

TO: PINAL COUNTY BOARD OF SUPERVISORS

MEETING DATE: August 12, 2009

CASE NO.: **PZ-C-002-09 (Comprehensive Plan Update)**

PUBLIC HEARING/DISCUSSION on PZ-C-002-09 on 2009 Pinal County Comprehensive Plan as recommended by the Pinal County Planning and Zoning Commission on May 21, 2009, with the main focus on Chapter 3: Sense of Community and ACTION on proposed changes to Chapter 3 of the proposed Comprehensive Plan.

### **ITEMS TO BE COVERED AT THIS HEARING**

At the August 12 hearing the Board will be focusing on Chapter 3 of the Comprehensive Plan. The Board will also be hearing the issue areas related to Land Use: Making Mixed Use Activity Centers Optional and Creating a Flexible Land Use Designation. The report will discuss these issues, and then will provide information and maps for the proposed changes that Board members have transmitted individually to Staff.

#### Making Mixed Use Activity Centers Optional

One of the issues that was most important to our citizens when the Plan was developed was providing good jobs here in Pinal County. Based on these expectations, one of the major goals of the Comprehensive Plan was to eventually have as many jobs per capita as our neighboring Counties. The Mixed Use Activity Centers shown in the Comprehensive Plan update are vital to meeting that goal.

Activity Centers will also provide a variety of housing options for people starting their careers and people looking towards retirement. A number of studies have been done recently that show that younger and older adults are looking for more urban living environments. Providing a living environment with quick access to work and entertainment will help us to attract young, educated workers who will fill many of the jobs which will be vital to our economy in the future.

The Activity Centers will also give us a fighting chance to make transit work in Pinal County. A transit system can work well in areas with relatively low densities if there are cores of population and jobs that can be connected with transit.

In the past, the Development Community has raised concerns about the lack of flexibility in land uses for the Activity Centers. To address this issue, the Planning Commission recommended that the title of the use list for Activity Centers be changed from Primary Land Uses to Suggested Land Uses. This change will give the Board the ability to adjust Activity Centers for uses that we have not envisioned through the planning process.

Staff's concern about making these Centers entirely optional is that we believe that many of them will not be pursued by the property owners. The market for single family detached homes was very strong in the past, and will probably be very strong in the future after the current economic conditions are addressed. In the past, land zoned for single family homes was highly valued because single family homes could be sold in the near future. Other land uses, such as higher density housing and employment, required a longer time to develop.

A recent concern that has been raised about the Activity Centers is that economic analyses have not been done for the almost 50 Centers which are shown in the proposed Land Use Plan. Neither

staff nor the Consultant team knows of any General or Comprehensive Plans where market analyses were done before identifying this type of core area. The Consultant team includes people who are recognized nationally for their expertise in planning and economic development. They employed that experience when they recommend the locations shown on the maps.

Staff believes that some of the Activity Centers shown could be moved and be equally effective. As a potential compromise, Staff is proposing that Activity Centers be allowed to move five miles from the location shown on the map with a non-major amendment to the Comprehensive Plan. Staff believes that a non-major amendment process is necessary to assure that property owners at the location of the existing Activity Centers have a chance to express their opinions on the change. We also want to make sure that the Land Use Plan map continues to be the tool that the County uses to track Activity Centers. If the Board approves the language proposed by the Planning Commission, then these non-major amendments could be heard by the Board at the same hearing as the zoning case, thereby reducing the length of the approval process.

Throughout the process of creating the Comprehensive Plan, members of the Development Community have expressed the concern that this Plan would create urban sprawl. Implementing the Activity Centers will be a very important step in preventing sprawl from occurring, while still allowing the majority of the County to be developed at suburban or rural residential densities.

#### Creating a Flexible Land Use Designation

There has been very strong interest on the part of the Development Community in creating a flexible land use designation for the Comprehensive Plan. This is the one issue where Staff has the strongest concerns. We will discuss four topics related to this issue: growth planning tools for the Board of Supervisors, limitations of the existing Comprehensive Plan, flexibility built into the proposed Comprehensive Plan and potential issues with a flexible category in the new Comprehensive Plan.

#### Growth Planning Tools for the Board of Supervisors

The Board has expressed a strong desire to be able to plan for the growth that will occur in Pinal County. The Board has said many times that they are interested in making sure that the growth that occurs in the County meets the County's goals for providing a quality lifestyle for all of our residents. There is a very clear distinction between planning for growth and attempting to slow it down. The Board has never stated that they are interested in slowing the County's growth.

The Comprehensive Plan is the Board's primary tool for planning for growth. The Plan allows the Board to implement the goals of our citizens as well as the Board's own goals for the land use mix of the County. Our citizens have said very clearly that they want better transportation and access to good jobs. The Comprehensive Plan provides a solid foundation for both of these efforts. While zoning is a very powerful tool, the site specific nature of zoning prevents it from becoming an overall land use management tool.

#### Limitations of the Existing Comprehensive Plan

One of the major limitations of the existing Comprehensive Plan is its permissiveness. Most of the existing Plan's land use categories allow a wide range of land uses, with few tools for the County to plan for placement of these land uses, except to negotiate on individual zoning cases. The permissiveness of the Plan is an advantage to property owners because most owners only have to be concerned about the specifics of the zoning process, not how their properties fit into the County's overall goals.

### Flexibility built into the Proposed Comprehensive Plan

The proposed Comprehensive Plan has many flexibility provisions built into it. The best example is the Moderate Low Density Residential (MLDR) category. This category is proposed for most of the places where growth is expected to occur over the next 15 to 20 years. It allows suburban development of 1 to 3.5 dwelling units per acre, but also allows other land uses to occur without having to do a major or non-major amendment to the plan.

One example of this built in flexibility is that a typical 25 acre shopping center with a grocery store, drugstore and ancillary uses does not require a Comprehensive Plan amendment in MLDR. Another example is that a 250 acre Master Planned Community, located in an area with the MLDR category, could have the following uses without any Comprehensive Plan amendment:

- 50 acres of medium density residential
- 50 acres of high density residential
- 50 acres of commercial
- 50 acres of office employment
- 25 acres of light industrial employment

### Potential Issues with a Flexible Category in the new Comprehensive Plan

There has been a great deal of interest from the Development Community in having a flexible land use category in the new Comprehensive Plan. As was pointed out for the existing Plan, the permissiveness of the Plan is an advantage to property owners because most property owners only have to be concerned about the specifics of the zoning process. Based on this advantage, the owners or managers of hundreds of square miles have already requested that their land be placed in a flexible category. Staff believes that if this option were open, many others would follow suit.

Most developments that come to the County are Master Planned Communities that combine small amounts of commercial with single family residential uses. It would be very difficult to find a good reason to deny this new category to these mixed use developments. As was pointed out before, use of the flexible category, especially extending over hundreds of square miles would reduce the Board's ability to use the Comprehensive Plan as a growth planning tool.

DATE PREPARED: 07/31/09 – jes

**TEXT COMMENTS**



Pg. #	Source	Comment	Recommendation Made by	Board of Supervisors Decision
1	74	Staff <b>Text to be amended on the last paragraph on Page 74, continuing on Page 75</b> A non-major Comprehensive Plan amendment is required if the Activity Center proposed is not located where indicated on the Pinal County land Use Plan, <b>but is with five miles of the location shown on the Plan.</b> <b>Delete the rest of the paragraph and the two illustrations that follow.</b>	Staff	
2	111	Supervisor Snider <b>Text to be added to Page 111 that precedes text for the Gateway/Superstitions Growth Area Joint Area Studies, Fourth Paragraph</b>  In order for Joint Area Studies to take effect, the County, Indian Community, City <b>and/or</b> Town would need to amend their General or Comprehensive Plans. The County would process these as Area Plans. Approving these amendments will be at the discretion of the Board of Supervisors and the Councils of the Communities that are participating. If these amendments are approved by all parties they will create opportunities for coordinated reviews of development proposals.	Supervisor Snider	
3	318	Staff <b>Text to be added on the first checkmark on Page 318 under the heading of Major Amendments, which starts on page 317</b> Fails to meet the additional criteria within the Mixed Use Activity Center category <b>for no Comprehensive Plan amendment or for a non-major amendment</b> as set forth in Chapter 3 of this Plan.	Staff	
4	318	Staff <b>Text to be added on Page 318 to the last checkmark under the heading of Non-Major Amendments</b> Fails to meet the additional criteria within the Mixed Use Activity Center category <b>for no Comprehensive Plan amendment</b> as set forth in Chapter 3 of this Plan.	Staff	

**MAP COMMENTS**



#	Map	Source	Comment	Recommendation Made by	Board of Supervisors Decision
1	Land Use Plan	Supervisor Rios	<b>REPLACE</b> Low Intensity Activity Center (100 acres) with Mid Intensity Activity Center (500 acres) in the Superior area	Supervisor Rios	
2	Land Use Plan	Supervisor Rios	<b>MOVE</b> the proposed Low Intensity Activity Center (100 acres) north of Kearny	Supervisor Rios	
3	Land Use Plan	Supervisor Rios	<b>ADD</b> a Low Intensity Activity Center south of Kearny	Supervisor Rios	
4	Land Use Plan	Staff	<b>MOVE</b> the Hospitality/Tourism Activity Center, located along Hwy 77 south of Dudleyville, to the south	Staff	
5	Land Use Plan	Supervisor Rios	<b>ADD</b> a Mid Intensity Activity Center (500 acres) along Hwy 77, south of Dudleyville	Supervisor Rios	
6	Land Use Plan	Supervisor Rios	<b>ADD</b> a Low Intensity Activity Center (100 acres) to the intersection of Hwy 77 and Redington Road	Supervisor Rios	
7	Land Use Plan	Supervisor Rios	<b>CHANGE</b> ~3200 acres <u>from</u> Open Space, Very Low Density Residential and Moderate Low Density Residential <u>to</u> General Public Facilities/Services outside of San Manuel	Supervisor Rios	
8	Land Use Plan	Supervisor Rios	<b>RETAIN</b> the High Intensity Activity Center that the Planning Commission deleted at the intersection of Hwy 79 and Park Link Road	Supervisor Rios	
9	Land Use Plan	Supervisor Rios	<b>CHANGE</b> ~200 acres <u>from</u> Very Low Density Residential <u>to</u> Medium Density Residential and ~1080 acres <u>from</u> Moderate Low Density Residential <u>to</u> Medium Density Residential west of SaddleBrooke Ranch	Supervisor Rios	
10	Land Use Plan	Supervisor Rios	<b>CHANGE</b> ~1900 acres <u>from</u> Very Low Density Residential <u>to</u> Moderate Low Density Residential at the northeast corner of Bartlett and Christensen south of Coolidge	Supervisor Rios	
11	Land Use Plan	Staff	<b>CHANGE</b> ~150 acres <u>from</u> Employment <u>to</u> General Public Facilities/Services south of Randolph Road and east of Hwy 87 next to the community of Randolph	Staff	
12	Land Use Plan	Staff	<b>CHANGE</b> 817 acres <u>from</u> Moderate Low Density Residential and Employment <u>to</u> General Public Facilities/Services south and east of the intersection of Highways 87 and 287	Staff	
13	Land Use Plan	Supervisor Rios	<b>CHANGE</b> ~5,540 acres <u>from</u> Very Low Density Residential, Moderate Low Density Residential, Medium Density Residential and General Public Facilities/Services <u>to</u> Employment north of Eloy	Supervisor Rios	
14	Multimodal Circulation Plan: Roadways	Supervisor Rios	<b>REPLACE</b> the Mid Intensity Activity Center and the General Commercial to the south with Moderate Low Density Residential east of the intersection of Interstate 10 and Park Link Road	Supervisor Rios	

Pinal County Comprehensive Plan  
 Public Hearing Draft Plan (Changes to the Planning and Zoning Commission Recommendation)  
 Map Comment Matrix



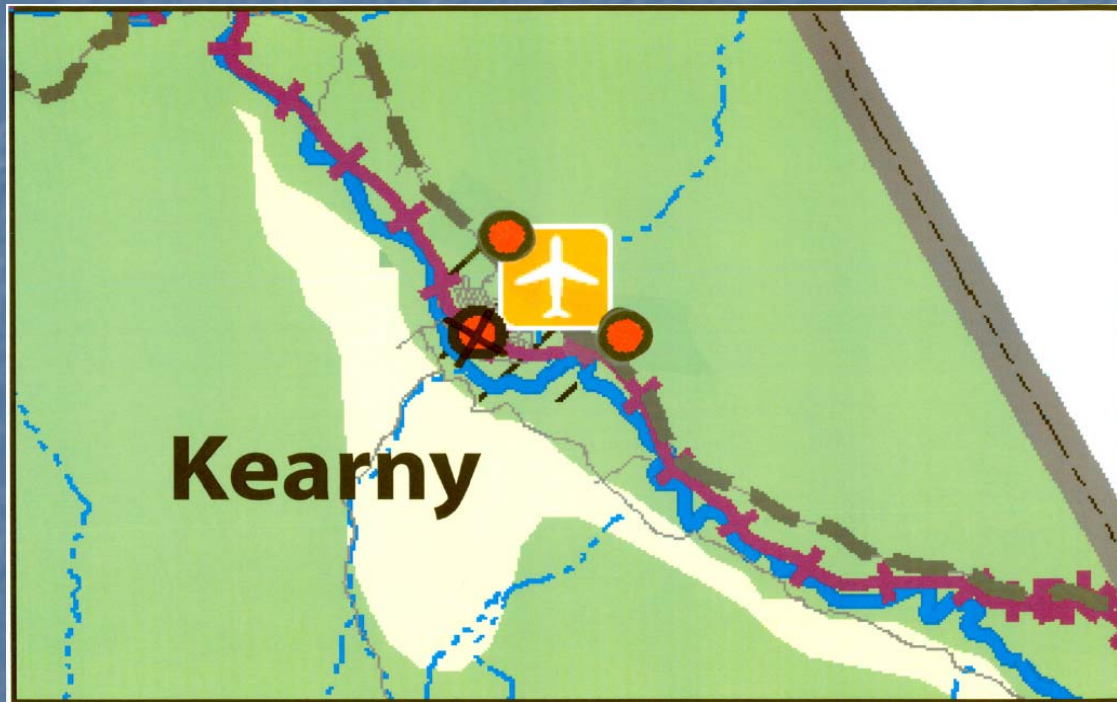
#	Map	Source	Comment	Recommendation Made by	Board of Supervisors Decision
15	Multimodal Circulation Plan: Roadways	Supervisor Rios	<b>MOVE</b> the High Intensity Activity Center to the west, replace former site with Moderate Low Density Residential at the intersection of Interstate 10 and Park Link Road	Supervisor Rios	
16	Multimodal Circulation Plan: Rail, Transit and Aviation	Supervisor Martyn	<b>CHANGE</b> Very Low Density Residential to Moderate Low Density Residential ~920 acres, Employment ~100 acres and Open Space ~80 acres, south of Hunt Highway between Attaway and Christensen	Supervisor Martyn	
17	Economic Development Plan	Supervisor Martyn	<b>REPLACE</b> Mid Intensity Activity Center with Low Intensity A.C. and Moderate Low Density Residential at the intersection of Hunt Hwy and Gary Road in the San Tan Valley Community	Supervisor Martyn	
18	Open Space and Trails	Supervisor Martyn	<b>ADD</b> a Mid Intensity Activity Center west of Gantzel, Roberts to Skyline in the San Tan Valley Community	Supervisor Martyn	
19	Land Use Plan	Supervisor Martyn	<b>ADD</b> 500 acres of Employment at Kenworthy and Skyline in the San Tan Valley Community	Supervisor Martyn	
20	Land Use Plan	Supervisor Martyn	<b>ADD</b> a Low Intensity Activity Center at Gantzel and Judd in the San Tan Valley Community	Supervisor Martyn	
21	Land Use Plan	Supervisor Martyn	<b>REPLACE</b> Mid Intensity A.C. with 500 acres of Employment at the intersection of the UP Railroad and the Magma Arizona Railroad in the San Tan Valley Community	Supervisor Martyn	
22	Land Use Plan	Supervisor Martyn	<b>REPLACE</b> the employment corridor along the UP Railroad with Moderate Low Density Residential in the San Tan Valley Community	Supervisor Martyn	

# Proposed Changes District 1 Superior



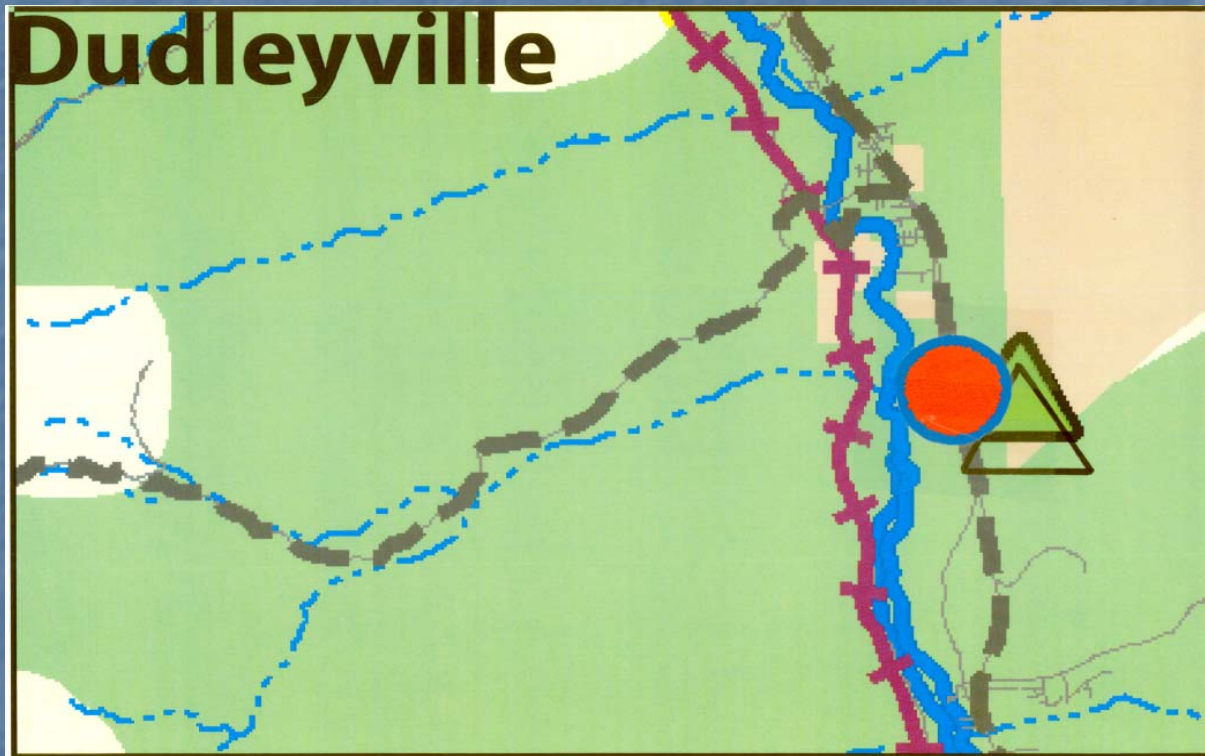
Replace Low Intensity Activity Center (100 acres)  
with Mid Intensity Activity Center (500 acres)

# Proposed Changes District 1 Kearny



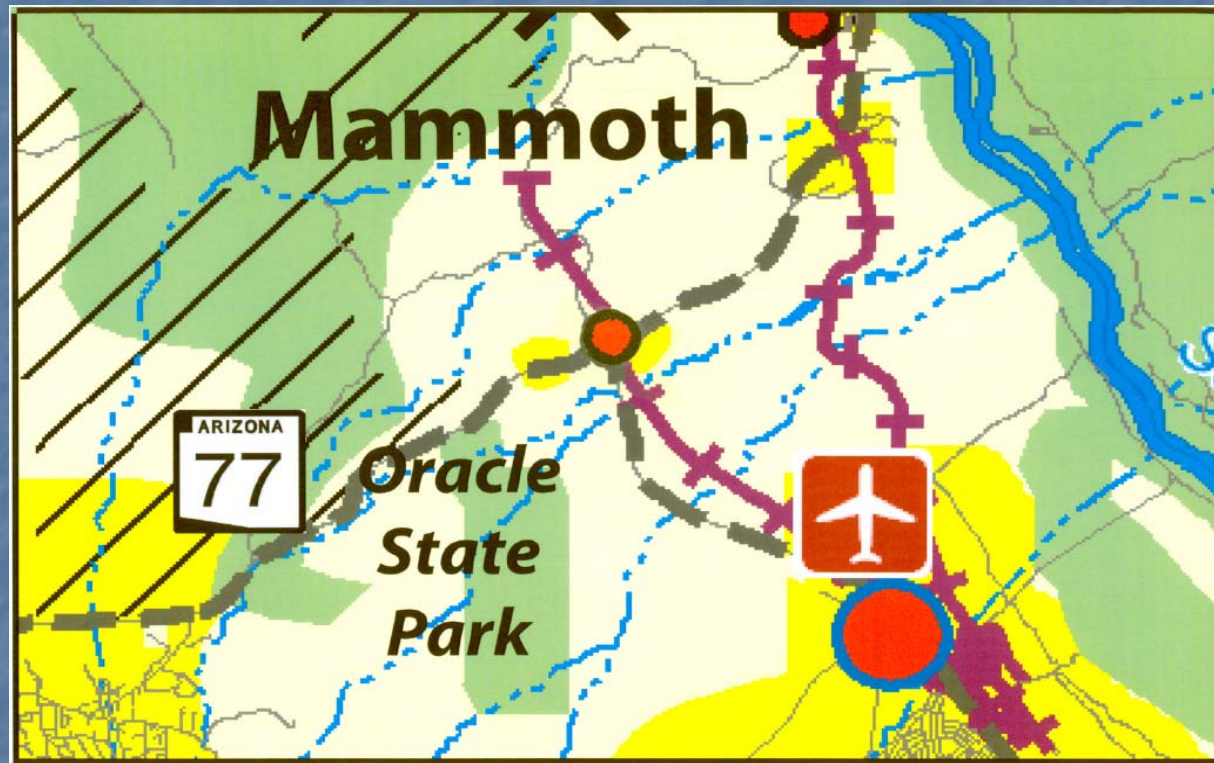
- Move the proposed Low Intensity Activity Center (100 acres) north of Town
- Add a Low Intensity Activity Center south of Town

# Proposed Changes District 1 Hwy 77 south of Dudleyville



- Refine the Hospitality/Tourism Activity Center
- Add a Mid Intensity Activity Center (500 acres)

# Proposed Changes District 1 Intersection of Hwy 77 and Redington Road



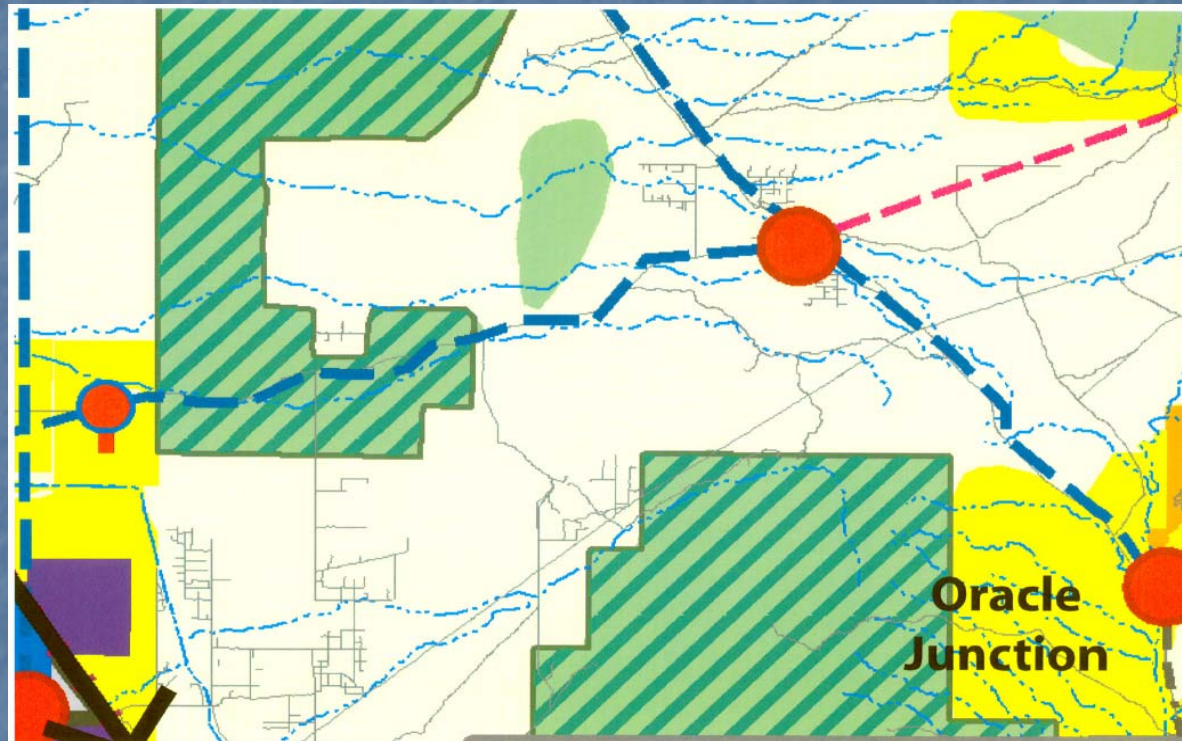
- Add a Low Intensity Activity Center (100 acres)

# Proposed Changes District 1 San Manuel



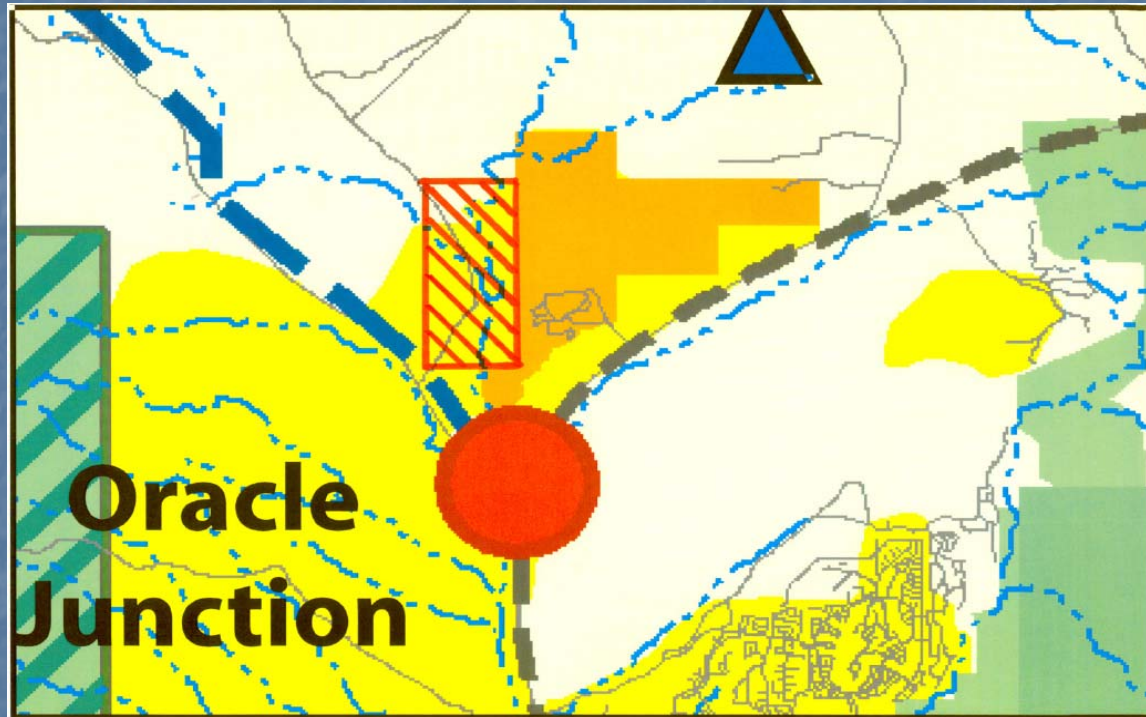
- Change ~3200 acres from Open Space, Very Low Density Residential and Moderate Low Density Residential to General Public Facilities/Services

# Proposed Changes District 1 Hwy 79 and Park Link Road



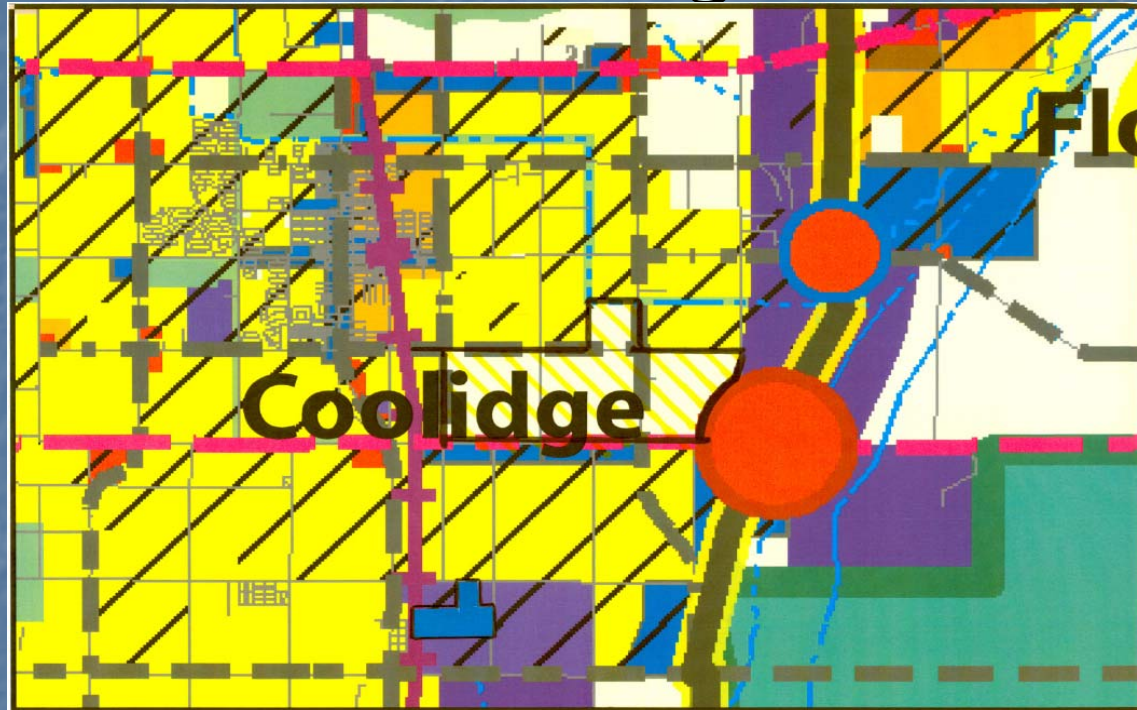
- Retain the High Intensity Activity Center that the Planning Commission deleted

# Proposed Changes District 1 SaddleBrooke Ranch



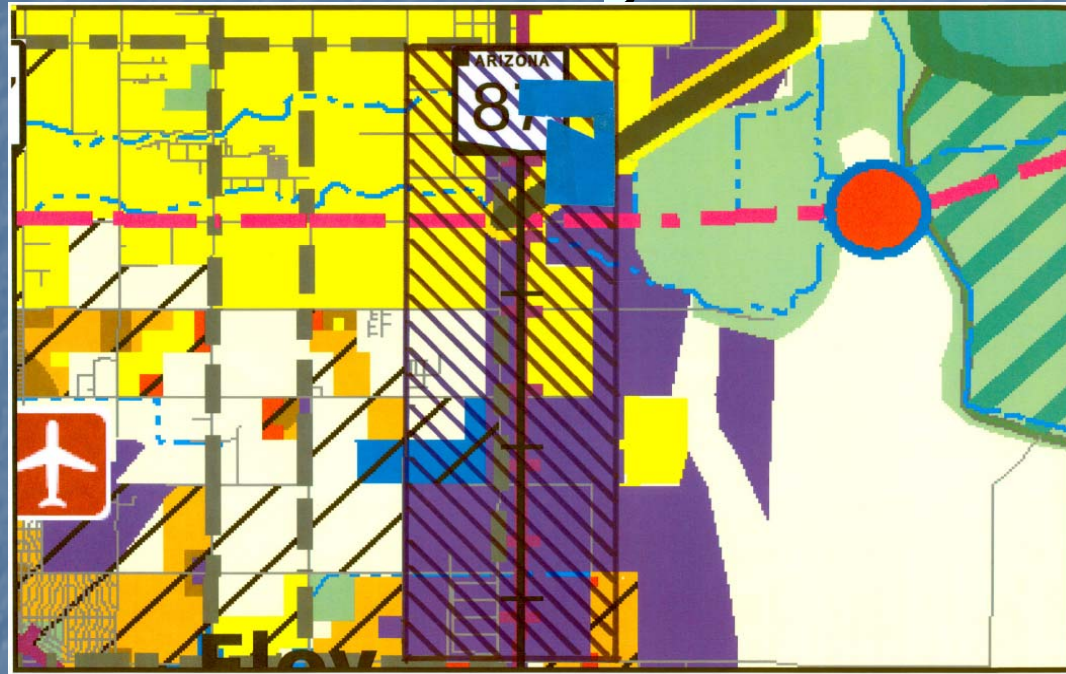
- Change ~200 acres from Very Low Density Residential to Medium Density Residential
- Change ~1080 acres from Moderate Low Density Residential to Medium Density Residential

# Proposed Changes District 1 Coolidge



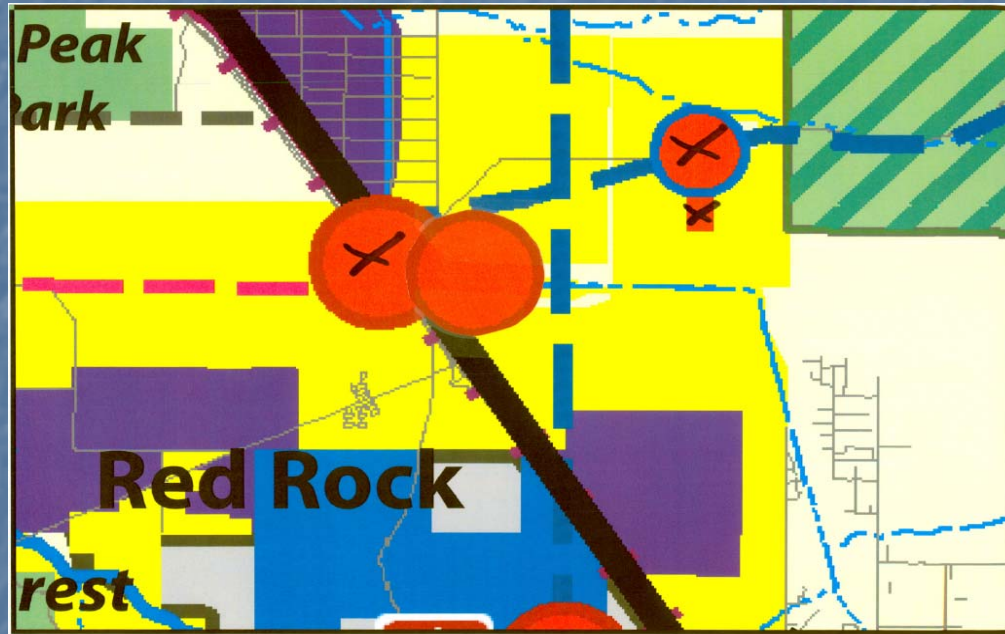
- Change ~1900 acres from Very Low Density Residential to Moderate Low Density Residential
- Change ~150 acres from Employment to General Public Facilities/Services

# Proposed Changes District 1 Eloy



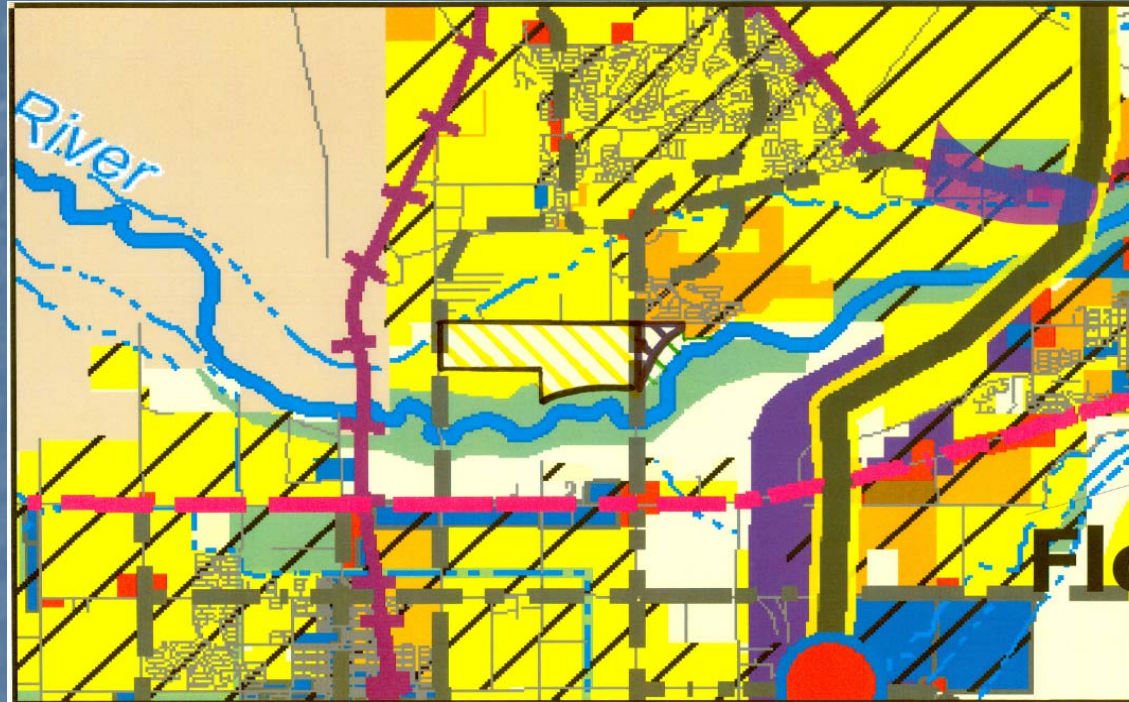
- Changes 817 acres from Moderate Low Density Residential and Employment to General Public Facilities/Services
- Change ~5,540 acres from Very Low Density Residential, Moderate Low Density Residential, Medium Density Residential and General Public Facilities/Services to Employment

# Proposed Changes District 1 Intersection of Interstate 10 and Park Link Road



- Replace the Mid Intensity Activity Center and the General Commercial to the south with Moderate Low Density Residential
- Move the High Intensity Activity Center to the west, replace former site with Moderate Low Density Residential

# Proposed Changes District 2 South of Hunt Highway, Attaway to Christensen



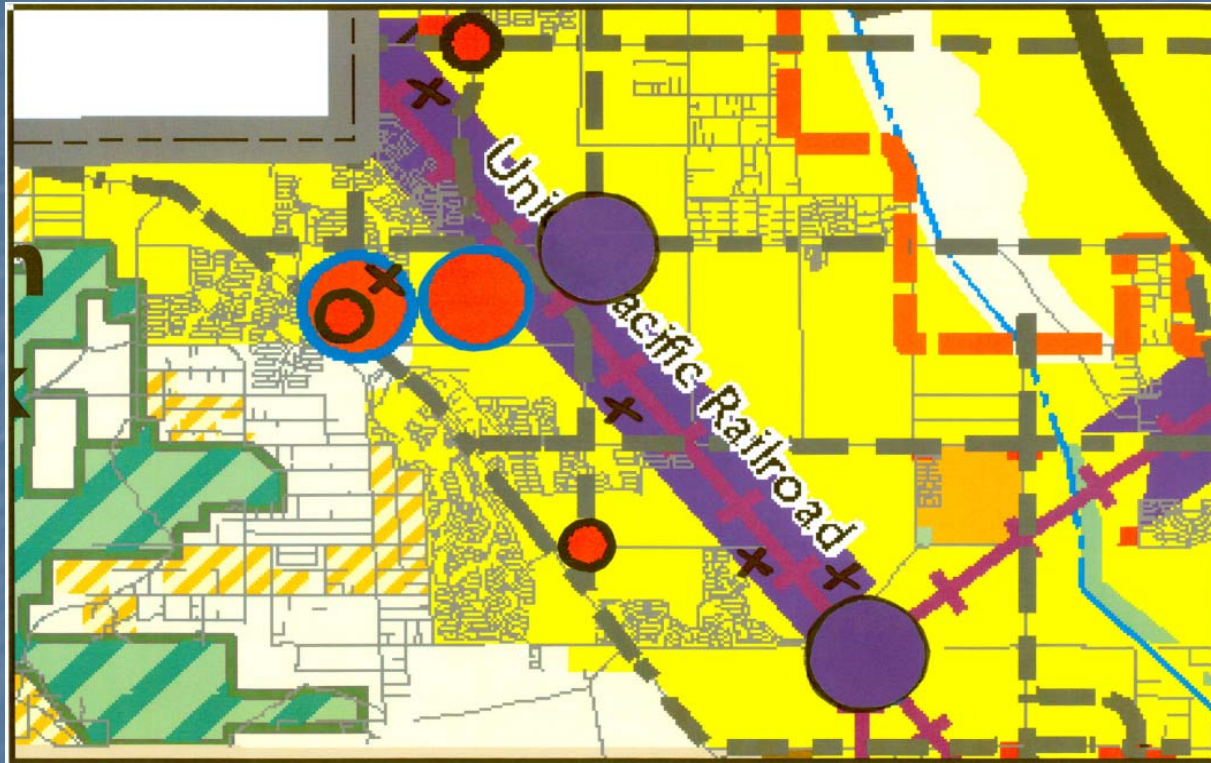
- Replace Very Low Density Residential with:
  - Moderate Low Density Residential ~920 acres
  - Employment ~100 acres
  - Open Space ~80 acres

# Proposed Changes District 2 San Tan Valley



- Replace Mid Intensity Activity Center with Low Intensity A.C. and Moderate Low Density Residential
- Add Mid Intensity A.C. west of Gantzel, Roberts to Skyline
- Add 500 acres of Employment at Kenworthy and Skyline
- Add a Low Intensity Activity Center at Gantzel and Judd

# Proposed Changes District 2 San Tan Valley (Cont.)



- Replace Mid Intensity A.C. with 500 acres of Employment at the intersection of the UP Railroad and the Magma Arizona Railroad
- Replace the employment corridor along the UP Railroad with Moderate Low Density Residential