Comprehensive Plan. The Board of Supervisors amended the GR (General Rural) zoning requirements in April 1971 by increasing the minimum lot size from 8,000 square feet to 36,000 square feet. The preamble of the new ordinance advised that GR zoning was to be "an interim classification which shall not be considered permanent" and that an intent to subdivide or to change a land use would first require rezoning. Proposals for planned residential development (PRD) zoning districts, agricultural and natural resource zones, and hillside residential zones were prepared and, in some cases, submitted to the Board of Supervisors. The hillside residential zone evolved into Pima County's hillside development overlay zone regulations, adopted in 1976.

The Board of Supervisors' legal counsel advised the Board in early 1972 that a recent Pima County Superior Court ruling had mandated consistency between adopted County land-use plans and rezonings. As a result, the County Planning and Zoning Commission and the Board re-adopted all County land-use plans to reflect amendments made by previous rezoning approvals which had been in conflict with a land-use plan, and began the practice of concurrently amending land-use plans with the approval of conflicting rezoning requests.

The Comprehensive Planning Process did not preclude major new rezoning requests, although the City of Tucson adopted, and Pima County considered, a rezoning moratorium in late 1974. The Dow Chemical Company obtained rezoning approval in 1973, the same year that the Rancho Romero rezoning request was denied, for a master-planned development near Ina Road and the Santa Cruz River. The project did not proceed, however, and the general rezoning area was re-planned in the early 1980s by Pima County as part of the Continental Ranch Community Plan. The Town of Marana later annexed the area and assumed responsibility for subsequent rezonings and development review. The incorporations of Oro Valley in 1974 and Marana in 1977 within the northwest/Tortolita area introduced new variables to regional planning, but their impacts on planning and development issues did not become apparent until the 1980s.

Rezoning requests filed with Pima County in 1972 totaled 207, despite the development uncertainties created by the freeway planning controversy, the proposals for satellite communities, and a new comprehensive planning process. The number of County rezoning requests dropped to a decade low of 59 in both 1975 and 1976, caused most likely by the combination of a stagnant national economy and a volatile local political climate. Pima County rezoning requests began a rebound in 1977, after changes in these factors and IBM's announced local expansion. Pima County received 827 rezoning applications in the four years between 1978 and 1981, with a record 246 in 1979.

IV-H Planning for a New Comprehensive Plan (1980s)

The population of metropolitan Tucson reached 500,000 some time during 1979. The Tucson Citizen devoted a special supplement to the "turning point" in April 1979, profiling the character of the region at that moment and forecasting what could reasonably be expected in the future. The supplement described the significance of "500,000" as "the magic number at which population attracts more population, industry lures more industry, growth attracts more growth", when a place is "discovered". The writers of the supplement rhetorically asked, "Where is Tucson heading?".

Various commentators in the supplement's articles described the significance of "being discovered" as gaining major-market status from large lending institutions, national industries and retailers, and airlines. Some of the expected consequences were that real estate financing would more readily be available for new home construction, that a third "regional shopping center" would soon be built, and that national retail chains would introduce larger stores.

Some predicted that Tucson's retiree and elderly population, at that point a bit below the national average in the Tucson region, would increase significantly, thereby having a major effect on health care services and creating a growing market for townhomes and assisted living facilities. Other comments in the supplement anticipated that the next 20 years would

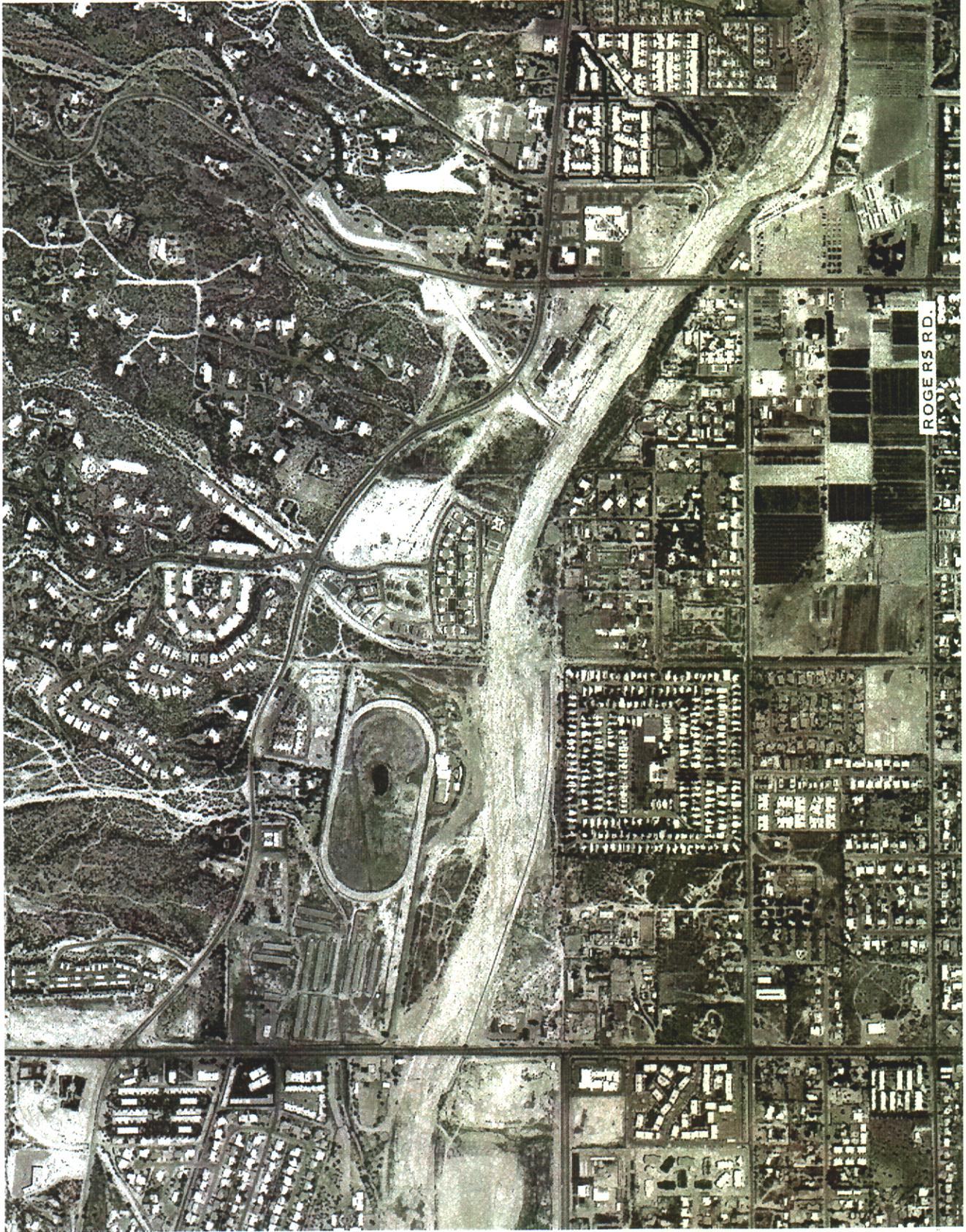


Photo 17. River Road between First and Camino Real (1985) Landis Aerial Surveys, Phoenix

bring the "virtual elimination" of farming in Avra Valley, more housing in downtown, "incredibly fast" growth in the northwest/Tortolita area, and the possible reintroduction of proposals for freeways or, more likely, new parkways.

IV-H.1 The Rillito Corridor Study

The Aviation Highway and Rillito River-Pantano Wash corridors remained in the early 1980s as potentially viable locations for major additions to the urban area arterial-routes system. The two corridors were planned for freeways in the late 1960s, but were redesignated later as parkway corridors. The City of Tucson, in conjunction with the State of Arizona, went through a lengthy planning process during the 1980s to develop a compatible parkway for the Aviation Corridor through downtown.

The Regional Council of the Pima Association of Governments in January 1981 adopted a long-range element of the Regional Transportation Plan which included a roadway along the Rillito River. The Regional Council in the following month approved an overall work program calling for a study of the Rillito River corridor with the objectives of analyzing and developing alternatives to serve transportation needs within the Rillito Corridor.

Pima County's Transportation Director proposed in July 1981 an "overall major planning study" of the Rillito Corridor in order to coordinate an on-going federal study of the Rillito River with regional long-range transportation planning. The study area encompassed about 110 square miles, mostly within unincorporated Pima County but with portions located within the Tucson city limits. The boundaries extended from Interstate 10 to Saguaro National Park on the east, Coronado National Forest on the north, and dipped as far south as Speedway Boulevard. The study was to include elements on transportation; flood control and floodplain management; open space and cultural resource preservation; recreation; and land use. The proposal expected that the study and a recommended plan could be prepared within three years.

The Pima County Board of Supervisors authorized the Rillito Corridor Study on July 28, 1981, and, at the same time, approved a three-month temporary moratorium prohibiting rezonings within a 25-square mile corridor of the study area. The moratorium was considered necessary because of concerns that "many of the location and plan options of a Rillito Corridor are being either precluded entirely or the cost of the implementation is being substantially increased through urbanization." The Board adopted in October 1981 a full two-year moratorium on new rezonings, but allowed issuance of a "process permit" for rezonings which would not create uses in conflict with the study. The City of Tucson in early November declined to impose a comparable moratorium, citing the relatively small amount of the study area within its jurisdiction.

Some Board members raised concerns that the study's transportation element did not preclude the possible alternatives of a freeway or the Rillito-Pantano Parkway, and builders complained that the study's moratorium period was too long. The process continued though 1982 with the selection of a consulting study team, the formation of a citizens advisory committee, and a study of the existing conditions of the area.

The release of several preliminary Rillito Corridor land-use and transportation alternatives in early 1983 coincided with the start of a citizens initiative within the City of Tucson to place on the City's November ballot a charter amendment requiring voter approval of new parkways. The seven Rillito Corridor Study alternatives came under increasing public criticism through the year because of their possible impacts on the Rillito Downs Racetrack, existing neighborhoods, schools, and the Tucson Racquet Club, while others objected to having undeveloped areas designated as park land or open space for flood control. A neighborhood group opposed to roadway plans which might affect River Road issued bumper stickers calling for River Road to stay "kinky".

By the end of summer, the study process was reported to be lacking in public consensus because of conflicting public input. The alternatives were reduced in September 1983 to three: two parkway alternatives with differing intensities of adjacent development, and an alternative which relied on dispersed existing roadway improvements. At the beginning of the following month, major floods in the Tucson region realigned portions of the Rillito River channel within the study area. The study team released its recommended plan in early November 1983, which included a parkway, "moderate intensity" land development, flood control improvements, and an open-space system of linear and regional parks. The study team also provided a "functionally successful" alternative plan based on improvements to existing roadways, reflecting the most commonly heard opinion in the study's public meetings.

Public opinion was split generally between support for the parkway and the alternative plan, but the Rillito-Pantano Coalition, dating to initial parkway planning in 1978, began organizing opponents of both the study process and the final recommendations. At a public hearing on January 31, 1984, attended by about 400 people, the Board of Supervisors approved the recommended plan, with an amendment which shifted one-third of the proposed Rillito Parkway to an area south of the Rillito River. The new alignment reduced the number of homes which would be affected and avoided other areas with strong objections from residents, but raised concerns about unforeseen impacts which had not been studied.

The Tucson City Council approved the revised alignment the following month as a "concept plan", but with the condition that a "funding formula" be approved by voters before implementation of the plan. About 600 people attended the Council's public hearing, many of them opponents of a "Rillito-Pantano Freeway". A new initiative drive to require City voter approval of parkways filed its petitions in early March 1984, amid further study of possible changes to the Rillito Parkway alignment. The Board of Supervisors in late September placed a referendum on the November ballot to approve the sale of \$15M in general obligation bonds

for planning, design and land acquisition along the Rillito Corridor. City voters subsequently approved the Neighborhood Protection Amendment, but County-wide voters turned down the bond referendum. The Regional Council of the Pima Association of Governments in early 1985 removed the Rillito Parkway from the Regional Transportation Plan.

IV-H.2 Planning for Suburban Infill

The Rillito Corridor Study was only one of several planning and zoning events in the Tucson region during the early 1980s which kept alive a public interest in regional planning. After the Board of Supervisors tabled the *Eastern Pima County Comprehensive Plan* in 1978, the County Planning Department initiated new planning programs for several large unincorporated areas within metropolitan Tucson.

The *Rincon Area Plan* was updated in 1979 with less controversy than had accompanied the initial planning process in 1959 (see report section IV-E.3.c). The Department developed in the late 1970s a new plan for the Riverside Terrace area north of the Rillito River, south of Ina Road, and west of Oracle Road. The resulting *Riverside Terrace Area Plan*, adopted in 1981, was significant for including an extensive set of planning policies modeled on the format of the *Eastern Pima County Comprehensive Plan's* Land Use Element. The policies provided new rezonings with guidance on flood control and wash protection, landscaping, buffering of existing development, and future infrastructure improvements. Perhaps the most significant plan policy was the one which required concurrent submittal of a preliminary development plan (PDP) with new rezonings and adherence to the PDP upon rezoning approval. The PDP helped assuage public concerns with the speculative potential of new rezonings in the area, given that Pima County had been receiving over 200 rezoning requests annually in the previous few years; the PDP became a requirement of most County rezonings in 1985.

The northwest/Tortolita area, above Ina Road and west of Oracle Road and Oro Valley, had been the subject of a mid-1970s Pima County area plan utilizing the general land-use planning principles of the *Eastern Pima County Comprehensive Plan*. The Board of Supervisors adopted the *Tortolita Area Plan* in 1977, but the plan became quickly outdated through the approval of numerous high density residential and business rezonings which conflicted with the plan. Planning staff prepared a subregional *Tortolita Community Plan* in 1981, which promoted a "new town" type of development in its mix of low and high density residential development with office, medical, and campus-park industrial employment uses. Plan policies required the submittal of a PDP and a rezoning site analysis, an inventory of existing conditions of the site and surroundings and an assessment of the potential impacts of the proposed development. The 1983 update of the *Catalina Foothills Area Plan* included the site analysis requirement as well. After further refinement and elaboration, the site analysis in 1985 became a Board policy requirement for most rezonings within the Tucson metropolitan area.

The *Tortolita Community Plan* became highly controversial with residents of the area because of environmental and life style impact issues. The Board's approval of the plan on May 3, 1982, included a policy which directed that the Suburban Ranch area north of Naranja Road would be "reviewed in five years for possible urban development". Opponents of the plan subsequently attempted, unsuccessfully, to incorporate a part of the area as the Town of Tortolita in order to gain more control over local land-use decisions. Pima County later deferred review of the "urban reserve" area because work had begun on a new regional land-use plan. The towns of Oro Valley and Marana have since annexed large portions of the "urban reserve" area, which includes Marana's Dove Mountain development; the pending, newer Town of Tortolita incorporates portions of the area as well.

The rezoning in 1982 of over 800 acres of undeveloped Catalina Foothills land became the watershed rezoning of the early 1980s in Pima County. The area, east of Campbell Avenue and south of Skyline Drive, was the largest tract of undeveloped land remaining from John Murphey's homesteading acquisition of the late 1920s. The new owners proposed a master planned development, to be anchored by a resort hotel and golf course, and offered to construct a "Sunrise Drive extension" to facilitate traffic from the development, as well as across the Foothills. The Board of Supervisors approved the "La Paloma" rezoning, named after the hotel, which, ironically, was then an allowable use of the existing zone, over intense opposition to the development, but with more rigorous standards for the mitigation of development impacts on the site's natural resources and existing adjacent residences.

A *Hills Community Plan* accompanied the rezoning in order to properly amend the 1959 *Catalina Foothills Area Plan* (see report section IV-E.3.a). After approval of the "La Paloma" rezoning, County planning staff developed a new *Catalina Foothills Area Plan*, which, unlike the earlier plan, did not convey zoning. The new *Catalina Foothills Area Plan*, adopted in 1983, utilized an infill strategy for the Foothills and resulted in, among other projects, several major rezonings in the generally undeveloped area of Ventana Canyon. The Leows Ventana Canyon Resort Hotel, as with the Westin La Paloma Hotel, was built under existing zoning. The development in the early 1980s of Westin La Paloma Hotel, Leows Ventana Canyon Resort Hotel, and Sheraton El Conquistador Hotel in Oro Valley, represented a shift upward in Tucson's traditional tourism marketing to that of an international luxury destination. Several more resort hotels are pending construction or have been approved through rezonings in Pima County, Oro Valley and Marana.

IV-H.3 Metropolitan Goals and Plans for Action

The results of the 1970s Comprehensive Planning Process had pleased very few people and the need for a new regional plan remained a part of community discussions on metropolitan Tucson's future. Former members of Tucson Regional Plan, Inc., in late 1979 organized a new group, Tucson Tomorrow, and offered to help public officials with long-range "transportation, land-use and energy planning for the future." Tucson Tomorrow released its preliminary planning report in May 1982, which called for a new City-County regional land-use plan and, in a manner similar to the first draft of the *Eastern Pima County Comprehensive*

Plan, recommended planning new development on the basis of available infrastructure and reserving other areas for future development decisions. Tucson Tomorrow and Goals for Tucson, a related group, in October 1982 received the support of the Board of Supervisors to have County planning staff "work with the City of Tucson planning staff to develop criteria and procedural methods" for the development of a new City-County regional land-use plan. A preliminary estimate by County planning staff put the cost of developing a new Comprehensive Land Use Plan at nearly \$470,000 and the proposal remained at the staff level until 1985.

A new group, Goals for Tucson, formed out of Tucson Tomorrow in 1981 for the purpose of developing a profile of the opinions of Tucson residents on numerous public issues. The following spring, the organization distributed through local newspapers a ballot soliciting public opinions on issues such as urban design and planning, social services, transportation, and the local economy. Goals for Tucson received 28,000 responses; the organization's subcommittees used the results to prioritize their own recommendations for goals, action programs, and implementation plans. Goals for Tucson released its findings in June 1983; the final report recommended, among other items, that there be "combined municipal and Pima County planning and zoning functions" and "a plan for metropolitan Tucson that specifically addresses solutions for land use, visual quality and urban design, infrastructure and housing".

Tucson Tomorrow, Pima County, the City of Tucson, and "citizens of the Tucson area", in early 1984 invited a group of nationally renowned architects and planners to conduct a R/UDAT charette (a rapid, intensive study and design process) of metropolitan Tucson. Representatives of the Urban Land Institute and the American Institute of Architects came together for five days in May and produced an advisory report which provided an independent, outside perspective on metropolitan Tucson, its environment and urban setting. The report concluded that "planning and zoning for the City of Tucson and Pima County need to be increased in relative importance and strengthened materially" and that development would continue regardless of good plans, but cautioned that "without them the eventual result could be disastrous." The Board of Supervisors established an Urban Design Commission in 1985 in order to further develop the urban design findings of the R/UDAT team.

Alex R. Garcia retired as Pima County Planning Director in December 1984, but continued to advise the Board of Supervisors on general development matters, which included chairing the County Development Standards Review Committee. The Board in 1986 appointed him as Pima County's first Zoning Hearing Officer and he performed the duty of hearing and deciding appeals of zoning violations through 1994. He has since then served as a member of Pima County Board of Adjustment #2.

IV-H.4 Planning for a New Comprehensive Plan

The Pima County Board of Supervisors in January 1985 appointed Robert C. Johnson, a former staff member of the Pima County Planning Department who was then serving on the County Planning and Zoning Commission, as the County Planning Director. He assumed responsibility for a new Pima County Planning and Development Services Department, which resulted from the merger of the County Planning and Zoning Department and the County Building Codes Department.

The ULI/AIA report and the public had, in the previous year, encouraged the formulation of a regionally developed plan. The Board of Supervisors on May 21, 1985, adopted a resolution that Pima County, in conjunction with other local governments, initiate the preparation of a "comprehensive land use plan" for eastern Pima County. The resolution called for a plan component which would "present common goals, policies and plan recommendations that act as a unifying force and provide basic guidance" and would include a land use plan "which designates the relative suitability of land uses" within the planning area. The resolution specified that "an open public process [would] be used" and that the resulting plan would provide the "framework" for public services planning and capital improvement programming. All local jurisdictions and Native American communities eventually joined the planning program to establish regional goals and to advise plan formulation.

Numerous further actions of the Board, both before and after adoption of the resolution, provided support for the planning of a new regional plan. In April, the Board appointed an Open Space Committee, whose mandate was to inventory and classify open space and to recommend how best to preserve the region's open space resources. Dr. William Shaw of the University of Arizona's School of Renewable Natural Resources in August 1986 submitted to Pima County a mapped study of wildlife habitats in the Tucson area, conducted by him and his students. The wildlife habitat map and development guidelines for the preservation of critical wildlife habitat were incorporated by Board resolution into the Committee's program. Draft findings of the Committee, submitted to the Board in June 1988, emphasized as major themes a network of dedicated open space along desert washes, protection of mountain ranges, foothills, and scenic vistas, urban open-space corridors for recreational, wildlife and aesthetic purposes, and the protection of public preserves from urbanization at their boundaries.

The Board of Supervisors in July 1985 appointed the Pima County Urban Design Commission to further develop the findings of the R/UDAT team. The Commission, with the assistance of County and City planning staff, analyzed the aesthetic character of the Tucson basin, identified the basin's urban design issues and developed a set of urban design policies, which were accompanied by implementing plans. The Commission's report identified policies and actions for urban form, watercourses, view protection, streets, landmarks, historic/cultural conservation, neighborhoods, and the quality of development. The Board of Supervisors in

December 1986 adopted in principle the Commission's report, which subsequently guided the preparation of elements of the new regional plan.

In May 1985, the Board of Supervisors proposed the formulation of a Comprehensive Plan Working Committee to involve other local jurisdictions and achieve a truly regional planning perspective. By March 1986, twenty members and nine alternate members were appointed. The Committee met approximately 30 times over the next year to explore existing community conditions, plans, and studies, included those recently prepared in prior years. Committee and County planning staff activities focused on developing draft goals and objectives and a subsequent set of regional comprehensive plan policies. The Committee also explored computer mapping to assess land use suitability and urban form scenarios, including the use of the University of Arizona Planning and Decision Laboratory to help define criteria the Committee could use to evaluate urban form alternatives.

The Committee became known during 1987 as the Comprehensive Plan Steering Committee and representatives from the Native American communities were invited to join the planning effort. Pima County hired James D. Altenstadter, later to become the Pima County Planning Director, as the Comprehensive Plan Administrator. As a result, the planning work program accelerated and was characterized by a dual emphasis on an inter-jurisdictional shared role in regional planning and on Pima County's lead role in updating land use plans for unincorporated areas.

Comments obtained through previous meetings, community reports and studies were developed into a regional goals document prepared in accordance with State statutory planning requirements for municipalities and counties. The Comprehensive Plan Steering Committee in February 1988 adopted a statement of Regional Goals of Eastern Pima County. The goals statement included elements, among others, on natural resource conservation; land use; the built environment; community design; circulation; public services; heritage and cultural resources; and economic development. By June 1988, each of the local jurisdictions had adopted the Regional Goals document. Shortly afterwards, the Regional Council of the Pima Association of Governments established the Executive Committee for Regional Planning.

The regional comprehensive planning process was one of several significant Pima County planning and zoning programs undertaken during the mid and late 1980s. Pima County revamped the County Zoning Code with new or substantially rewritten regulations for the Hillside Development Zone; grading; landscaping and off-street parking; uniform regional addressing; signage; airport environs and heliports; cluster development; Major Resorts Zone; and the Suburban Ranch Zone. Two of the most contested zoning matters of the era were the amendment, in 1985, of the General Rural (GR) zoning regulations to create the large-lot Rural Homestead (RH) zone and the formulation, in 1987 and 1988, of the Buffer Overlay Zone, which intended to preserve and protect the open space characteristics of lands being rezoned within a one-mile vicinity of designated public preserves.

Pima County's traditional area planning process concluded in the late 1980s with controversial updates of the *Santa Cruz Valley Area Plan* and the *Rincon Valley Area Plan*. The former was sought by the Green Valley Community Coordinating Council to better prepare the Green Valley area for more intensive growth; the latter was initiated by Pima County in anticipation of major new rezonings within Rincon Valley.

The Pima County Board of Supervisors in 1987 adopted new regulations to allow specific plans, a hybrid of master planning and zoning, which has been the process of choice, since then, for rezoning large or difficult project sites within the County. The sites have usually been in environmentally sensitive locations either at the edge of infrastructure services or adjacent to established neighborhoods. The land use plan which accompanies a specific plan submittal is more similar to an area or neighborhood plan, in that it shows areas of different land uses but does not depict any buildings or other specific site improvements. The emphasis is on general site planning which demonstrates the relationships among land uses, traffic circulation, and resource areas to be preserved or otherwise protected.

Specific plan requests have included some of the largest and some of the most publicly contentious development proposals within Pima County. The initial Rocking K Specific Plan (1989) was for the rezoning of nearly 10 square miles of land (*see report section II-D.3.a*) and required two filings before Board approval in 1990. The relatively small Coronado Specific Plan (1987) near Sabino Creek attempted to combine infill master planning with regional transportation planning, but was withdrawn after public concerns with the project's potential environmental impacts and protests that the development's average of one house per acre constituted "high density". The Board of Supervisors in 1990 approved a new version of the project as the Sabino Springs Specific Plan.

IV-H.5 Eastern Pima County Conceptual Land Use Element

Pima County Planning Director Robert C. Johnson resigned in February 1989 to become the Planning Director of Irvine, California. The Board of Supervisors in the summer named Jim Altenstadter as the new County Planning Director while he continued to direct the regional comprehensive planning process through its next phases of development.

The Board's adoption of the *Conceptual Land Use Element of the Comprehensive Plan (CLUE)* in September 1989 constituted a process milestone since it signaled a continuing commitment to the comprehensive planning guidelines and provided a new conceptual land-use framework for eastern Pima County. The success in the Board's adoption of the *CLUE* was due, in large part, to the work of a Comprehensive Plan Citizen Task Force, appointed earlier in 1989 by the Board.

The *CLUE* consists of a generalized land use map, policy objectives, plan elements, and eight priority programs. The map provided a conceptual basis for subsequent, detailed land use planning. By designating distinct areas appropriate for future urban and rural uses, the generalized land use map portrayed the Tucson "metropolitan rim", or the edge of planned

future urban development. It also showed future public lands and a network of river parks and "desert belts". The eight priority programs guided the subsequent development of the *Eastern Pima County Comprehensive Plan's* strategic action plan.

The *CLUE* identified an urban planning area within unincorporated Pima County of about 1,300 square miles, which was partitioned into six planning subregions. The planning process utilized the Pima Association of Governments' projected population for 2015 of 1,097,000 within the Tucson region, with about 453,000 residents within unincorporated Pima County. Population allocations were adjusted by subregion as necessary to account for differing build-out capacity reserves.

IV-H.6 Eastern Pima County Comprehensive Plan

In order to achieve the goals of the *CLUE* within the three-year period of time assigned to the regional planning program, both the planning process and product types were streamlined. The work program presented a formidable challenge: detailed land-use plans to cover the 1,300 square miles of the planning area (to replace nearly 40 existing area, community, and neighborhood plans); policies, in a form suitable for application as rezoning conditions of approval, to address the more general policy objectives in the *CLUE*; and a strategic action plan to accomplish the eight priority programs identified in the *CLUE*. The process also transformed the varying land use designations of the traditional area, community and neighborhood plans into a standardized land-use intensity legend.

In order to facilitate meaningful community participation, the sixteen urban sectors identified in the *CLUE* were grouped into six subregions; citizens advisory panels were organized for each subregion. The subregions varied greatly in size and character, ranging in size from 57 square miles to 410 square miles. Although there was an inherent logic for subregional boundaries, such as a natural watercourse or a topographic feature, an existing land-use plan boundary, or the clustering of urban sectors affected by an adjacent jurisdiction, subregions were seen as administrative units. Ultimately, the land use plans developed in a subregional context were evaluated and refined from a regional perspective, so that subregional plans would constitute one comprehensive land use plan.

Under the leadership of the PAG Executive Committee for Regional Planning, and with the work of planning staff in the several jurisdictions, the individual vision statements prepared in the late 1980s were blended to create a regional vision document, entitled *Regional Vision for Eastern Pima County*. The elements of the regional vision were remarkably similar to the plan elements identified in the 1975 draft of the *Eastern Pima County Comprehensive Plan*. They were described as "issues of regional importance that strike a recurring theme: the importance of balancing protection of natural and cultural resources with economic growth and development."

Citizens participating as members of the six land use panels worked directly with planning staff to develop alternative and draft land use plans. Professional planners, architects,

engineers, and others representing the private sector participated as resource persons. A community participation plan brought together the land use panels and resource advisors with the general public in a series of public design sessions, open houses, and public meetings.

Planning staff in 1991 prepared four distinct plan alternatives for further consideration by the land use panels and the public. Alternative #1, the "base condition", translated the adopted area, community and neighborhood plans into the standardized land-use intensity legend. A variation of Alternative #1 did the same with the general plan "spheres of influence" of the towns of Oro Valley and Marana. Alternative #2 provided a general translation of existing zoning as modified by the urban and rural districts established in the *CLUE*. Alternative #3 took into consideration the *CLUE* policy objectives to be achieved through physical design and development (the designation of the FEMA 100-year floodplain as Resource Conservation was a product of this process). Alternative #4 addressed primarily the high build-out capacities for the Upper Santa Cruz Valley subregion identified by the other alternatives. The alternative reduced potential build-out to more closely comply with official population projections for 2105. The alternatives subsequently underwent impact analyses for fiscal impacts, air quality and transportation impacts, and spatial analysis to ensure consistency with tangible *CLUE* policy directives.

The Board of Supervisors in October 1990 had directed staff to accelerate the regional planning process by six months in order to hold public hearings in the summer of 1992. A draft plan emerged in April 1992 when a subcommittee of the Pima County Planning and Zoning Commission held initial public hearings on the plan which resulted from the analysis of the alternatives. The full Commission held a series of six public hearings in September, one in each of the six subregions. During these public hearings the Commission considered nearly 200 separate requests from property owners to change the planned land use classifications of properties. At the end of the month, the Commission adopted the draft plan with minor changes to the land-use designations of some properties, the Land Use Intensity Legend, and the special area plan policies accompanying the land use plan.

The Pima County Board of Supervisors on October 13, 1992, adopted the final *Eastern Pima County Comprehensive Plan*, with only minor differences from the Commission's recommendations. The results of the regional planning process may not have pleased everyone, but all were probably relieved that the 1960 *General Land Use Plan* was no longer the official plan of unincorporated Pima County.

IV-I Postscript (1990s)

During the 32 years between regional plans, the metropolitan Tucson population grew by over 412,000, an increase of 163 percent. The adopted *Eastern Pima County Comprehensive Plan* anticipated roughly the same percentage of population increase within the 23 years of its 2015 planning horizon, resulting in a projected metropolitan Tucson population of 1,097,000 (now estimated to be 1,042,000 in 2015). Since 1992, the planning challenge has been to ensure successful implementation of the plan's principles and policies.

The *Eastern Pima County Comprehensive Plan* establishes, by separate ordinance, two essential measures of rezoning compliance with the plan. New rezoning requests are evaluated for compliance with the zones allowed by the applicable land-use intensity category and the gross residential density limitation established by the category. The *Comprehensive Plan* provides for a formal amendment procedure, adopted also by ordinance, which separates plan amendments and conflicting rezoning requests by process and in time. Since 1993, Pima County has received 157 requests for amendments of the Comprehensive Plan, including several filed by residents of particular areas or initiated by the Board of Supervisors. An update of the *Comprehensive Plan* is being held in abeyance pending completion of the Sonoran Desert Conservation Plan process. The number of new rezoning requests in Pima County since 1992 has dropped to an annual average of 61, a likely consequence of the requirement for *Comprehensive Plan* compliance, as well as the increasing amount of development activity occurring within municipalities because of annexations and, in the case of Sahuarita, incorporation.

Jim Altenstadter resigned as Pima County Planning Director in April 1993 upon acceptance of the position of Deputy Transportation Director with Pima Association of Governments. The County Planning Department was merged shortly afterward into the County Development Services Department as the Planning Division. Judith A. Patrick is the Director of the Development Services Department and Jim Mazzocco is the Planning Official. The mission of the Department has been to provide more efficient public service and project management through the Department's major commitment to computer technology. Specific accomplishments include a fully developed departmental Internet website and the automation of nearly all administrative functions in planning, zoning, development review, and permitting, under a uniform systems approach.

Pima County planning initiatives in the 1990s have generally been for the purposes of balancing new development with growing environmental conservation and quality-of-life priorities. Some planning programs have built on previously approved policies or regulations, such as the continual refinement of the rezoning site analysis policy; the enhancement in 1996 of roadway frontage standards into a full-fledged scenic routes ordinance; and the major revisions in 1998 of the Buffer Overlay Zone and the Hillside Development Zone (currently under further review).

New planning programs have included the adoption in 1993 of riparian habitat protection and mitigation regulations and the related computer mapping of riparian areas; the development of comprehensive native plan preservation regulations, adopted in 1998; and, through the Pima County Department of Transportation, the formulation in 1996 of development impact fees for roadway improvements within specified benefit areas. Future planning programs will incorporate and implement the results of the Sonoran Desert Conservation Plan process and will ensure substantial compliance with Arizona's 1998 Growing Smarter legislation.

V. SUMMARY AND CONCLUSIONS

"The old community intimacy of Tucson is gone. It is a city. The village days have passed when citizens talked a man out of some harmful plan for development." -- Arizona Daily Star, 1943.

"Of all the changes that are predicted, probably the most important is that Tucson no longer will be perceived as a small town. It has come to a turning point that might more properly be called a point of no return." -- Tucson Citizen, 1979.

Planning and zoning have been mainstays of Tucson's land use and population growth dialogue for over 75 years. During that time, Tucson has made a transition from being a small town to becoming a major metropolitan area. Succeeding generations of Tucsonans have actively promoted regional planning and zoning to accommodate and manage growth, while also being deeply concerned with their consequences. Every decade since the 1920s has resulted in some form of a regional plan for the Tucson metropolitan area, whether through zoning, land-use mapping, or policies, or some combination thereof. Every year since the 1940s, as well, has included some planning or zoning initiative of consequence.

This report is not a complete documentation of all planning efforts for the Tucson region; it provides an overview of metropolitan Tucson's land use planning through the 20th Century as seen primarily from the historical perspective of Pima County's planning programs and its available information resources. For the first 50 years, local government conducted Tucson's planning as a mutual effort, but, since 1965, it has usually been a matter of individual jurisdictional prerogative. All local governmental entities have professional planning offices and, as in contemporary planning practice, resulting plans are specific and specialized to the needs of the particular entity. The public officials and professional planning staffs of Pima County, the City of Tucson, local school districts, new municipalities incorporated within the last 25 years, and numerous public works departments have all achieved in their own rights numerous planning accomplishments regarding land use, natural resources, or community service facilities.

Unlike when Ladislav Segoe prepared his *Comprehensive Plan* in the early 1940s, no one individual or even planning office can any longer comprehensively plan a community as complex as Tucson is, in a social, economic, and regulatory environment as intricate as the present one. The Tucson region remains fortunate in the regional cooperation which occurs in milestone planning efforts. The Tucson region benefits as well from more informal daily cooperation, as the many governmental jurisdictions at the local, state and national level continue to consult and advise among one another. In conclusion, metropolitan Tucson planning efforts continue to value "how good" the Tucson region can be and intend to continue being recognized as the planning leaders of the state.



Photo 18. River Road, between First and Camino Real (1999) credit: Landiscor, Phoenix

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