

HOUGHTON ROAD CORRIDOR

TUCSON, ARIZONA

ASSESS PUBLIC FACILITIES ISSUES

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INTRODUCTION

The purpose of this report is to provide a preliminary assessment of Public Facilities issues affecting development of the Houghton Road Corridor ("HRC") Plan Area and recommended strategies to address such issues. The assessment addresses public facilities existing in the relevant jurisdictions and typically included in master planned communities. As such, it provides an overview of established policies, guidelines, plans and ordinances of the applicable jurisdictions, including levels of service for parks and recreation facilities, police, fire and other safety facilities, community centers, library services, postal delivery and trash service. It also provides an overview of existing funding and financing mechanisms for these kinds of public facilities and identifies possible alternatives for delivery of adequate public facilities to the HRC Plan Area.

Background

The HRC Plan Area encompasses approximately 12,000 acres of state trust land situated within the municipal boundaries of the City of Tucson ("City") and generally located at the "edge" or "fringe" of the City's existing urban development mass. The HRC Plan Area comprises most of what was designated, on the east side of the City, as the "Evolving Edge" in the City's general plan, adopted in 2001 ("General Plan"), one of four designated "Growth Areas" in the General Plan.

There are several existing master-planned communities and other developments, also within the municipal limits of the City, adjacent or contiguous to, and within, the HRC Plan Area. Some of these developments are served by public facilities and services that may be available to future development within portions of the HRC Plan Area.

The eastern and southern boundaries of the HRC Plan Area presently coincide with the eastern and southern boundaries of the City. The planned communities and other developments to the east and south of the HRC Plan Area are located in Pima County; therefore public facilities and services in those areas are provided by Pima County. Caveats to the distinction between City and Pima County facilities and services exist with respect to: (i) the library system, which is administered by Pima County including within the jurisdictional limits of the City, (ii) the wastewater system, which is owned and administered by Pima County including within the jurisdictional limits of the City, and (iii) joint use agreements relating to certain public facilities and services (for example, a public safety facility that accommodates both City police and the Pima County Sheriff's Office).

The HRC Plan Area and environs has experienced rapid growth in the past fifteen years and comprises an area identified and supported by the City, as well as Pima County, as suitable for urban development and continued growth. The responsible public bodies, including the City and Arizona State Land Department ("ASLD"), as well as private developers attempting to plan and develop in this region, are faced with the challenge of undertaking the advance planning necessary to identify and timely provide for this region's public facilities and service needs. By the same token, the ability and capacity to plan the HRC Plan Area as a whole provides a singular opportunity to address these needs on a regional level and, thereby, establish comprehensive and cost-effective strategies and plans for public facilities and services at the leading edge of development rather than as an ad hoc reaction to growth as it occurs. An integral part of this process will be identifying funding sources and financing alternatives that will facilitate the delivery of comprehensive public facilities and services.

The challenge and opportunity are recognized in the General Plan which, as noted above, includes the HRC Plan Area in the Evolving Edge Growth Area which "rings" the City. As stated in the General Plan, "the ... Growth Areas ... were established to reflect the land use patterns in the historically different areas of the City and to use that information as a basis to: (1) establish a Community Facilities Management Strategy (CFMS) and (2) identify development and redevelopment opportunities for structures and land across the entire City." The General Plan identifies as issues surrounding development at the Evolving Edge the "... preservation of natural open space, the continued development of an interconnected regional trail system, development patterns which respect the lay of the land, and finding mechanisms to equitably finance new infrastructure needed to serve new development."

The General Plan also recognizes that the Evolving Edge Growth Area contains large tracts of State Trust land "...projected to be released in phases throughout the ten-year horizon of [the General Plan]. The Trust lands are undeveloped and are not served by public facilities. ... A long-range capital improvement plan, established as part of the CFMS, is recommended to ensure the necessary public facilities are in place and to ensure the equitable funding of those facilities." This recommendation was formally adopted as Policy 16 of the General Plan. Further, the Public Buildings, Services and Facilities Element of the General Plan ("Public Facilities Element") formally established several policies which will be relevant in the HRC planning process including, as Policy 1, to promote efficient and equitable location and distribution of City services.

It is noteworthy, also, that each of the public agencies and departments referenced herein have been involved in the prior planning effort referred to as the Houghton Area Master Plan ("HAMP"). Among other things, the HAMP

advances the concept of "co-location" of public facilities and services, that is, the strategy for maximizing limited land resources by providing opportunities for joint-use facilities. Examples of co-located facilities would be combined police and fire facilities, parks and schools, and other complementary uses that may be shared or co-located on one site and/or within one facility. Given the breadth of public facilities and services potentially desired to serve the HRC Plan Area, consideration of this concept and other creative strategies is recommended in order to maximize the opportunity to realize the City's desired planning goals.

In sum, this assessment is intended to identify the existing framework for planning and financing public facilities and services within the HRC Plan Area. Its purpose is to inform and facilitate the larger planning effort which will commence after the first auction and continue through disposition and development planning of particular areas within the HRC Plan Area. As such, this report has been prepared based on existing policies, guidelines, plans and ordinances of the relevant jurisdictions, as well as meetings and other communications with the jurisdictional agencies and departments within the City and Pima County, namely the City Parks & Recreation Department, City Fire Department, City Police Department, City Environmental Services Department, Pima County Library Department, City Manager's Office and Pima County Administrator's Office.

PRELIMINARY STRATEGIC ASSESSMENT, RECOMMENDATIONS AND CONCLUSION

Conclusion

There are established policies, guidelines, plans and ordinances in place at the applicable jurisdictions, including established levels of service, for parks and recreation facilities, police, fire and other public facilities. At present, the requirements for certain public facilities, community centers, library needs postal delivery and trash service, are not fully articulated. To the same end, the City has an established framework for planning and financing public facilities, which is presently implemented primarily through the CIP. Using the established policies, guidelines, plans and ordinances as precedent, and as the planning process evolves, further definition will emerge.

Strategic Assessment of Likely Needs For Public Facilities

1. Applying the criteria established in the Parks Strategic Plan, the HRC Plan Area would be planned to incorporate parks and open space equal to 11 acres per 1000 residents. Following the more specific guidelines would result in the following:

. Mini-Parks	25 Parks - 25 acres
. Neighborhood/School Parks	13 Parks - 150-180 acres
. Community Park	2 to 3 Parks -180-200 acres
. Metro Park	1 Park -200 acres
. Regional Park	1 Park -200 or more acres

In general, this array would comprise a reasonable inventory of park elements typically found in master planned communities as contemplated for the HRC Plan Area.

2. It is noted that the Parks Department has identified, for preliminary planning phase consideration, a 379-acre "Southeast Community Park", envisioned to include multiple public facilities including library and community center uses. At present, no City or other public funding source has been identified for this facility.

3. It is noted that the Parks Department has identified the need for a Regional Park to be located within, or in the vicinity of, the HRC Plan Area, approximately 700-750 acres in size. At present, no City or other public funding source has been identified for this facility. An additional item of note is that Pima County is concurrently planning a Regional Park complex, that appears to have the same approximate service area, on land already owned by Pima County

4. The Esmond Station area (site) has been identified by the City and community as a site of historical and cultural / archaeological significance that should be preserved. At present, it appears that a minimum of 3 acres should be designated for a site of historical significance for Esmond Station.

5. It is anticipated that two public safety stations/facilities will be required to support development within the HRC Plan Area, through build-out, with each being 8-10 acres in size. The HAMP identifies an area north and west of Houghton Road and Valencia Road as a possible site and a second site in the southeastern portion of HRC Plan Area.

6. It is anticipated that three fire facility sites will be required to support development within the HRC Plan Area, through build-out, with each being 2-4 acres in size. The locations of these facilities will be determined based on population growth patterns within the HRC Plan Area as response times are a critical factor in locating fire stations.

7. It is anticipated that one site for waste/refuse collection, of 3-5 acres, and one site for a waste transfer facility, of approximately 2 acres, will be required to support development within the HRC Plan Area, through build-out. These sites present the possibility of emitting noxious odors and are unsightly and therefore should be located in out-of-the-way areas and away/apart from neighborhoods.

8. It is noted that the Parks Department, Fire Department, Police Department, Environmental Services Department, City Manager's Office and Pima County officials and departments have all expressed significant interest in further analyses of co-location, the shared use of facilities resulting in multi-use facilities. As referenced above, this concept is supported by adopted City policies.

9. Existing funding mechanisms in the City to pay the capital costs of public facilities are reflected in the CIP and include City certificates of participation and bonds, County funds and, for Roads & Parks, Police, Fire and Public Facilities, impact (development) fees. Existing City policy supports the use of additional financing mechanisms.

Recommendations

In consideration of the information reported and summarized in this report, the following is recommended to ASLD:

1. As part of the larger planning effort which will occur following the first auction, the HRC planning team should initiate a process whereby therequirements and planning objectives of the City and Pima County are reconciled. This should include fostering collaborative efforts among the applicable City and Pima County officials and departments, including the Parks Department, City Manager's Office, Pima County Department of Natural Resources/Parks and Recreation, Vail School District, City Office of Conservation and Sustainable Development and Pima County Administrator, as necessary to determine the appropriate scope and location of the elements that will comprise the park and trail system serving the HRC Plan Area. It is expected

that this will include consideration of the interplay of the criteria applicable to the classification of park uses, the specific size and placement of park elements and facilities, the timing for implementation of various park elements and facilities and the anticipated amounts, means and timing of public financing to provide the desired levels of service for parks and trails, and the opportunities for co-location and multiple-use facilities and sites (including integrating portions of the park and trail systems into wash areas and areas of natural protection). It is also expected that this process will consider the effect of the proposed Pima County Regional Park including whether that planned complex may supercede the need for, or reduce the necessary scope of, a City Regional Park in the HRC Plan Area.

2. As part of the larger planning effort which will occur following the first auction, the HRC planning team should initiate a process whereby the requirements and planning objectives of City and other officials and departments, including the Parks Department, City Manager's Office, City Archaeological Department, Pima County Archaeological division and Vail School District are reconciled, as necessary to confirm the actual historical significance of the Esmond Station site and the effect, otherwise, of preservation of the Esmond Station site if such is determined to be appropriate.

3. As part of the larger planning effort which will occur following the first auction, the HRC planning team should initiate a process whereby the requirements and planning needs of the Tucson Fire Department, Tucson Police Department, Environmental Services Department, General Services Department, Facilities Management Department, City Manager's Office, Pima County Administrator and related Pima County departments are reconciled, as necessary to determine the scale and location of future sites and public facilities for Fire, Police, library, community center, general services and/or waste, maintenance and fuel, including the anticipated amount, means and timing of public financing to provide the targeted level of service as well as the potential co-location of some or all of these facilities.

4. As referenced above, and as part of the larger planning effort which will occur following the first auction, the HRC planning team should initiate a collaborative process with the City Finance Division, City Manager's Office and other applicable jurisdictions and departments, as necessary to determine the projected cost and timing of the targeted levels of service for all required public facilities and, in conjunction with the same, determine the amount and level of public financing that will be available using existing public finance mechanisms, including the CIP, and identify, evaluate and implement other public financing mechanisms as necessary to provide the requisite level of service.