

# Focus 2020



*The Future In Balance*

## Town of Oro Valley General Plan

2005

Ratified by Voters November 8, 2005







## **PREAMBLE**

By affirmative majority vote, we the citizens of the Town of Oro Valley, Arizona establish and ordain this Plan for the development and support of the Town.

The purpose of the Plan is to provide basic direction and guidance to all elected and appointed officials, employees, and residents of the Town in their decision making process.

We intend that the Plan be followed and consistently applied unless and until conditions in the community have changed to the extent that the plan requires amendment or modification. When conditions warrant that the Plan be modified, such amendments are subject to the process and approval set forth in the plan according to Arizona law and the Town of Oro Valley amendment process.

Administration of the Plan is a responsibility shared by the Town Staff, Planning and Zoning Department, Planning and Zoning Commission, Town Council and Town Citizens.

## **ORO VALLEY'S VISION FOR THE FUTURE**

To be a well-planned community that uses its resources to balance the needs of today against the potential impacts to future generations. Oro Valley's lifestyle is defined by the highest standard of environmental integrity, education, infrastructure, services, and public safety. It is a community of people working together to create the Town's future with a government that is responsive to residents and ensures the long-term financial stability of the Town.

## **COMMUNITY VALUES**

As a community we value:

- Our fragile and unique Sonoran Desert setting.
- Quality education as an integral part of our community.
- Economic stability that maintains our quality of life.
- The richness that art, recreation, and culture bring to our lives.
- Efficient government that protects the Town's long-term interests while being responsive to present community needs.



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## **EVOLUTION OF THE GENERAL PLAN REVISION PROCESS**

The Oro Valley General Plan Focus 2020 began January of 2000 with the creation of a public participation plan. The process which led up to the first Town Council adoption of the Plan is described in detail within the Introduction section of this document. The Town Council adopted the Plan in May 2003 and set a General Election in November 2003 for ratification. However, the Plan was defeated by Oro Valley voters 60% to 40%. Therefore, the adoption of the Plan was invalidated.

Following the Plan's defeat, the Town conducted surveys and roundtable meetings in an effort to better understand the rejection of the Plan. After analyzing the data, the Town Council appointed a General Plan Revision Committee in August 2004 to address the problems and concerns expressed by the community. The eleven-member Committee was charged with addressing problems with the Plan and to make necessary changes or revisions. Through an extensive process of eight working sessions and one open house, the Committee concluded its initial revisions and forwarded the revised Plan to the Town Council in December 2004.

On January 13 2005, the Town Council held a Study Session with the Revision Committee and the Planning and Zoning Commission to review and discuss the revised Plan. An additional Study Session was held with the Planning and Zoning Commission January 19 to further work out details of the revisions. Subsequent to this the Plan was forwarded for the State Mandated 60-day agency review. Two additional Open houses were conducted during the 60-day review to solicit further input.

At the conclusion of the 60-day review the Revision Committee conducted an additional Work Session to assimilate and consider all input from the Town Council, Planning and Zoning Commission, Agency reviews and Open Houses. At that meeting the Revision Committee voted to forward the Plan to the Planning and Zoning Commission for review and approval.

On May 9, 2005, the Oro Valley Planning and Zoning Commission conducted a Public Hearing for the newly revised General Plan. At the conclusion of the Public Hearing, the Commission voted to recommend approval of the Plan.

This recommendation was forwarded to the Oro Valley Town Council on June 15, 2005. An additional Public Hearing was conducted and following the hearing the Town Council voted 6-1 to adopt the General Plan.

Subsequent to adoption, the Town Council declared a General Election date of November 8, 2005, to place the General Plan on a ballot for voter approval. An all-mail ballot was utilized in the election process and 8,912 ballots were cast representing 35.6% of the registered voters. The official canvass of the vote prepared by Pima County Elections confirms the General Plan was approved by an official vote of 6,788 yes and 2,111 no.

Therefore, the General Plan was ratified by Oro Valley voters November 8, 2005.





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## ACKNOWLEDGEMENTS

It is the intention to include all identified individuals who contributed to this plan.

### TOWN COUNCIL

Paul Loomis, Mayor  
Barry Gillaspie, Vice Mayor  
Council Member Paula Abbott  
Council Member KC Carter  
Council Member Conny Culver  
Council Member Helen Dankworth  
Council Member Terry Parish

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John Anning, Vice Chair  
Commissioner Bill Adler  
Commissioner Teree Bergman, FAICP  
Commissioner Pete Bistany  
Commissioner Ken Kinared  
Commissioner Donald Manross  
Commissioner Doug McKee

### 2004 UPDATE REVISION COMMITTEE

Bill Adler  
Carl Boswell, PhD  
Robert Delaney  
Melanie Larson  
Rosalie Roszak, MAI  
Ed Taczanowsky

Teree Bergman, FAICP  
Don Chatfield, AICP, PhD  
Carl Kuehn, PhD  
Doug McKee  
Pat Spoerl, PhD

### TOWN STAFF SUPPORT

Brent Sinclair, AICP  
Bryant Nodine, AICP  
Jennifer Jones  
Diane Chapmen

Chair, Community Development Director  
Planning and Zoning Administrator  
Community Development Secretary  
Planning and Zoning Secretary



## PREVIOUS ACKNOWLEDGMENTS

It is the intention of this section to identify all individuals who contributed to the Plan update process from inception up to the General Election defeat of the Plan in November 2003.

### TOWN COUNCIL

Paul Loomis, Mayor  
Richard Johnson, Vice Mayor  
Paula Abbott  
Bart Rochman  
Werner Wolff

### PLANNING AND ZONING COMMISSION

Bill Moody, Chairman  
Don Cox, Vice Chair  
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Ken Kinared  
Robert Krenkowitz  
Donald Manross  
Bill Matsukado

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Carol Clark  
Don Cox  
Alan Dankwerth  
Jeff Dauenhauer (*inactive as of June 2002*)  
Dick Eggerding  
Mary Glueck  
David Koford  
Alfred Kunisch  
Melanie Larson (*replaced Andrew Way*)  
Karen Rogers  
Steve Ruble (*full member as of 7/17/02*)  
Eric Shoberg  
Andrew Shedlock (*inactive as of June 2002*)  
Pat Spoerl  
Charles Walton  
Allen Weinstein  
Mike Wilson  
Joe Winfield

Council Member Johnson Appointee  
Oro Valley Neighborhood Coalition  
Disability Community  
Citizen at large  
Planning & Zoning Commission Appointee  
Citizen at large  
Youth Representative, Ironwood High School  
Greater Oro Valley Arts Council  
Mayor Loomis Appointee  
Healthcare Community  
Development Review Board Appointee  
Northwest Chamber of Commerce  
Council Member Wolff Appointee  
Alternate Citizen at large  
Southern Arizona Homebuilders Association  
Youth Representative, CDO High School  
Citizen at large  
Senior Representative  
Council Member Rochman Appointee  
Parks & Recreation Advisory Board Appointee  
Vice Mayor LaSala Appointee



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## TECHNICAL ADVISORY COMMITTEE

### EXTERNAL AGENCY REPRESENTATIVES

Sherry Barrett, Assistant Field Supervisor  
Dr. Barbara Becker, Director  
Mike Borens  
Ben Changkakoti, Principal Planner  
Andy Gunning, Regional Planning Manager  
Judy Imhoff  
Jan Johnson (replaced Kenneth Conrad)  
Jim Mazzocco, Planning Official  
Sherry Ruther, Habitat Specialist  
Joel Shapiro, Planning & Zoning Director  
Carolee Sherwood (replaced Dennis Cady)  
Jack Siry, Assistant Planning Director  
Debra Sydenham, Community Planning Manager  
Gordon Taylor, Manager, Planning Section

### TOWN STAFF REPRESENTATIVES

Alan Forrest, Water Utility Director  
Bill Jansen, Town Engineer  
Bob Kovitz, Public Information Officer  
Ainsley Reeder, Parks & Recreation Administrator  
Brent Sinclair, Community Development Director  
Sgt. Chuck Trujillo  
Jeff Weir, Economic Development Administrator

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Bill Adler, Vice-Chair  
Lyra Done  
Colleen Kessler  
Bart Schannep

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Andrew Masterman, Vice-Chair  
Bob Jennens  
Honey Pivrotto  
Robert Schlichting

#### PARKS AND RECREATION ADVISORY BOARD

Doug White, Chair

### AGENCY

U.S. Fish and Wildlife Service  
University of Arizona School of Planning  
U.S. Forest Service, Coronado National Forest  
Pima County  
Pima Association of Governments  
Amphitheater School District  
Catalina Council  
Pima County  
Arizona Game & Fish  
Town of Marana  
Pinal County  
City of Tucson  
Arizona Department of Commerce  
Arizona State Land Department

### TOWN DEPARTMENT

Oro Valley Water Utility  
Oro Valley Public Works  
Oro Valley Town Manager  
Oro Valley Parks and Recreation  
Oro Valley Naranja Town Site  
Oro Valley Police Department  
Oro Valley Economic Development

Mike Wilson, Vice Chair  
Joel Brault  
Laura Clark  
Thomas Honebrink  
John Russell  
Jody Sinding

### STORMWATER UTILITY COMMISSION

Nick Bokaie  
Richard Hawkinson  
Leann O'Brian  
Ralph Stein  
Thomas Waddell





**ENVIRONMENTALLY SENSITIVE LANDS PUBLIC  
ADVISORY COMMITTEE**

Bill Adler  
Carl Boswell  
Mette Brogden  
John Brooks  
Gary Chandler  
Hector Conde  
Patty Estes  
John Hickey  
Bob Iannarino  
Ken Kinared  
Fran La Sala  
Mark Lewis  
Dick Maes  
Nancy Mager  
Kevin McHugh  
Joe Murry  
Louise Renneckar  
Karen Rogers  
Bob Toperzer  
Richard Underwood  
Joe Winfield

Karen Baker  
Stanley Bingham  
Charles LeForge  
Rosemary Minter  
Sally Sanders  
Joseph Winfield

**TRANSIT TASK FORCE**

Tom Bozich  
Jerry Bustamante  
Carol Ellis  
Gregg Forszt  
Betty Goldberg  
Ron Gonzales  
Robyn Hamilton  
Larry Howell  
Dick Izen  
Bill Matsukado  
Nate Peterson  
Aimee Ramsey  
John Russell  
Diane Seifried

**TRAILS TASK FORCE**

Bill Adler

Mike Skilsky  
Chuck Walton

**TOWN PROJECT STAFF**

Melissa Shaw, AICP, Planner II, Project Manager  
Bryant Nodine, AICP, Planning and Zoning Administrator  
Tom Keiran, Planner I  
Laura Pinna, GIS Analyst  
Raul Duato, GIS Analyst and Cover Designer  
Cat Strong and Kristi Kurry, Recording Secretaries

**PROJECT PLANNING CONSULTANTS**

BRW, Inc.

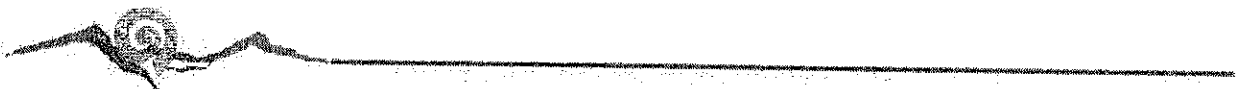
Bob Lagomarsino, AICP, Project Manager  
Brian Sands, AICP, Deputy Project Manager  
Celeste Werner, AICP  
Dan Marum  
Matthew Morris

Arlan Colton, AICP



**Novak Environmental**

Karen Novak  
DeAnne Rietz  
Soley Snyder



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## INTRODUCTION

### REGIONAL CONTEXT

The Town of Oro Valley is located approximately six miles north of Tucson, Arizona, as shown in Figure 1. This places it approximately 110 miles southeast of Phoenix, the Arizona capital, and 75 miles north of the United States-Mexico border.

Oro Valley is situated in the northeastern corner of Pima County and is near the southeastern corner of Pinal County. The Town lies between the Santa Catalina Mountains to the east and the Tortolita Mountains to the northwest. The Coronado National Forest makes up much of the Town's eastern boundary. In addition to Tucson, the second largest city in Arizona, other nearby communities include the Town of Marana to the west and the unincorporated community of Catalina to the north.

Major regional infrastructure near Oro Valley includes Interstate 10 (I-10), located approximately 12 miles west of Oro Valley, which runs between Tucson and Phoenix, as well as linking major cities further east and west. The Union Pacific Railroad parallels I-10 and provides similar links.

There are two major roadways serving Oro Valley. Oracle Road, also known as State Route 77, runs north-south through Oro Valley and is the old road/highway linking Tucson and Phoenix. Tangerine Road runs west from Oracle Road, linking Oro Valley with I-10.

### PLANNING AREA

The Planning Area for the General Plan Update includes the area within the Town limits as well as land outside the Town's current limits that may be annexed to the Town as it develops (see Figure 2). The Planning Area also includes land adjacent to the Town that may be affected by or may affect land uses in the Town, such as National Forest land, that the Town has no plans to annex. The Town's incorporated area (i.e., the area within its limits) was approximately 33 square miles as of preparation of this document. The Planning Area covers approximately 70 square miles and has the following boundaries:

- North: The border between Pima County and Pinal County
- South: Mainly along Ina Road as well as along North Christie Road
- West: Mainly along North Shannon Road
- East: Generally includes all of Catalina State Park and a portion of west Coronado National Forest

In addition to considering the Planning Area, the General Plan addresses parts or all of communities adjoining or surrounding the Town that may affect the Town's development. Where information is relevant and available, it will be provided for comparison with the Town. Such communities include neighboring municipalities, such as Tucson and Marana. In addition, for reference purposes and to aid in the identification of larger trends in terms of demographics and economics, information has also been provided for larger geographic areas, such as Pima County, the State of Arizona, and the United States.



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## PROJECT BACKGROUND/PROCESS

### WHAT IS A GENERAL PLAN?

A general plan is essentially a community's "blue print" for land use and development; it serves as the basis for rational decisions regarding a community's long-term development. The general plan expresses the community's development goals and embodies public policy relative to the distribution of future land uses, both public and private. The policies and programs of the general plan are intended to underlie most land use decisions. Preparing, adopting, implementing, and maintaining a general plan serves to:

- Identify the community's land use, transportation, environmental, economic, and social goals and policies as they relate to land use and development.
- Provide a basis for local government decision-making, including decisions on development approvals.
- Provide residents with opportunities to participate in the planning and decision making processes of their community.
- Inform residents, developers, decision makers, and other cities and counties of the ground rules that guide development within the community.

A general plan typically has three defining qualities:

**General Nature:** As its name suggests, the general plan provides guidance for the future, particularly regarding growth and development. More precise direction is provided in implementation documents and plans, such as annexations, the zoning code, design regulations, the annual budget, and the capital improvements program.

**Comprehensive Scope:** The general plan addresses a broad range of environmental, social, and economic factors affecting change within the community. These factors include land use and circulation, the environment and resources, economic and fiscal conditions, as well as a host of others. Furthermore, these factors are addressed in an interrelated and, wherever possible, consistent manner.

**Long-Range:** The general plan takes immediate concerns into consideration, but focuses primarily on the future, particularly potential build out scenarios (i.e., the maximum size and population of the community).

As described below, according to the State of Arizona's Growing Smarter/Plus statutes, every city and county in Arizona is required to adopt and maintain a general plan.

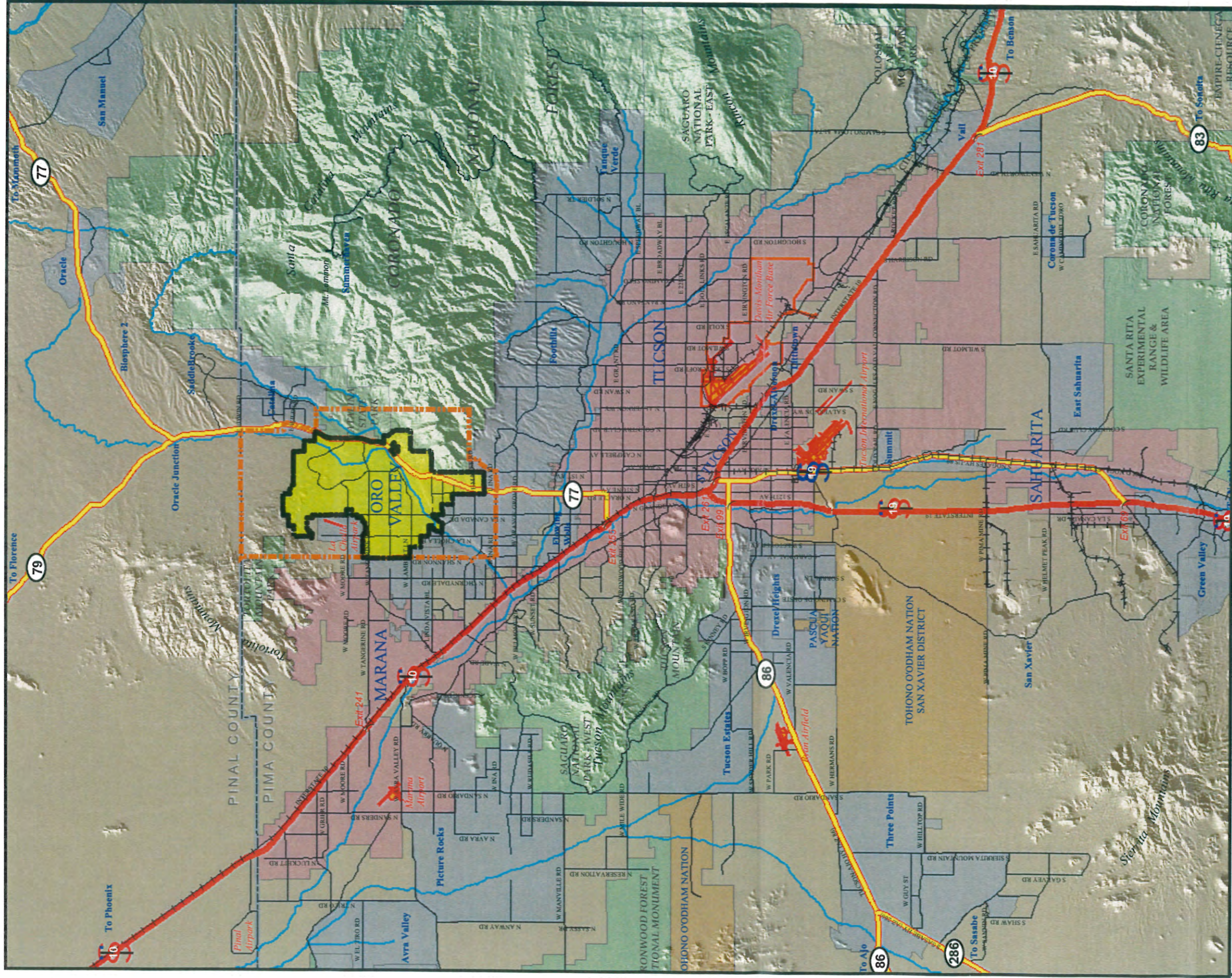
### WHY UPDATE THE EXISTING PLAN?

In deciding to update the Town's 1996 General Plan, the Town had two compelling motivations. The first was the growth and change that the community had experienced. Oro Valley's population had nearly quadrupled from 6,670 in 1990 to 29,700 in 2000, fundamentally changing the Town's landscape. The update provided the community with an opportunity to re-examine the basic policy commitments made in 1996 to determine if they still address the needs of the community, as well as to improve some of the technical aspects of the general plan.

The second reason that the Town chose to update the 1996 Plan was to address its obligation to comply with the requirements of the State's Growing Smarter/Plus statutes. These requirements are discussed in detail under "Growing Smarter/Plus Framework" below.







**TOWN OF ORO VALLEY  
General Plan Update 2020**



**Oro Valley Vicinity Map**

Source: This map was made with data from ESRI, Oro Valley, and Pima County. This map is for illustration purposes only; official interpretations are available from Oro Valley Planning & Zoning staff.

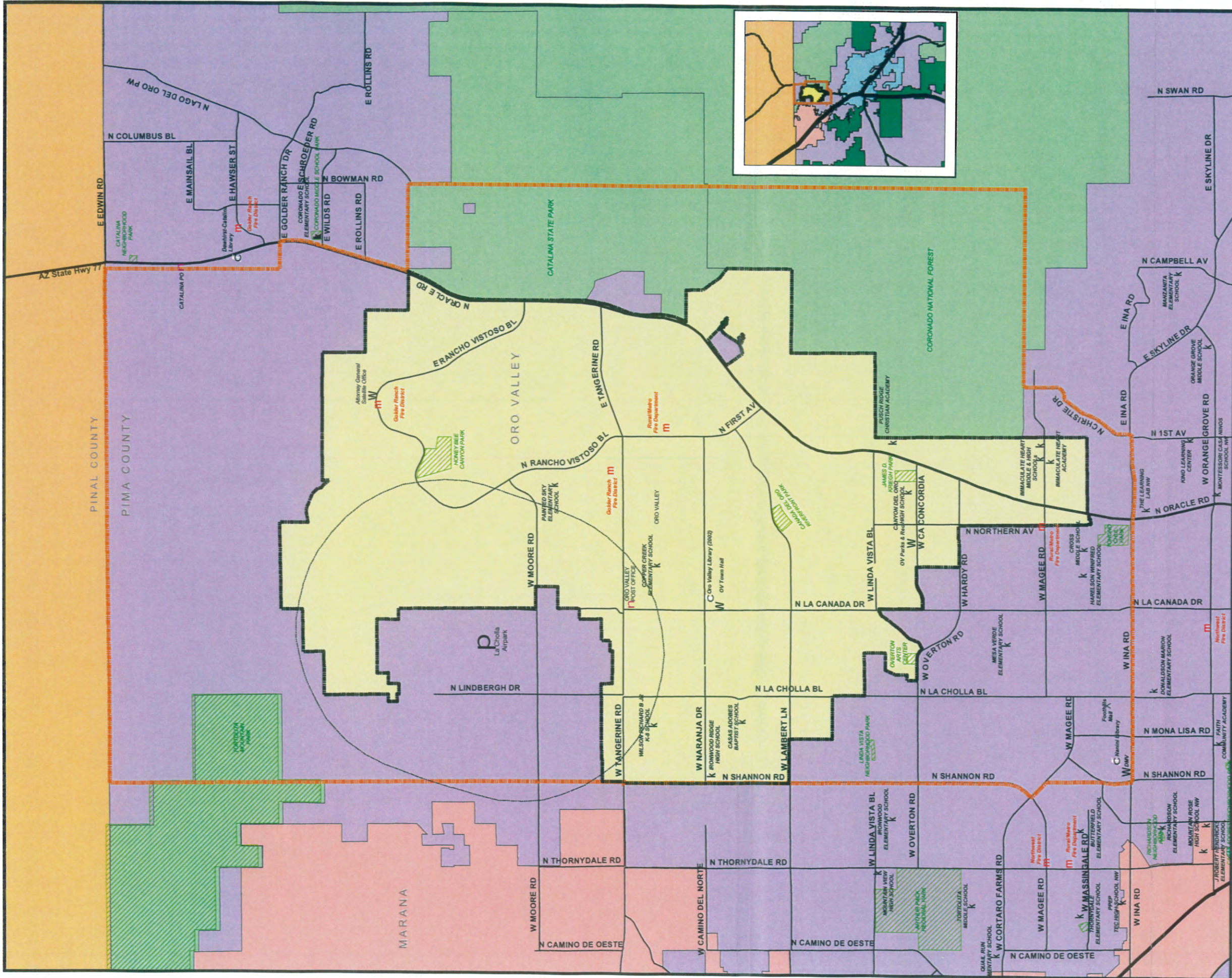
Oro Valley GIS Services  
June 15, 2005

**Figure 1**









**TOWN OF ORO VALLEY**  
**General Plan Update 2020**



**Legend**

- |                                   |                          |
|-----------------------------------|--------------------------|
| <b>W</b> Government Office        | <b>JURISDICTION</b>      |
| <b>C</b> Library                  | ORO VALLEY               |
| <b>M</b> Fire Station             | MARANA                   |
| <b>P</b> Post Office              | PIMA COUNTY              |
| <b>K</b> School                   | TUCSON                   |
| <b>A</b> Popular Site             | CORONADO NATIONAL FOREST |
| Oro Valley Limits                 | CATALINA STATE PARK      |
| General Plan Update Planning Area | TORTOLITA MOUNTAIN PARK  |
| Park                              | PINAL COUNTY             |

**Town of Oro Valley**  
**Limits and Planning Area**  
**Map**

Source: This map was made with data from ESRI, Oro Valley, and Pima County.  
This map is for illustration purposes only; official interpretations are available from Oro Valley Planning & Zoning staff.

Oro Valley GIS Services  
June 15, 2005

**Figure 2**







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## GENERAL PLAN UPDATE PROCESS

To accomplish a successful update, the Town Council selected a project team consisting of Town staff, the General Plan Steering Committee, and a team of planning consultants. The 21-member Steering Committee, consisting of Town residents appointed by the Town Council, guided the update process, with Town staff and the consultants providing technical expertise and assistance.

The process of the General Plan Update had numerous individual components, which can be grouped into the following four major steps:

Step 1: Information Gathering and Issue Identification

Step 2: Alternatives Development and Selection

Step 3: General Plan Element Preparation

Step 4: Council Adoption and Voter Ratification

### *Background Report and Future Search Conference*

The first step of the General Plan Update process, Information Gathering and Issue Identification, involved the preparation of a Background Report. The report built upon the information contained in the 1996 General Plan, updating it and providing additional information where appropriate. The intent of the report is to provide the residents of Oro Valley, as well as Town leaders and staff, with as much information as possible on the Town's current conditions, outstanding issues, and probable future trends.

During the development of the Background Report, the project team organized a Future Search Conference in which approximately 150 citizens helped to define the community's vision. Information from this and other elements of the public participation program are presented in the Supplemental Reports and Documents section of this report.

### *Land Use Alternatives and the Fiscal Model*

Following completion of the first phase, the project team defined alternatives for the future development of Oro Valley and created a fiscal model to evaluate the long-term revenues and expenditures related to each land use scenario. A preferred alternative for the future development of the Town was chosen based on the results of this model and an extensive community outreach process that included Focus Group meetings, an Open House, and numerous meetings of the Steering Committee.

### *Document Preparation and Adoption*

The community outreach was also used to create the General Plan Elements. The results of Future Search conference and the 1996 General Plan were used to create issues, goals and policies, which were presented to the public and modified during the Focus Group Meetings.

Following preparation of the Draft General Plan, the Plan was submitted for 60-day review by the public, the State, and affected jurisdictions. Over 900 comments were received and considered by the Steering Committee. In November, the Steering Committee's draft was revised and recommended for approval by the Town's Planning and Zoning Commission. The Town Council then held a study session, a series of six special sessions, and three public hearings on the map and plan. With the results of these meetings and a positive fiscal analysis using the fiscal impact model, the Council adopted the plan in June 2003 with a super-majority (four of five Council Members).



Lastly, in November 2003, the Plan was submitted to the Town’s voters for ratification by a majority of the registered voters participating in that election.

**GROWING SMARTER/PLUS FRAMEWORK**

One of the Town’s main objectives in updating *Focus 2020* was to bring the Town into compliance with new requirements for comprehensive planning passed by the State Legislature since the adoption of the Town’s existing General Plan (i.e., *Focus 2020*). The first major legislation was adopted in 1998, when the State enacted “Growing Smarter” statutes that established a series of new requirements for the preparation and adoption of general plans. These requirements were further refined in 2000, when the legislature enacted statutes to address additional substantive and scheduling issues. The 1998 Growing Smarter requirements combined with the 2000 refinements are known collectively as “Growing Smarter/Plus.” Three aspects of the new Growing Smarter/Plus requirements were particularly important to Oro Valley’s General Plan Update.

***New Elements***

The first new requirement was the necessity for the updated general plan to address new subject areas, or “elements.” For communities with over 2,500 and fewer than 50,000 residents, including Oro Valley, the Arizona Revised Statutes (ARS) established the requirement for the preparation and adoption of at least six elements: land use, circulation, open space, growth area, environmental planning, and cost of development. Growing Smarter/Plus also established the option for smaller communities to prepare some or all of the additional eight elements required of larger communities (i.e., over 50,000). These are as follows: conservation; recreation; public services and facilities; public buildings; housing; conservation, rehabilitation and redevelopment; safety; and bicycling. The Town’s 1996 General Plan (*Focus 2020*) contained ten elements, as shown in the table below. Thus, according to State law, in updating the Plan Oro Valley was obliged to address four new element requirements (growth area, environmental planning, cost of development, and water resources), although some of the existing elements did address some of the substantive requirements of the environmental planning and water resources elements. Under any circumstances, the Town faced the challenge of updating the general plan to ensure consistency and balance among the elements—and in particular between the existing and new elements.

2001 General Plan Update Elements	1996 General Plan Elements
▪ Land Use (including Growth Areas)	▪ Land Use
▪ Community Design	▪ Community Design
▪ Economic Development	▪ Economic Development
▪ Cost of Development	<i>No Corresponding Element</i>
▪ Transportation/Circulation	▪ Circulation/Transportation
▪ Public Facilities, Services, and Safety	▪ Public Facilities and Services ▪ Safety
▪ Housing	▪ Housing
▪ Parks and Recreation	▪ Parks, Open Space, and Recreation
▪ Arts and Culture	▪ Cultural and Historical Resources
▪ Archaeological and Historical Resources	▪ Cultural and Historical Resources
▪ Open Space and Natural Resource Conservation	▪ Parks, Open Space, and Recreation ▪ Natural Resource Conservation
▪ Water Resources	<i>No Corresponding Element</i>
▪ Environmental Planning	<i>No Corresponding Element</i>



### ***Public Participation***

The second new requirement established by Growing Smarter/Plus relates to public participation. The updated statutes require that Arizona's towns, cities, and counties ensure thorough community involvement in the preparation of their general plans. The Town of Oro Valley made a serious commitment to that involvement through the preparation of its *General Plan Update 2001 Public Participation Action Plan*. The Plan outlined a broad range of outreach tools and mechanisms to be employed to engage the Town's key stakeholders in the update process.

### ***Popular Ratification***

The third major new requirement of Growing Smarter/Plus is very closely related to the new public involvement requirements. It is the requirement that new general plans or major general plan updates be subjected to a popular vote for ratification. This new requirement, which is unique in the United States, requires a majority of the voters participating in the election to approve the general plan that is approved for placement on the ballot by the Town Council.

## **ADMINISTRATION OF THE PLAN**

The Town of Oro Valley intends this Plan be followed and consistently applied unless and until conditions in the community have changed to the extent that the Plan requires amendment or modification. When conditions warrant that the Plan be modified, such amendments are subject to the process and approval set forth in the Plan according to Arizona law and the Town of Oro Valley amendment process. Responsibility for administration of the Plan is shared by the Town Staff, Planning and Zoning Department, Planning and Zoning Commission, Town Council, and Town Citizens. This section describes the process and procedures that are to be utilized when updating, amending and implementing the General Plan.

### **UPDATING THE PLAN**

A General Plan Update is the adoption of or re-adoption of one or more elements of the General Plan pursuant to Arizona Revised Statutes (ARS) §9-461.06L. The adoption or re-adoption of the General Plan must be approved by an affirmative vote of at least two-thirds of the members of the Town Council and ratified by the voters pursuant to ARS §9-461.06L.

### ***Frequency and Public Participation***

The Growing Smarter/Plus statutes require that the General Plan be updated and ratified by the residents of Oro Valley at least once every ten years, but due to changing conditions, the Town has decided to update the General Plan every five years using the current General Plan as a point of departure. The periodic review of the General Plan's progress referenced in the Strategic Implementation Program will be used for the update.

The update process will start by evaluating the effectiveness of current General Plan in meeting all community goals and determining necessary modifications. All General Plan updates are subject to the public participation procedures adopted by Town Council, as may be amended by resolution, according to ARS §9-461.06L.

### ***Zoning Conformance with the General Plan***

During each update process, an analysis of zoning as it conforms to the General Plan will be performed to assess the status of parcels with zoning that does not conform.



## AMENDING THE PLAN

For the purposes of this Plan, an amendment is any change that occurs between the scheduled Plan updates. Such amendments may involve a change to the Land Use Map for specific properties or a change to the text within an existing element of the Plan.

Each element of the Oro Valley General Plan includes an overarching statement that was created based upon prevailing needs, existing development pattern, underlying zoning classifications, considerations for man-made constraints, natural constraints, environmentally sensitive lands, opportunities for development, accepted planning practices, and considerable public input. Over a period of time, these variables are subject to change. Consequently, the General Plan must periodically be reviewed and amended to ensure that it remains an effective policy guide.

Amendments to the General Plan should never be allowed to occur in a haphazard manner. Amendments to the General Plan should only occur after careful review of the request, finding of fact (see *Adoption of Amendment* below), and public hearing(s) by the Planning and Zoning Commission and Town Council. The statutory requirements for the adoption of the General Plan shall be followed for all amendments as they pertain to public hearings and otherwise.

### *Types of Amendments to the Plan*

General Plan amendments may be classified as either "major" or "minor" amendments. Generally, amendments to the Plan will be changes to the Land Use Map. However, the same amendment procedure is to be utilized when processing a text amendment.

**Major Amendment.** The Arizona Revised Statutes define a Major Amendment as "a substantial alteration of the municipality's land use mixture or balance as established in the existing general plan land use element." Oro Valley defines a Major Amendment as any change to the Land Use Map that meets one or more of the following criteria:

1. All amendments beyond the Urban Services Boundary (USB) will be major amendments.
2. All other amendments will be determined based on Table 1, the General Plan Amendment Matix.

**Minor Amendment.** A minor amendment is defined as any text or map change that does not meet the criteria for a major amendment. Additional criteria for a minor amendment include:

1. All amendments that are five acres or less in size and that are contiguous to like existing land use categories will be minor amendments.
2. All amendments to the Land Use Map to bring its designations into conformity with either existing land uses or Pima County zoning at the time of the annexation to the Town of Oro Valley will be minor amendments.

**Exceptions.** The following circumstances shall be handled administratively and shall not require a formal amendment to the General Plan.

1. All scribes' errors will be subject to administrative approval.
2. Other corrections to the text or map will not be treated as General Plan amendments but will require Town Council approval.



**Table 1: General Plan Amendment Matrix**

Existing Designation <sup>1,4</sup> (Change From)	Proposed Designation (Change To)												
	R-LDR	LDR1	LDR2	MDR	HDR	MPC	RGC	NCO	CRC	COP	PSP& SCH	PARK	OS
R-LDR	X	■	■	■	■	■	■	■	■	■	■		
LDR1		X		■	■	■	■	■	■	■	■		
LDR2			X	■	■	■	■	■	■	■	■		
MDR				X	■	■			■	■	■		
HDR					X	■			■				
MPC <sup>2</sup>	See footnote #2 below												
RGC	■	■	■	■	■	■	X		■	■			
NCO	■	■	■	■	■	■		X	■	■		■	
CRC	■	■	■	■	■	■			X		■		
COP				■	■					X	■		
PSP and SCH <sup>3</sup>						■					X		
PARK	■	■	■	■	■	■		■	■	■	■	X	
OS	■	■	■	■	■	■	■	■	■	■	■		X

Major Amendment  
Minor Amendment  
No Amendment



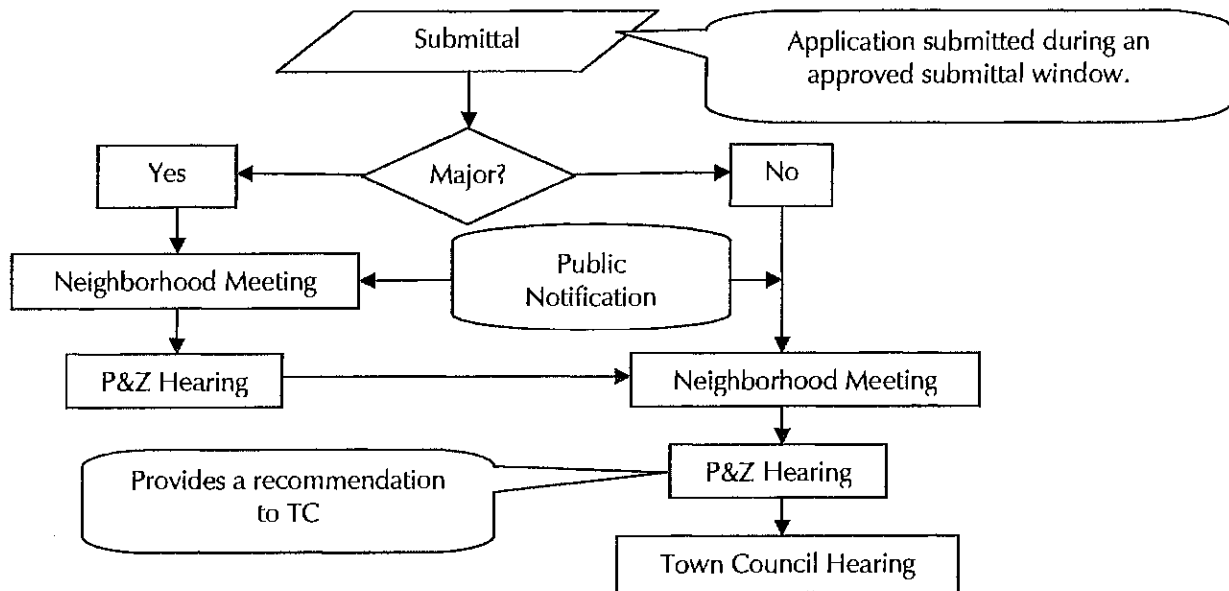
Notes:

1. For a complete definition of the land use designations, please refer to page 23.
2. Amendments to areas designated as MPC will be treated, per the General Plan Amendment Matrix Table, based on the land use and density of the MPC designation. If no specific land uses and densities are called out for the MPC (see Special Area Policies starting on page 26), it will be treated, for the purpose of an amendment only, as MDR and NCO (no more than 10%).
3. Excluding Public Schools. Public schools are not subject to the amendment process.
4. See Special Area Policies starting on page 26.

**Procedures for Amending the Plan**

Amendments to the Oro Valley General Plan may be initiated by the Town or by a landowner. Such amendments must be in accordance with the procedures set forth in the Arizona Revised Statutes and the Town of Oro Valley Zoning Code. Arizona State Law requires that all municipalities provide public review of General Plan amendments. All General Plan amendments will follow the additional public notification requirements listed below. All minor and major amendments to the General Plan shall follow the procedures outlined in the following flow diagram:





**Minor Amendment Procedure.** To coordinate the review of amendments to the General Plan, minor amendments may only be submitted during two, two-month periods of the year. They must include at least one neighborhood meeting early in the process for all changes to the Land Use Map.

**Major Amendment Procedure. Major Amendments:**

- May only be submitted at one time during the year;
- Must go to two public hearings by the Planning and Zoning Commission (in different locations);
- Shall include two neighborhood meetings, one prior to the Planning Commission and one prior to the Town Council;
- Must be presented to the Council at a single public hearing during the calendar year that the proposal is made; and
- Must be adopted by a two-thirds vote of the Town Council.

Text amendments may not require neighborhood meetings.

**Public Notification.** Major amendments will include a public involvement program consistent with state statutes. In addition, public notification for all General Plan amendments will be as follows:

- Notice of the proposed amendment will be advertised a minimum of two times in two widely distributed newspapers.
- All property owners within 1,000 feet of the subject property and all adjoining properties will be directly notified of the amendment.
- All Homeowners Associations (as listed in the Town HOA database) will be notified of the amendment.
- Signs noticing the proposed amendment will be posted on the property on a sign or signs 3'x4' in size, with white background and 5-inch letters.



**Adoption of Amendment.** The disposition of the General Plan amendment proposed shall be based on consistency with the vision, goals, and policies of the General Plan, with special emphasis on:

1. The proposed change is sustainable by contributing to the socio-economic betterment of the Community, while achieving community and environmental compatibility; and,
2. The proposed change reflects market demand which leads to viability and general community acceptance; and,
3. The amendment will not adversely impact the community as a whole, or a portion of the community without an acceptable means of mitigating these impacts through the subsequent zoning and development processes..

The applicant for the amendment shall have the burden of presenting facts and other materials to support these conclusions.

#### **PROJECT CONFORMANCE WITH PLAN**

Arizona State Law requires that zoning be in conformance with the General Plan. ARS Section §9-462.01F defines conformance as follows: "a rezoning ordinance conforms with the land use element of the general plan if it proposes land uses, densities or intensities within the range of identified uses, densities and intensities of the land use element of the general plan." All rezoning proposals and development projects shall be evaluated for conformance with the Plan.

#### ***Rezoning Conformance***

Per the Town's zoning code, "[a]ny new proposal for development, which does not comply [with the General Plan], will be subject to denial by the Town Council." Thus, new development proposals must match the land use map in accordance with the Town's zoning code and the requirements of the State statute referenced above.

Further, the Growing Smarter Acts, as noted by the Arizona Department of Commerce Community Planning Program, require that "all rezoning ordinances and regulations adopted shall not only be consistent with, but must conform to the adopted General Plan. The rezoning ordinance shall further the implementation of, and not be contrary to, the goals, policies, and applicable elements of the Plan. A rezoning ordinance conforms to the Land Use Element if it proposes land uses, densities or intensities within the range for the subject property as stated in the General Plan." To this end, proposals for zoning change should be evaluated in relation to all of the policies in the General Plan (not just the map and those in the Land Use Element). When a proposed zoning change is not in compliance, the applicant will be required to amend the General Plan, or the proposal, prior to initiating a rezoning.

#### ***Development Review***

General Plan conformance shall also be used as a criterion in the approval or denial of other types of development proposals, such as development plans, plats, and architecture. When considering a development proposal, Town staff, the Planning and Zoning Commission, the Development Review Board, and the Town Council will evaluate the proposal as to how it relates to the key concepts in the General Plan. It is the burden of the applicant to provide clear and convincing proof, through an analysis of each applicable policy, that the proposal is in conformance with the General Plan.





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## STRATEGIC IMPLEMENTATION PROGRAM

Arizona Revised Statutes (Section 9-461.07-A.2) require that, once the Plan is adopted and ratified, the Town will, through its planning agency, annually prepare and provide a report to the Town Council on the status of the Plan and progress in its application. In addition to this annual report, the Town has developed a Strategic Implementation Program (SIP) to implement the Plan which, as described below, would include a periodic and more complete review of the Plan.

The SIP is a companion document to the General Plan, approved by the Town Council, that specifies action steps to be taken to implement the Plan. The purpose of developing the SIP as a separate document is to institute a review of implementation progress. A reviewing committee will evaluate the program and make recommendations to the Planning and Zoning Commission and Town Council regarding potential changes to the Program. The Program may need to be changed based on the Town's budget or changing conditions that were not anticipated when the SIP was prepared.

The SIP action items will directly relate to the Planning Commission's annual Work Plan and to the Capital Improvements Program (CIP), as these programs implement the SIP action items. In this manner the Work Plan and CIP will coordinate implementation of the General Plan. Responsible Town departments identified in the SIP are to implement the Work Plan in the specific time frames identified. The SIP may also be used during the CIP process to prioritize allocation of capital funding.

### *Schedule*

The annual CIP process begins in September and ends in February, in preparation of the Fiscal Year Budget. The Work Plan is submitted each July, after budget approval. It is anticipated that the SIP review will take place in the second or third years between updates and will precede the CIP program in order to help prioritize and establish the long-term vision of the CIP program. The SIP review will also take place at the start of each update of the Plan. The review will serve as the annual report required by state statute in the years in which it is performed

### *Procedure*

A committee consisting of representatives from all Town Departments, a representative from Town Council, all relevant Boards and Commissions, and citizen representatives will conduct the SIP review. There will be a public participation component that will include workshops and an open house to both inform residents in the progress and implementation of the General Plan and to utilize public input to prioritize the SIP action items.

## ORGANIZATION AND CONTENT OF PLAN DOCUMENT

This document is organized in a manner that allows it to address the statutory requirements of Growing Smarter/Plus in a fashion that suits the unique circumstances of Oro Valley. Following this Introduction, which sets the stage for the policy content of the General Plan, this document includes 13 elements that collectively address the Town's obligations for compliance with Growing Smarter/Plus as well as addressing other issues that are of particular local importance. These elements are as follows:

- Land Use Element (including Growth Areas)
- Community Design
- Economic Development



- Cost of Development
- Transportation/Circulation
- Public Facilities, Services, and Safety
- Housing
- Parks and Recreation
- Arts and Culture
- Cultural and Historical Resources
- Open Space and Natural Resource Conservation
- Water Resources
- Environmental Planning

Each of these elements is divided into a series of sections, the first four of which are uniform among the elements. The existing conditions related to each element, are included in the General Plan Background Report, as presented under Associated Documents below. The sections are as follows:

#### **STATEMENT**

For each element, there is a "Statement" that declares the overall intent of the element as it relates to the specific interests of Oro Valley. It outlines the Town's expectations for the future of Oro Valley as it relates to the subject matter covered in the element.

#### **GROWING SMARTER/PLUS REQUIREMENTS**

This section simply summarizes the relevant Growing Smarter/Plus requirements for each element. This includes explanations of what content is mandated for Oro Valley and what issues the Town has decided to address that are either not required for communities of Oro Valley's size or are not addressed at all by Growing Smarter/Plus.

#### **KEY POLICY ISSUES**

This section presents the key policy issues that each element addresses, as identified during the General Plan Public Participation Process.

#### **GOALS AND POLICIES**

This section presents the basic policy content of each element, with a series of goals that are related to key topics. Under each goal is a set of policies intended to guide achievement of that goal. Goals and policies are defined as follows:

##### ***Goal***

The ultimate purpose of an effort stated in a way that is general in nature and immeasurable. Goals are not quantifiable, time-dependent, or suggestive of specific actions for achievement. There is at least one general plan goal per element, with more than one goal per element where appropriate or necessary. Goals often refer to one or more aspects of the vision and incorporate specific values. They are typically presented as "to" statements.

##### ***Policy***

A course of action that the Town shall take to implement the goal to which it relates. When policies are followed and consistently applied, they work to implement the community's vision for the future.



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## OTHER ELEMENT CONTENTS

In addition to the sections described above, the Land Use and Circulation/Transportation Elements also include maps and associated standards. The Land Use Element includes the General Plan Land Use Map along with descriptions of permitted uses and standards of density and intensity for all of the designations that appear on the map. The Circulation Element includes a Circulation Element Map that depicts roadway classifications.

Finally, the Land Use Element also includes a separate section addressing amendments to the General Plan, with a particular focus on defining what constitutes a "major amendment" per the requirements of Growing Smarter/Plus.

## ASSOCIATED DOCUMENTS

As part of the General Plan Update, several documents were prepared to support the development of this Policy Document. This included the General Plan Background Report, which was published separately and is available for review or purchase through the Town. The Background Report documents existing conditions and highlights findings relevant to land use, development, and resource conservation. Also published separately as part of the General Plan Update were several appendices that documented activities undertaken as part of the Update process. This includes a summary of the Community Interest Survey, a summary of the results of a series of Town representative interviews conducted early in the Update process, and summaries of the Open House meetings that the Town conducted to gather public input at various stages during the process. These appendices are also available through the Town.

It should be noted that these associated documents are not formally adopted as part of the General Plan, and thus are not subject to popular ratification. They are simply descriptive documentation of relevant issues related to the General Plan and its preparation.



## 1. LAND USE

### STATEMENT

*The Oro Valley Planning Area will continue to project a residential/resort character where the living environment for residents and visitors is emphasized. Orderly growth that focuses primarily on low-density development is especially important to the community, as is development that is sensitive to and compatible with the Sonoran Desert environment.*

### GROWING SMARTER/PLUS REQUIREMENTS

According to the State's Growing Smarter/Plus statutes, the land use element must accomplish the following:

- Designates the proposed general distribution and location and extent of such uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space and other categories of public and private uses of land as may be appropriate to the municipality.
- Includes a statement of the standards of population density and building intensity recommended for the various land use categories covered by the general plan.
- Identifies specific programs and policies that the municipality may use to promote infill or compact form development activity and locations where those development patterns should be encouraged.
- Includes consideration of air quality and access to incident solar energy for all general categories of land use. (Note: Air quality issues are also addressed in the Open Space and Natural Resources Conservation Element and solar access is addressed in the Community Design Element.)
- Includes policies that address maintaining a broad variety of land uses including the range of uses existing in the municipality when the general plan is adopted, readopted or amended.

In addressing these requirements, the Land Use Element functions as a guide for Town officials (both elected and appointed), the general public, the development community, and other interested parties as to the ultimate pattern of development in Oro Valley. The Land Use Element has the broadest scope of the elements mandated by Growing Smarter/Plus. It plays a central role in correlating all land use issues into a set of coherent development policies that relate directly to the other general plan elements. In practice, it is the most visible and often used element in the local general plan.

In addition to establishing the Town's development policy in broad terms, the land use element plays a pivotal role in short-term zoning, subdivision, and public works decisions, providing a long-range context for those short-term actions.

This Land Use Element also considers Growing Smarter/Plus' requirement for a Growth Areas Element. According to the statutes, the general plan must accomplish the following:

- Identifies those areas, if any, that are particularly suitable for planned multimodal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism and industrial uses.



This element shall include policies and implementation strategies that are designed to:

- Make automobile, transit and other multimodal circulation more efficient, make infrastructure expansion more economical and provide for a rational pattern of land development.
- Conserve significant natural resources and open space areas in the growth area and coordinate their location to similar areas outside the growth area's boundaries.
- Promote the public and private construction of timely and financially sound infrastructure expansion through the use of infrastructure funding and financial planning that is coordinated with development activity.

The intent of the Growth Areas Element requirement is to have communities focus on opportunities for appropriate infill development, rather than continuing to promote development on the edges of currently developed areas. It is essentially an effort to incorporate anti-sprawl policies into general plans. As implied by the first major bulleted item above, the statutes do not mandate that every community identify growth areas. Rather, communities have the discretion to determine if the provisions apply locally.

## **KEY POLICY ISSUES**

Through the course of preparing the General Plan, a wide variety of land use and development issues were addressed. Brief summaries of these Key Policy Issues are provided below.

### **PRESERVATION OF THE SONORAN DESERT/MAINTENANCE OF CONNECTED NATURAL OPEN SPACE**

The preservation of the Sonoran Desert environment and maintenance of connected natural open space are critical elements of the community's vision and cornerstones of the General Plan. It is important that the Town balances the interests of private property owners with the protection of the Sonoran Desert. Creating connectivity of natural open space of varying size provides habitat for diverse wildlife and shapes the overall form of the community. (This issue is also addressed in the Open Space and Natural Resources Conservation Element.)

### **MAINTAINING LOW-DENSITY CHARACTER WHILE PERMITTING DIVERSITY OF DEVELOPMENT TYPES**

Oro Valley residents value the low-density residential character of the Planning Area to provide buffer zones and recreation areas and maintain natural topography and connected natural open space. However, Oro Valley's predominant development pattern provides for large areas of homogeneous housing separated from services and other types of housing. Some aspects of this pattern of development are not conducive to pedestrian access to services, efficient infrastructure investment, or diverse social interaction. In some cases, this development pattern could result in increased environmental impacts, traffic congestion, monotony in residential subdivision design, and strip development that is oriented to the automobile.

### **ZONING ENTITLEMENTS**

A large amount of land within the Planning Area is entitled through current zoning. Thus, only certain areas have potential for change through the Town's development review and approval process.

### **REVENUE ENHANCEMENT**

The Town's economy (discussed further in the Economic Development Element) is currently fueled by new construction, primarily residential development. In order for the Town to be self-sustaining



and weather the building cycles, it will need to diversify its economic base, balancing the Town's interest in maintaining its primarily low-density character with the need for financial stability and infrastructure efficiency.

## COMMUNITY IDENTITY

As areas are annexed to the Town, the distinction between Oro Valley and adjacent communities may be blurred. New development and redevelopment in these areas will need to be directed if the distinct character of Oro Valley's identity is to be maintained.

## GOALS AND POLICIES

### PRESERVATION OF SONORAN DESERT / MAINTENANCE OF CONNECTED NATURAL OPEN SPACE

- 1.1 To preserve Oro Valley's natural Sonoran Desert environment and the scenic resources that are an important part of the community's quality of life. (See also Open Space and Natural Resources Conservation Element.)
  - 1.1.1 The Town shall promote clustering of development to protect environmentally sensitive areas and to preserve significant, passive use, natural open space within residential neighborhoods. In large-lot or multi-family developments, clustering may also be accomplished by placing building pads close to each other, while employing other mechanisms to protect remaining natural open space. (See also Policy 11.1.11.)
  - 1.1.2 The Town shall continue to consider development impacts on natural rolling terrain and emphasize low-density developments in these areas. This will include evaluating areas with slopes of 15 percent and greater for development compatibility and safety, with the possibility of preserving them as natural open space.
  - 1.1.3 The Town shall continue to avoid development encroachment into washes, riparian areas, designated natural open space and environmentally sensitive lands. In cases where encroachment is unavoidable, such as in the case of utility or public safety, require compensation or trade to offset the loss of natural area.
  - 1.1.4 The Town shall commit to preserve, protect, and enhance the visual qualities of Oro Valley and surrounding visually significant areas, such as ridgelines, and closely monitoring or reacting quickly to development plans of neighboring communities, and county, state, and federal agencies. Thus, view protection shall be an essential aspect of Oro Valley's community development review and project approval process. Where possible, encourage permanent protection of scenic vistas, especially from the Oracle Road Scenic Corridor, the Tangerine Road Corridor, and other corridors as specified in Policy 11.3.1. (See also Policy 5.4.3.)
  - 1.1.5 The Town shall continue to require that all new development in areas with sensitive wildlife use fencing compatible with wildlife movement.
  - 1.1.6 The Town shall continue to require the delineation of building envelopes on lots exceeding 15,000 square feet to encourage the retention of natural buffers between housing units. Building envelopes designate the specific areas that can be disturbed in any way during or following construction. The area outside the building envelope must be maintained in a natural state. (See also Policy 11.2.17.)



- 1.1.7 In areas adjacent to public lands (e.g., Coronado National Forest, Tortolita Mountain Park, Catalina State Park), The Town shall promote acquisition of land to further protect or enhance valuable natural areas. As appropriate, cooperate and/or partner with county, state and federal agencies (e.g., Coronado National Forest) to pursue acquisition.

#### COMMUNITY IDENTITY

- 1.2 To maintain Oro Valley's distinct identity consistent with community values.
- 1.2.1 The Town shall maintain Oro Valley's predominantly low-density character while considering needs of financial stability and infrastructure efficiency.
- 1.2.2 The Town shall coordinate with Pima County and other jurisdictions to ensure that development proposals in the Planning Area are compatible with the character of Oro Valley.
- 1.2.3 The Town shall ensure that new development projects at the key entry points to Oro Valley contain distinctive gateway characteristics.

#### DEVELOPMENT DIVERSITY

- 1.3 To promote a compatible mix of land uses throughout the Oro Valley Planning Area.
- 1.3.1 The Town shall encourage the location of residential neighborhoods close to activity centers compatible with residential uses, and vice versa.
- 1.3.2 The Town shall encourage new development to locate uses that depend on convenient transportation access (e.g., higher density residential and commercial) near major arterial streets.
- 1.3.3 The Town shall encourage the establishment of new commercial uses in areas so designated on the land use map near new residential neighborhoods with the type, scale, and potential for buffering to be taken into account.
- 1.3.4 The Town shall encourage clustering of commercial developments at specific nodes or villages that are planned with strict aesthetic and design guidelines. The Town shall discourage strip commercial developments and free-standing pads.
- 1.3.5 The Town shall encourage master planning that looks comprehensively at the subject properties and all adjacent areas.
- 1.3.6 The Town shall encourage new developments to incorporate accommodations for non-motorized travel in their design.

#### GENERAL LAND USE

- 1.4 To proactively guide future development in the Planning Area.
- 1.4.1 The Town shall continue to require detailed site analysis for plan submittals. The information from the site analysis will be used in deciding the approval or denial of land use proposals. When appropriate, site tours or inspections will be performed by the Planning and Zoning Commission, Development Review Board and Town Council.
- 1.4.2 The Town shall continue to ensure that zoning near natural open space, parks, washes, trails, trailheads, schools, recreation areas, Tortolita Mountain Park, Catalina State Park, and Pusch Ridge Wilderness provides adequate buffers and compatible uses.
- 1.4.3 The Town reasonably wishes to be satisfied that sufficient demand exists before authorizing a higher land use intensity than present zoning permits.





- 1.4.4 The Town shall continue to incrementally update its zoning to ensure that it is in conformance with the General Plan. This will be accomplished through rezonings that replace zoning that is incompatible with the uses designated on the General Plan.
- 1.4.5 The Town shall prohibit heavy industrial and outdoor commercial uses that require significant infrastructure, introduce greater truck traffic, or are visually and environmentally incompatible with the Town's vision.
- 1.4.6 The Town shall work with La Cholla Airpark, Inc., and the County to adopt off-airport land use compatibility controls to protect the airport from encroachment by incompatible uses and to ensure the safety of nearby residents.
- 1.4.7 The Town shall ensure that increased densities approved for high density residential projects are based on reducing the negative impacts on adjacent lower density residential projects and providing additional landscaping, open space, and other amenities.
- 1.4.8 The Town shall continue to require adequate buffering of commercial and employment uses from adjacent neighborhoods, with special consideration being given to placing office or other less intense uses adjacent to the residential areas.
- 1.4.9 The Town shall continue to require that Commerce/Office Park uses locate lower intensity uses along arterial streets with adequate setbacks to reduce the visibility of larger, more intense uses.
- 1.4.10 The Town shall provide other jurisdictions an opportunity to comment on all General Plan amendments within, or within one-quarter mile of, the planning areas of those jurisdictions.
- 1.4.11 The Town shall establish procedures to ensure the coordinated development of vacant areas of 40 acres or more either under multiple or single ownership by requiring the development of master plans for those areas. These master plans must consider and seek to minimize the impact of development on all adjoining properties.

#### LAND USE AND AIR QUALITY

- 1.5 To promote land use planning practices that benefit the air quality of Oro Valley and the region (See also Policy 11.3.4.)
  - 1.5.1 The Town shall continue to encourage high density development to concentrate along existing or planned transit corridors within growth areas.
  - 1.5.2 The Town shall continue to ensure connectivity of major arterial routes, bicycle routes and pedestrian routes.
  - 1.5.3 The Town shall ensure predictable, significant enforcement levels for regulating construction and maintenance activities that may produce significant amounts of dust, particularly during high winds.
  - 1.5.4 The Town shall ensure that areas appropriately zoned and planned for neighborhood commercial use are developed.
  - 1.5.5 The Town shall establish and maintain minimum density and intensity standards for development within planned activity centers, particularly for planned transit corridors per the Transit Development Plan.
  - 1.5.6 The Town shall promote access management practices for significant roadways in an attempt to reduce the likelihood of future conflicts and multiple access points.



- 1.5.7 The Town shall prepare standards for evaluating developments of regional impact (regional traffic generators), including an analysis of other committed or planned development within a project's impact area.

## LAND USE MAP

The Land Use Map for the General Plan depicts the *proposed general uses* of land within Oro Valley. It functions as official Town policy on the allocation and distribution of different land uses. This pattern of land uses is shown on the Land Use Map by means of various land use designations, each of which denotes specific types of land use. The boundary lines between land use designations are shown as precisely as possible, and generally follow property lines, washes, and/or roads. The Town's Zoning Map implements the General Plan land use designations by ordinance at a much more detailed, parcel-specific level.

## LAND USE STANDARDS

Following is a brief explanation of the Town's approach to stating land use intensity standards for the designations appearing on the Land Use Map, followed by descriptions of the uses permitted under and standards associated with each designation.

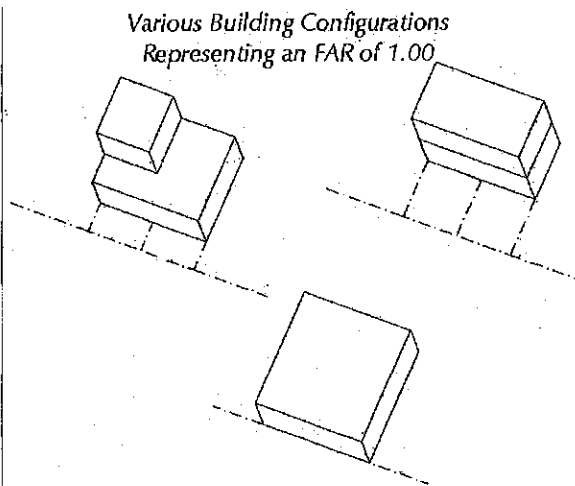
In addition to characterizing land use designations according to types of allowable uses, the General Plan must, according to state law, specify for each land use designation standards of population density and building intensity.

Standards of building intensity for residential uses are stated in this General Plan in terms of the allowable range of dwelling units per acre. The density ranges are applied as follows:

1. The maximum number of dwelling units allowed on a particular piece of residentially-designated property is based on the size of the area under discussion (e.g., a parcel) and the maximum density permitted under the residential designation applied to that property. For instance, an area of 40 acres with a designation of LDR2 could have up to 80 dwelling units.
2. Densities within portions of the area may be higher than the maximum in the land use designation as long as the maximum number of units is not exceeded and the land use matches the land use description. For example, if the description is for single-family, detached land uses, the land use cannot be townhomes or any other attached housing.

Standards of population density for residential uses can be derived by multiplying the maximum number of dwellings per acre by the average number of persons per dwelling unit, which for purposes of this General Plan is assumed to be 2.41 persons (based on the average household size reported in the 2000 Census).

Standards of building intensity for non-residential uses are stated in terms of maximum allowable floor-area ratios (FARs). A floor-area ratio is the ratio of the gross building square footage permitted on a lot to the net square footage of the lot. For example, on a lot with



10,000 net square feet of land area, an FAR of 1.00 will allow 10,000 square feet of gross square feet of building floor area to be built, regardless of the number of stories in the building (e.g., 5,000 square feet per floor on two floors or 10,000 square feet on one floor). On the same lot, an FAR of 0.50 would allow 5,000 square feet of floor area and FAR of 0.25 would allow 2,500 square feet. The diagram to the right illustrates how buildings of one and two stories could be developed on a given lot with an FAR of 1.00.

## LAND USE DESIGNATIONS

The Land Use Map of this General Plan uses 14 land use designations to depict the types of land uses that will be allowed in Oro Valley. The land use designations on the map are policy recommendations only. The designations may not represent the actual zoning on properties. No decisions regarding land use purchases or future construction should be based solely on these designations. For information regarding the most current zoning entitlements on a property, refer to the official Zoning Map and the Zoning Code available at the Town Clerk's Office

Following are brief descriptions of the intent of each of the land use designations appearing on the Land Use Map. Note that emergency services uses (e.g., police and fire) may be permitted under all designations with appropriate review.

### *Rural Low-Density Residential (R-LDR, 0-0.3 DU/AC)*

This land use designation denotes areas of large lot single-family detached development in a rural environment. Rural low-density residential designation areas range up to 0.3 dwelling units per acre. Areas of rural residential development are appropriate where there is a desire to retain a rural lifestyle or where protection of the natural environment is necessary.

### *Low-Density Residential (LDR1, 0.4-1.2 DU/AC)*

The district denotes areas where single-family detached residential development is desirable, but only if it is at a density that will permit retention of a rural, open character. Low-density residential designation areas range up to 1.2 dwelling units per acre. Delineation of building envelopes on individual lots is also encouraged to clearly indicate which areas will be disturbed and which will not.

### *Low-Density Residential (LDR2, 1.3-2.0 DU/AC)*

The district denotes areas where single-family detached residential development is desirable, but only if it is at a density that will permit retention of an open character. Low-density residential designation areas range up to 2.0 dwelling units per acre. Delineation of building envelopes on individual lots is also encouraged to clearly indicate which areas will be disturbed and which will not.

### *Medium-Density Residential (MDR, 2.1-5.0 DU/AC)*

This designation is where single-family detached, townhouse, or patio home development is suitable, ranging from 2.1 to 5.0 dwelling units per acre. These areas should be located close to schools, shopping, and employment.

### *High-Density Residential (HDR, 5.1+ DU/AC)*

This land use designation denotes areas where single-family attached, mobile or manufactured housing (within the existing Highlands subdivision), townhouse, patio home, condominium, and apartment development is appropriate. These areas should be located close to arterial access and



shopping and employment opportunities. High traffic volume impacts on local, lower density residential streets are discouraged.

***Master Planned Community (MPC)***

This land use designation refers to areas where large multi-use developments should be planned and developed in a comprehensive manner. Density ranges will be determined at the time of rezoning by examining the development plan and development impact analysis. Any Land Use Map amendment proposal for a new MPC designation requires the submittal of a concept plan. Also see Special Area Policies starting on page 26.

***Resort and Golf Course (RGC)***

This designation denotes areas where resorts, country clubs and golf courses are appropriate. Resorts include hotel accommodations, restaurants, health clubs, and recreation facilities. Country clubs do not include hotel accommodations. Golf courses may include specific golf-related activities such as clubhouses, driving ranges, and storage yards.

***Neighborhood Commercial and Office (NCO)***

This designation denotes commercial and office areas located with good arterial access (i.e., at the intersections of arterial roadways or along Oracle Road) that are close to residential areas. Within these areas, uses such as grocery stores, drugstores, and offices tend to serve the surrounding neighborhoods and are integrated with those neighborhoods. Offices include professional offices, tourism-related businesses, and services. The recommended maximum FAR in the NCO designation is that of the C-1 zoning district.

***Community/Regional Commercial (CRC)***

This designation is for commercial areas at the intersections of principal arterials. Uses may include variety stores, small department stores, and large-scale commercial uses (such as major department stores) that can be sited to serve regions of the metropolitan area. The recommended maximum FAR in the CRC designation is that of the C-2 zoning district.

***Commerce/Office Park (COP)***

This designation denotes areas where commercial, office, and/or light manufacturing can occur. These uses can occur in a planned business park-type of environment with clustered buildings and inward focused activity. Commerce parks often include a mix of light industrial, professional office, office/showroom, office/warehouse, retail services, and related uses. The specific zoning district will be determined based upon site use, adjacent land use impact, and intensity of development. The recommended maximum FAR in the COP designation is that of the Technological Park zoning district.

***Public/Semi-Public (PSP)***

This designation denotes acreage dedicated for public or semi-public uses, which include churches, police/fire substations, Town facilities, and hospitals. The recommended maximum FAR in the PSP designation is that of the Technological Park zoning district.

***Schools (SCH)***

Schools are public or private places of general instruction including public and charter schools where grades K-12 are taught, and junior and four-year colleges and universities. The recommended maximum FAR in the PSP designation is that of the Technological Park zoning district.



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***Parks (PARK)***

This designation denotes areas that have been developed or set-aside as public/semi-public recreational facilities.

***Open Space (OS)***

These are natural open space areas that have been preserved through zoning, conservation easements, or public ownership.

***Significant Resource Area (SRA)***

This designation denotes areas that contain key historic or archeological sites or other environmentally sensitive lands. It is an overlay that includes areas that have been preserved and those that should be preserved through the methods listed in the Open Space and Natural Resources Conservation Element. Any development that takes place in these areas should be at the lowest density allowable in the underlying designation and should include mitigation measures consistent with the Endangered Species Act (ESA), the National Historic Preservation Act (NHPA) and other laws, as appropriate, to a specific resource area. Mitigation of development impacts should also blend with the natural landscape, promote preservation of scenic vistas, protect wildlife habitat and cluster development within the least sensitive portions of the SRA.

In order to preserve property within an SRA overlay zone, densities may be transferred from within the SRA overlay zone to other areas of a property. The transferable density (TD) within the SRA overlay shall: 1) for residential areas, be the lowest density allowable in the underlying land use designation(s); and 2), for non-residential areas, be at an FAR of .10. However, no TD credit shall be given for areas, such as slopes over 15%, floodways, significant vegetation, or riparian habitat, that are already restricted relative to densities by the Zoning Code. This density transfer may increase the allowable density in those portions of the property to which density is transferred above the stated density range for the land use designation(s) in that area. However, density transfers must meet the following criteria:

1. The density at the periphery of the property shall not exceed either that of the underlying designation or the adjoining property, whichever is greater.
2. The resultant land use within any designation on the property must be consistent with the description of the housing type provided in the land use section. Thus if an area is described as single-family detached housing, the density transfer could not effectuate a single-family attached development. Or if the area is designated for single-family housing of any kind, it could not be developed for multi-family uses.

***National Forest (NF)***

This designation is applied only to the Coronado National Forest. The Pusch Ridge Wilderness borders Oro Valley, providing the scenic backdrop for the Town, an area where only non-motorized and non-mechanized recreational use is permitted.

**GROWTH AREAS**

The Town has identified four "growth areas," as follows:

1. Oracle Road/Tangerine Road: Southeast Rancho Vistoso commercial center, the campus industrial park in Rancho Vistoso Neighborhood 3, and adjacent areas.



2. Oracle Road/First Avenue: The Target Center, Steam Pump Village, Honeywell, and adjacent areas.
3. Oracle Road/Magee Road/Ina Road: The areas adjacent to these intersections and between the intersections along Oracle Road.
4. Foothills Mall Area: Bounded generally by La Cholla, Ina, Shannon, and Magee Roads.

As defined in the State statutes, these are areas "that are particularly suitable for planned multi-modal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism and industrial uses."

#### URBAN SERVICES BOUNDARY

Figure 3: Land Use Map delineates an Urban Services Boundary (USB) around most of the Planning Area. The Town does not intend to provide urban infrastructure to areas outside of the USB. These areas should not receive any increase in density or land use intensity over what currently exists.

#### SPECIAL AREA POLICIES

*Kai-Capri (including the approximately 10-acre Steam Pump Ranch Estates property in the southeast corner of the area)*

##### General

1. Transfers of residential densities are permitted and encouraged in the area. Primary receiving areas are: (1) the graded area in the north central portion of the site; and (2) areas adjacent to Rooney Ranch no more than 660 feet north of the south boundary and no farther east than the east edge of Palisades splits. Units should be transferred off the following areas: (1) SRAs, (2) areas along North First Avenue (especially the area between the road and the Palisades Splits parcels), and (3) the area southeast and visible from Palisades Splits parcels.
2. Transfers of densities from SRAs that are not riparian areas (including 50-foot buffers), floodplains, or 25 percent slopes may be calculated at up to 1.0 units per acre. Transfers of densities off the other SRA, or building within any SRA, should be at no more than 0.4 units per acre.
3. Primitive trails, with public access easements, shall be provided unless otherwise prohibited by law. These will be within the existing wash areas, will connect to the open space area adjacent to the north boundary of the site, and will provide a connection from the Palisades Split Area southeasterly to the wash.
4. Any change to the General Plan that would allow more than 1.0 units per acre, over all, on the residential area on the property shall be treated as a major amendment. As currently mapped, the maximum number of residential units on the Kai-Capri Property is 255; and up to 10 are allowed on the Steam Pump Ranch Estates property. Any change of the commercial area to residential uses shall be treated as a major amendment.
5. The Oro Valley Zoning Code Revised will apply.

##### Neighborhood Commercial/Office (NCO)

1. Must be developed for commercial and office uses as part of an overall master plan that includes planning for the MPC property to the south.



2. Any building within 200 feet of North First Avenue shall not be higher than 25 feet as measured from the finished grade of North First Avenue, unless the applicant demonstrates by a viewshed analysis that a greater building height will not interfere with views of the Catalinas.
3. A minimum of 40% of the North First Avenue frontage to a depth of 300 feet must be maintained as a view corridor and not used for building purposes.
4. The commercial areas shall not extend, on North First Avenue, to the south of the Evergreen (Walgreen's) development.

**Master Planned Community**

1. Must be developed for residential uses as part of an overall master plan that includes planning for the NCO property to the north.
2. No building within 200 feet of North First Avenue, or within 150 feet of Palisades Road or existing development shall be higher than 18 feet, unless the applicant demonstrates by a viewshed analysis that a greater building height will not interfere with views of the Catalinas.
3. There shall be no development in the 100-year floodplain, riparian areas or on any slopes of 25% or more, excluding roadway and utilities.
4. The only housing type permitted is single-family detached residence.
5. Mass grading for residential uses is allowed only in disturbed areas. Any mass grading shall require the approval of the Planning and Zoning Administrator.
6. No buildings shall be constructed within 100 feet of the east property line adjacent to existing residential areas.

***Rooney Ranch North***

The area designated as Master Planned Community may be developed at up to three units per acre.

***Kelly Ranch***

Seek to acquire the Kelly Ranch property through a joint effort with the National Forest Service, Arizona State Parks, and Pima County, monitor the Keller Nursery property, and maintain the Significant Resource Area designation on the whole property.

***La Cholla-Tangerine***

For the safety of school children and to reduce impacts on surrounding neighborhoods, access onto Glover should be limited to the extent possible. Primarily, access should be onto La Cholla.

Only single family residential uses are allowed adjacent to Wilson K-8 School.

The master plan required for the La Cholla-Tangerine Area (per Policy 1.4.10) will address safe and direct access to the Wilson School especially options for crossing La Cholla when it is fully developed.

Guidelines for Commercial Development:

1. Uses such as manufacturing involving toxic materials, regional commercial uses (e.g., big box retailers), motels, and 24-hour convenience stores/gas stations are not considered to be appropriate commercial.



- 
2. More intense uses such as hotels and retail commercial shall be located closer to arterial street access points and away from existing, less intense uses.
  3. Buildings shall transition from a community commercial scale in the core to a scale comparable to residential areas along the perimeter.
  4. The only permitted high density residential uses are congregate care, assisted living care, and skilled nursing facilities.





## LAND USE MAP

The Land Use Map designates land within the town according to the 14 designations described above and summarized in Table 2. These designations are depicted in Figure 3.

Designation	Label	Acres	% of Total
Rural Low Density Residential	RLDR	9,762	21.9%
Low Density Residential (0.4 - 1.2)	LDR 1	8,178	18.3%
Low Density Residential (1.3 - 2.0)	LDR 2	1,101	2.5%
Medium Density Residential	MDR	5,041	11.3%
High Density Residential	HDR	1,525	3.4%
Master Planned Community	MPC	1,038	2.3%
Resort/Golf Course	RGC	1,920	4.3%
Neighborhood Commercial/Office	NCO	1,085	2.4%
Community/Regional Commercial	CRC	692	1.5%
Commerce/Office Park	COP	757	1.7%
Public/Semi-Public	PSP	520	1.2%
School	SCH	700	1.6%
Parks	PARK	3,961	8.9%
Open Space	OS	8,350	18.7%
<b>Total</b>		<b>44,630</b>	<b>100%</b>
Significant Resource Area ( <i>Overlay</i> )	SRA	13,570	30.4%







PINAL COUNTY  
PIMA COUNTY

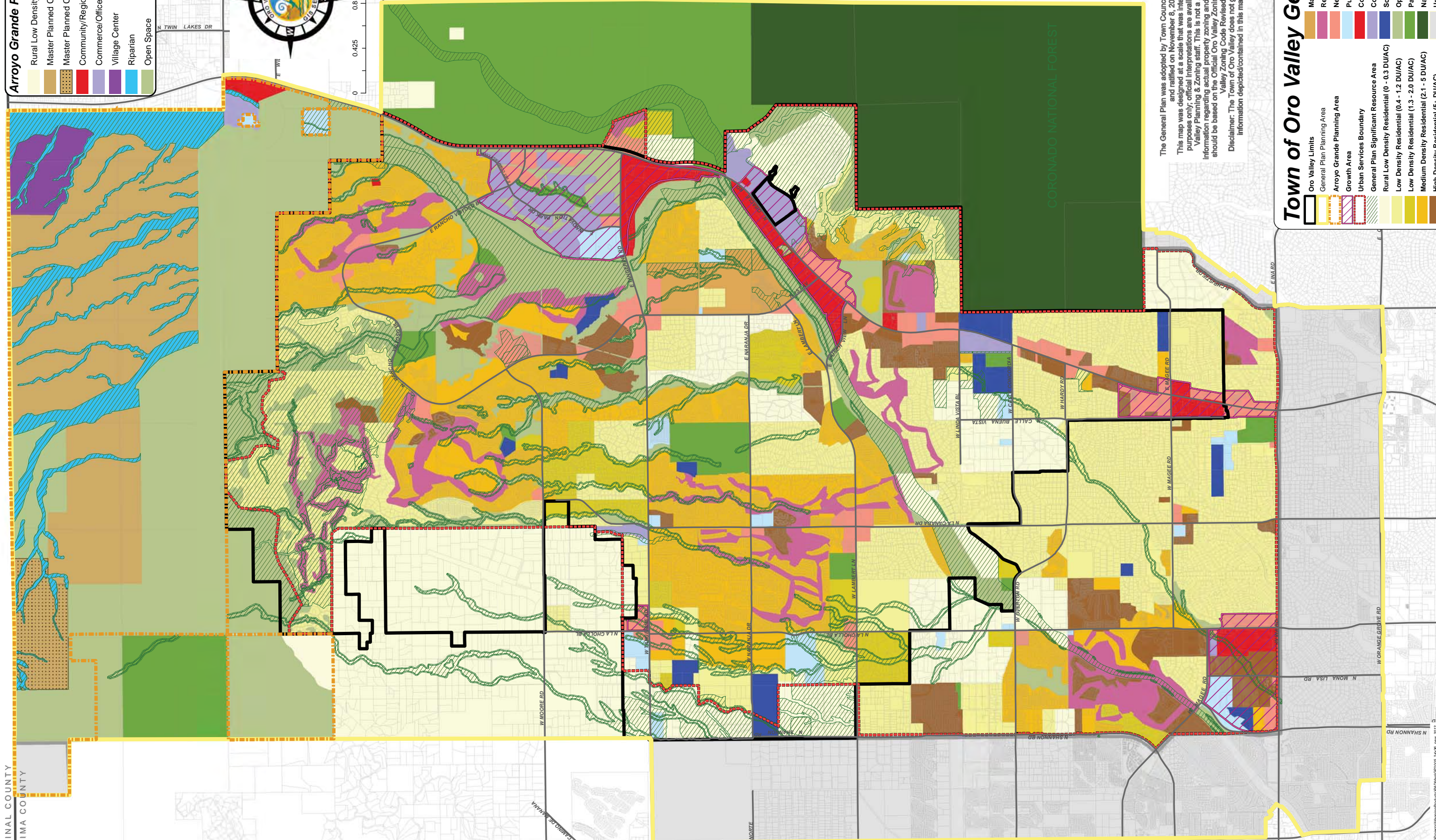
### Arroyo Grande Planning Area

[Light Green Box]	Rural Low Density Residential
[Light Orange Box]	Master Planned Community
[Light Brown Box]	Master Planned Community (60% Open Space)
[Light Blue Box]	Community/Regional Commercial
[Light Purple Box]	Commerce/Office Park
[Light Yellow Box]	Village Center
[Light Cyan Box]	Riparian
[Light Grey Box]	Open Space



December 2012

0 0.425 0.85 1.7 Miles



The General Plan was adopted by Town Council on June 15, 2005 and ratified on November 8, 2005. This map was designed at a scale that was intended for illustrative purposes only; official interpretations are available from the Oro Valley Planning & Zoning staff. This is not a zoning map and information regarding actual property zoning and zoning entitlements should be based on the Official Oro Valley Zoning Map and the Oro Valley Zoning Code Revised.

Disclaimer: The Town of Oro Valley does not guarantee that the information depicted/contained in this map is accurate.

### Town of Oro Valley General Plan

[Black Outline]	Oro Valley Limits
[Yellow Outline]	General Plan Planning Area
[Orange Outline]	Arroyo Grande Planning Area
[Red Outline]	Growth Area
[Dotted Pattern]	Urban Services Boundary
[Green Hatched]	General Plan Significant Resource Area
[Light Green]	Rural Low Density Residential (0 - 0.3 DU/JAC)
[Light Yellow]	Low Density Residential (0.4 - 1.2 DU/JAC)
[Yellow]	Low Density Residential (1.3 - 2.0 DU/JAC)
[Orange]	Medium Density Residential (2.1 - 5 DU/JAC)
[Dark Orange]	High Density Residential (6+ DU/JAC)
[Light Purple]	Master Planned Community
[Light Blue]	Resort / Golf Course
[Light Green]	Neighborhood Commercial / Office
[Light Cyan]	Public / Semi-Public
[Light Yellow]	Community / Regional Commercial
[Light Purple]	Commerce / Office Park
[Light Green]	School
[Light Yellow]	Open Space
[Light Green]	Park
[Light Green]	National Forest
[Light Grey]	Undesignated Area

27 Projects/Master Plans 01/15/2006 09/15/05 6-6-06 Rev. 2017  
Last Update: 01/27/2012 by L. Swanson

(\* DU/JAC is Dwelling Units per Acre)





## 2. COMMUNITY DESIGN

### STATEMENT

*The Town should, to the greatest extent possible, integrate the manmade elements into the natural environment with great sensitivity and with minimal disruption to existing topographic forms and ecosystems. In order to foster the realization of these goals of sensitive development and minimal disruption to the existing natural environment, it is critical that future development be sensitively located with large areas of the natural desert left in an undisturbed state for the enjoyment of all residents and the continued viability of existing biotic communities.*

### GROWING SMARTER/PLUS REQUIREMENTS

The State's Growing Smarter/Plus statutes do not include any requirements for addressing community design within general plans, for communities of any size. The Town's decision to address these is entirely optional.

### KEY POLICY ISSUES

#### DESIGN GUIDELINES

The Town's Zoning Ordinance includes Design Guidelines which cannot be static. They need to continue to evolve and respond to the future development of the Town to provide consistency, continuity, relationship to natural colors and textures, and reduction of visual clutter. These guidelines apply to site planning, landscaping, and architecture.

#### SITE PLANNING

A major goal of Oro Valley is to preserve the existing natural Sonoran Desert to the greatest extent possible for existing and future generations. Large-scale development in view corridors, grading of large areas, the introduction of non-native plant species, and the destruction of habitat are prime issues related to community design.

#### SIGNAGE

Increased commercial activity has added signage throughout the Town. Signage controls have to balance citizens concerns about the increasing level of signage with the needs of businesses to attract customers.

#### LIGHTING

Increased development threatens our dark skies for the region's astronomers and Town residents. However, the desire for dark skies needs to consider safety in areas where security is a major, demonstrated concern, such as schools and large shopping center parking lots.



## GOALS AND POLICIES

### BUILT ENVIRONMENT

2.1 To ensure that the built environment is aesthetically pleasing and compatible with the natural surroundings.

2.1.1 The Town shall continue to promote architectural themes and project site design that blends the built environment with natural surroundings. Project design should adhere to the following guidelines:

- Building height and bulk should be moderate to low intensity, in harmony with individual site attributes.
- Use earth tone colors and colors predominant in the surrounding natural landscape;
- Masonry/tile materials are strongly preferred.
- Parking lots with greater than 20-car capacity shall be screened from adjacent uses and public thoroughfares, clustered or distributed to reduce heat concentration, increase landscape areas, and provide green belts.
- Require residential development calling for building height in excess of 18 feet to show a variety of rooflines.
- Those delineated in Policy 11.3.3.

2.1.2 The Town shall require new development projects to explore solutions that employ natural materials and prohibit designs that channelize watercourses except where extreme threats to public safety would exist if the watercourse were not channelized.

2.1.3 Per the Drainage Design Manual, the Town shall continue to require the use of soft materials containing integral desert colors for erosion protection, as opposed to concrete lining.

2.1.4 The Town shall require that all development proposals depict an arrangement of and massing of buildings and/or arrangement of lots to minimize impacts on views from adjacent properties and streets and from properties and streets internal to the proposed project while providing privacy for residents.

2.1.5 The Town shall continue to require that all development proposals employ design strategies that minimize changes to existing topography and the disturbance of existing vegetation.

2.1.6 The Town shall require that buildings be designed with recognition that all sides of the buildings, including the roofs, may affect their surroundings.

2.1.7 In order to maximize integration of the built environment with the natural environment and to minimize distractions of the built environment, The Town shall require all new development proposals to incorporate means of reducing the apparent size and bulk of buildings.

2.1.8 The Town shall continue to require that all landscape improvements adhere to the following general guidelines:

- Maintain a predominantly natural desert image and conserving water resources;
- Preserve, restore, and enhance the ecological and scenic qualities of the natural landscape;
- Mitigate negative visual impacts of buildings and parking lots;
- Add aesthetic charm, interest and character; and
- Improve the functional use of a site.



- 
- 2.1.9 The Town shall require that all new development proposals consider existing landscaping within 400 feet of the project site to provide and maintain landscape continuity within the community.
  - 2.1.10 The Town shall create standards for signage to provide information and direction to allow businesses to attract and maintain customers with the least intrusive signage possible.
  - 2.1.11 The Town shall provide architectural design criteria to help the Town develop an architectural "character" without being so rigid as to hamper creative architectural expression.

#### SOLAR DESIGN

- 2.2 To ensure access to, and control of, incident solar energy.
  - 2.2.1 The Town shall promote site planning and architectural design that reduces heating and cooling demands, provides more comfortable indoor and outdoor living spaces, and avoids blocking or reflecting sun on adjacent public spaces or buildings.

#### LIGHTING

- 2.3 To ensure the maintenance of dark skies and at the same time provide for the safety of its residents.
  - 2.3.1 The Town shall ensure that new development provides adequate lighting levels to meet the security standards of the Illuminating Engineering Society of North America, and place fixtures and require lamp types that minimize light pollution.







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### 3. ECONOMIC DEVELOPMENT

#### STATEMENT

*Oro Valley's economic future is interwoven with its distinctive community character based on a residential/resort image and its proximity to the Pusch Ridge Wilderness, Coronado National Forest, and Catalina State Park. Diversification in the local revenue base is desirable. However, any new development must be consistent with the community's vision for the future and values.*

#### GROWING SMARTER/PLUS REQUIREMENTS

The State's Growing Smarter/Plus statutes do not include any requirements for addressing economic development within general plans, for communities of any size.

#### KEY POLICY ISSUES

##### DIVERSIFICATION OF THE ECONOMY

The current reliance the community has on growth and development to fuel its economy leaves Oro Valley vulnerable to economic fluctuations. As the Town approaches build-out, development will slow down and the revenue it currently generates will have to be replaced. Diversification of this revenue stream with high-quality, low-impact development may allow the Town to provide services without increasing or adding new taxes or fees as new revenue sources. Resort-based tourism and eco-tourism, which depend on the natural and cultural resources of the region, are a natural fit with the Town's environmental ethic.

##### RETAIL DEVELOPMENT/LEAKAGE

A high percentage of Oro Valley residents spend a significant amount of money outside of the Town reducing the financial benefits to the Town. Creation of preferred high-end shopping opportunities through development and annexation could reduce retail leakage.

##### JOB CREATION

There are some retail and service sector jobs available, but the majority of its residents are professionally employed. Therefore, the local businesses must import employees to work in Oro Valley while residents must leave the Town to work. The vast majority of Oro Valley working residents leave the Town to work. There is a need in Oro Valley for high-tech, campus-type office development with opportunities for professional employment so that residents can work in the Town.

##### REVENUE GENERATION

Sales tax revenues are not the only source of income for the Town. Other revenue streams, such as, but not limited to, development fees, user fees, and annexations are other methods to pay for services.



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## GOALS AND POLICIES

### ECONOMIC SUSTAINABILITY

- 3.1 To ensure long-term financial and economic sustainability for the Town of Oro Valley.
- 3.1.1 The Town shall ensure that future growth reflects the desires of the community in balance with an analysis of the Town's financial needs, maintain and periodically update the Town's *Community Economic Development Strategy* to ensure that future development will complement community values and implement the community's economic vision for the future, while maintaining the ability of Oro Valley to attract and retain desirable businesses.
- 3.1.2 The Town shall continue to strive for a diverse economic base that will help reduce Oro Valley's dependence on revenues derived from growth-related sources. Encourage and support the following types of uses as means of diversifying the local tax base, increasing local employment opportunities, and decreasing expenditure leakage to nearby communities.
- Hospital and health services.
  - Technology-related employers (e.g., biotech, optics).
  - High-end commercial establishments.
  - Businesses that provide services to and support the retirement community, such as medical supplies or geriatric specialists.
  - Tourism and eco-tourism related to the area's natural amenities and cultural history, including Catalina State Park, Coronado National Forest, and the Biosphere.
  - Higher education facilities.
- 3.1.3 The Town shall pursue annexation of the state land north and east of Sun City, and work with the State Land Department to create and adopt a conceptual development plan for the area.
- 3.1.4 The Town shall make strategic public investments, such as capital improvements, that support appropriate, desirable economic development.
- 3.1.5 The Town shall continue its efforts to attract new high-end retail and service businesses, especially those in under-represented categories, in order to help reduce expenditure leakage.
- 3.1.6 The Town shall require the preparation of economic impact analyses for all major development proposals (defined as commercial, employment, or multi-family developments over 20 acres or any development with over 200 residential acres) and proposed annexations to the Town.
- 3.1.7 The Town shall support the development of high quality employment-related uses that are compatible and consistent with the scale, character, and workforce of the community. Campus-type employment centers that emphasize a unified architectural theme, pedestrian orientation, and a natural landscaping theme are encouraged.
- 3.1.8 The Town shall consider alternative revenue sources, such as additional impact/user fees.
- 3.1.9 The Town shall recruit commercial businesses and other employment-related uses that do not negatively impact the neighboring residential areas.



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- 3.1.10 The Town shall support annexations that are economically beneficial to the Town. Any pre-annexation agreement will strive to avoid creating negative impacts to the safety, views, or integrity of existing neighborhoods, respecting existing entitlements. There will be a provision for adequate notice for all pre-annexation agreements.





## 4. COST OF DEVELOPMENT

### STATEMENT

*This Cost of Development Element articulates the Town's interest in ensuring that new development in Oro Valley does its fair share to perpetuate the high standards that the Town has established since its incorporation. The goals and policies of this element will ensure that these standards are maintained and that new development addresses the needs and interests of new as well as existing residents and the Town government.*

### GROWING SMARTER/PLUS REQUIREMENTS

According to the State's Growing Smarter/Plus statutes, the Cost of Development Element must do the following:

- Identifies policies and strategies to require development to pay its fair share toward the cost of additional public service needs generated by new development, with appropriate exceptions when in the public interest. This element shall include:
- A component that identifies various mechanisms that are allowed by law and that can be used to fund and finance additional public services necessary to serve the development, including bonding, special taxing districts, development fees, in lieu fees, facility construction, dedications and service privatization.
- A component that identifies policies to ensure that any mechanisms that are adopted by the municipality under this element result in a beneficial use to the development, bear a reasonable relationship to the burden imposed on the municipality to provide additional necessary public services to the development and otherwise are imposed according to law.

Essentially, the Cost of Development is intended to ensure that new development pays for the public infrastructure and services that are required to serve that development. As with other Growing Smarter/Plus elements, this requirement is targeted primarily at high growth areas, with the objective of avoiding public subsidies of private development.

### KEY POLICY ISSUES

#### COMPLIANCE WITH GROWING SMARTER/PLUS

The Cost of Development Element is new to the Town of Oro Valley. While the Town has enacted measures to ensure that new development is paying for its fair share of the costs associated with new development, it has not formally adopted broad policy, either in the General Plan or elsewhere. The Cost of Development Element is the Town's opportunity to do so.

### GOALS AND POLICIES

#### FAIR SHARE ALLOCATION OF COSTS

- 4.1 To ensure that new development pays its fair share of the additional costs of extending or improving public service facilities and systems and that these costs do not financially burden existing residents.
  - 4.1.1 The long-term fiscal impacts, both cost and revenue generation, to the Town and its taxpayers relating to proposed new developments shall be evaluated as a criterion in the development review process.



- 4.1.2 The Town shall continue to assess the long-term costs and benefits of annexation versus short-term gains.
- 4.1.3 The Town shall continue to encourage annexation of county islands and peninsulas to facilitate infrastructure expansion and improve operational efficiencies of municipal services, and standardize design criteria.
- 4.1.4 The Town shall require new development to pay its fair share towards the cost of additional public facility and service needs generated by new development, with appropriate exceptions when in the public interest, and shall continue to review and set development fees to meet the fair share requirement. The fair share review will recognize the fiscal benefits of the development as well as the costs.
- 4.1.5 The Town shall require new development to construct or provide funds towards the construction of regional facilities necessary to serve the development, meeting the twin tests of rational nexus and rough proportionality.
- 4.1.6 In areas where infrastructure is not programmed, The Town shall require the installation of on-site and off-site facilities to serve the ultimate buildout of the area.
- 4.1.7 The Town shall contribute towards the development of infrastructure facilities in areas where infrastructure is not adjacent, but reasonably available, programmed, and funded.
- 4.1.8 In unincorporated areas within the Planning Area, The Town shall work with Pima County to ensure that new development contributes to the construction of public facilities at the Town's service level standards.
- 4.1.9 The Town shall permit the reduction of required facilities, payments, or fees in designated infill incentive areas or other areas in accordance with the Arizona State Law and in the public interest.

#### **FUNDING MECHANISMS**

- 4.2 To employ the most efficient and equitable funding mechanisms to provide public facilities and services to new development and to upgrade existing facilities and services.
  - 4.2.1 The Town shall continue to employ development fees as a mechanism to ensure that new development contributes its fair share toward the cost of new facilities and services needed to serve the new development. The Town shall ensure that its development fees meet the rational nexus and proportionality tests.
  - 4.2.2 The Town shall continue to use bonding as a funding source for the construction of public facilities to serve new and existing development.
  - 4.2.3 The Town shall consider the use of special districts for the replacement/upgrading of public facilities in areas of existing development.
  - 4.2.4 The Town shall consider the use of privatization, public-private partnerships, and jurisdictional revenue/facilities sharing, where such funding mechanisms can be shown to result in lower capital and operating expenditures at the same or better level of service.
  - 4.2.5 The Town shall explore the use of repayment agreements and financial participation in the construction of facilities by developers that are larger than needed by a new development or that extend beyond a new development.



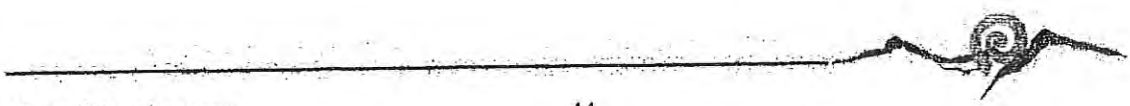


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- 4.2.6 The Town shall periodically undertake comprehensive studies to evaluate the efficiency, equity, and legality of existing and potential funding mechanisms for the provision of public services to new and existing development. Based on the findings of this evaluation, the Town shall update existing funding mechanisms to reflect the cost of providing public services to new development.

#### SERVICE AND FINANCIAL ANALYSIS

- 4.3 To ensure that the Town has sufficient information to effectively plan for, develop, and implement funding mechanisms to support the development of infrastructure and services to serve new and existing development.
- 4.3.1 The Town shall undertake an evaluation of current levels of service (LOS) for public services provided to Town residents and businesses. Based on this evaluation, identify indicators to periodically measure the quality of services provided. These periodic measurements will provide the basis for establishing budgetary priorities for Town facilities and services and adjusting financing mechanisms, as appropriate. Update the LOS evaluation study at regular intervals (e.g., every three to five years).
- 4.3.2 The Town shall prepare and regularly update a fiscal impact model to determine the cost of new development and annexations on public infrastructure, facilities, and services. Utilize the fiscal impact model to determine and regularly update the level of funding mechanisms used to assess new development.
- 4.3.3 The Town shall annually prepare concise, easy-to-understand summaries in text, tabular and/or graphic form of the annual Budget Plan, Capital Improvement Program, cost of public services studies, level of service studies, funding mechanism studies, and related studies. Annually make these summaries available to Town staff, elected and appointed officials, residents, businesses, and other interested parties.







## 5. TRANSPORTATION/CIRCULATION

### STATEMENT

*Oro Valley's transportation system, as well as the transportation system for the Planning Area as a whole, must provide residents and visitors with safe, convenient and efficient mobility. With scarce financial resources, the transportation system must also be cost-effective in order to successfully compete for limited local, state and federal funds.*

*The current and future demand for movement of goods and services must be accommodated in a manner that meets the needs of business while preserving Oro Valley's neighborhoods and the Sonoran Desert environment. Reduction in traffic volumes and vehicle miles traveled is a desirable goal both to reduce traffic congestion and maintain air quality standards. Development of a transportation network that promotes alternative modes of transportation (e.g., transit, bicycling) and trip reduction programs (e.g., telecommuting, compressed work weeks and ridesharing), and the adoption of a land-use policy that links trip origins to nearby destinations are proven methodologies which can achieve this goal.*

### GROWING SMARTER/PLUS REQUIREMENTS

The State's Growing Smarter/Plus statutes include the following direction concerning the content of the Circulation Element for communities with fewer than 50,000 residents.

- General location and extent of existing and proposed freeways, arterial and collector streets, bicycle routes and any other modes of transportation as may be appropriate, all correlated with the Land Use Element of the General Plan.

The Growing Smarter/Plus statutes also describe requirements for a bicycling element, but only as a mandate for communities with more than 50,000 residents. These requirements, which are optional for smaller communities such as Oro Valley, are as follows:

- Consists of proposed bicycle facilities such as bicycle routes, bicycle parking areas and designated bicycle street crossing areas.

Together, these requirements are intended to provide guidance concerning the development of all aspects of the Town's transportation system. The most prominent aspect of the Circulation Element, however, relates to the roadway network and the Town's plans and standards for improvement of the network. These plans and standards outline the Town's strategy for providing mobility for its residents and efficiently moving traffic through and within the Town.

### KEY POLICY ISSUES

Through the course of the community outreach program conducted for the General Plan Update, a wide variety of transportation issues were brought to the attention of the Town. Following are summaries of these issues.

### SAFETY AND DRAINAGE IMPROVEMENTS

Some of the major roadways in the Planning Area do not meet the current Town standards. As a result, some may be unsafe and/or subject to drainage problems. Problem areas need to be identified and prioritized so that improvements can be constructed.



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#### REGIONAL ROADWAY FUNDING

Funding for regional street and road improvements, which is planned through the Pima Association of Governments (PAG), is limited and expected to be under funded, resulting in uncertainties as to the priority and cost-efficiency of required street and roadway system improvements.

#### DEPENDENCY ON AUTOMOBILE

The near exclusive dependency upon automobiles for transportation in Oro Valley conflicts with some expressed community interests (e.g., preservation of the environment, air quality, and neighborhood quality) and creates congestion. Alternative modes of transportation need to be identified so that some of the expressed community interests can be achieved. One option might be the use of neighborhood electric vehicles for local trips provided an appropriate travel network can be created within the limitations of State law.

#### ROADWAY DESIGN CAPACITY/EFFICIENCY

Good planning involves roadways to be built to anticipate future growth, not reacting after the congestion has occurred. When growth exceeds roadway network capacity, congestion and increased travel times result. However, overbuilding roadway capacity is expensive and could discourage use of alternative modes. It could also require that more space be dedicated to roadways.

#### CUT-THROUGH TRAFFIC/NEIGHBORHOOD PRESERVATION

In order to preserve Oro Valley's neighborhoods, the street network must be designed to discourage traffic from using local streets as cut-through routes to avoid congestion on arterial streets. However, neighborhood preservation measures should not result in unnecessary increases in travel distance. Additionally, buffer areas must be provided through the platting process in order to shield neighborhoods from the noise from principal and minor arterials.

#### NORTH-SOUTH ARTERIALS

North-south traffic, particularly, between Oro Valley and Tucson, will continue to increase as new development occurs in Oro Valley. Oracle Road does not have enough capacity to handle the anticipated future traffic interaction, and I-10 is too far west to provide a convenient alternative, so identification of alternative north-south routes and public transit will be necessary to avoid severe congestion problems.

**Oracle Road:** Traffic projections for Oracle Road, a State-maintained road, show traffic volumes are so high that the road will require upgrading to efficiently accommodate the increasing demand. This would affect access to the commercial and employment development existing and projected along Oracle Road. It could also be inconsistent with neighborhood and environmental goals. These improvements present a financial and implementation challenge to the region.

**First Avenue:** First Avenue is projected to be the second most heavily traveled roadway within Oro Valley (behind Oracle Road). While the roadway capacity has been enhanced, additional signalization may be necessary to accommodate increased volumes, particularly westbound turns. Future improvements will be addressed through a Department of Public Works project to provide for the necessary improvements to upgrade this road.



**La Cholla Boulevard:** This road is planned for eventual connection with I-10. As a result, it is an important future roadway.

**La Cañada Drive:** This is a congested two-lane roadway from the Cañada del Oro Wash to the southern edge of the Planning Area. (North of Tangerine an extension to Moore Road is planned.) This congestion is exacerbated by school crossing zones that are active during peak travel periods. Pima County funds allocated to widen this roadway have been reallocated, so improvement of this road will occur at a later date, or if the Town annexes the area and reconstructs the road.

#### EAST-WEST ARTERIALS

While recent traffic studies conducted on the behalf of the Town have shown that the predominant travel movement is in a north-south direction, east-west corridors also have need for capacity improvements.

**Tangerine Road:** Tangerine Road connects Oracle Road to I-10. Four miles of the roadway (from Shannon Road to First Avenue) are maintained by Oro Valley. Most of the drainage along this road is carried through dip sections. At several locations, safe stopping sight distance is not adequate for the posted speed of 45 miles per hour. The Town has scheduled safety and capacity improvements to Tangerine Road to occur through 2005.

**Ina Road:** Outside of the Oro Valley town limits, yet within the study area, this roadway is experiencing congestion. Pima County and Marana are responsible for maintenance of this road and have plans for future expansion.

**Lambert Lane:** This road may eventually connect I-10 with Oracle Road via Pusch View Lane. As a result, it is an important future roadway.

**Moore Road:** Future east-west extensions of this road from East Rancho Vistoso Boulevard to La Cholla Boulevard will provide additional access to major north-south arterials.

#### GOALS AND POLICIES

##### TRAFFIC SAFETY, CONVENIENCE, AND EFFICIENCY

- 5.1 To ensure the safe, convenient and efficient vehicular and non-motorized traffic circulation to serve both within and through the community.
  - 5.1.1 The Town shall continue to ensure that Oro Valley's roadway network is developed with the proper amount of capacity to serve traffic generated by the land uses depicted on the General Plan Land Use Map. Strive to maintain at least a level of service "D" on all streets within Oro Valley.
  - 5.1.2 The Town shall schedule roadway improvements to avoid LOS "E" without creating excess roadway capacity in advance of demonstrated need.
  - 5.1.3 The Town shall continue to identify and correct existing and potential traffic hazards.
  - 5.1.4 The Town shall coordinate with neighborhoods and homeowners' associations to develop neighborhood traffic and control measures.



- 5.1.5 The Town shall continue to ensure that arterial and collector roadways are designed and constructed to accommodate safe and convenient pedestrian and bicycle use. This should include sidewalks, sufficient outside lane width, and provide other specific provisions.
- 5.1.6 The Town shall continue to ensure that bike, vehicle, and pedestrian conflicts are minimized through appropriate design standards.
- 5.1.7 The Town shall present pedestrian and bike safety courses.
- 5.1.8 The Town shall evaluate the creation of a connected network of exclusive pathways and on-street routes for neighborhood electric vehicles and similar alternatives where permitted.
- 5.1.9 The Town shall employ traffic calming techniques in local street design.
- 5.1.10 The Town shall continue to implement a maintenance program that ensures roads with reduced hazards through such measures as street cleaning, routine repair and replacement, striping, and signage.

#### TRANSPORTATION FINANCE

- 5.2 To prioritize transportation roadway improvements to provide the greatest benefit to the Town given limited financial resources.
  - 5.2.1 The Town shall continue to coordinate the implementation of the Circulation Element Map with the Town's annual CIP process to prioritize transportation capital improvements.
  - 5.2.2 The Town shall continue to monitor opportunities and pursue funding available from other regional, state, and federal sources.

#### TRANSPORTATION EFFICIENCY

- 5.3 To design a transportation network that promotes the reduction of traffic volumes and vehicle miles traveled.
  - 5.3.1 The Town shall require that pedestrian and bicycle pathways are constructed, where feasible, to separate bike and pedestrian traffic from motorized vehicles in order to provide safe access to schools, parks, other activity centers, and the Town's trails network. (See also Policy 8.2.1.)
  - 5.3.2 The Town shall continue to require that all new or reconstructed collectors and arterials include sidewalks per the Town's standard roadway cross-sections.
  - 5.3.3 The Town shall work with major employers and organizations to promote trip reduction programs.

#### TRANSPORTATION AND THE ENVIRONMENT

- 5.4 To provide for the efficient movement of goods/services while preserving Oro Valley's neighborhoods and the Sonoran Desert environment.
  - 5.4.1 The Town shall maintain a harmonious relationship between urban development and development of the transportation network.
  - 5.4.2 The Town shall ensure that major transportation system wash crossings (collector streets and above) are designed to be hydraulically efficient and environmentally sensitive with minimum disruptions or impacts to riparian areas and wildlife habitat. (See also Policy 11.2.19.)





- 5.4.3 The Town shall continue to maintain view protection as an essential aspect of Oro Valley's transportation design process. Where possible, permanent protection of scenic vistas is to be encouraged, especially from the Oracle Road scenic corridor and Tangerine Road corridor. Road construction on slopes should minimize the visual impact of the roadway. (See also Policy 1.1.4 and policies under Goal 11.3.)
- 5.4.4 The Town shall continue to ensure that sufficient buffer zones and/or buffering techniques are employed for all land developed adjacent to arterials and collectors.
- 5.4.5 Street standards for four-lane or larger roadways shall continue to include landscaped medians. Planting within the medians shall consist of low water use vegetation.

#### TRANSIT SERVICES RESTRUCTURING

- 5.5 To incrementally restructure the Town's existing transit services, including Coyote Run, to match both the economic and residential growth of the Town.
  - 5.5.1 The Town shall continue to promote affordable transportation alternatives for transit-dependent Town residents.
  - 5.5.2 In designing transit routes, The Town shall emphasize coordination of trips to common destinations.
  - 5.5.3 The Town shall coordinate the Town's existing Coyote Run service with existing regional services provided by Sun Tran and Van Tran.
  - 5.5.4 The Town shall utilize the Transit Development Plan to guide changes to transit services.

#### MULTI-MODAL TRANSPORTATION

- 5.6 To develop a transportation system that facilitates alternative modes of travel such as transit, bicycles, walking, and neighborhood electric vehicles.
  - 5.6.1 The Town shall encourage development design and orientation that promotes and facilitates multi-modal transportation access, particularly in and around Oro Valley's major activity centers (e.g., Oracle and 1st Avenue, the Naranja Town Site, the Municipal Services Complex) and acquire appropriate sites as may be necessary.
  - 5.6.2 The Town shall continue to promote Oracle Road as the Town's priority north-south transit corridor.
  - 5.6.3 The Town shall promote transit-oriented development standards and zoning provisions to ensure that land use decision-making and development plans are coordinated.
  - 5.6.4 The Town shall encourage private industry to develop and maintain alternative fuel stations at commercial centers, hospitals, and/or other areas that attract the general population.

#### EXPANSION OF TRANSIT SERVICES

- 5.7 To undertake additional planning activities to establish a future, more vigorous transit system when additional funding becomes available, as outlined in the Transit Development Plan.
  - 5.7.1 The Town shall support the provision of economical transportation alternatives to all Town residents regardless of age or disability.
  - 5.7.2 The Town shall design and implement an Oro Valley Neighborhood Circulator Service for in-town travel.



- 5.7.3 The Town shall support the development of transit service that provides viable options for Oro Valley residents to travel to destinations outside of the Town limits, particularly for commuters destined for major employment centers in Tucson.

#### TRANSIT CONNECTIVITY

- 5.8 To develop a public transportation system that allows all Town residents to conveniently travel between and within regional and local activity centers, as outlined in the Transit Development Plan.
- 5.8.1 The Town shall participate in efforts to study the feasibility of a regional public transit authority for the Northwest Region or the entire metropolitan area.
- 5.8.2 The Town shall participate in employer- and community-based programs to encourage people to use public transportation more.

#### BICYCLING

- 5.9 To ensure the development of the bikeway system and encourage its use. (See also Goal 8.5.)
- 5.9.1 The Town shall condition the approval of new development on dedication and construction of bikeways as indicated in the Annual Report on the Implementation of the Pedestrian & Bicycle Plan.
- 5.9.2 The Town shall continue to construct bikeways as a part of road improvement projects.
- 5.9.3 The Town shall eliminate gaps and barriers in the pedestrian and bikeway systems when constructing roadway, pedestrian and bikeway improvements.
- 5.9.4 The Town shall create various formats to promote Oro Valley as a Bicycle and Pedestrian Friendly Community.
- Prepare a Bikeways Map and Guide for the Town incorporating the Arizona bicycle laws. The guide map will depict parks, commercial and recreational centers, emergency centers and transit locations.
  - Create a Town web page that will contain information regarding bicycle facilities and a method whereby residents can report maintenance problems.
  - Establish a "Safe Route to School" program. (See also Policy 6.2.6.)
- 5.9.5 The Town shall continue to develop methodologies to encourage trip reduction and multi-modal transportation.
- Work with major employers to expand their participation in TRP.
  - Work with Oro Valley Transit to monitor needs for additional bus stops and Bike and Ride locations.
  - Expand the shared-use path network to encourage pedestrian and bicycle use within the Town of Oro Valley.
- 5.9.6 The Town shall work with local grade schools to implement an effective safe riding program for school children.
- 5.9.7 The Town shall work to educate bicyclists and motorists on sharing the road and increase the enforcement of existing traffic laws.



- 5.9.8 The Town shall collaborate with Pima County and Tucson to enact consistent standards and design guidelines for pedestrian and bicycle facilities that will provide for a safe and sensible network.
- 5.9.9 The Town shall consider shorter intervals for maintenance and striping of bicycle facilities.
- 5.9.10 The Town shall create a mechanism via the Internet for reporting maintenance problems.

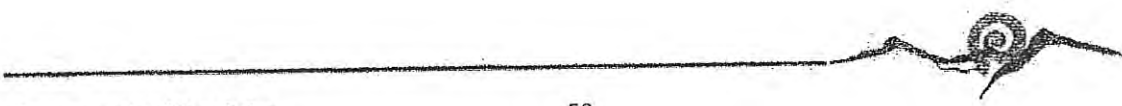
**CIRCULATION MAP AND STANDARDS**

Figure 4, Circulation Element Map, depicts four roadway classifications: Major Arterial, Minor Arterial, Collector (Major and Minor), and Local. Each of these classifications is associated with a variety of functional and physical characteristics. Table 3 outlines the basic character of each classification. Detailed cross-sections for each classification are depicted in the Town's Street Standards Manual.

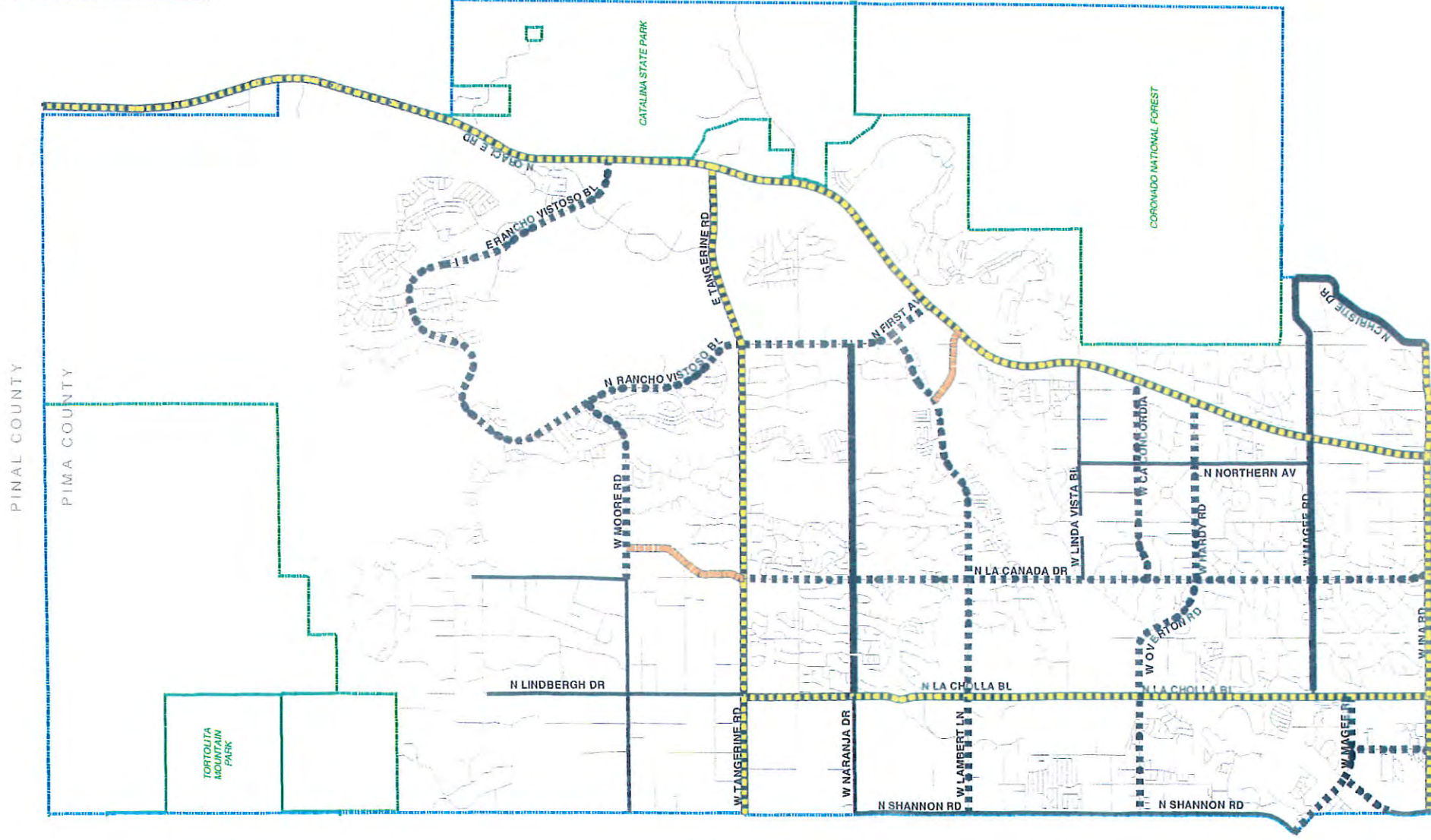
**Table 3: Circulation Map Classifications and Standards**

Street Classification	Service Function	Bike Facilities	Access	Medians	On-Street Parking	Sidewalks	Rights-of-Way
Major Arterial	Higher speeds, regional access	Multi-Use Lane and/or Shared Use Path. Curbed bike route	Access suburban centers.	Yes	None.	None	150-300 ft.
Minor Arterial	Moderate-speeds and trip length.	Multi-Use Lane and/or Shared Use Path. Curbed bike route	Intra-community continuity.	Yes	None.	Both sides, on curbed streets.	75-150 ft.
Collector	Distribute trips from arterials to destination.	Multi-Use Lane. Curbed bike route	May penetrate residential neighborhoods.	No	None.	Both sides on curbed streets.	50 - 150 ft.
Local	Low speeds, through traffic discouraged.		Direct access, lowest traffic mobility.	No	One or both sides.	Both sides on curbed streets.	50 - 60 ft.

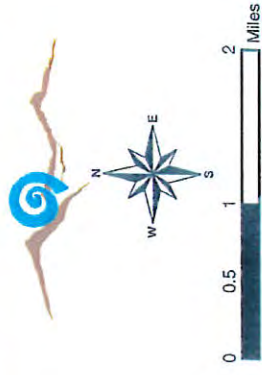

















**TOWN OF ORO VALLEY**  
*General Plan Update 2020*



**Legend**

-  General Plan Planning Area
-  Future Arterial
-  Future Minor Collector
-  Major Arterial
-  Minor Arterial
-  Major Collector
-  Minor Collector
-  Local Streets
-  Park / Forest

**Transportation / Circulation**  
**Element Map**

Source: This map was made with data from ESRI, Oro Valley, and Pima County.  
 This map is for illustration purposes only; official interpretations are available from Oro Valley Planning & Zoning staff.

Oro Valley GIS Services  
 June 22, 2005



**Figure 4**



## 6. PUBLIC FACILITIES, SERVICES, AND SAFETY

### STATEMENT

*The purpose of the Public Facilities, Services and Safety Element is to provide the Town of Oro Valley with development oversight strategies that ensure orderly, rational development of infrastructure to support projected growth and to address the safety needs of its resident. The incorporation of the Town of Oro Valley was the result of residents' desire to protect their public welfare and safety with service management scaled to the community's character and resources. In short, the residents of Oro Valley recognized a need to preserve a lifestyle and established a mechanism to accomplish it. This element is intended to discourage hazards, both environmental and man-made, and to promote healthful, secure enjoyment of the Town and its natural surroundings.*

### GROWING SMARTER/PLUS REQUIREMENTS

The Growing Smarter/Plus statutes include separate content requirements for Public Facilities and Services elements and for Safety elements. They are, respectively, as follows:

- General plans for police, fire, emergency services, sewage, refuse disposal, drainage, local utilities, rights-of-way, easements and facilities for them.
- Protection of the community from natural and man-made hazards including features necessary for such protection as evacuation routes; peak load water supply requirements; minimum road widths according to function; clearances around structures; and geologic hazard mapping in areas of known geologic hazards. (Please note that water issues are addressed in the Water Resources Element beginning on page 83.)

While both of these requirements are mandated only for communities of 50,000 or more, the Town has chosen to address them as optional elements.

### KEY POLICY ISSUES

Through the course of the community outreach program conducted for the General Plan Update, a wide variety of public services issues were brought to the attention of the Town. Following are summaries of these issues.

#### TOWN SERVICES

As the Town grows, several program areas would also expand to meet the demand created by growth. In the past, the provision of Town services has lagged behind the demand associated with new development. For instance, demand for park facilities has exceeded existing capacity.

#### SCHOOLS

As the community grows, schools will need to be developed within the Planning Area. The Town of Oro Valley does not have direct control over school facility development. Amphitheater School District has the responsibility for public school facilities, however, the School Board's Authority and the District's ability to build schools in a timely manner to avoid over crowding are limited by the Arizona School Facilities Board and associated statutory law. Establishment of a stronger partnership between the Town and Amphitheater School District is needed to help the district identify and ensure dedication of school sites.





#### CRIME-FREE COMMUNITY

One of the key characteristics valued by the residents is the low crime rate. Maintenance of community safety requires a high level of police service and partnerships (community policing).

#### FIRE PROTECTION AND EMERGENCY RESPONSE

Fire protection and emergency response services in the Planning Area are provided by the Golder Ranch Fire District, Northwest Fire District, and Rural Metro Fire Department. Some interest has been expressed for the Town to assume responsibility for these services. There is strong interest in the Town ensuring that a high standard of response is available at equitable rates uniformly throughout Oro Valley.

#### FACILITY PLANNING

The community's long-range planning must address the need for providing more facilities strategically located throughout the Planning Area to adequately respond in a timely manner to emergency calls. The Town Hall site is geographically located for consideration as a central public safety response center. More dispersed satellite response units should continue to be considered to provide a presence close to residential and employment concentrations.

#### FACILITY MAINTENANCE

Maintenance of Town facilities will become an increasing financial burden to the Town as the Town accepts more facilities, as existing facilities age, and as more facilities are built.

#### LIBRARY FUNDING

The Town is providing library services to Town residents and has completed a portion of the new library, but funds for completing the facility and ongoing operations and maintenance are limited. Also refer to policies in Arts and Culture, particularly Policy 9.1.8.

#### GOALS AND POLICIES

##### GENERAL PUBLIC FACILITIES AND SERVICES

- 6.1 To ensure that adequate public facilities and services are provided when needed.
  - 6.1.1 The Town shall ensure that municipal services and facilities are or can be provided efficiently and cost effectively prior to new development occurring or annexation of existing development.
  - 6.1.2 The Town shall continue to require that all new developments be evaluated to determine impacts on all public facilities within the town, including but not limited to schools and roads. Such impacts shall be used as criterion in deciding the approval or denial of land use rezoning proposals.
  - 6.1.3 The Town shall ensure the provision of efficient public safety services to prevent and respond to emergencies. To this end, continue to coordinate emergency service locations throughout the community in order to obtain the desired response time as defined in Emergency Service Reports.
  - 6.1.4 The Town shall prohibit the placement of structures intended for human occupancy within 100-year floodways.



- 6.1.5 The Town shall coordinate with the fire protection and emergency service providers to ensure that they can meet the needs of new development.
- 6.1.6 The Town shall continue to examine opportunities to contract out Town services and privatize public services, where such contracting or privatization is determined to be efficient and effective.
- 6.1.7 The Town shall consider corporate underwriting for some of the Town's park facilities.

## SCHOOLS

### 6.2 To promote joint land use planning and the shared use of school facilities.

- 6.2.1 The Town shall continue to work with local school districts to ensure coordinated planning of school facilities and exchange of information concerning development and planning-related issues. This should include defining both school service areas and associated school needs that can potentially be met through proactive implementation at the time of development review.
  - Require that new developments reserve one elementary school site of at least 10 buildable acres for every 500 elementary school level students forecasted to live within the development.
  - Require that new developments reserve one middle school site of at least 35 buildable acres for every 800 middle school level students forecasted to live within the development.
  - Encourage the petitioners of smaller developments to discuss with the School District the developmental impact and possible voluntary donations (land or financial) to offset school construction costs within Town limits to the extent allowed by Arizona State law.
  - The school district will have the opportunity to determine whether a site, if one is proposed by the developer, is suitable and acceptable for development as a school site.
  - Encourage park/school combination site dedications.
- 6.2.2 The Town shall continue to work with local school districts to share use of municipal and educational facilities where feasible. (See also Policy 9.1.7.)
- 6.2.3 The Town shall require an evaluation of the adequacy of school facilities as a finding for all residential land use requests before the Planning and Zoning Commission at the time of rezoning.
- 6.2.4 The Town shall ensure that school planning issues, such as student safety and access, are evaluated at the time of rezoning and development review.
- 6.2.5 The Town shall work directly with school districts during the development of school sites to ensure that portions of school sites are available for joint use as parks or park-like settings. (See also Policies 8.6.1 and 9.1.7.)
- 6.2.6 The Town shall work directly with the school district to create safe bike/pedestrian access to school sites. (See also Policies 5.9.4 and 8.5.2.)
- 6.2.7 The Town shall explore the expansion of both Pima Community College and University of Arizona branches in Oro Valley for adult education.



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**LIBRARY**

**6.3 To provide adequate library services to Oro Valley and Pima County residents.**

- 6.3.1 The Town shall prepare a Library Strategic Plan through the Arizona State Library Archives and Public Records with Tucson-Pima Public Library and the Friends of the Oro Valley Public Library.
- 6.3.2 The Town shall define and create a library vision. The vision defines what type of library, information services, and programs the Oro Valley Public Library will provide, such as general information, lifelong learning, conservation of Town cultural resources, and other special collections and services. (See also Policy 10.3.1.)
- 6.3.3 The Town shall prepare a Library Fiscal Forecast for supporting and extending library services.

**SAFETY**

**6.4 To ensure that residents, visitors, and property are adequately protected.**

- 6.4.1 The Town shall continue to evaluate safety issues in reviewing school site plans.
- 6.4.2 The Town shall provide police substations, or other decentralized facilities, to provide high visibility, quick response, and one-on-one interface with residents. The Town shall locate these facilities to respond to growth, whether by development or annexation, using public property where available.
- 6.4.3 The Town shall continue to expand the community policing program.
- 6.4.4 The Town shall continue to work closely with various service providers (fire districts, schools, etc.) to expand public safety awareness and emergency training programs.
- 6.4.5 The Town shall continue to consider Crime Prevention Through Environmental Design (CPTED) principles in its development review process.
- 6.4.6 The Town shall develop standards for response readiness in regards to fire safety and homeland security.
- 6.4.7 New development on the east side of Oracle Road shall include consideration of evacuation routes and development standards and density that minimize potential impacts from wildfire in the neighboring Pusch Ridge Wilderness and Catalina State Park.



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## 7. HOUSING

### STATEMENT

*Oro Valley is recognized as a highly desirable place to live. The Housing Element presents strategies to ensure that housing opportunities are provided within high quality neighborhoods that are safe and well-planned. Oro Valley is defined by its strong neighborhoods and quality housing development which meet the needs of current and future residents. Efforts should continue to be made to provide a mix of housing at various densities and price ranges to allow people of all ages to enjoy the splendor of Oro Valley.*

### GROWING SMARTER/PLUS REQUIREMENTS

The Growing Smarter/Plus statutes include requirements for Housing elements. They are as follows:

- Standards and programs for the elimination of substandard dwelling conditions, for the improvement of housing quality, variety and affordability and for provision of adequate sites for housing.
- Contains an identification and analysis of existing and forecasted housing needs.
- Designed to make equal provision for the housing needs of all segments of the community regardless of race, color, creed or economic level.

While these requirements are mandated only for communities of 50,000 or more, the Town has chosen to address them as optional elements.

### KEY POLICY ISSUES

#### NEIGHBORHOOD QUALITY

Oro Valley is a relatively new community with a majority of its housing stock less than ten years old. However, over the next twenty years the housing stock and neighborhoods will begin to show age. If Oro Valley is to continue to be recognized for its strong quality neighborhoods, the Town must develop programs aimed at maintaining strong neighborhoods and preserving housing quality.

#### RANGE OF HOUSING OPPORTUNITIES

Residents who wish to remain in Oro Valley may be forced out by a lack of housing opportunities. Over a person's lifetime, a broad range of housing types will be required, ranging from entry-level rental and ownership units to assisted living facilities. In addition, the Town is expanding opportunities for professional employment within the Town. Younger and empty-nester professionals tend to look for rental housing, at least temporarily, and for smaller housing products on a permanent basis.





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## GOALS AND POLICIES

### HIGH QUALITY NEIGHBORHOODS

- 7.1 To promote the development of sound, high quality neighborhoods that provide community amenities in an integrated manner.**
- 7.1.1 The Town shall continue to strive to protect the integrity and aesthetic context of existing neighborhoods through the use of appropriate buffers or other means of land use transition between incompatible uses.
  - 7.1.2 The Town shall promote stability by establishing programs, when needed, for the maintenance, protection, and enhancement of residential neighborhoods.
  - 7.1.3 The Town shall continue to require apartment and condominium developments to incorporate recreational facilities and other amenities to serve residents. In addition, include a consideration of day care facilities in development review.
  - 7.1.4 The Town shall continue to promote the development of distinct neighborhoods that create a sense of place and recognize the natural features (e.g., steep slopes) of the land through appropriate preservation of natural open space and the integral development of community facilities (e.g., recreation, trails systems, etc.)
  - 7.1.5 The Town shall continue to require the development of neighborhoods with safe vehicular access, as well as non-vehicular access to schools, open space, recreation opportunities, and other activity centers.

### RANGE OF OPPORTUNITY

- 7.2 To encourage and maintain a range of housing opportunities.**
- 7.2.1 The Town shall encourage the development of a variety of types of homes to accommodate the varied needs of residents, including single-family attached and detached, townhomes, small apartments (3-4 units), condominiums, active retirement communities and congregate housing, with accessible options integrated among all types to accommodate the special needs of elderly or disabled residents.
  - 7.2.2 The Town shall encourage a variety of residential building types consistent with the General Plan and in accordance with the Town's zoning and subdivision and design standards.
  - 7.2.3 The Town shall allow and encourage master planned communities that offer high-quality neighborhoods with a variety of residential densities and appropriately located commercial uses to serve the community. In these developments, ensure that there are adequate transitions and buffers between uses.
  - 7.2.4 The Town shall recognize the housing needs of the Town's elderly and disabled populations by encouraging housing development oriented to these special needs groups.

### JOBS-HOUSING BALANCE

- 7.3 To promote a jobs/housing balance within the Planning Area.**
- 7.3.1 To the extent feasible, given the high land costs, The Town shall encourage the development of a variety of residential choices consistent with the Land Use Element to meet the housing needs of employees of existing and future Oro Valley employers.





## 8. PARKS AND RECREATION

### STATEMENT

*The Parks and Recreation Element is intended to protect and enhance the resort/residential image the Town wishes to maintain. Recognizing that it is the setting rather than structures that contributes most to Oro Valley's character, spatial relationships derived from community design principles underscore the importance of natural and recreational open areas in framing the community's character. Likewise, the appeal of both the area's outdoor activities and its scenic views are fundamental reasons for residents' and tourists' enjoyment of the area.*

### GROWING SMARTER/PLUS REQUIREMENTS

The Growing Smarter/Plus statutes include requirements for Parks and Recreation elements. They are as follows:

- Outlines a comprehensive system of areas and public sites for recreation, including the following and, if practicable, their locations and proposed development: natural reservations; parks; parkways and scenic drives; beaches; playgrounds and playfields; open space; bicycle routes; and other recreation areas.

While these requirements are mandated only for communities of 50,000 or more, the Town has chosen to address them within this optional element.

This element addresses issues similar to those addressed in the Open Space and Natural Resources Conservation Element. Generally, this element addresses active parks recreation opportunities, while the Open Space and Natural Resources Conservation Element focuses on passive recreation and conservation.

### KEY POLICY ISSUES

Through the course of the community outreach program conducted for the General Plan Update, a wide variety of issues related to parks, recreation and trails were brought to the attention of the Town. Following are discussions of the most frequently raised issues.

### PARKS AND RECREATION FACILITIES AND ACTIVITIES

Oro Valley's population is growing and the demographics are changing, with various age families moving into the community. Existing parks and recreational amenities within the Town of Oro Valley do not currently meet the needs of its residents. The following facilities have been mentioned as concerns:

- Recreation centers,
- Neighborhood parks,
- Mini parks,
- Pet parks,
- Playing fields (soccer, baseball, and basketball),
- Picnic areas,
- Swimming pools,
- Facilities for children,
- Mandatory parks in new housing developments,



- Recreational and fitness trail facilities in open or park space, and
- Possibly a public golf course.

Activities mentioned include the following:

- General recreation programs,
- Educational training programs, physical development skills, health, youth activities, aquatic activities (swim team, classes and exercise). The Naranja Town site was cited as appropriate for recreational uses. Public art in the parks was mentioned. Also refer to policies in Arts and Culture, particularly Policy 9.1.8.

#### **SCHOOLS AND COMMUNITY RECREATION**

Cooperative school and community recreation programs are needed. Given scarce resources for both the Town and the school district, a discussion needs to occur on sharing operational expenses associated with each entities use of the others properties.

#### **SMALL, DISPERSED SYSTEM OF RECREATION AREAS**

The Town's requirements for recreation areas (one acre for every 85 housing units) provides for many small private recreation areas that may serve the needs of individual communities, but are not open to the general public. There are problems with this approach, including the following; some are too small, providing only open space, with limited recreation opportunities; most are dispersed and designed to be used primarily by neighborhood residents; Homeowner Associations (HOAs) may choose not to pay for their upkeep; they may not tie into the riparian areas and other parts of the Town's natural open space system; and developers/HOAs may resist tying these into the Town's trail system.

#### **PARKS AND OPEN SPACE FUNDING**

There is no dedicated funding mechanism for the purchase of land for parks or open space, for the improvement of recreation areas, or for the maintenance of any of these areas. The Town recognizes the need to establish a long-term local funding source for future park development.

#### **NARANJA TOWN SITE**

When fully developed, the Town Site will play a central role in the Town's overall parks, recreation, and arts programming. To be successful, however, the Town Site will need to be strategically tied to the community and other facilities through a network of convenient access ways. Also, the uses that are ultimately located at the Town Site should complement other Town facilities and services, and vice versa.

#### **CATALINA STATE PARK**

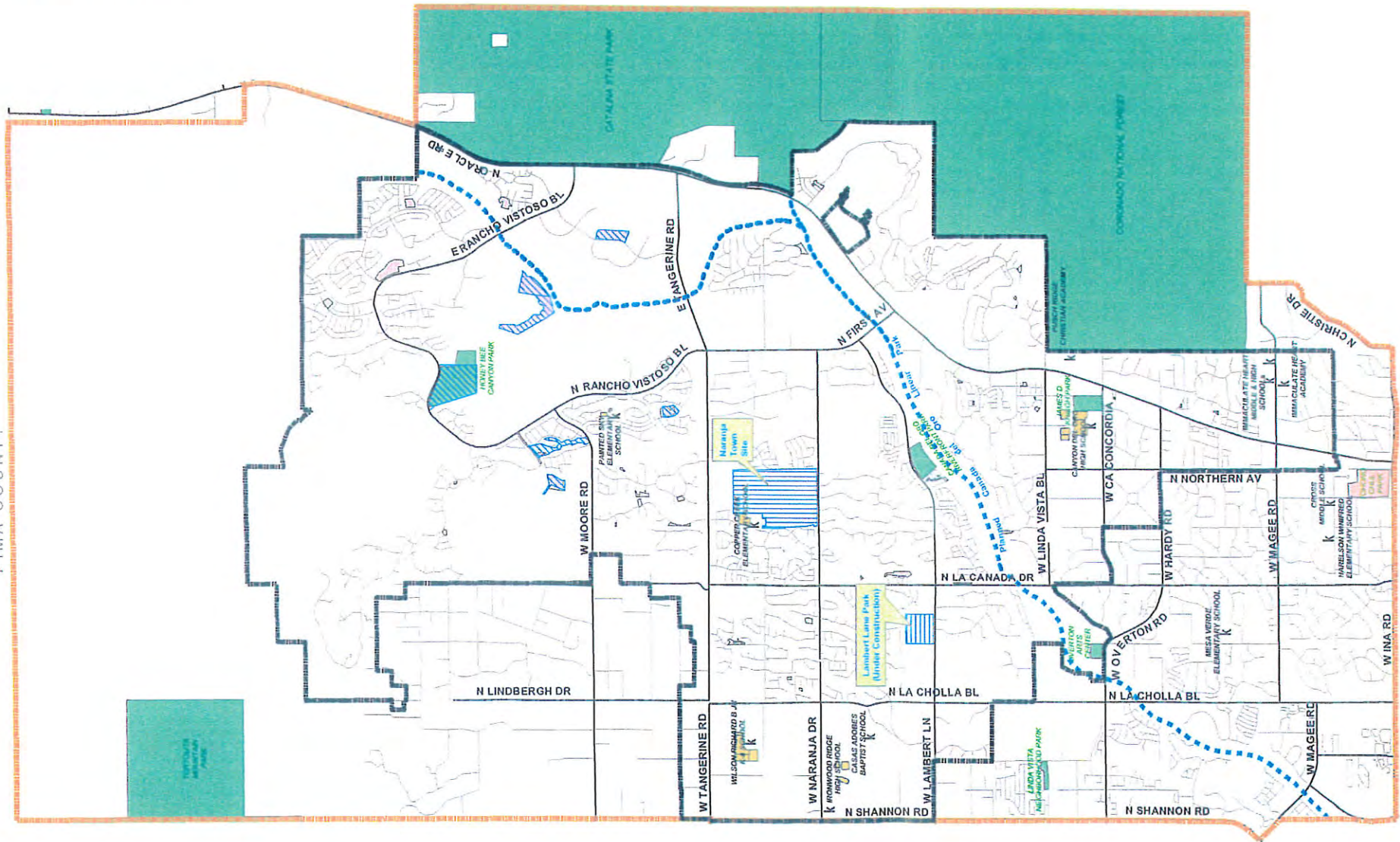
Catalina State Park provides essential trail linkages for Oro Valley. Hikers, bikers, and equestrians alike enjoy many destinations within Catalina State Park. Additionally, the Park is used as an access point into Coronado National Forest. These important linkages are emphasized in the Town's trail plan, which also connects into the Eastern Pima County Trails Master Plan. The Town and the Park share many common interests and there are many opportunities for cooperative projects between the Town and Park, including docent programs, art projects and classes, interpretive programs. These opportunities underscore the importance of continued cooperation between the Town and the Park.







PINAL COUNTY  
PIMA COUNTY



**TOWN OF ORO VALLEY**  
*General Plan Update 2020*



**Legend**

- School
- Oro Valley Limits
- General Plan Update Planning Area
- Planned CDO Linear Park
- Planned Park: Rancho Vistoso PAD
- Planned Park: Lambert Lane
- Planned Park: Naranja Town Site
- Private Park
- Public Park
- Semi-Public Park & Recreation
- Public School Field

**Parks & Recreation**  
**Map**

Source: This map was made with data from ESRI, Oro Valley, and Pima County.  
This map is for illustration purposes only; official interpretations are available from Oro Valley Planning & Zoning staff.

Oro Valley GIS Services  
June 22, 2005



**Figure 5**



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## GOALS AND POLICIES

### GENERAL

- 8.1 To develop an open space system within the Town of Oro Valley that has as integral components, developed parks, natural open space areas, and connecting trails.
- 8.1.1 The Town shall promote a community-wide open space system that includes developed parks, recreational facilities, natural open space areas, trails, and bikeways. These public improvements should be developed in a manner that responds to the community's Sonoran Desert setting. (See also Policy 11.1.5.)
- 8.1.2 The Town shall identify and work to acquire a La Cholla Corridor Park site.
- 8.1.3 The Town shall support establishment of an advocacy and funding group for parks, recreation and trails.

### LINKAGES

- 8.2 To provide linkages and connections between the component parts of the recreational and natural open space system.
- 8.2.1 The Town shall provide appropriate pedestrian, equestrian, and bicycle linkages between the various elements of the open space system and between these elements and other community facilities. (See also Policy 5.3.1.)
- 8.2.2 The Town shall utilize the development review and approval process as a means of securing and/or improving public access to natural resource areas and linear parks as well as preventing development from limiting such public access.
- 8.2.3 The Town shall continue to utilize established development review processes to encourage, and where possible require, the integration and connection of community open space elements.

### DEVELOPED PARKS AND RECREATIONAL FACILITIES

- 8.3 To construct and maintain developed parks and community recreational facilities as required to meet the needs and preferences of the residents of Oro Valley.
- 8.3.1 The Town shall continue to address existing deficiencies in the Town's community park system.
- 8.3.2 The Town shall include appropriate facilities for all potential users in the design of new Town parks.
- 8.3.3 The Town shall ensure that all residents in the community, including those with disabilities, have equitable opportunities to utilize Town and private parks and other community resources.
- 8.3.4 The Town shall integrate public art into the design of new Town parks.
- 8.3.5 The Town shall encourage public gatherings in Town parks for social, educational and other community events and to design new parks to accommodate these gatherings.
- 8.3.6 The Town shall consider the demographic characteristics, safety issues, and concerns and preferences of area residents as new Town parks are designed.





- 8.3.7 The Town shall utilize the development review process, requirements for the provisions of recreation, and requirements for master planning of areas to create, where practical, larger recreational facilities of sufficient size and location, provided that access can be shared equitably by multiple subdivisions.

#### ACCESS TO NATURAL RESOURCE AREAS

- 8.4 To ensure that large natural resource areas in the vicinity of the Town are protected and made available for appropriate public use through cooperation with other jurisdictions and resource management agencies.

- 8.4.1 The Town shall encourage and support the development of regional trails and other trails, per the Trails Task Force report, that provide for public access to large natural resource areas in the vicinity of the Town.

- 8.4.2 The Town shall encourage and support the development of trail and natural open space connections to Catalina State Park and encourage and support the planned expansion of Tortolita Mountain Park and the development of trails and public use facilities therein.

#### TRAILS AND PATHWAYS

- 8.5 To create a system of pedestrian trails/walkways, equestrian trails, and bicycle facilities That not only function as recreational amenities but that can also be used in conjunction with alternate modes of transportation. (See also Goal 5.9.)

- 8.5.1 The Town shall encourage and participate in the development of a multiple-use trail system in accordance with the Trails Task Force report to ultimately, where possible, connect to public preserves and the regional trail network per the applicable Town trails plan, and the pedestrian and bicycle plan.

- 8.5.2 The Town shall encourage and participate in the development of bikeways and bike lanes in accordance with applicable Town and regional bicycle facility development plans. (See also Policy 6.2.6.)

- 8.5.3 The Town shall continue to include bike lane development in the scope of roadway construction and improvement projects within the Town.

- 8.5.4 The Town shall support the use of bicycles as an alternate mode of transportation by providing sufficient bicycle parking facilities at all Town parks, buildings, and other community facilities.

- 8.5.5 The Town shall enhance public safety and convenience by posting regulatory and/or informational signs along Town maintained segments of the community trail system.

- 8.5.6 The Town shall enhance public safety and convenience by requiring the posting of regulatory and/or informational signs along segments of the community trail system constructed and maintained by the private sector.

- 8.5.7 The Town shall require developers to designate and sign trails in natural areas within the development at the time of initial construction.

#### JOINT-USE OPPORTUNITIES

- 8.6 To maximize the use of community resources by developing and operating joint-use recreational facilities with local school districts, community colleges, and private organizations.



- 8.6.1 The Town shall cooperate with other jurisdictions, resource management agencies, school districts, and private organizations to develop joint-use and multiple-use facilities that benefit and address the recreational and social needs of the community. (See also Policy 6.2.5.)







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## 9. ARTS AND CULTURE

### STATEMENT

*As it has grown and matured as a community, Oro Valley's interests in establishing and maintaining a rich mix of opportunities for arts and cultural activities have become clearer. Accordingly, the Town efforts to collaborate with its residents to achieve these opportunities have become more pronounced. The goals and policies of this Arts and Culture Element further establish the Town's commitment to its residents as it relates to arts and culture.*

### GROWING SMARTER/PLUS REQUIREMENTS

The State's Growing Smarter/Plus statutes do not include any requirements for addressing arts and culture within general plans, for communities of any size.

### KEY POLICY ISSUES

#### ARTS AS A BRIDGE

There is an opportunity to use the arts as a bridge to all segments of the community through festivals, concerts, and local cultural events that bring people together. To this end, land and/or facilities for community arts gathering places are needed.

#### PARTNERSHIPS

Partnerships with cultural and educational institutions, businesses, and other community organizations are needed for the Town to successfully provide the arts to the community.

#### IMPROVED COMMUNICATION

There is a need for more communication between the Town staff/government of Oro Valley, arts organizations such as the Greater Oro Valley Arts Council, and residents to ensure the arts are part of the fabric of everyday life in the community.

#### ACCESSIBILITY TO ARTS INSTRUCTION

There is a need for professional arts instruction, either public or private, within the community. There is also a need to expand cultural programs (e.g., language, arts, and crafts).

### GOALS AND POLICIES

#### ARTS AND CULTURE

- 9.1 To enhance the quality of life by promoting and sustaining the arts and culture in our community.
  - 9.1.1 The Town's great physical beauty should set the tone for the promotion and perpetuation of arts excellence within the built environment of the community, both public and private.
  - 9.1.2 The Town shall continue to support the efforts of the GOVAC as the clearinghouse to enhance the orderly development and growth of the arts in the community and to provide residents with access to the arts through a continued Master Operating Agreement.



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- 9.1.3 The Town shall determine citizen desires of the arts through an updated cultural assessment, described in more detail in the report entitled "A Community Cultural Assessment for the Town of Oro Valley – November 1994" on file at the Town Clerk's office.
  - 9.1.4 The Town shall base efforts on existing, established plans such as an updated cultural assessment and the strategic plan of the GOVAC.
  - 9.1.5 The Town shall pursue the enhancement of current venues and development of state-of-the-art cultural facilities including parks, amphitheaters, performing arts facilities, instruction space, galleries, and other appropriate facilities.
  - 9.1.6 The Town shall encourage the development of designated art districts. Art districts are authorized by State statute to pursue the development of arts and cultural facilities. They are public improvement districts with tax exempt bonding authority.
  - 9.1.7 The Town shall continue to support and cooperate with the Amphitheater School District, private, and charter schools to share school facilities for arts, recreation, and education projects. (See also Policy 6.2.2 and Policy 6.2.5.)
  - 9.1.8 The Town shall encourage collaborative projects between arts organizations, Parks and Recreation, and the Library to provide lifelong opportunities for residents to experience the arts and culture.
  - 9.1.9 The Town shall encourage collaboration with regional/state cultural and educational institutions to provide residents with access to the arts and art instruction.
  - 9.1.10 The Town shall create additional partnerships with businesses to support the arts.
  - 9.1.11 The Town shall continue to provide organizational resources to implement the Oro Valley endowment fund which includes an arts component per Town Council resolution.
  - 9.1.12 The Town shall continue to implement the one percent (1.0%) for public art on public and commercial projects as written in the Town code, as well as seek transportation enhancement grants from PAG for art projects. To ensure public review and compatibility with surrounding developments, the Public Art Review Committee shall review all public art projects.
  - 9.1.13 The Town shall encourage businesses to work together to create larger scale public art projects.



## 10. ARCHAEOLOGICAL AND HISTORIC RESOURCES

### STATEMENT

*Oro Valley is a town of breathtaking natural beauty and an area that possesses archaeological resources that date from approximately 11,500 years ago to historic times. It is a community that takes seriously its role as stewards for the area's rich historic resources. Oro Valley celebrates the richness that these resources bring to residents and visitors. The purpose of the Archaeological and Historic Resources Element is to acknowledge that the area's past and cultural resources are significant and help shape the Town's future.*

### GROWING SMARTER/PLUS REQUIREMENTS

The State's Growing Smarter/Plus statutes do not include any requirements for addressing archaeological or historic within general plans, for communities of any size.

### KEY POLICY ISSUES

#### ARCHAEOLOGICAL AND HISTORICAL RESOURCE PROTECTION

The Town of Oro Valley has a long and rich heritage. Prehistoric people commonly used areas now included in the Town and the Hohokam lived in the area for nearly 1,000 years, mainly near the major drainages. Archaeological sites range from large villages to small, temporary gathering or food preparation sites. In historic times Apaches and Pimas traversed much of the area. Cattle ranching became a major use at the beginning of the twentieth century.

The Town is still dependent on outside resources and expertise to determine the level of protection of the archaeological and historical resources that are found throughout the Planning Area. In the past the Town depended on the review and requirements of the State Historic Preservation Office (SHPO) to determine the disposition of these sites in the face of development. In the late 1990s, the Town passed an ordinance to require Town, as well as SHPO, acceptance of mitigation/preservation plans. With this tool and outside expertise, the Town needs to place more emphasis on preservation of the remaining sites.

#### INTERPRETIVE ELEMENTS

With increased preservation comes an opportunity for creating interpretive elements at the preserved sites to educate the public and improve our appreciation of the area's history.

#### HOUSING ARCHAEOLOGICAL ACTIVITIES

There are no facilities within the Town to exhibit artifacts in order to educate the public about the rich historic resources of the area.

### GOALS AND POLICIES

#### CULTURAL AND HISTORIC RESOURCE PROTECTION

- 10.1 To preserve the unique archaeological, cultural, and historic resources within Oro Valley to the degree not already regulated by the State of Arizona.



- 10.1.1 The Town shall continue to require the preparation of cultural resources assessments, including information about both prehistoric and historic uses, by a qualified archaeologist or historian for all new private and public development projects.
- 10.1.2 The Town shall use the standards and criteria established by the National Register of Historic Places, as amended, to identify significant cultural resources, including people, events, and activities, in Oro Valley, specifically identify Steam Pump Ranch and Honey Bee Village
- 10.1.3 The Town shall continue to consider the potential effect of development projects on significant prehistoric and historic resources during the planning and design processes. Cultural resources determined to be significant will be preserved in place if possible, and if not, appropriate data recovery and documentation will be prepared in consultation with the Arizona State Historic Preservation Office. Avoidance of significant sites is preferred over data recovery and documentation.
- 10.1.4 The Town shall continue to ensure protection and appropriate handling of cultural resources discovered during development site preparation and construction. If cultural resources are discovered during development, work shall cease until a qualified archaeologist inspects the site and materials and makes recommendations regarding treatment. If human remains are inadvertently discovered the Town shall contact related tribes or communities who may have ancestral ties to the remains.
- 10.1.5 The Town shall actively seek grants and other funding mechanisms to provide for the protection and preservation of cultural resources or resources of value to local culture. The Town shall also investigate use of these funds to provide for interpretive locations and facilities.
- 10.1.6 Through partnerships and collaborative efforts, The Town shall identify appropriate strategies to protect archaeological and cultural resources.

#### EDUCATING AND ENRICHING THE COMMUNITY

- 10.2 To maximize interpretive opportunities associated with cultural resources as a means of providing important insight into the heritage of the community.
  - 10.2.1 The Town shall require that public and private development project sites containing significant cultural resources be assessed for potential inclusion of an interpretive element into project design.
  - 10.2.2 The Town shall consider the potential for incorporating interpretive elements related to cultural resource sites during planning for public parks, trails, and other public use areas.
  - 10.2.3 The Town shall actively initiate and pursue cooperative opportunities with other jurisdictions and organizations (e.g., Catalina State Park, Pima County) with regard to use of sites for education and historic interpretation.
  - 10.2.4 During the planning process for interpretive elements, The Town shall develop an appropriate and consistent theme for these elements throughout the Town (e.g., common graphic identity, uniform signage).
- 10.3 To provide a place to exhibit cultural resources.
  - 10.3.1 As the Town acquires or develops facilities, it shall look for opportunities to exhibit artifacts to educate the public. (See also Policy 6.3.2.)





## 11. OPEN SPACE AND NATURAL RESOURCES CONSERVATION

### STATEMENT

*Oro Valley's exceptional environmental resources have shaped the Town's character. The conservation of natural open space, biological resources, visual resources, and natural resources is of significant public interest to the residents of Oro Valley and a high priority among Oro Valley's planning objectives. In particular, the Town values lands with the following characteristics:*

- Provide, or affect, public resources such as aquifer recharge areas
- Exemplify unique, ecologically sensitive, wildlife and vegetative habitat
- Define the identity of the community such as cultural/historic resources
- Shape the scenic quality of life such as viewsheds
- Create unsuitable and/or hazardous conditions for development due to the slope, soil, or geological, topographical, soil, or similar features.

*The Open Space and Natural Resources Conservation Element is intended to identify and address the Town's environmental resources in a comprehensive manner. The protection, restoration, and maintenance of environmental resources require an integrated approach.*

### GROWING SMARTER/PLUS REQUIREMENTS

The Open Space and Natural Resources Element addresses the State's Growing Smarter/Plus requirements for open space and elements. Following are brief descriptions of the statutory requirements for these elements and an explanation of their implications for Oro Valley.

The Growing Smarter/Plus statutes require that municipalities with 10,000 or more residents include an Open Space Element addressing the following items:

- A comprehensive inventory of open space areas, recreational resources and designations of access points to open space areas and resources. (See Background Report.)
- An analysis of forecasted needs, policies for managing and protecting open space areas and resources and implementation strategies to acquire additional open space areas and further establish recreational resources. (See Background Report.)
- Policies and implementation strategies designed to promote a regional system of integrated open space and recreational resources and a consideration of any existing regional open space plans.

These statutory requirements focus on a variety of descriptive, analytical, and prescriptive issues that are intended to ensure that the Town establishes a framework for protection and preservation of the natural qualities that Oro Valley residents value so much. The first requirement calls for a descriptive inventory of these natural qualities, focusing on large-scale open space areas, particularly those that are set aside for recreational purposes.

The second requirement calls for a combination of analytical and prescriptive content that focuses on understanding and responding to the open space needs of the community. As with much of the Growing Smarter/Plus legislation, the intent of this requirement is to ensure that growing communities plan for additional open space.





The third requirement in the above list focuses on ensuring that local open space assets are considered in light of their relationship to the regional system or network of resources.

In addition, this element addresses Growing Smarter/Plus' requirements for a conservation element, which are optional for communities of fewer than 50,000 residents. These requirements are as follows:

- Addresses the conservation, development and utilization of natural resources, including forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals and other natural resources.
- May also cover: The reclamation of land; flood control; prevention and control of the pollution of streams and other waters; regulation of the use of land in stream channels and other areas required for the accomplishment of the conservation plan; prevention, control and correction of the erosion of soils, beaches and shores; and protection of watersheds.

## **KEY POLICY ISSUES**

### **OPEN SPACE TOOLS**

The Town needs to develop a wide range of planning tools that can be used to acquire, protect, and enhance those lands, such as environmentally sensitive lands, that help define the community's character.

### **FUNDING FOR ACQUISITION OF OPEN SPACE LANDS**

The Town has no specific funding mechanism for the acquisition and management of natural open space lands. Without timely establishment of such a mechanism, options for establishing a connected system of natural open space will be limited. To achieve the broad goal of preserving sensitive lands, a method of financing to secure particularly valuable lands must be established and utilized to bolster a comprehensive approach. Financing methods include targeted development fees, Town funds, sales taxes, or highly focused bond measures to meet specific ESL goals and objectives. The latter two must be implemented by a vote of the Town's residents.

### **CONNECTIVITY BETWEEN NATURAL OPEN SPACE AREAS AND RECREATIONAL AREAS**

There is presently not a fully developed interconnected natural open space system within Oro Valley, in part because there are some barriers to the development of such a system (e.g., roads, fencing utilities, culverts, bridges, disturbed vegetation, overall infrastructure). Natural open space needs to be established with consideration given to establishing connections with other open space and recreational areas within the Town and adjacent lands. Creation of new natural open space resources and connectivity with existing areas, both prior to and during the process of development, is critical.

### **LOSS, DEGRADATION, AND FRAGMENTATION OF BIOLOGICAL RESOURCES**

Development in Oro Valley which does not consider the quantity and quality of natural resources can directly affect and result in the loss, degradation, and fragmentation of native habitats, further reducing the ecological value of these areas. This development has resulted in impacts on biological resources such as constraints on wildlife movement, impacts on wildlife from urban lighting, and erosion into riparian corridors. The need for an increased level of management is accentuated by the Town's rapid pace of growth, which has been sustained since the early 1980s. Much of the Town's land has been committed for development. The economic impact of environmentally sensitive land preservation is extremely significant. The beauty of the Town's environmental



resources and attractiveness of the resort atmosphere are primary factors for the continued influx of residents, small businesses, and corporations.

#### **RESTORATION OF DEGRADED HABITAT**

Some areas within the Town once contained high value habitats that have subsequently become degraded for a number of different reasons related to human activities within the Town. These areas may provide excellent opportunities for environmental restoration.

#### **PLANTS AND ANIMALS**

Biotic communities require similar protection and enhancement. Inventories of plant and animal communities can be compared with the more desirable development locations. Points of conflict will yield opportunities for the development community and Town government to establish fauna and flora protection strategies and also encourage desirable development schemes.

#### **INCREASES IN LIGHT AND GLARE**

Development will add to the amount of light and glare within the community and result in loss of nighttime sky visibility. Oro Valley cooperates with the International Dark-Skies Association (IDA) which seeks to stop the adverse environmental impact on dark skies by building awareness of the problem of light pollution and of the solutions, and to educate everyone about the value and effectiveness of quality nighttime lighting.

#### **VISUAL CHARACTER OF THE COMMUNITY**

Maintaining and enhancing the existing visual character of the community has been identified as a priority interest. A specific area of concern is development on hilltops, ridges, and slopes, which are highly visible from many areas in the community.

Also of concern is identification of important scenic vistas and views and protective techniques such as use restrictions and easements.

#### **BUILT ENVIRONMENT**

As the Town develops, the built environment begins to dominate views. Standards are necessary to ensure that development blends with the natural environment. Lighting and signage standards directed at improving the existing visual environment provide additional means of maintaining and enhancing the Town's image. Standards and density restrictions are needed to keep development from creating undesirable views, often referred to as a "sea of rooftops."

#### **SCENIC CORRIDORS**

Many roadways in the community provide views of scenic vistas, washes, and native vegetation. The open feeling along some of these roadways also adds to the character of the community.

#### **AIR QUALITY**

Good air quality has been recognized by Town residents as an essential component of Oro Valley's quality of life. Air pollution reduces visibility and compromises views of surrounding mountain ranges, as well as increases health risks. Although not totally within the Town's control, air pollution can be reduced through Town initiatives.



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## GOALS AND POLICIES

### NATURAL OPEN SPACE

- 11.1 To protect the environmentally sensitive open space areas within the Planning Area.
- 11.1.1 The Town shall institute a program for the acquisition, management, and maintenance of public natural open space. This program may include a cost-benefit analysis to determine natural open space acquisition priorities.
- 11.1.2 The program in Policy 11.1.1 shall identify and provide recommendations to the Town Council for the application of a range of planning and funding tools to acquire, enhance, manage, maintain, or otherwise protect environmentally sensitive lands and other desirable natural open space lands such as those identified as SRA in this plan.
- 11.1.3 The Town shall work with authorized representatives of approved Planned Area Developments (PADs) to minimize impacts on environmentally sensitive lands, including amendments of PADs, while allowing for development in accordance with the spirit of existing approvals.
- 11.1.4 The Town shall require new development proposals, through the rezoning process, adjacent to or containing riparian areas or wildlife and plant habitat to include provisions to link these systems to other nearby riparian areas, habitats, existing or planned trails, and regional natural open space areas (e.g., Tortolita Mountain Park, Catalina State Park, and Coronado National Forest).
- 11.1.5 The Town shall ensure that recreational uses on areas with essential or key habitats are designed to protect these resources. (See also Policy 8.1.1.)
- 11.1.6 The Town shall include interpretive elements with trails developed within natural environments. These elements should be designed to provide educational information on the environment and the protection of resources in an unobtrusive manner.
- 11.1.7 The Town shall prepare, adopt, and periodically update an Natural Open Space Management Plan to determine the appropriate level of use and protection of the environmentally sensitive open space areas within and surrounding the Town. This should include preparation of an inventory of these areas and the natural resources they support. (See also Policies 11.5.1, 11.5.2, and 11.5.3.)
- 11.1.8 The Town shall use natural open space preservation as one criterion in considering land use rezoning proposals. Developments shall utilize natural open space to comply with requirements for landscaped areas and buffer areas, whenever feasible.
- 11.1.9 The Town shall integrate open space planning with ongoing land use planning and community development efforts.
- 11.1.10 The Town shall encourage natural open space connection to and the expansion of Tortolita Mountain Park and Catalina State Park.
- 11.1.11 Protection techniques, such as clustering, transfer of development rights, and density bonuses, which may increase the number of units in an area shall include standards to ensure that other environmentally sensitive areas and existing neighborhoods are not adversely affected. Where clustering is used to set aside areas as natural open space, the



areas shall be dedicated to the Town, County, trust, or appropriate entity that will guarantee preservation in perpetuity.

- 11.1.12 To achieve natural open space goals, emphasis needs to be focused upon avoiding pre-annexation agreements with commitments that compromise community values.

#### HABITAT PROTECTION

- 11.2 To protect native biological habitats and their associated plant and wildlife species throughout the Town of Oro Valley and create/restore habitats where feasible in development design.

11.2.1 The Town shall ensure that development will provide for coordinated and enhanced protection of key habitat areas. "Key habitat" and "essential habitat" are provided, respectively, in Policy 11.2.2 and Policy 11.2.3.

11.2.2 The Town shall define key habitat areas as those that meet the following criteria:

- significant saguaro stands;
- significant ironwood stands; and,
- significant rock outcrops.

Note: The term "significant" as it relates to each of these will be defined in ordinance.

11.2.3 The Town shall define essential habitat areas as those that meet one of the following criteria:

- areas occupied by special-status species as defined by the U.S. Fish and Wildlife Service or Arizona Game and Fish;
- riparian habitat types, defined as low xeroriparian, moderate xeroriparian, high xeroriparian, hydroriparian, mesoriparian (including mesquite bosque and degraded mesquite bosque); and
- buffer areas around these areas.

11.2.4 Within essential habitats, The Town shall permit only the following uses:

- education and research;
- fish, wildlife and plant management activities;
- trails, scenic overlooks, and other passive recreation;
- necessary water supply projects which can be accomplished with minimal environmental damage;
- roadway crossings, drainage facilities, and other infrastructure which have been designed to minimize environmental damage; and,
- environmental restoration/enhancement activities.

These uses shall be designed to minimize impacts on environmentally sensitive resources. An exception to this is for lands covered under a habitat conservation plan or similar agreement that has been adopted and approved by the U.S. Fish and Wildlife Service and/or Arizona Game and Fish. Development in these areas can proceed based on the agreement and applicable provisions of the Town's General Plan and zoning ordinance.

- 11.2.5 The Town shall maintain a current and accurate database of biological resources, including maps that identify the locations of specific habitats (as defined in this element), and lists of special-status species, to mandate environmentally compatible development. Upon annexation of any area to the Town, the Town shall update the database for the annexation area.





- 11.2.6 On sites that have reasonably high potential to contain essential or key habitats, or contain or support special-status species, the Town shall require the project applicant to have the site surveyed by a Town-qualified biologist as part of the application process. In addition, the Town will maintain a list of qualified biologists experienced in Sonoran Desert ecosystems that can be used to prepare these studies. The results of the survey will be used during the development review and approval process in evaluating the merits of the project.
- 11.2.7 The Town shall prepare, adopt, and implement an Environmentally Sensitive Lands Ordinance (ESLO) containing standards for protecting sensitive resources and provisions for requiring innovative site planning and design practices that would protect sensitive resources. (See also Policy 11.4.3.)
- 11.2.8 The Town shall work as an equal partner with federal, state, and county agencies and the public in the development and implementation of the Sonoran Desert Conservation Plan.
- 11.2.9 The Town shall require project designs that:
- place development in areas not defined as key habitat when possible;
  - provide deed restrictions regarding treatment of identified habitats and natural open space on private property;
  - minimize adverse impacts to these habitats;
  - provide for connectivity between on- and off-site essential and key habitat areas; and,
  - are designed to reduce overall habitat impacts.
- 11.2.10 The Town shall achieve fauna and flora protection through regulatory practices as well as through working partnerships with developers. On-site water detention basins, clustering, land trusts, scenic easements, and similar practices should become part of an ordinance to protect the plants and animals and still achieve land development objectives.
- 11.2.11 The Town shall protect and enhance contiguous areas of key habitats rather than small, segmented remainder parcels.
- 11.2.12 For new public or private development projects, The Town shall require a buffer of adequate size to protect the integrity of the essential habitat. Buffer size regulations will be defined in the Town's ESLO (see Policy 11.2.7), which will provide guidance on buffer sizes, based on site characteristics, such as terrain, width of habitat, habitat condition, and so forth.
- 11.2.13 The Town shall regulate development within buffer areas in the same way as the habitat areas the buffer is protecting.
- 11.2.14 The Town shall inventory and actively pursue opportunities to restore degraded areas that contain remnants of essential or key habitat areas as defined in this element.
- 11.2.15 The Town shall continue to maintain a plant palette for use in all landscape plans. This list shall use only drought-tolerant vegetation. The list shall not include any non-native plant types that are considered invasive, allergenic, or nuisance species. Only native plant species shall be allowed in perimeter areas or areas adjacent to natural areas. (See also Policy 12.3.2)
- 11.2.16 The Town shall require the protection of healthy native vegetation within a development. If on-site protection is not feasible, the Town shall encourage transplantation of healthy native vegetation to approved sites within, or as a less preferable option, outside the project limits.





- 11.2.17 The Town shall continue to prohibit mass grading for all residential developments with lots exceeding 15,000 square feet and strongly discourage it throughout the community. (See also Policy 1.1.6)
- 11.2.18 The Town shall restrict the removal of gravel and other natural resources from washes and flood-prone areas for commercial purposes. (See also Policy 12.1.5)
- 11.2.19 The Town shall provide guidelines for the safe movement of wildlife above and below roadways and through or around other man-made environments. (See also Policy 5.4.2)
- 11.2.20 The Town shall continue to encourage utilization of the Town's Save-A-Plant program for protection of healthy native vegetation.

#### VISUAL RESOURCES

#### 11.3 To protect and enhance the visual character of the Town.

- 11.3.1 View protection is to be an essential aspect of development review and project approval. The Town defines the following roadways as scenic corridors within Oro Valley:

- Calle Concordia
- First Avenue
- La Cañada Drive
- La Cholla Road
- Lambert Lane
- Linda Vista Boulevard
- Moore Road
- Naranja Drive
- Oracle Road
- Palisades Road
- Rancho Vistoso Boulevard
- Shannon Road
- Tangerine Road

Additional roads may be added to this list during the annexation process. This could include roads that may not be annexed but would border the Town. (See also Policy 5.4.3.)

- 11.3.2 The Town shall continue to require all new development and improvements to existing development, both public and private, to maintain and/or enhance the character and quality of views from and along scenic corridors and public parks. The following measures will contribute to achieving this objective:
- preserve areas of natural open space (especially habitat areas) to provide visual relief;
  - provide large natural or naturally landscaped areas in rights-of-way along scenic corridors;
  - create design standards to minimize the impacts of parking lots;
  - create a Town ordinance that requires vehicle loads to be covered and secured;
  - work with utility providers to place utilities underground; and,
  - discourage visually intrusive structures.
- 11.3.3 The Town shall use existing standards and guidelines, and establish new ones as needed, to ensure that the built environment blends with or enhances the natural environment by:



- placing utilities underground
- restricting light not needed for safety or identification
- restricting signage primarily to identification
- creating landscaped breaks in parking lots, subdivisions, and other uses that extend over large areas  
(See also Policy 2.1.1.)

11.3.4 The Town shall protect air quality through:

- the enforcement of dust control measures
- restrictions to prohibit uses that create air pollution
- encouragement of gas versus wood fireplaces
- working with PAC to promote rideshare
- incentives to encourage the use of renewable resources such as solar and wind power
- attracting "green" technologies, such as low emission commercial and industrial development
- limits to mass grading, which shall require the approval of the Planning and Zoning Administrator (See also policies under Goal 1.5.)

**VISUALLY IMPORTANT AREAS**

11.4 To protect visually important areas. (See also Goal 2.1.)

11.4.1 The Town shall define and map visually important areas, especially peaks and ridges, and highly visible sloped areas.

11.4.2 The Town shall continue to actively pursue measures to protect and maintain night sky visibility.

11.4.3 The Town shall prepare design guidelines and standards as part of an ESLO (see Policy 11.2.7) to protect scenic resources and direct site and building design in areas identified as visually important. The ESLO may include, but not be limited to, the following.

- Placement of roadways
- Building materials, colors, and reflectivity
- Protection of ridgelines, slopes, and hillsides
- Integration of buildings and landscape with site features and vegetation,
- Placement of single- and two-story structures
- Open space and landscape area requirements
- Standards for fencing and berming
- Control of light and glare
- Limiting the areas that may be graded
- Limiting cuts and fills
- Treatment of disturbed areas, especially cut and fill slopes



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PROGRAM DEVELOPMENT

11.5 To develop a holistic natural open space and natural resource conservation program.

- 11.5.1 The Town shall establish an advisory committee to provide the Town Council and Planning Commission with annual recommendations and input regarding Town-initiated actions and incentives to protect environmentally sensitive lands in the Town and to monitor and/or recommend modifications to this element. The advisory committee's efforts are to be coordinated with the recommendations of the Natural Open Space Management Plan prepared pursuant to Policy 11.1.7.
- 11.5.2 The advisory committee described under Policy 11.5.1 shall establish and annually review an action plan that will identify program components, including but not limited to the following:
- Expected revenues to administer the program
  - Areas for acquisition (listed by priority)
  - Areas for enhancements
  - Support for land trust activities
  - A yearly status report including: how much natural open space is in the Town, its health, its protection, and its connectivity; how existing natural open space should be used; and the status of maintenance and management of natural open space
- 11.5.3 In selecting lands for inclusion in the action plan described under Policy 11.5.2, the advisory committee shall utilize the following general guidelines:
- Availability of land
  - Potential development pressures on land
  - Potential for protection of a sensitive area or corridor
  - Connectivity to other natural areas
  - Biological and cultural richness or diversity
  - Economic sustainability of the Town
  - Consistency with the General Plan
- 11.5.4 The Town shall adopt a set of best available practices to minimize impacts to the Town's open space system.
- 11.5.5 The Town shall continue to inform project applicants about the natural resources in Oro Valley and the practices that are required to protect these resources.
- 11.5.6 The Town shall establish guidelines for trading natural open spaces that allow those trades that create interconnected, high-quality natural open space.
- 11.5.7 The Town shall explore establishing a funding source to provide for environmental education.
- 11.5.8 The Town shall continuously inform and educate the public about the natural and cultural resources in Oro Valley and the steps that they can take to help protect, enhance, restore, and enjoy these resources.
- 11.5.9 The Town shall support educational programs to promote environmental awareness and natural resource conservation. It should include the public benefits that can be derived from a community open space system.



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- 11.5.10 The Town shall monitor public use in designated natural areas within the community to prevent the degradation of significant biological and visual resources.
  - 11.5.11 The Town shall continue to explore strategies that would enable preservation of lands extending north and west from Honey Bee Canyon/Sausalito Creek and connecting to the Tortolita Mountain Park through independent methods and through coordination with Pima County, Arizona State Land Department, Arizona State Parks Board, and/or any nationally recognized conservation organization.



## 12. WATER RESOURCES

### STATEMENT

*The Town of Oro Valley recognizes the importance of water to maintain the natural qualities that attract people to the area and sustain their existence. The Town also recognizes the importance of ensuring that it doesn't compromise these qualities. The Water Resources Element presents goals and policies that address water as both a natural asset and as an essential part of the public infrastructure.*

### GROWING SMARTER/PLUS REQUIREMENTS

The basic intent of the Growing Smarter/Plus requirements for the Water Resources Element is to ensure that communities can assure that there will be enough water to support future development. The required content is as follows:

- Assessment of known legally and physically available surface water, groundwater and reclaimed water supplies.
- The demand for water that will result from future growth, added to existing uses.
- An analysis of how the demand for water that will result from future growth projected in the general plan will be served by the currently available water supplies or a plan to obtain additional necessary water supplies.

As with many other aspects of the Growing Smarter/Plus statutes, the Water Resources Element requirements are geared toward growing communities.

### KEY POLICY ISSUES

#### IMPACTS TO THE NATURAL DRAINAGE RECHARGE SYSTEM

The Town has been designated by the State of Arizona as having a 100-year assured water supply. However, this does allow draw down of the aquifer to a depth of 1,000 feet below land surface within that time. Thus development activities in Oro Valley may adversely impact the natural wash system and continued regulation is needed. Cumulative, as well as site-by-site, impacts need to be considered.

#### PROTECTION OF WELLHEADS

Wellheads for domestic water could be adversely affected by development activities occurring in close proximity to well sites.

#### WATER CONSERVATION

Even though the Town has a 100-year assured water supply, water needs to be conserved to balance continued growth, to enhance ecosystems that use surface water, and to protect ecosystems that depend on groundwater. Cumulative, as well as site-by-site, impacts need to be considered.

#### SURFACE WATER AVAILABILITY/TRANSMISSION

While the Town has secured rights to surface water from the Central Arizona Project (CAP), the infrastructure to transport the water to the Town's current and future users is not in place. If the Town is to shift away from its sole reliance on groundwater for potable domestic supply, transmission facilities must be planned and constructed. Currently, the nearest point of supply for CAP water is





near Tangerine Road and I-10, which is several miles west and approximately 1,000 feet lower in elevation.

#### USE OF RECLAIMED WATER FOR IRRIGATION

The Town has signed an agreement with the City of Tucson to secure rights to reclaimed water (treated wastewater) generated within Oro Valley. This water may be used to replace potable supplies for irrigation of turf areas in town (e.g., golf courses, parks). The Town must design and construct a system for transmitting this water to these users.

### GOALS AND POLICIES

#### WATER RESOURCE PRESERVATION

12.1 To protect and restore the natural qualities of creeks, washes, and groundwater basins and recharge areas in Oro Valley to ensure public health and safety and the biological productivity and diversity of these water courses.

12.1.1 The Town shall require that natural washes (defined as riparian areas and 100-year floodways) be kept free from development that would adversely impact floodway capacity or characteristics, natural/riparian areas, water quality, or natural groundwater recharge areas.

12.1.2 The Town shall implement the Town's Floodplain Management Ordinance and requirements of the Town's Drainage Manual.

12.1.3 The Town shall continue to evaluate all public and private development projects to determine the effects of the projects on on-site and downstream drainage patterns and associated ecological systems. Cumulative, as well as site-by-site, impacts shall be considered.

12.1.4 As appropriate, the Town shall continue to require detention facilities and/or velocity reduction when necessary to maintain existing storm flows and velocities in natural drainage systems.

12.1.5 The Town shall restrict the commercial extraction of gravel and other natural resources from washes and flood-prone areas. (See also Policy 11.2.18.) The Town shall ensure that flood control facilities are designed to use "soft" channel structures. Facilities in natural washes and floodways shall comply with Policy 12.1.1.

12.1.6 The Town shall continue to enforce stormwater controls to prevent aquifer pollution and the erosion or siltation of washes.

12.1.7 The Town shall continue to protect wells from adverse conditions.

#### ALTERNATIVE WATER SUPPLIES

12.2 To utilize alternatives to groundwater to the maximum extent feasible.

12.2.1 The Town shall contribute to and/or participate in partnership with other jurisdictions to build a conveyance system to make use of CAP water and treated wastewater. A variety of funding sources, including alternative water surcharges, development fees and user fees should be used to defray the costs of developing alternative water source delivery systems.



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- 12.2.2 The Town shall require the utilization of CAP water and reclaimed water for recharge and irrigation of areas such as parks and golf courses to reduce the Town's dependence on groundwater resources.
- 12.2.3 The Town shall encourage public and private developments to use alternative water sources.
- 12.2.4 The Town shall consider using CAP water and/or reclaimed water in the development of multi-use recharge facilities (i.e., recharge, recreation, and habitat creation).
- 12.2.5 The Town shall monitor the use of CAP water to ensure that:
- Flows into natural washes do not exceed natural, average, historic levels
  - Groundwater quality is maintained per standards established by Arizona Department of Environmental Quality.
  - The use of water does not encourage nuisances.
- 12.2.6 The Town shall pursue a combination of reclaimed water and CAP water infrastructure to minimize costs and maximize alternative source delivery.
- 12.2.7 The Town shall meet all State and Federal regulations regarding the treatment, quality, and monitoring required with the use of reclaimed water to assure that its use does not pose health dangers.

#### WATER RESOURCE CONSERVATION

#### 12.3 To ensure water conservation.

- 12.3.1 The Town shall promote water conservation through a variety of techniques such as:
- Designing detention basins for water harvesting as well as storm water control and recreation
  - Restoring disturbed areas and designing landscape to encourage infiltration and reduce erosion
  - Requiring the use of low-water-use landscape using xeriscape techniques
  - Developing guidelines and standards for water harvesting in all forms of development
  - Educating landowners on water harvesting techniques
  - Providing incentives for conservation in water pricing structures
  - Developing programs for water conservation in homes and businesses
  - Tracking and reporting annually on the success of water conservation programs
  - Identifying key recharge zones for preservation and protection from development
  - Adopting turf water reclamation standards for larger turf areas such as golf courses, schools, and ball fields
  - Adopting building codes and providing incentives for water conserving plumbing such as gray water systems
- 12.3.2 The Town shall continue to require the use of drought-tolerant vegetation (as specified in the Town's adopted plant palette) and water efficient irrigation systems in the approval of new developments. Native vegetation is preferred in landscaping projects and the use of turf is discouraged. (See also Policy 11.2.15.)
- 12.3.3 The Town shall require new development, expansion, and rehabilitation projects to include water conservation measures.



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- 12.3.4 The Town shall closely monitor the use of decorative water features such as fountains in commercial, common areas, and multi-family developments to ensure that they recycle water and are designed to reduce water losses.
  - 12.3.5 The Town shall encourage water conservation and retrofitting programs for existing structures and landscaped areas.



### 13. ENVIRONMENTAL PLANNING

*The Environmental Planning Element differs from the balance of this General Plan's elements in that its focus is introspective. Its purpose, as described below, is to ensure that the goals and policies outlined in this General Plan and the actions that will be taken in implementing the General Plan do not compromise the environmental resources of the community. In that respect, the Element is analytical rather than prescriptive. Accordingly, the content of the Element focuses on evaluating the Town's commitment to environmental quality.*

#### GROWING SMARTER/PLUS REQUIREMENTS

The Growing Smarter/Plus statutes require municipalities with 10,000 or more residents to include an Environmental Planning Element addressing the following items:

- Analysis, policies and strategies to address anticipated effects, if any, of general plan elements on air quality, water quality and natural resources associated with proposed development under the general plan.
- The policies and strategies to be developed under this element shall be designed to have community-wide applicability and shall not require the production of an additional environmental impact statement or similar analysis beyond the requirements of state and federal law.

These requirements are intended to force communities to consider the overall environmental implications of their general plans, with a specific focus on air quality, water quality, and natural resources. As suggested by the second bullet, the Environmental Planning Element is the means for the community to assess these implications in lieu of preparing a separate environmental assessment such as is required for federal projects under the National Environmental Policy Act (NEPA) or those required in other states, such as the California Environmental Quality Act (CEQA).

#### GENERAL PLAN POLICY APPROACH TO MITIGATING ENVIRONMENTAL ISSUES

The Town's basic approach to addressing potential environmental issues associated with development under the General Plan Land Use Map is to pre-empt potential problems through application of the Plan's policies. While this "self-mitigating" approach relies on the policies of virtually all elements of the Plan, it is particularly reliant on the Land Use, Open Space and Natural Resources, and Water Resources Element. These three elements include policies that address the three environmental issues that Growing Smarter/Plus identifies (i.e., air quality, water quality, and natural resources). Adherence to these policies, coupled with the Town's ongoing implementation of programs related to these three elements, ensures the protection of the Planning Area's valuable environmental resources.

#### AIR QUALITY

Various sections of this Plan articulate the Town's policy commitment to maintaining and improving good air quality in Oro Valley, but the sections with the most influence on air quality issues are the Land Use Element's goals and policies related to Land Use and Air Quality (page 21); the Transportation and Circulation Element's goals and policies intended to provide for a balanced transportation system, and thus reduction in reliance on the automobile; and the Open Space and Natural Resource Conservation Element's policy related to protection of air quality (Policy 11.3.4 on



page 80). Through consistent application of these policies, the Town will ensure that development called for under this Plan does not compromise Oro Valley's air quality.

#### **WATER QUALITY**

The Water Resources Element of this Plan (beginning on page 79) highlights water quality issues in Oro Valley and includes a variety of Town policy commitments ensuring that water quality in the Planning Area is maintained.

#### **NATURAL RESOURCES**

Oro Valley's natural resources are a point of pride for Town residents, as well as an important element of the Town's economic health and well-being. The Town's commitments to protecting the Planning Area's natural features are described in the Open Space and Natural Resources Element of this General Plan.





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**GLOSSARY**

- Average Daily Traffic:** The average traffic volume on a roadway segment under average weekday conditions.
- Contiguous:** In close proximity; neighboring; adjoining; near in succession; in actual close contact; touching at a point or along a boundary; bounded or traversed by. (Black's Law Dictionary, 5<sup>th</sup> Edition.)
- Floor-Area Ratio (FAR):** A floor-area ratio is the ratio of the gross building square footage permitted on a lot to the net square footage of the lot. For example, a floor-area ratio of 0.25 applied to a one-acre (43,560 sq. ft.) lot, with no other requirements (e.g., set-backs), would allow a gross building with 10,890 sq. ft.
- Functional Classification:** A system to describe the various types of roadways by their primary purpose. Classifications typically describe not only the number of lanes, but also the types of access permitted to the roadway.
- General Plan:** A municipal or county planning document consisting of text policies and corresponding maps that is general, comprehensive, and long-range in nature. The State of Arizona requires municipalities and counties in Arizona to have a General Plan, with certain required elements, depending upon the size and growth rate of the municipality or county. A general plan may also be known as a "comprehensive plan", "master plan", "city plan" or "county plan".
- Goal:** The ultimate purpose of an effort stated in a way that is general in nature and immeasurable. Goals are not quantifiable, time-dependent, or suggestive of specific actions for achievement. There is at least one general plan goal per element, with more than one goal per element where appropriate or necessary. Goals often refer to one or more aspects of the vision and incorporate specific values. They are typically presented as "to" statements.
- Growing Smarter:** Legislation enacted by the State of Arizona in 1998 modifying existing general plan requirements and placing additional general plan requirements on Arizona municipalities and counties. The general plan requirements vary by population size and/or population growth rate.
- Growing Smarter/Plus:** Additional legislation enacted by the State of Arizona in 2000 that modifies and supplements the Growing Smarter legislation.
- Growth Area:** An area deemed suitable for infrastructure expansion, improvements designed to support a variety of land uses and, if appropriate, planned multi-modal transportation.
- Implementation Measure:** An action, procedure, program, or technique that carries out general plan policy. Implementation measures also specify primary responsibility for carrying out the action and a time frame for its accomplishment. Collectively, the general plan's implementation measures will constitute the Town's General Plan Implementation Program.
- Land Use Designation:** The allowed type and intensity of development specified in a general plan. Typically, the land use designation is defined in the text and shown graphically on a land use map. Designations may specify residential uses (e.g., low density residential) and non-residential uses (e.g., parks/open space, commercial), with each specifying land use intensity standards.
- Land Use Intensity Standards:** Standards of population density and building intensity for each land use designation. Standards of building intensity for residential uses are stated in this *General Plan* in terms of the allowable range of dwelling units per acre. Standards of population density for residential uses can be derived by multiplying the maximum number of dwellings per acre by the average number of



persons per dwelling unit. Standards of building intensity for non-residential uses are stated in terms of maximum allowable floor-area ratios (FARs).

**Level of Service (LOS):** A measure of congestion based on the comparison of a roadway's traffic volume with its capacity. The standard means for measuring the amount of traffic that a roadway or intersection can accommodate, based on such factors as maneuverability, driver dissatisfaction, and delay, is level of service. This is also the measure most often used to express local policy concerning acceptable levels of congestion on a community's streets. Measures range from "A" through "F" based on the Transportation Research Board's publication *Highway Capacity Manual 2000*.

**Major Amendment:** According to the State's Growing Smarter/Plus statutes [ARS §9-461.06.G], "major amendment" means a substantial alteration of the municipality's land use mixture or balance as established in the municipality's existing general plan land use element. Each community's general plan defines what constitutes a "major amendment".

**Minor Amendment:** A minor amendment is defined as any text or map change that does not meet the criteria for a major amendment.

**Open Space:** Any area of natural open space (as defined below) or any disturbed area that has been supplemented by additional plantings or topping materials. This may include recreational open space such as parks and playgrounds.

**Open Space, Natural:** Any natural, undisturbed area.

**Planning Area:** The planning area is the geographic area covered by the General Plan. For a municipality, the planning area typically includes the municipality's limits (incorporated boundary) as well as areas that will potentially be annexed to the municipality.

**Policy:** A course of action that the Town shall take to implement the goal to which it relates. When policies are followed and consistently applied, they work to implement the community's vision for the future.

**Roadway Classifications:** The allowed types of roadways specified in a general plan. Typically, the classifications are defined in the text and shown graphically on a circulation map. Designations may range from local streets to federal highways, with each specifying roadway standards

**Roadway Standards:** For each roadway classification, there are standards prescribing the preferred right-of-way width, number of lanes, lane widths, medians, landscaped areas, bike lanes, and multi-modal paths.

**Trade:** As used in Policy 1.1.3, a trade is the designation of a developable area as open space to offset a loss of natural open space. Trade areas must be at least a 1:1 ratio with habitat value at least equal to the area lost (based on plant types, sizes, and densities). Habitat value may be enhanced, for natural or disturbed areas, by adding native plants. In addition, the trade areas should contain open space, which meets the following, or similar, criteria: reduces fragmentation, has recreational value, improves overall project design, or creates buffers adjacent to environmentally sensitive areas.

**Urban Services Boundary:** The Land Use Map delineates an Urban Services Boundary (USB) around most of the Planning Area. The area outside of the USB indicates land that should not receive any increase in density or land use intensity over what currently exists because urban infrastructure has not yet been extended into these areas and is not planned for the foreseeable future.

**Zoning, Zoning Code:** The formal regulations for the administration and implementation of the general plan which divide a city or county into zones specifying allowable uses and building restrictions within the zones. The zones may also be known as districts or areas.



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**Zoning District:** A specific area of a city or county that has proscribed land use requirements, such as land use type and development standards (e.g., minimum lot size, set-backs, building design, landscaping). The districts may also be known as zones or areas.





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## SUPPLEMENTAL REPORTS AND DOCUMENTATION

To supplement this Policy Document, the Town has prepared a variety of reports that establish the framework for preparation of the General Plan, as well as documenting the process that the Town completed in preparing the Plan. This includes the following reports, which have been published separately and are available through the Town of Oro Valley Community Development Department. None of these reports are being adopted as a formal part of the General Plan and thus will not be subject to ratification by the public vote.

### PUBLIC PARTICIPATION ACTION PLAN

The Town of Oro Valley made a serious commitment to public involvement through the preparation of its *General Plan Update 2001 Public Participation Action Plan*. The Plan outlined a broad range of outreach tools and mechanisms that the Town employed to engage the Town's key stakeholders in the Update process. Among the methods that the Town used were a community interest survey that was conducted early in the process and series of public meetings and workshops that were held throughout the planning process.

### GENERAL PLAN BACKGROUND REPORT

This report is a compilation of the secondary source information provided by the Town and other sources during the General Plan Update process. This information was gathered, analyzed and summarized in order to establish a baseline inventory and assessment of natural and man-made conditions in the Town. The report contains text, tables and figures addressing the following major topics: natural resources; land use; transportation; community facilities; population; and economics.

### FISCAL MODEL SUMMARY

During the General Plan Update process, a fiscal model was used to assist in making decisions about various land use alternatives. The model provided estimates of the impact of alternative land use scenarios on the Town's finances, particularly the general fund. These estimates were based on an analysis of the Town's recent finances and development activity, as well as discussions with department managers.

The Town's recent analysis of potential annexations was used as the starting point for the General Plan Update fiscal impact model. Subsequently, the model was expanded and refined to account for additional factors, provide additional flexibility, and to enable modeling of multiple geographic areas simultaneously. The model was developed in an iterative manner, with refinements occurring as necessary and requested by Town staff, the General Plan Update Steering Committee, and interested Town residents.

The model provides a tremendous amount of information at a detailed departmental and geographic level and on an annual basis. These results were summarized into totals at the end of the twenty-year period, from fiscal year 2002-03 (FY02-03) to fiscal year 2022-23 (FY22-23).

The first runs of the model were used to evaluate the economic sustainability of the alternative land use scenarios. The final run of the fiscal model was made to evaluate the Town Council's draft land use plan. To ensure that the economic health of the Town did not depend on future annexations, the final run evaluated the expected revenues and expenditures for areas within the current Town boundaries separately from those areas outside the Town boundaries. The results for the 20-year period are summarized below:





Area	Cumulative Surplus	Comments
Within Town	\$ 166 million	Residential development built out. Commercial development largely built out. Some industrial areas not developed. Annual net surplus of \$2 million in the short-term increasing to \$11 million as the commercial areas are developed.
Outside Town	Depends on when annexed.	When fully built out and annexed this area would provide an annual net surplus of \$4.5 million.

In summary, the fiscal impact model shows that the land use plan provides for the economic health of the Town even without annexations.

### FUTURE SEARCH CONFERENCE SUMMARY

Future Search Conferences were established as a method for generating broad public participation, during which members of a community can meet, discuss, debate, and set the community's path to the future. The October 27, 2001 Conference was the first public event to kick-off the update of Focus 2020. It was established as a visioning workshop in which attendees were encouraged to explore the Town's past and present, and to look to the future within a framework of sustainability. The one hundred and twenty-seven citizens who attended the conference identified important community issues and values. The results of the conference as described in this report were used to help identify the vision statement for the Update 2020 General Plan.

### FOCUS GROUP MEETINGS SUMMARY

The intent of the Focus Group Meetings was to direct the attention of Oro Valley residents to the essential issues facing the community. The meetings were organized thematically to address related groups of the elements, namely:

Open Space, Natural Resources & Environment	February 13, 2002	Biological Resources Open Space Water Resources Visual Resources
Circulation & Public Services	February 25, 2002	Roads & Streets Public Safety, Facilities & Services Transit
Parks, Recreation & Culture	February 26, 2002	Parks & Recreation Cultural & Historic Resources Trails & Open Space
Land Use, Housing & Economic Development	March 4, 2002	Land Use Economic Development Housing
Community Design Forum	March 25, 2002	Alternative Land Use Maps



The Focus Group Meetings consisted of three basic parts. The first was a presentation of background information relevant to the subject(s) of the meeting; the second was a set of small group exercises where participants discussed the issues and policies related to the topic; and the third was a set of presentations of the results of the small group exercises.

#### OTHER SUPPORTING DOCUMENTS

*Open House #1: Public Comments* is a compilation of the comments received in the Open House on May 20, 2002.

The *December 2001 Telephone Survey* provided the community preferences related to a wide range of topics from growth to transportation to funding options for Town services. Four hundred and three persons completed the survey.

The *January 2002 Progress Report* on the 1996 General Plan Strategic Implementation Program provides information of the success of the Town in implementing the previous General Plan. The report indicates that, of the 94 action items, 65 (70%) were completed or ongoing, 23 (24%) were started and underway and six were not started.

#### REFERENCED DOCUMENTS

Throughout this Plan, a variety of references are made to other documents that contribute to the understanding of the Plan or assist in articulating the Plan's commitments. Following are several such documents that are available for review at the Town's Community Development Office.

Arizona, State of, *Growing Smarter/Plus Statutes*, Arizona Revised Statutes (ARS) §9-461.05, et seq.

Oro Valley, Town of, *Oro Valley Zoning Code Revised*

Oro Valley, Town of, *Design Guidelines*, Chapter 16 of *Oro Valley Zoning Code Revised*

Oro Valley, Town of, *Community Economic Development Strategy*, September 1997.

Oro Valley, Town of, *Transit Development Plan, Fiscal Years 2003 To 2012*, November 2002.

Sonoran Institute, *Building from the Best of Tucson*, May 2001



