

SONORAN DESERT CONSERVATION PLAN STEERING COMMITTEE

EDUCATION SESSION #3

July 24, 1999 (9:00 - 11:30 a.m.)
Arizona-Sonora Desert Museum (Gallery)
2021 N. Kinney Road /
Tucson, Arizona, 85743

PIMA COUNTY'S PEOPLE, ECONOMY, WATER AND LAND

Pima County's Land
Frank Behlau

COMMENT AND INTRODUCTION: SHARON BRONSON

Your questions were kind of directed to how much groundwater has affected the economy. You are here because of the Sonoran Desert Conservation Plan and the other part of that equation is that same water is needed for wildlife habitat and so, as you struggle with how we provide that habitat, water is going to be part of that equation so the water you take for that takes away water we have for growth. This brings us to our final speaker.

Frank is someone I have known for a number of years, both since I have been elected and prior to that. I have worked with Frank and hassled him in many ways. Frank is the Principal Planner with the Development Services Department/Planning Division of Pima County. He was the point person for the County in the Rocking K Specific Plan and we have spent many hours together as the result of that. Frank has quite a background in Planning. He has a B.S. in architecture, he has a M.S. in Urban Planning with specialization in neighborhood conservation from the University of Arizona. He is a member of the American Institute of Certified Planners and serves on the board of the Southern Arizona section of the Arizona Planning Association. So with that, he actually is the person the Board of Supervisors rely on very much.

PIMA COUNTY'S LAND: FRANK BEHLAU

First of all, I would like to thank Maeveen for the invitation. There are some things that I do want to bring across in this presentation and one is that, we need to learn from the past to live in the future.

Slide: CREDITS

Jim Veomett and Marc Fink of Pima County's Comprehensive Planning staff

Paul Matty, Pima County, Public Works Librarian

Andy Gunning, PAG

As of yesterday afternoon, Jim was still shooting some photographs.

Slide: The View from 1960 Quotable Quotes from GLUP

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."

Present land use and population growth patterns indicate a projected population of 1,400,000 by the year 2000.

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

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.

These are quotations from 1960 from GLUP. I think the first point is the incentive one, is the fact that the urban area is continually changing. One of the spooky things about GLUP was that it envisioned 1,400,000 people by next year and that was the lowest.

There were some misses obviously but there were also some hits in this prognosis. One is that without careful planning traffic conditions will be nothing short of chaotic in the urban area. Essential values such as greenbelts and parks are extremely important to this community which are not acknowledged by biological value and that is what we are her

Slide: Photo A: Tucson Then

This is stolen from Tucson Then and Now book a few years ago. This is looking east with Speedway is toward the left hand side of the slide and Campbell Avenue is right near the bottom.

Slide: Photo B: Tucson Now

This is a view in 1995 and clearly there has been a lot of change.

**Slide: DETERMINING THE URBAN FORM
FORM MAKERS OF EPC**

Natural Form Makers (Topography)

Transportation Form Makers (Corridors)

Governmental Form Makers (Trust Lands and Public Preserves)

What creates the urban form? I am not a geographer or cartographer but as a planner, we still have to look at basic elements. I have identified three including topography which references mountains. The second form is the transportation form with corridors and finally, we have what I call Governmental.

**Slide: Natural Form Makers
TOPOGRAPHY**

Mountains

Rivers

These are two key form makers from the topography maps.

Slide: Photo: 1960 3-D Model

This is a view of Tucson in 1960 and this will provide a good view of form.

Slide: GIS Map: Topo and Rivers

The light green areas are Metro Tucson.

Slide: Transportation Corridors

Railroads

Highways

The Transportation Corridors use the paths of least resistance. As you can see in this view they followed the rivers or cow paths that was less than 2.5%. The two most common in America are railroads and highways.

Slide: GIS map: RRs and Highways

This slide shows the railroad systems and then the black lines are the state highway systems. They generally followed riverbeds.

Slide: Photo: 1968 Freeway Plan

This then is sometimes the path of normal resistance than others. This is the late 1960s freeway plan. This is a nice artifact.

Slide: Governmental Form Makers

TRUST LANDS AND PUBLIC PRESERVES

Territorial (State) Trust Lands

Indian Trust Lands

Public Preserves

The third element is what I call Governmental Form Makers and these are the Trust Lands and Public Preserves. The State Trust Lands are significant in this community. They were initially territorial lands deeded at the time of establishment of the Arizona Territory. There were also Indian Trust Lands and finally Public Preserves.

NOTE;This portion had slides containing GIS Maps before 1900; 1900 - 1929; 1930 - 1959; 1960 - 1989.

Slides indicate changes through the decades. There is very little State Land left in the Tucson Metro area.

Slide: Putting Pima County into Perspective

Population

Land area

Ownership

Jurisdictions

Slide: Population Growth 1940 - 1998

POPULATION IN PERSPECTIVE

This is the population perspective from 1940 to 1998. It is a graph that compares the County from Metro Tucson. What I found most interesting was that it shows starting in 1960, how Phoenix became more and more the predominant player in population growth in Arizona. The urban area is changing from agricultural to urban.

NOTE:This portion contained charts to show Population Growth for the periods between 1940 - 1998; Percentage by Decade and Population by County which included a pie chart showing Maricopa County and Pima County's population.

There is a dramatic drop into the 1960s and a relative drop in growth through the 1960s and then a resurgence in the 1980s that we all recognize is continuing to this day. The United States has been growing at a relative 10% increase it appears at least in the 30 years since the Baby Boom.

Slide: Land Area In Perspective

PUTTING PIMA COUNTY INTO PERSPECTIVE

Pima County is nine times the size of Rhode Island
Pima County covers 4,472 football fields to a depth of one foot.

Pima County is nine times the size of Rhode Island which makes it 18 times as big as the largest iceberg.

Slide: Land Ownership In Perspective

PUTTING PIMA COUNTY INTO PERSPECTIVE

Land Ownership in Arizona
Land Ownership in EPC
Land Areas By Jurisdiction
Population By Jurisdiction
Land Use (1960,1997)

NOTE: Next three slides showed Land Ownership, EPC Land Areas By Jurisdiction and EPC Population By Jurisdiction.

This shows Arizona as a whole on the left hand bar that three-quarters is almost 80% of Arizona is in Public or Indian Trust. On the right you can see eastern Pima County and this is really the area east of the Tohono O'Odham Indian Reservation at roughly 3,000+ square miles. You can see that it is roughly thirds, quite a bit different from the rest of the state.

We had some rough numbers that showed roughly about 40% of it was developed. I am not positive about these numbers, they were out of a database that I did not really trust.

Pima County by area by area is Pac Man and everything else is just slices of the pie. The presentations graphic here unfortunately turned a whole bunch of areas into the same color but the big slice of green is the City of Tucson and then you have these other little jurisdictions by land area.

The City of Tucson is the predominant population in Pima County while unincorporated Pima County is a very large piece of this wheel, it has roughly a quarter million people when you exclude all the incorporated areas. Casas Adobes has 60,000 people and is a third man player as far as population.

Slide: EPC PLANNING BEFORE 1960

Arizona Planning and Zoning Legislation
Early Planning and Zoning
Goodrich Report for Tucson (1932)
TRP Segoe Plan (early 1940s)
Pima County Planning and Zoning

How did we get here? Simply there have been various legislative changes that have occurred through the years, these are topics.

NOTE: Next four slides featured Then and Now photos.

This shows Oracle Road, roughly north of the Rillito River in 1946, once again, taken from Tucson Then and Now.

This shows 1995 and clearly you can see the changes.

Slide: Arizona Planning and Zoning Legislation
EPC PLANNING BEFORE 1960

1925: Enabling Legislation for Cities
1949: Enabling Legislation for Counties

Arizona, surprisingly enough, was very progressive when it came to Planning and Zoning Legislation. In 1924, there was a national ordinance established in which the State Legislature granted cities the authority to use planning and zoning legislation.

They were a little less quick with counties. Counties received Planning and Zoning Enabling Legislation in 1949 and that was after ten years of lobbying efforts to have the Legislature grant that.

Slide: Early Planning and Zoning
EPC PLANNING BEFORE 1960

Adoption of City Zoning
Goodrich Report for Tucson (1932)
Tucson Regional (Segoe) Plan (early 1940s)
Adoption of subdivision standards, roadway plan

These are some further topics.

Slide: Adoption of City Zoning
EARLY PLANNING AND ZONING

Original Tucson Zoning Ordinance (1930)
"Modern" Tucson Zoning Code (1944)
Major Streets and Routes Plan (1955)
Subdivision Standards (1955)

The City of Tucson, five years after the Legislature adopted the Original Zoning Ordinance in 1930, when it accumulatively reduces from the most restrictive to least restrictive kinds of classification in residential and commercial zones. It was readopted in 1944 as a "Modern" Zoning Code and the city adopted the Major Streets and Routes Plan in 1955 and in that same year, also adopted Comprehensive Subdivision Standards even though subdivisions had been occurring in the years before that.

NOTE: Next three slides showed photos.

This is a photograph from a 1929 newspaper article on the City's pending adoption of zoning. It is at this time, zoning was used for planning communities so even though you do not see the planning, it was there. I would like to thank Katherina Richter for loaning me her photograph.

**Slide: 1932 Goodrich Report for Tucson
EPC PLANNING BEFORE 1960**

A plan for planning metro Tucson in the 1930s

The report recommended 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."

Also, "take immediate steps to make use of unemployed engineers (largely local) for the completion of [planning] work"

"The preliminary survey and this report show that Tucson needs a comprehensive plan and that the cost of securing it will be relatively small [\$11,500]"

This is the 1932 Goodrich Report for Tucson. Here is one Mr. Huckelberry may want to note, it recommended taking immediate steps to make use of unemployed engineers, he might want to work that into the budget next year. The report also showed that Pima County needs a comprehensive plan and the cost of securing it would be relatively small at about \$11,500.00. We do have a call into Mr. Goodrich but he has not returned yet.

NOTE: *Next three slides were exhibits with one photo*

This is the Segoe Plan from the early 1940s.

At that time, once again, this is Campbell and River. St. Phillips has come in, the church and plaza area. You can see predominantly the agricultural nature of the northern County area.

The Segoe Plan really did not have a comprehensive plan for Pima County. The best map that I could locate was a streets map.

Slide: TRP Segoe Plan
A Master Plan For

Future street widening

Transit

Parks and playgrounds system

Rehabilitating blighted areas and conserving neighborhood

Population of Tucson and its environs

Public and semi-public buildings

Economic base of Tucson and environs

Improving the appearance of Tucson

It did have numerous reports that dealt with everything from street widening to transit, to rehabilitating blighted areas and conserving neighborhoods.

Also included are some population studies.

EXHIBIT SLIDE

Slide: Pima County Planning and Zoning Before 1960
EARLY PLANNING AND ZONING

Adoption of County Zoning "Plan"

Adoption of Major Streets and Scenic Routes Plan

Master plan for school districts

Master plans for outlying areas

Within Pima County Planning and Zoning, Pima County adopted zoning in 1953. Also considered was the adoption of Major Streets and Scenic Routes and through the 1950s, there were Master Plans for school districts and outlying areas.

TWO PHOTO SLIDES

This is roughly 1953 at the time of zoning, you can see some development coming into the Campbell and River area.

This is the Catalina Foothills in the late 1950s and it always takes my breath away. This is an amazing view.

Slide: Pima County Master Plans
PIMA COUNTY PLANNING AND ZONING BEFORE 1960

Catalina Foothills Area

Oro Valley

Casas Adobes Area

Rincon Area

Vail and East

The County Master Plans were real significant, there were five of them which I listed here.

TWO EXHIBIT SLIDES

They basically blanketed Tucson to the north and to the east and they anticipated a tremendous amount of growth for the County.

This is actually from the mid-1960's, this is Green Valley. One of the consequences of master planning in outlying areas. There is very different landscape than what you see nowadays.

Slide: **TUCSON/PIMA COUNTY GENERAL LAND USE PLAN (1960)**

Tucson ...and the Year 2000
The "Rezoning Tent" by 1960
The GLUP Plan for Urban Tucson
The GLUP Plan for Eastern Pima County

This is 1960 General Land Use Plan.

AERIAL PHOTO SLIDE

This is from the early 1960s. You can see housing and the beginnings of urban development, you can see the road is finally paved at River Road west of Campbell.

Slide: **"Tucson...and the Year 2000"**

TUCSON/PIMA COUNTY GENERAL LAND USE PLAN (1960)

"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."

"The timid may have misgivings about any suggestion that there will be 1,400,000 persons in metropolitan Tucson by 2000...such growth would be spectacular but certainly not unrealistic."

"Some lands committed at the onset of County planning to suburban type development will be reduced by year 2000."

There were some pretty amazing statements in the joint City/County Plan. They had a statistical population potential of 10 million people in 2,000 square miles. Such growth is spectacular but certainly not unrealistic.

Slide: The Rezoning Tent by 1960

TUCSON/PIMA COUNTY GENERAL LAND USE PLAN (1960)

Catalina Foothills
Tanque Verde Valley
Vail Area
Sahuarita
Kinney/Ajo Way
Casas Adobes/Oro Valley
Catalina

SLIDE EXHIBIT

Here you can see how really our present day Tucson in a lot of ways was determined years ago. The two large dots represent what we call zoning plans were zoning was conveyed to huge tracts of property at once. One is for the Catalina Foothills, the others much farther southeast outside of Vail. The other dots represent areas of major rezoning decisions.

Slide: The GLUP Plan for Urban Tucson

TUCSON/PIMA COUNTY GENERAL LAND USE PLAN (1960)

Adopted by City of Tucson in 1959, detailed later by neighborhood plans and subdivisions

Encouraged by policy a pattern of growth to the west of downtown, partly to offset growing traffic problems to the east

Stated that, *"the delineation of commercial areas [along major roads] should be considered as only symbolic."*

Guided Tucson development for next 20 years.

The City of Tucson adopted this in 1959. The plans for the city was to develop west through the Tucson Mountains and over to Avra Valley. The delineation of commercial areas should be considered as only symbolic.

EXHIBIT SLIDES

This is a map from 1960. The yellow shows residential, red shows commercial. Notice the two strip commercial areas along Speedway east/west and 6th Ave. Corridor going south so we have a relatively compact community with a couple of key commercial districts besides downtown.

This is what the plan recommended and if you ever wondered why Tucson looks the way it does, well here is one reason why. Strip commercial are in red. The corner of Catalina and Skyline were in the paper just last weekend, well here is where it all started.

Slide: The Regional GLUP Plan

TUCSON/PIMA COUNTY GENERAL LAND USE PLAN (1960)

Adopted by Pima County in 1960; encompassed about 2,040 square miles with a hypothetical 10,670,000 population

Defined "urban uses" by subsequent area, community and neighborhood plans

Was the plan of record, as amended, for Pima County until 1992

This, unfortunately was the plan of record until 1992 when it was amended by the community and neighborhood plans.

EXHIBIT SLIDE

Everything in yellow is considered urban uses, green was urban at about one house per acre. The blue are the public preserves. Industrial areas were supposed to be placed in Vail, Ryan Field.

This roughly what Tucson looked like by the early 1970s. You can see how the Campbell/River Road area is transitioned into an urban community.

Slide: TUCSON/PIMA COUNTY COMPREHENSIVE PLAN (1975)

A draft policy plan that comprehensively addressed community development and social issues without parcel-specific land use recommendations

The plan's most memorable recommendations were that Pima County should be responsible only for land planned or zoned at one house per 3.3 acres (SR) or less dense, and that marijuana should be legalized

The plan was not adopted by Pima County; City of Tucson adopted a heavily revamped version in 1979

There are a number here who were part of this, that resulted in the Pima County Comprehensive Plan process. The City/County Comprehensive Planning Process. The most memorable recommendations were the one that Pima County should only be responsible for suburban ranch zoning and that kind of planning, everything else should be zoned by the City of Tucson. They recommended that marijuana should be legalized. Needless to say, the plan was not only adopted by Pima County but the City of Tucson adopted a heavily revised version in 1979.

EXHIBIT SLIDE

From a land use planning standpoint and as a planner, I like maps and this is what I got as a land use planning map. This is kind of a cheap shot because I actually took this out of a brochure at the beginning of the process but that is the end result. I am not aware of any current map regarding a land use plan.

AERIAL PHOTO

By the 1980s, Tucson is pretty much as we recognize it today. River Road has been realigned. It is a maturing area.

EXHIBIT SLIDE:

By 1992, Pima County Comprehensive Planning Process and most of you are pretty familiar with it, I don't have too much to say about it.

EXHIBIT SLIDE: GIS Clue exhibit

It came out in two parts. One was in the late 1980s, it was a conceptual land use element and I apologize for the slide, I borrowed this from an earlier presentation. What it showed was establishing the framework for rural versus urban for Tucson and then Public Preserves are noted as well. This then formed the basis of the actual comprehensive plan recommendation.

EXHIBIT SLIDE; Reg Plan Detail

And this is a detail of how, to this day, where we are in the plan in unincorporated Pima County. Two things I find invaluable in this process. It has been very controversial and to this day, a lot of people aren't willing to give some of the recommendations that came out of this land use planning. I find it very valuable that it created uniform language. The other thing that is perhaps from a community development standpoint is that it also established that there a menu of zones that someone could rezone to based on these classifications.

Slide: CURRENT ISSUES

- New Incorporations
- Emerging Communities
- Growing Smarter
- Sonoran Desert Conservation Plan

Current issues I think that are for your discussion are new incorporations of communities and the fact that we have five or six jurisdictions. It makes planning a little more challenging. Think about what it might be like with more incorporated areas so I think whatever framework planning is established for this community in the future, it needs to have incorporated area as part of the planning. Second is what I call emerging communities, third is the Growing Smarter Legislation that was passed last year that has been implemented and discussed in the planning process.

Slide: New Incorporations

- Past Efforts
- 1997 Proposals
- Pending Towns

There have been really three levels of past efforts, primarily Green Valley and the Town of Sahuarita, 1997 proposals and the pending towns of Tortolita and Casas Adobes.

EXHIBIT SLIDE: GIS Exhibit

Slide: Emerging Communities

Traditional Communities
Lot Split Communities

There are two types, the traditional communities like Catalina, Corona de Tucson, Vails, Robles Junction areas and modern Arivaca.

Slide: Traditional Communities

Catalina
Picture Rocks
Robles Junction
Amado
Arivaca
Corona de Tucson
Vail

These are communities that may or may not grow into something larger but for right now, they are part of the planning picture. They are not the true rural areas that some people believe they are.

EXHIBIT SLIDE: GIS Exhibit

This map generally shows you where they are. You can see the relative distance from the City of Tucson.

Slide: Lot Split Communities

Catalina
Picture Rocks
Three Points
Hermans Road/Taylor Lane
Sahuarita/Wilmot
Sahuarita/Calle Rinconado
Agua Verde/Marsh Station

These are what I call lot split communities and this is a list of probably six or seven of the most significant ones. These are where communities are developing without infrastructure and without subdivision plats.

EXHIBIT SLIDE: GIS Exhibit

This shows how they are closer to Tucson. I still call them an urban area even though they are outside the urban area but they may one day be our suburban communities just as Alpine in the 1930s were outside the metropolitan area and I think they have always suffered for the initial lack of service investment so I think we have to look closely at these as well.

Slide: CONCLUSIONS

Still an opportunity to influence community form
Sonoran desert conservation plan
Metro Tucson changing

Some of my conclusions are that we still have plenty of opportunities to influence the community form whether it is aesthetic recreational. Plans discussed initially involve biological impacts. There is never an opportunity that is lost. Conservation planning from Metro Tucson is changing and it is changing the traditional type of development of subdivisions into commercial/shopping center areas since the end of World War II. Thank you.

CLOSING REMARKS: SHARON BRONSON

I don't know if we have anyone here from Casas Adobes, the town too young to die. Do we have anybody? Or Tortolita, the town too tough to grow? All right, I want to thank you all for coming today. Maeveen, our next session is when? In a couple of weeks we will be back here and we will be talking about Ranching in Pima County so we will see you then. Chuck, do you have a few words? No, thank you very much for giving up your morning.