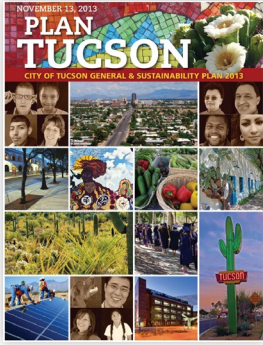


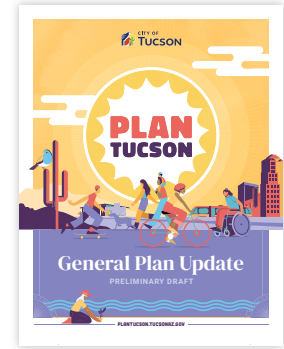
7	How to Read Plan Tucson 2025
8	Plan Purpose
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11	State Requirements for General Plan Public Participation
12	Guiding Principles
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14	Plan Tucson Update Phases

CHAPTER 1 Introduction

Mural by Alonso Delgadillo Ramirez



Plan Tucson 2025 is an update to the last General Plan passed by voters in 2013. The three-year update process provided an opportunity to review and update the goals and policies of the plan to reflect the community's current priorities and values.



How to Read Plan Tucson 2025

Chapter 1

Introduction begins with an explanation of the scope and use of Plan Tucson and how it was developed, with special attention to how community input was central to the process. There is also a detailed description of how the City's planning team worked with various consultants throughout the update process and how AI technology was utilized to assist in the drafting process.

Chapter 2

Tucson Today details the history of Tucson and how this has helped shape the City's current built environment. The chapter also provides a snapshot of Tucson at the time of this plan's writing with an overview of Tucson's main employers, geography of demographics and cultural features, as well as recent economic and development trends that impact the City. The chapter concludes with a more in-depth reflection on the role of neighborhoods as a key component in how people interact with the City as it is and how to shape its future.

Chapter 3

Values, Goals, and Policies identifies the core values of our community as expressed by participants through this process. This chapter contains the goals and policies that represent the primary guidance for what direction Tucson should take to become the kind of community residents aspire to live in.

Chapter 4

Future Growth Scenario Map (FGSM), along with a set of land use building blocks and corresponding development guidelines, details the importance of this tool in shaping land use decisions over the next ten years. The chapter also includes a summary of data used to help inform the development patterns and characteristics encouraged in order to meet the projected housing, retail, office, and industrial needs of the City.

Chapter 5

Implementation summarizes the tools and strategies for implementing Plan Tucson, including a summary of the functional and specific plans, which provide more detailed and time specific action items encouraging the implementation of the goals of the General Plan. This chapter also includes a list of near- and long-term projects to highlight efforts to improve the quality of life for Tucson residents over the life of Plan Tucson 2025.





Plan Purpose

Plan Tucson is a long-term plan which guides growth and development in the City by establishing our community's vision, goals, and policies. The plan's policies cover a wide range of elements, including environmental planning, cultural heritage, land use, transportation, parks, safety, public services, economic development, water resources, and housing. Plan Tucson is designed with a broad scope to address the diverse needs of the 242-square-mile City and the flexibility to respond to our rapidly changing environment during the document's 10-year planning horizon.

Planning plays a pivotal role in shaping the development of cities. Early efforts focused on essential infrastructure, such as roadways, to facilitate the movement of people and troops. By the early 1900s, planning became standardized in the United States to address issues such as substandard housing, designing grand spaces, and preserving open spaces and antiquities. In 1909, the Plan of Chicago became the first comprehensive plan in the United States to outline integrated projects and improvements to support a growing city and set a standard for other cities to follow. As cities expand, managing growth becomes a critical aspect of planning.

Arizona's planning process evolved with introducing the Growing Smarter Act in 1998, later enhanced by the Growing Smarter Plus Act in 2000. These acts established a framework to address the state's growth management challenges, fostering thoughtful development while safeguarding cultural and natural resources. This legislation reshaped general and comprehensive planning by mandating increased public involvement and expanding the range of required plan elements, as outlined in Arizona Revised Statutes (ARS) Section 9-461.05.

Community members and City Government use the General Plan in various ways, while Mayor and Council use the plan to guide investments and policies.

- City Boards and Commissions apply the plan when implementing Mayor & Council guidance and making recommendations.
- City staff refer to the plan for policy direction in their roles, developing and administering community programs and pursuing resources such as grants.
- The Planning and Development Services Department (PDSD) consults the plan, particularly the future growth map and land use policies, when making recommendations and decisions regarding land use requests.
- Property owners and the development community review the plan to identify preferred development patterns that align with its vision.
- Community members use the plan to advocate for priorities and seek funding for projects that align with the plan's goals.

Interconnected Focus

The 2013 General Plan highlighted “element integration” as an important feature. Understanding how the specific functions of departments in city government, such as housing, transportation, energy and water usage, and land use, all impact one another is essential for framing and implementing these policies in the General Plan. In this updated General Plan, this idea of interdependence is further emphasized in the formatting and organization of the goals and policies.

Of the 14 goals in Plan Tucson 2025, three are “cross-cutting,” meaning they influence the intent and direction of the others. At the beginning of Phase 2, working groups agreed that several common themes were essential to inform the direction of the whole plan and were written as goals that would be present throughout the document.

These goals are:

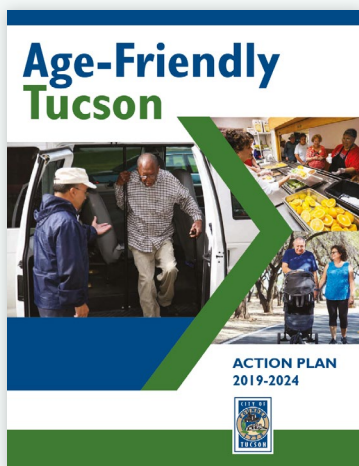
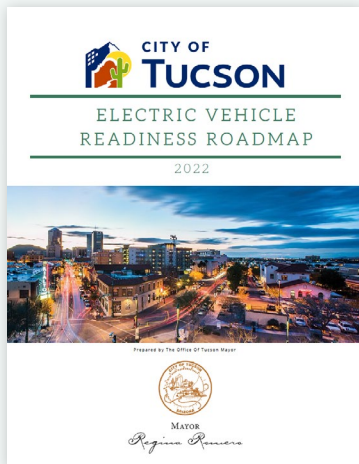
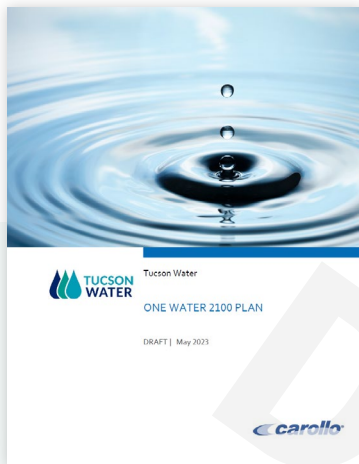
- Foster inclusive, transparent, efficient and equitable City governance
- Support the development of an equitable community
- Be a leader in carbon reduction and resiliency to extreme heat and climate impacts

The remaining goals in Plan Tucson 2025 cover a diverse range of topics crucial to the Tucson community. However, all goals are aligned with the overarching aim of making Tucson a more inclusive, equitable, and environmentally resilient community. The policies also serve to highlight the interconnectivity of these goals. Out of the 186 policies included, the majority are present in at least two goals, demonstrating that an effective strategy will not only address one goal, but also positively impact others.



Relationship Between Plans

The current General Plan, “Plan Tucson: The General and Sustainability Plan,” was ratified by the voters in 2013. Arizona law requires municipalities of a certain size to readopt or create a new General Plan every ten years. Tucson’s timeline was extended due to the COVID-19 pandemic. In 2022, the City began the process of updating the General Plan, providing an opportunity to address new priorities and emerging issues while maintaining relevant existing policies.



Specific Plans

Specific plans translate Plan Tucson’s goals into actionable policies for particular geographic areas of the City. As of 2024, Tucson has over 50 area and neighborhood (specific) plans. While not state-mandated, these plans are referenced in Arizona statutes and are crucial for implementing community visions. For areas without specific plans, Plan Tucson provides land use guidance.

Functional Plans

City departments develop functional plans to address particular topics or services to implement the General Plan. The following functional plans, developed since the adoption of Plan Tucson 2013, were referenced throughout the drafting process of the Plan Tucson 2025 update:

- Parks and Recreation System Master Plan (2016)
- Age-Friendly Tucson (2019)
- Move Tucson (2021)
- People, Communities, and Homes Investment Plan (2021)
- Housing Affordability Strategy for Tucson (2021)
- Comprehensive Economic Development Strategy (2022)
- Tucson Resilient Together: Climate Action and Adaptation Plan (2022)
- Electric Vehicle Readiness Roadmap (2022)
- Thrive in the 05 Transformation Plan (2022)
- Zero Waste Roadmap (2023)
- One Water 2100 (2023)
- Green Fleet Transition Plan (2023)
- Prosperity Initiative (2024)
- Heat Action Roadmap (2024)



Update Process

Plan Tucson 2025 is an update to the last General Plan passed by voters in 2013.

In November 2022, the Mayor and Council approved the [Community Engagement Program](#) to start the process of updating Plan Tucson. The three-year update process (2023-2025) provides an opportunity to review and update the goals and policies of the plan to reflect the community's current priorities and values.

While many of the policies in the 2013 General Plan are still relevant, this update allowed the City to address new priorities and emerging issues. This General Plan update process provided an opportunity to assess current conditions and needs, examine the community's vision and goals, add new policies, and incorporate recent and ongoing planning initiatives.

State Requirements for General Plan Public Participation

ARS 9-461.06 requires that municipalities' "governing bodies shall adopt written procedures to provide effective, early and continuous public participation in the development and major amendment of General Plans from all geographic, ethnic and economic areas of the municipality." The law continues, "the procedures shall provide for:

- a. The broad dissemination of proposals and alternatives
- b. The opportunity for written comments
- c. Public hearings after effective notice
- d. Open discussions, communications programs, and information service
- e. Consideration of public comments"

Consistent with the City of Tucson's longstanding practice of public involvement in planning its future, the City of Tucson met and exceeded the state public participation requirements for the Plan Tucson update.

Guiding Principles

Recognizing that every voice and experience contributes to the strength of our City, the Planning Team was committed to creating meaningful opportunities for engagement across all demographics. This included reaching people from diverse backgrounds, income levels, geographic locations, family structures, and cultural identities to have the chance to learn about and contribute to Plan Tucson.

Five guiding principles underpinned the Plan Tucson community engagement process:

Everyone is welcome

Ensure robust community involvement by removing barriers to participation, such as providing resources for childcare and transportation, so that all community members, especially those who have been historically underrepresented, can engage fully.

Center equity

Centering equity in the planning process is essential to addressing past injustices and ensuring that the future of Tucson represents all its residents.

Build up and collaborate

The update process ensured continuity by building on the foundations of recent planning efforts and the 2013 General Plan while integrating new priorities that reflect current community values.

Foster authentic participation

Authentic participation is a cornerstone of this effort, with the Planning Team committed to transparency and ongoing communication, ensuring that the contributions of all participants are valued and visible throughout the multi-year process.

Prioritize safety and accessibility

Safety and accessibility were prioritized, with meetings held in accessible locations, at various times, and with bilingual materials to accommodate the needs of all Tucson residents.

Project Team

The City of Tucson Planning Team was led by the Planning and Development Services Department (PDSD) with several consultants providing support and expertise in the areas of community engagement to help broaden the opportunities for diverse voices to be heard, as well as provide technical support in developing the Future Growth Scenario Map (FGSM), helping with analyzing and synthesizing growth projections.

How AI was used

The Plan Tucson update utilized AI tools like ChatGPT and Claude to assist in the General Plan update process. These AI software solutions analyzed large volumes of data, including summarizing transcripts and video recordings from community meetings and public forums. AI categorized and grouped comments and policies based on thematic areas, which streamlined the organization of Plan Tucson. These AI tools also supported the development of communication materials. The Plan Tucson update maintained a rigorous review process of all materials generated or analyzed with the assistance of AI, both before and after the use of these tools, to ensure the quality and accuracy of the work.

City of Tucson AI Guiding Principles

Below are the six fundamental principles that underpin our interim framework for responsible AI usage within the City of Tucson.

Empowerment

Enhance community services, deepen trust with public sector professionals, and guarantee equitable resource distribution. Prioritize service enhancement, trust cultivation, and fairness promotion.

Inclusion & Respect

Develop AI applications with diversity in mind and foster inclusivity across various demographics. This principle underscores the commitment to creating technology that benefits all, regardless of background or circumstance.

Transparency & Accountability

Commit to candor about AI's capabilities and limitations, ensuring clarity in how it is being used. Foster public trust with openness and enable learning through transparent operations.

Responsible Innovation

Champion innovation while vigilantly assessing and mitigating risks. Encourage responsible innovation paired with strategic risk management to safeguard community welfare.

Privacy & Security

Uphold digital rights, enact stringent privacy protocols, and protect sensitive information to maintain public service integrity. Balance innovation with the privacy and security of community members.

Public Purpose

Align AI use with the City's mission. Use it to improve community outcomes and public services, ensuring technology reflects the community's values.

Plan Tucson Roadmap

Plan Tucson Update Phases

This update process, dubbed Plan Tucson 2025, was designed to be a community-driven effort, reflecting the values, needs, and aspirations of Tucson's diverse population. Recognizing the importance of public participation, the City structured the update into four distinct phases (Figure 1.4.1). The first three phases of the update engaged the community, gathered feedback, and refined the plan so that, in Phase 4, the community had a plan to vote on that represented the best interests of all Tucson residents.

Figure 1.4.1 The Plan Tucson Road Map summarizes the update process phases.

PHASE 1: COMMUNITY LISTENING & DISCOVERY
EARLY 2023

Community Engagement

City & Planning Team 

COMMUNITY VISIONING

Working Groups

DATA ANALYSIS & PREVIOUS PLAN OUTCOMES



Phase 1 Outcome
Community Visions & Priorities

PHASE 2: DEFINE & PLAN FOR THE FUTURE
SUMMER 2023 - SUMMER 2024

COMMUNITY DIALOGUE

Working Groups

DRAFT COMMUNITY-WIDE GOALS, POLICIES, & FUTURE GROWTH SCENARIOS

Phase 2 Outcome
Preliminary Draft of *Plan Tucson*

PHASE 3: REVIEW & REFINE
SUMMER 2024 - SPRING 2025

COMMUNITY FEEDBACK

Working Groups

REFINE *Plan Tucson*



Phase 3.1 Outcome
Plan Tucson Final Draft



PUBLIC HEARINGS
Planning Commission & Mayor and Council

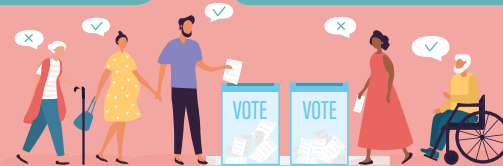
Phase 3.2 Outcome
Plan Tucson Adopted by Mayor & Council

PHASE 4: INFORM & EDUCATE
SPRING - FALL 2025

Plan Tucson SHARED WITH THE PUBLIC

ELECTION DAY!

Phase 4 Outcome
Staff Implements Voter-Approved *Plan Tucson*



+2,000
PEOPLE ATTENDED

Over 2,000 people at in person events

+950
PEOPLE RESPONDED

950 respondents from the online survey

+400
RESPONSES

to intercept surveys

13,000
ENGAGEMENTS

13,000 comments received through Phase 1

Phase 1: Listen, Discover, Reflect

(January – June 2023)

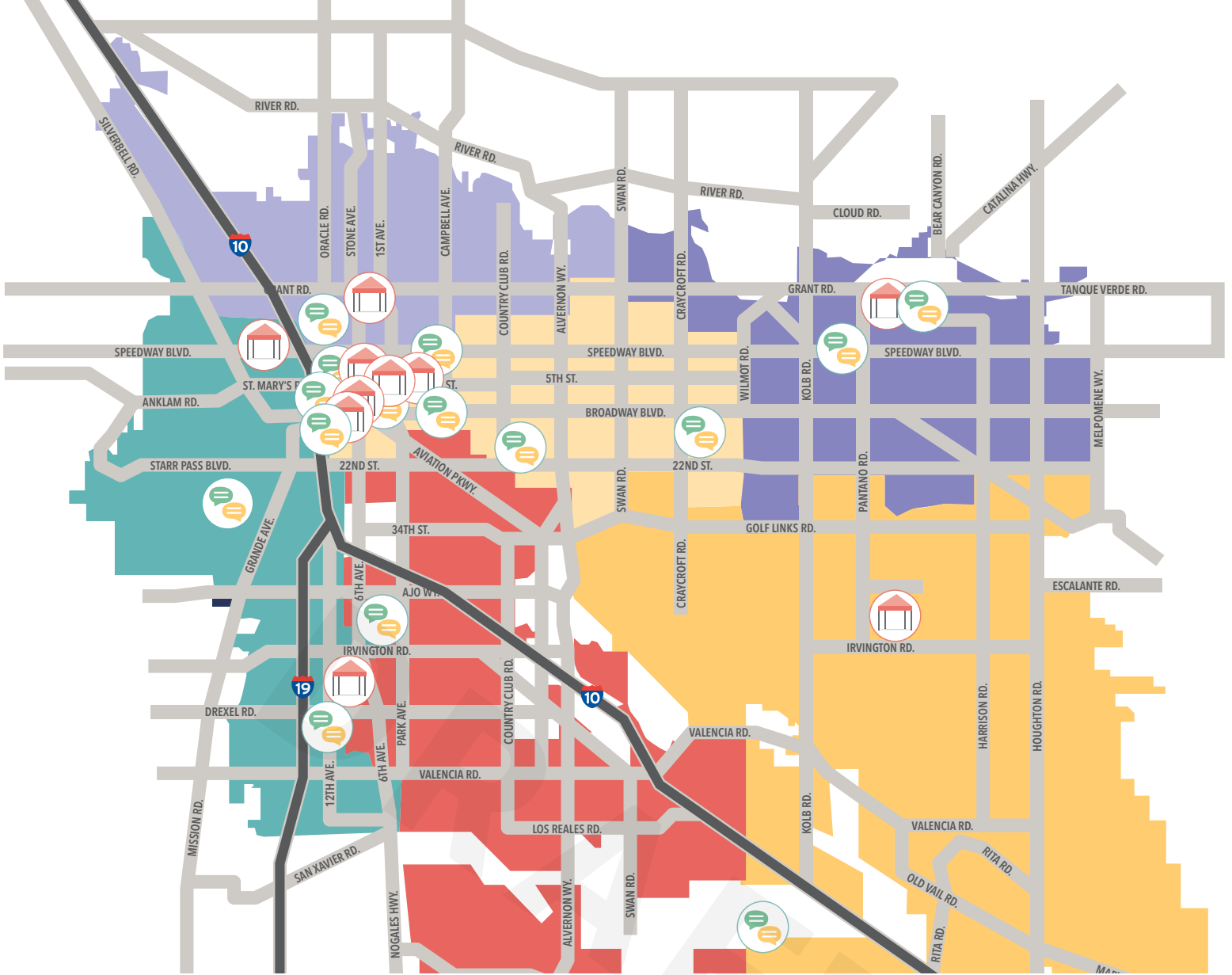
The first phase of the Plan Tucson 2025 update was dedicated to listening, discovering, and reflecting on the community's needs and aspirations. The Planning Team began by providing residents with background information on the existing 2013 General Plan, along with insights into recent plans and key trends affecting the city. The primary goal of this phase was to engage the community in conversations about Tucson's future, understand their top priorities, and begin formulating a shared vision that would guide the update process.

Throughout Phase 1, the community was invited to reflect on what they value about Tucson, voice their concerns, and propose ideas for the city's future. Phase 1 engaged over 2,000 people at in-person events and 950 respondents through an online survey. This phase included a kickoff event, 11 community workshops, 15 pop-ups, and meetings with community partners and organizations (see Phase 1 Community Engagement Map, Figure 1.4.2).

The collective input resulted in over 13,000 comments, which guided the update of Plan Tucson's goals and policies. The Plan Tucson team conducted intercept surveys to meet participants in their everyday environments, engaging an additional 400 community members. Comments are summarized in the Phase 1 Community Engagement Summary.

Five in-person and two virtual community workshops were facilitated with support from City departments, including a dedicated workshop for City staff. The team collaborated with community organizations to co-convene network-specific conversations, tailoring outreach to interest groups and reducing engagement barriers. Pop-up events, often held alongside other City departments, provided immediate responses to community questions. Additionally, an online survey hosted on the Plan Tucson website from January to April 2023 garnered 950 responses, with the website receiving over 14,000 views during this period.





Who is talking, how are we listening?

12
COMMUNITY WORKSHOPS & MEETINGS

15
POP-UP EVENTS

LEGEND

- Ward 1
- Ward 2
- Ward 3
- Ward 4
- Ward 5
- Ward 6
- Community Workshops & Meetings
- Pop-up Events

	WARD 1	WARD 2	WARD 3	WARD 4	WARD 5	WARD 6	OTHER*
ENGAGEMENTS	8	3	2	2	2	8	2**
PARTICIPANTS	12%	11%	16%	8%	8%	22%	23%

*Nearby municipalities: South Tucson, Marana, Oro Valley, Sahuarita, Unincorporated Pima County | **Virtual meetings

Figure 1.4.2: Phase 1 Community Engagement Map shows locations of the outreach events.



Phase 2: Define and Plan Our Future

(July 2023 – August 2024)

Phase 2 of the Plan Tucson update process, spanning from summer 2023 to spring 2024, was focused on the broad ideas and themes identified in Phase 1 and translating them into concrete policies, goals, and growth scenarios that would shape the City's development over the next decade. During Phase 2 of the Plan Tucson update, working groups and community forums helped the Plan Tucson team get insight from our community on goals and how we could accomplish them.

Using feedback from the community, the Plan Tucson team presented goals along with suggested pathways to achieve those goals to working groups for feedback.

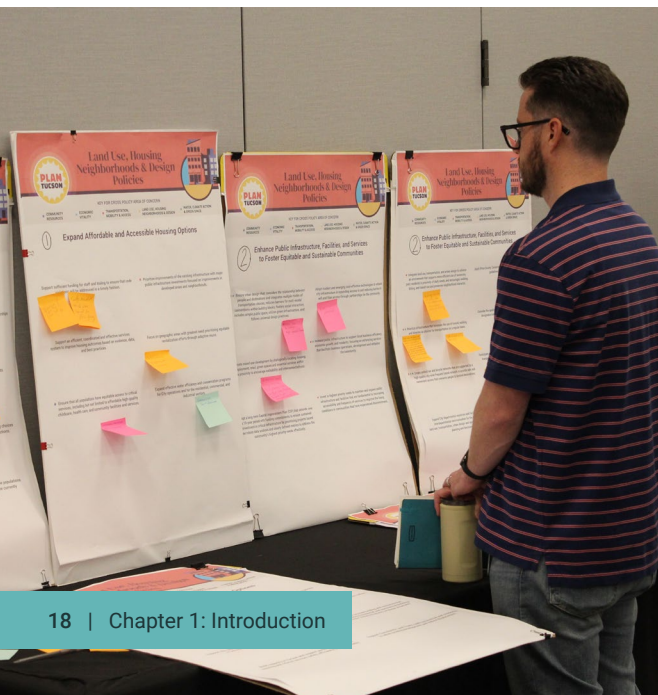
The Plan Tucson team matched these inputs to policies from Plan Tucson 2013 and other plans adopted in the City in the last 10 years.



The following plans were reviewed and served as the base of policy development:

Plan Tucson (2013): The most recent General Plan with 25 goals broken up into four sections: social environment, economic environment, natural environment, and built environment. The goals and policies outlined have provided the framework for all other plans developed since its adoption.

Parks and Recreation System Master Plan (2016): Through an analysis on the condition of the facilities, data on usage, and outreach, the Parks and Recreation System Master Plan sets priorities and guides decision-making for the Parks and Recreation Department.



Age-Friendly Tucson (2019): This plan began when Mayor and Council resolved to participate in AARP's and the World Health Organization's Network of Age-Friendly Cities and Communities. It outlines what the City has done to support an aging population and sets goals and recommendations to create a more livable community for all.

Move Tucson (2021): A City-wide transportation master plan led by the Department of Transportation and Mobility that establishes a vision for Tucson's mobility future and provides a shared blueprint for how we get there.

People, Communities, and Homes Investment Plan (2021): Creates a framework for investing in Tucson's most vulnerable populations. It directs funding for homeless services, housing stability, neighborhood enhancements, and more. The P-CHIP identifies priorities eligible for support from Tucson's federal and local funding sources, administered by the City of Tucson Housing and Community Development Department.

Housing Affordability Strategy for Tucson (2021): The Department of Housing and Community Development developed a comprehensive, affordable housing strategic plan with an emphasis on actionable goals that align with other important priority areas, such as climate resiliency and advancing social equity.

Comprehensive Economic Development Strategy (2022): Provides operational guidance for Tucson's Economic Initiatives team and a road map for staff and Mayor and Council. It defines goals, strategies, and performance metrics with the built-in flexibility to respond to changes in the economic landscape.

Tucson Resilient Together: Climate Action and Adaptation Plan (2022): This comprehensive initiative addresses climate mitigation and adaptation and sets ambitious targets to reduce greenhouse gas emissions and increase renewable energy use. The plan's strength is in its holistic approach that encourages cross-sector collaboration and multiple sustainability strategies.

Electric Vehicle Readiness Roadmap (2022): A strategic plan designed to accelerate the adoption

of electric vehicles (EV) within the community and city operations. The Roadmap aligns with Tucson's broader climate goals, including the commitment to carbon neutrality by 2030, and emphasizes the importance of transitioning away from fossil fuels to reduce greenhouse gas emissions.

Thrive in the 05 Transformation Plan (2022): Outlines a shared community vision across four focus areas – Housing, Neighborhoods, People & Education, and Workforce & Economic Development – for the transformation of the Oracle Road / Miracle Mile area in the 85705 zip code.

Zero Waste Roadmap (2023): A high-level planning document that outlines critical tasks and identifies a path toward zero waste for Tucson, with a specific focus on the services provided by Environmental and General Services Department.

One Water 2100 (2023): Guides Tucson Water's capital and financial planning, conservation practices, and policy decisions. The phrase "One Water" is a nationally recognized approach to managing finite water resources by placing equal value on all water as integrated and viable sources for the community.

Green Fleet Transition Plan (2023): Outlines action items that each City Department must take to reduce the environmental impacts derived from city-owned light-duty vehicles, consistent with the Tucson Resilient Together: Climate Action and Adaptation Plan.

Prosperity Initiative (2024): An intergovernmental effort to boost wealth in Pima County communities. It aims to reduce generational poverty and increase opportunities for low-income families through 13 targeted policy areas including education, healthcare, housing, broadband access, and workforce development.

Heat Action Roadmap (2024): A comprehensive strategy aimed at addressing the increasing threat of extreme heat due to climate change in support of the *Tucson Resilient Together*. This plan outlines targeted actions to mitigate heat impacts across vulnerable communities, focusing on immediate, mid-term, and long-term strategies.



One of the critical tasks during this phase was the development of the Future Growth Scenario Map. This map and the accompanying guidelines outline potential growth patterns and land use strategies. It was created with virtual and in-person input from the community. Residents were invited to review various drafts, provide feedback, and express their preferences.

This phase included community engagement through Working Groups and Community Forums. These initiatives were designed to gather in-depth insights from the community on goals and implementation strategies. The Plan Tucson team utilized this feedback to develop goals and suggested pathways, which were then aligned with policies from Plan Tucson 2013 and other recently adopted city plans. This process culminated in the formation of five thematic working groups:

- **Community Resources**
- **Economic Vitality**
- **Land Use, Housing, Neighborhoods, Design**
- **Water, Climate Action, Green Space**
- **Transportation, Mobility, Access**

Phase 2: Define and Plan our Future

(July 2023 – August 2024)



18

WORKING GROUP
MEETINGS

550

TOTAL COMMENTS FROM
WORKING GROUPS

677

WORKING GROUPS
TOTAL ATTENDANCE

9

POP-UP EVENTS
ATTENDED



7

VIRTUAL OFFICE
HOURS CONDUCTED

6

COMMUNITY
FORUM MEETINGS

200

TOTAL COMMENTS FROM
COMMUNITY FORUMS

285

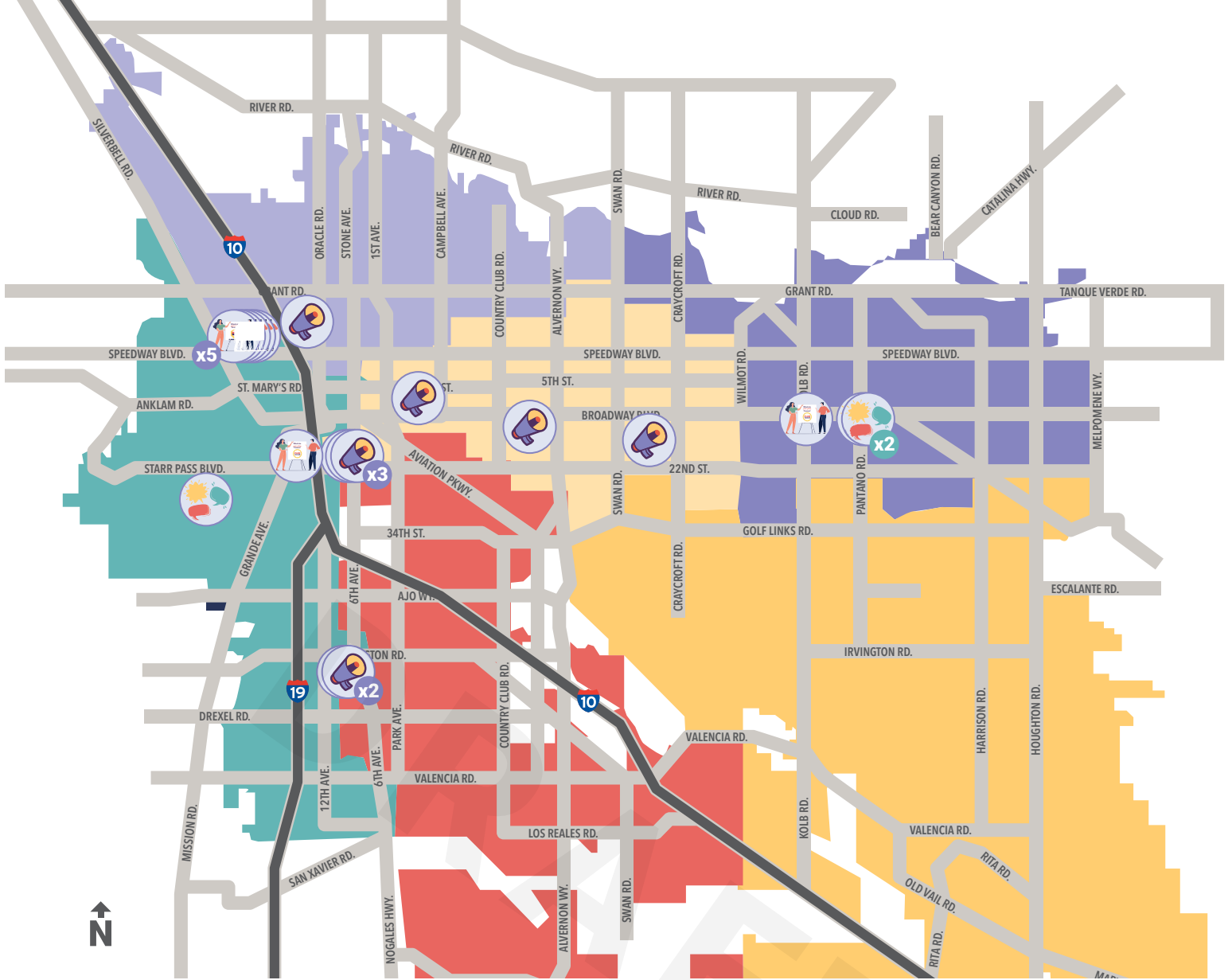
COMMUNITY FORUMS
TOTAL ATTENDANCE





These groups convened over the course of 18 meetings, generating 550 comments and involving 677 attendees. The working groups initially met virtually to update goals, followed by in-person sessions to refine policies (Figure 1.4.3). A cross-cutting meeting at the Tucson Convention Center in April 2024 allowed an opportunity for community members to offer feedback on policies across all working group topics and review the draft Future Growth Scenario Map. Working Group members consisted of community members with specific knowledge and/or interest in the topic area.

To complement the working groups, the Plan Tucson team organized a series of Community Forums, both virtual and in-person, to gather feedback on the draft goals and policies. Community forums were designed to allow for a broader segment of the community to participate during weekend and evening hours. These forums, along with online materials, engaged 285 attendees and generated 200 comments. Additionally, the team participated in nine pop-up events across the city, strategically targeting diverse communities. Virtual office hours were also established, offering community members direct access to the Plan Tucson team for questions and discussions about revising draft goals, policies, and development standards.



18

WORKING GROUP SESSIONS



6

COMMUNITY FORUMS



9

POP-UP



655

UNIQUE ATTENDANTS TO EVENTS

LEGEND

- Ward 1
- Ward 2
- Ward 3
- Ward 4
- Ward 5
- Ward 6

IN PERSON MEETINGS

- Working Groups
- Community Forums

VIRTUAL

- Pop-up Events
- x 11
- x 3
- x 5

Figure 1.4.3: Phase 2 Community Engagement Map.