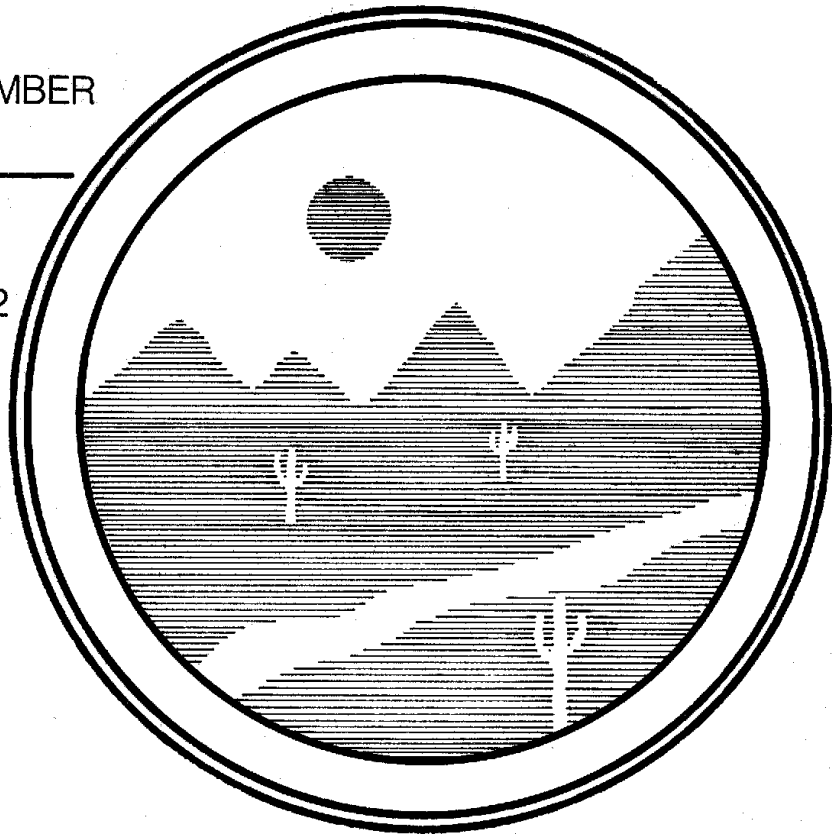


RESOLUTION NUMBER  
11930

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ADOPTED BY  
MAYOR and  
COUNCIL 6-28-82



# PANTANO EAST AREA PLAN

# PANTANO EAST AREA PLAN

Prepared by

City of Tucson Planning Department

March, 1982

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# PANTANO EAST AREA PLAN

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## **PANTANO EAST AREA PLAN**

### Formal Action

Adopted: Mayor and Council - June 28, 1982 - Resolution #11930 (Adoption)  
August 6, 1984 - Resolution #12828 (Expansion)  
October 9, 1984 - Resolution #12904  
(Expansion - Same area as #12828)

Hearings: Mayor and Council - June 28, 1982  
August 6, 1984  
October 9, 1984  
Citizens Advisory Planning Committee - March 31, 1982  
May 5, 1982  
June 5 & 6, 1984

Este documento se publica en inglés solamente. Los ciudadanos de habla hispana pueden llamar al Departamento de Planificación Municipal de Tucson para pedir ayuda en la traducción de este documento. Favor de hablar al 791-4505, o pase al Departamento de Planificación Municipal en el tercer piso del ayuntamiento municipal, 255 oeste de la calle Alameda.

## INTRODUCTION

### BOUNDARIES

The *Pantano East Area Plan* encompasses approximately 11 square miles and 34,000 people on the City's east side. The plan area includes all land east of the Pantano Wash to Houghton Road, south of Tanque Verde/Wrightstown Road to Golf Links Road. The boundaries of the *Pantano East Area Plan* are shown on Map 1.

### JURISDICTIONAL AND ANNEXATION CONSIDERATIONS

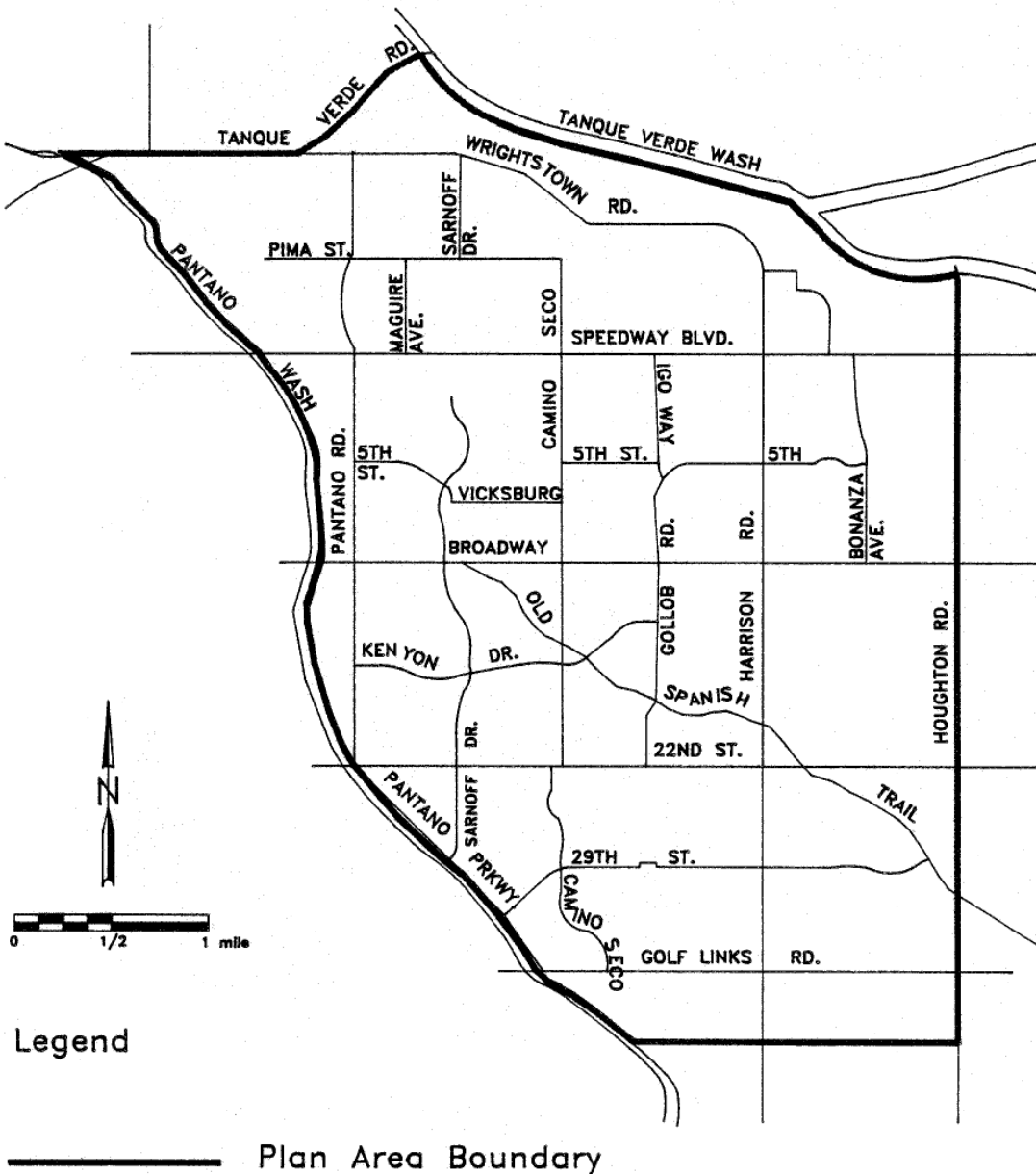
Slightly less than two square miles are presently under County jurisdiction. This area is included because existing or potential developments in the County have an impact on adjacent City areas. At some future date, some or all of the County area may be annexed by the City. This *Plan*, therefore, addresses the Pantano East Area on geographical and neighborhood boundaries rather than political jurisdictions. Policies and plan recommendations for County areas do not take effect until those areas are annexed by the City.

### FOUNDATIONS

Existing land use and zoning in the Pantano East Area are shown on maps 2 and 3, respectively. Of the 11 square mile study area, approximately 38 percent of the land is either vacant or has the potential for higher intensity development. The development of this land will play an important role in the creation of a well-balanced, workable and appealing area of the community. Over the past several years, this part of the City experienced tremendous development. Because of an absence of a comprehensive approach for this area, piecemeal growth occurred with little understanding of the total area's development trends, imbalances and needs.

Guidelines must be established for future development. Decisions made now can help determine the effects of new development on existing and future residential areas, the effectiveness of mass transit, the necessity for and timing of infrastructure improvements and capital expenditures, and the development of compatible and viable uses. The Pantano East Inventory, published in May 1981, outlines the existing conditions in the area. Current land uses, rezoning and development proposals, projected public improvements, and environmental features are described. The *Pantano East Area Plan* addresses existing conditions and is designed to guide future compatible development.

# PANTANO EAST AREA PLAN

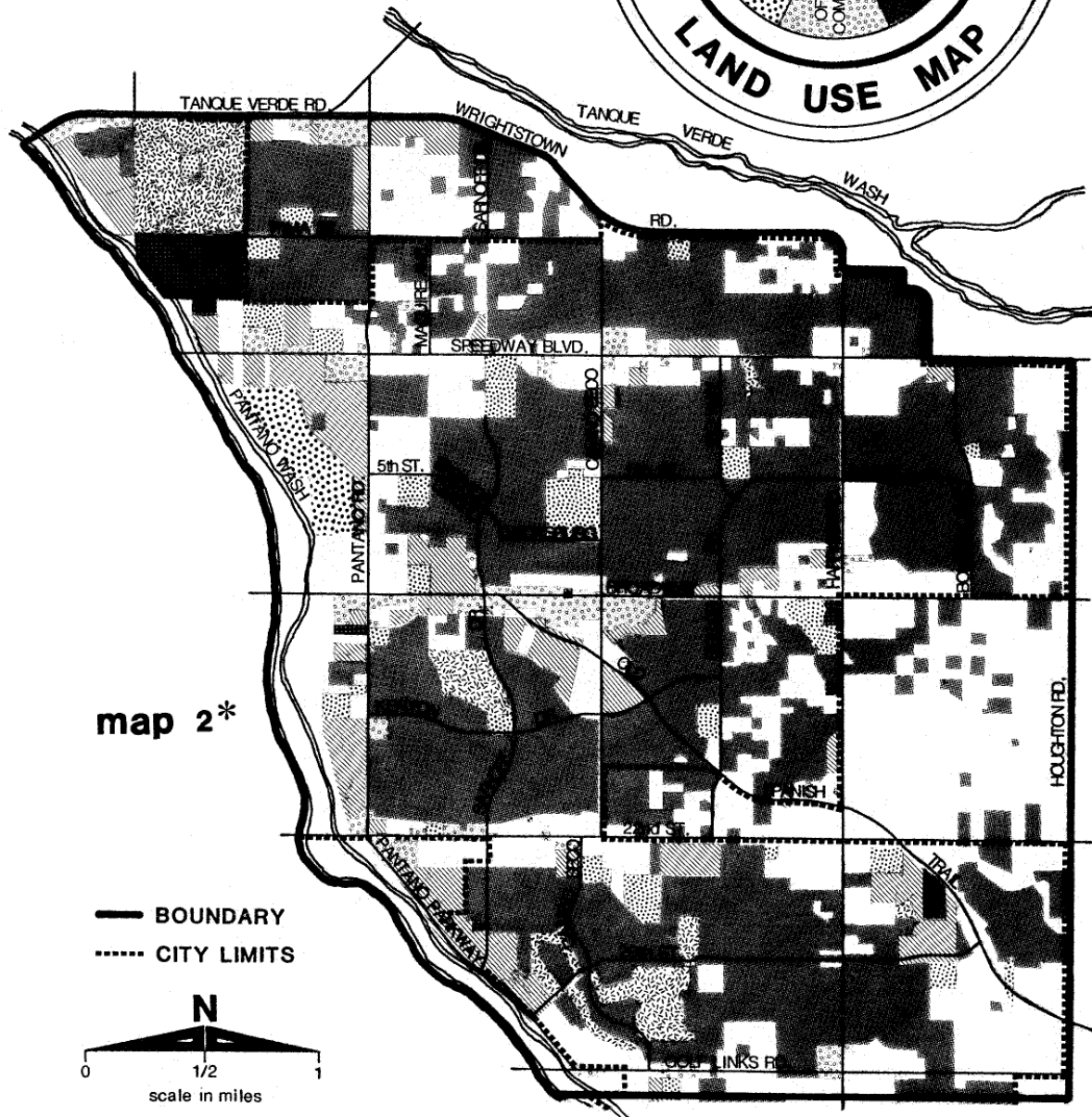


PLAN BOUNDARY AMENDED ON AUGUST 6,  
1984, RESOLUTION No. 12828 and REAFFIRMED  
ON OCTOBER 9, 1984, RESOLUTION No. 12904

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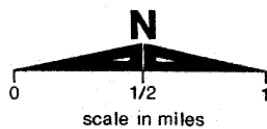
map 1

NOTE: White areas indicate vacant land.



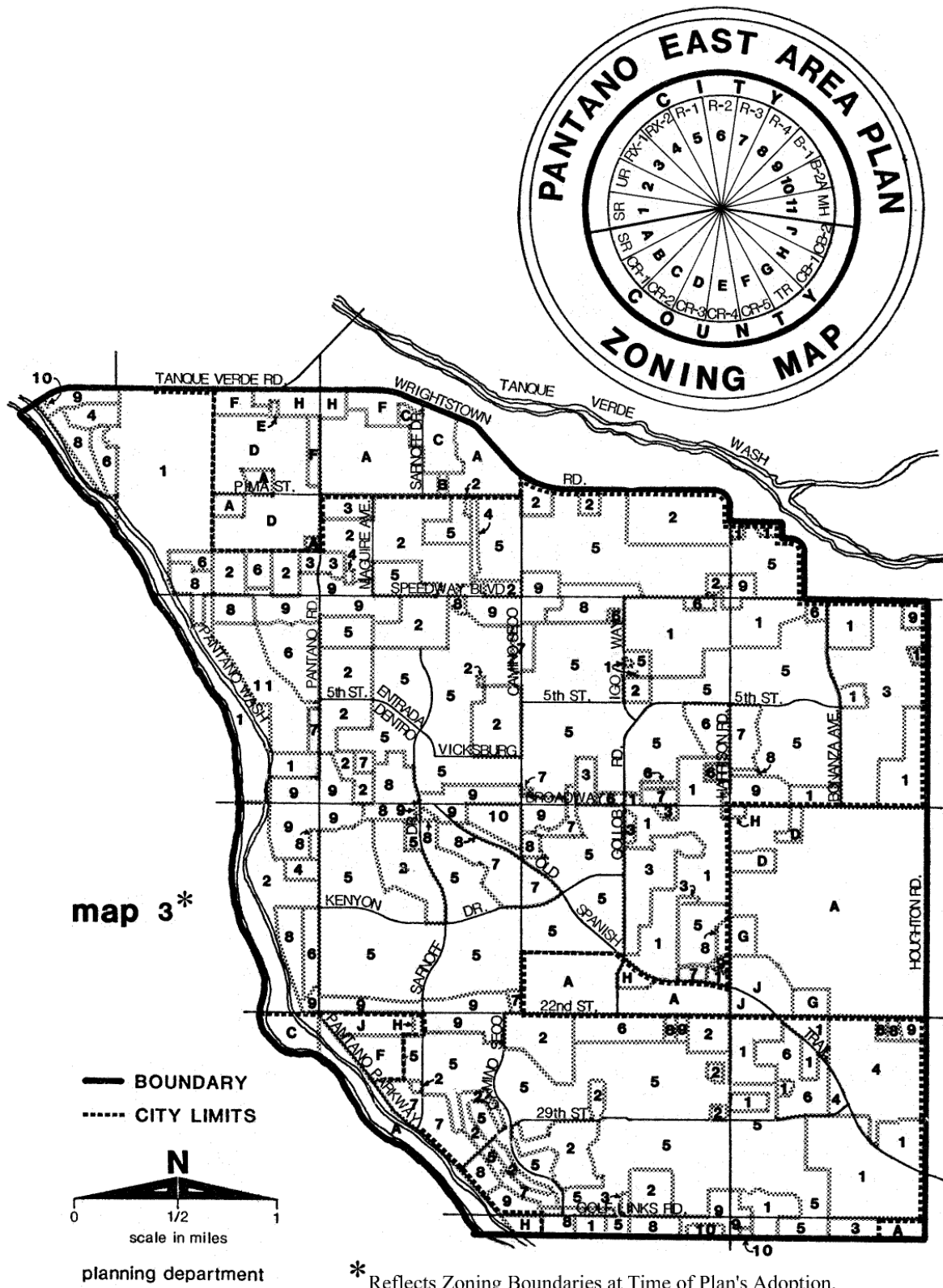
map 2\*

— BOUNDARY  
 ..... CITY LIMITS



planning department

\* Reflects Land Uses at Time of Plan's Adoption





The policies and recommendations of this *Plan* were developed with the assistance of a special Pantano East Steering Committee, representing a cross-section of area and community-wide concerns. City and County residents, the Chamber of Commerce, the Southern Arizona Home Builders Association, the Citizens Advisory Planning Committee, and other interested parties comprise the membership of this committee. The committee assisted the Planning Department in evaluating the crucial issues, developing goals and policies, and reviewing the Draft Pantano East Area Plan.

The policies in this *Plan* are separated into sections addressing broad categories of land use. Rezoning and development proposals in Pantano East must be evaluated on the basis of all the *Plan* policies and recommendations. No section of the plan stands alone. The policies are designed to complement one another to create a comprehensive approach to planning for Pantano East.

### **DEFINITIONS**

#### **Campus or Park Industrial**

Comprehensively planned industrial developments which are compatible with surrounding residential communities. They contain clean uses which are generally not objectionable because of noise, heavy truck traffic, fumes, or any other nuisances. The intention of this land use is to provide attractive locations for employment centers close to residences so as to reduce travel time between home and work.

#### **Defensible Space**

A term used to describe a series of physical design characteristics that help control certain types of behavior, especially crime, within a residential community. Grouping and positioning of units, paths, windows, stairwells, doors and elevators are carefully considered to allow resident monitoring of public, semiprivate and private spaces within a complex.

#### **Density**

Low - Average densities up to six units per acre are included in this category. The basic unit of development is single family units on separate lots but some attached units such as duplexes and townhouses are also appropriate.

Medium - This category includes average densities up to 15 units per acre. A mixture of housing types including single family homes on small lots, duplexes, townhouses, apartments, condominiums and mobile home parks characterize this designation.

High - Densities over 15 units per acre are appropriate under this category. Multi-family developments including townhouses, apartments and condominiums are most appropriate.

## Pantano East Area Plan

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### Integrated Development

This refers to physical and functional coordination of commercial developments so as to foster the sharing of parking areas and access points onto streets. Emphasis is placed on allowing pedestrian access between businesses within commercial areas to decrease auto travel and promote "one stop shopping."

### Streets

Collector - Streets that channel moderate traffic volumes of 3,000-12,000 average daily trips between arterial streets and local streets.

Arterial - Streets that funnel large vehicle volumes of over 12,000 average daily trips for intricate trips providing access to major activity centers. The primary function of arterials is to efficiently move traffic.

### Strip Commercial Development

A pattern of commercial development characterized by incremental additions of single-function businesses along a street frontage. Such developments normally have separate access points for each business, segregated parking and lack of pedestrian linkage between individual businesses.

### PLAN GOAL

Provide guidelines for future growth, while protecting the existing development in the Pantano East Area.

## RESIDENTIAL

An assortment of residential types and densities are located within the Pantano East Area. The single-family detached unit is the predominant housing type, creating a residential development pattern characterized by a variety of low-density neighborhoods promoted by old County neighborhood plans in the area.

A substantial amount of vacant land and land with potential for higher intensity development provide the opportunity for future residential development in the area. In addition, increasing population and dramatic increases in the cost of home ownership contribute to the increased pressure for higher density residential development. Due to this pressure, guidelines are needed to ensure the compatibility of new development with existing development and to promote a variety of residential opportunities in the area.

### SUB-GOAL:

Encourage the development of a variety of housing types including single family detached units, duplexes, apartments, condominiums, townhouses, and mobile homes.

Policy 1. Preserve the integrity of established neighborhoods.

#### Implementation Techniques

- A. Allow only local traffic into developed neighborhoods.
- B. Rezoning requests for the conversion of residential structures to nonresidential uses should be denied.

Policy 2. Promote residential infill of vacant land where adequate provisions of streets and utilities are available.

#### Implementation Techniques

- A. Continue to promote low-density residential developments within the interior of established low-density neighborhoods.
- B. Low- and medium-density residential developments are generally appropriate along collector streets.
- C. Medium- and high-density residential developments are appropriate along arterial streets.

- D. Utilize the residential development option in the B-1 zone as specified in Section 23-205 of the *Tucson Zoning Code*, to develop excess commercially zoned land for residential purposes.

Policy 3. Ensure the compatibility of new development with existing land uses.

### Implementation Techniques

- A. Promote clustering and design flexibility in developments by encouraging the use of planned unit developments,\* zero lot line, lot development options, and residential development projects.
- B. Require appropriate design elements (fences, walls, vegetation, etc.) during the rezoning and development review processes when locating multi-family dwellings and nonresidential uses within proximity of established neighborhoods.
- C. Employ defensible space concepts in development proposals.
- D. Locate residential development outside the 100-year floodplain, as specified in the Floodplain Regulations.
- E. Require pedestrian and bikeways in and around all neighborhood facilities, e.g. schools, parks, and commercial centers.

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\* PUD and RDP were rescinded by the Mayor and Council on March 9, 1987, Ordinance No. 6642. Cluster type development is allowed under the Mayor and Council on March 9, 1987.

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## COMMERCIAL

The *General Plan*\* for Tucson, adopted February 26, 1979, states that commercial activities be located to best serve the needs of the neighborhood, community, and the region. The *General Plan* further recommends the amount of commercially zoned land be evaluated when reviewing plans.

National figures indicate that two to five percent is the range for the amount of commercial land provided within a typical urban area. As noted in the *Pantano East Inventory*, the amount of commercially zoned land in the area is approximately nine percent of the total land area. This amount of commercially zoned land exceeds the projected need for the area.

Much of the commercially zoned land is currently vacant. All the commercially zoned land in the Pantano East Area is located along major streets. The majority of the intersections of these major streets are zoned for commercial uses. As a result of the abundance and availability of this type of land, the Pantano East Area contains a sufficient amount of commercially zoned land to meet future needs of the area's residents.

<u>SUB-GOAL:</u>
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Provide for the commercial needs of the area.
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Policy 1. Promote commercial developments in appropriate locations in the area.

Implementation Techniques

- A. Locate commercial uses at the intersection of major streets, where commercial zoning already exists. Regional, community, and neighborhood level commercial uses should be located at the intersection of arterial streets. Neighborhood and community level commercial uses may also be appropriate at the intersection of arterial and collector streets, if carefully integrated with surrounding uses.
- B. Rezoning to commercial uses should be based on all of the following:
  - i. the demonstrated need for commercial zoned land in the area;
  - ii. the site is located on an arterial street;
  - iii. the proposed use is integrated with other adjacent commercial uses;

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\* The *General Plan* was originally adopted as the "*Comprehensive Plan*" pursuant to the Tucson *Zoning Code* and, subsequently, the Tucson *Land Use Code*. The term "*Comprehensive Plan* (CP)" was changed to the "*General Plan*" by Ordinance 9517, which was adopted by Mayor and Council on February 12, 2001. This change in title does not affect the content of the Plan.

- iv. the adjacent uses are adequately buffered.

Policy 2. Discourage the extension of strip commercial as a pattern of development.

Implementation Techniques

- A. Utilize the residential development option in the B-1 zone, as specified in Section 23-205 of the *Tucson Zoning Code* to develop excess commercial zoned land for residential purposes.
- B. Ensure future commercial developments be:
  - i. restricted to limited number of access points;
  - ii. integrated with adjacent commercial development; and
  - iii. designed in harmony with adjacent residential uses.

## INDUSTRIAL

Tucson's continuing growth, the desire of a growing segment of industry to locate in the Southwest, and the adsorption of many of Tucson's existing prime industrial sites have increased the demand for additional industrial sites within the Tucson region.

Most of the firms in the Tucson area require serviced sites of approximately six acres or more. This type of site is now in short supply. Most of the available sites are not suitable for firms which are interested in building campus style industrial complexes.

The Pantano East area contains very few parcels of sufficient size that could be developed for campus style industrial uses. The following policies have been formulated to provide for balanced development, employment opportunities, and overall compatibility of industrial uses with surrounding uses in the Pantano East Area.

<u>SUB-GOAL:</u>
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Provide opportunities for park industrial type development.
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Policy 1.      Ensure the availability of adequate services and the proper siting for industrial developments.

Implementation Techniques

- A.      Rezoning to park industrial type uses should be based on criteria as approved in the *General Plan* and adopted *Industrial Sites Study Phase II Policies* including:
- i.      arterial street access to industrial properties;
  - ii.     proximity to the transportation corridors;
  - iii.    adequate buffer areas to protect adjacent uses;
  - iv.     prohibition of industrial traffic through residential areas;
  - v.      access to existing or planned public transit routes;
  - vi.     performance and design standards.

## TRANSPORTATION

The major street system in the Pantano East Area is illustrated on Map 4. The major street circulation system in the area is characterized by a section line grid pattern.

Detailed elements and scheduled improvements in the transportation and traffic circulation system are included in the *Pantano East Inventory Document*. Because future increases in development activity are projected for the area, the transportation system (i.e., streets, transit, bikeways and sidewalks) will be carrying greater volumes and undergoing a substantial number of improvements. Many of these improvements have been identified in the *Regional Transportation Plan* adopted February 25, 1981, by the Pima Association of Governments Regional Council.

<u>SUB-GOAL:</u>
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Provide a transportation system that satisfies the travel needs of the area.
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Policy 1.      Develop capital improvement programs for the construction of facilities included in the *Regional Transportation Plan* and *Major Streets and Routes Plan*.

Implementation Technique

- A.      Schedule for implementation the recommended transportation improvements listed in Table 1.

Policy 2.      Coordinate land use pattern with the transportation system.

Implementation Techniques

- A.      Locate higher density residential developments along arterial and collector streets (see Residential Policy 2B and 2C).
- B.      Consolidate commercial developments to encourage “one stop shopping.”
- C.      Provide adequate spacing between access points, i.e., a minimum corner clearance of 50 feet and a minimum distance between access points of 150 feet.

Policy 3.      Provide adequate access to all properties.

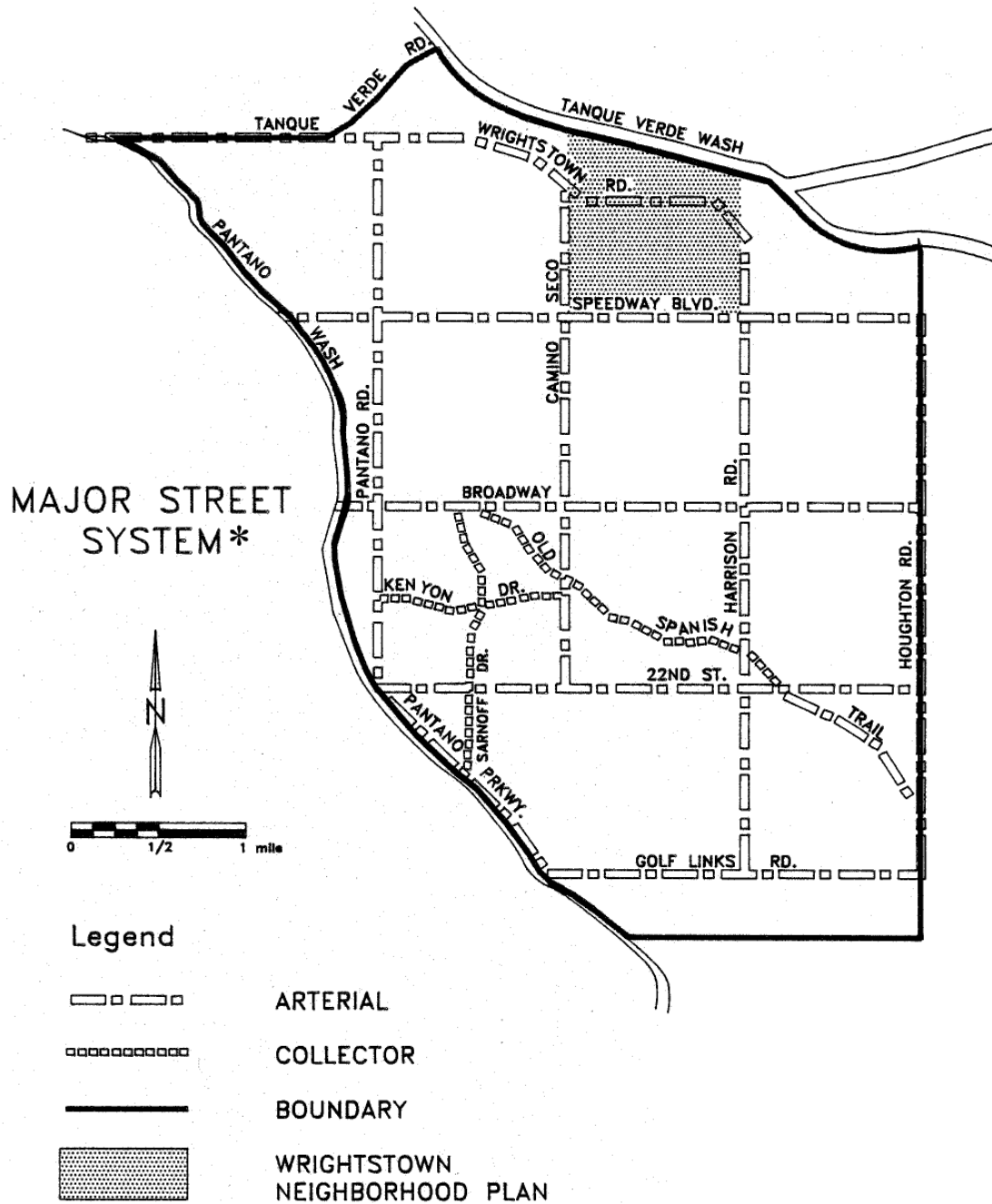
Implementation Techniques

- A.      Develop neighborhood traffic circulation systems in conjunction with new development and rezonings.



- B. Require sidewalks in all private and public developments, as specified in the adopted sidewalk policy.
- C. Require that pedestrian facilities be accessible to the handicapped.
- D. Develop a bicycle system as specified in the adopted *Tucson Regional Bikeway Plan*.

# PANTANO EAST AREA PLAN



\* Refer to Major Streets and Routes Plan to determine current street designations.

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map 4

**TABLE I.**

**RECOMMEND TRANSPORTATION IMPROVEMENTS**

1. New Traffic Signals
  - a. 22nd Street/Harrison
  - b. Speedway/Harrison
  - c. Old Spanish Trail/Camino Seco
  - d. Old Spanish Trail/Houghton
2. Intersection Improvements (including widening, left turn lanes, sight distance improvements, etc.)
  - a. 22nd Street/Harrison
  - b. Speedway/Harrison
  - c. Speedway/Camino Seco
  - d. Broadway/Houghton
  - e. 22nd Street/Houghton
  - f. Old Spanish Trail/Harrison
  - g. 22nd Street/Old Spanish Trail
3. Possible Realignment Locations
  - a. Camino Seco/22nd Street
  - b. Old Spanish Trail/22nd Street
  - c. 5th Street/Pantano Road
  - d. Pima Street/Wrightstown Road
4. Additional Improvements
  - a. Broadway widening from Camino Seco to Harrison
  - b. Tanque Verde Road reconstruction from Sabino Canyon Road to Catalina Highway
  - c. Speedway widening from Pantano to Harrison
  - d. Pantano Road widening from Speedway to Golf Links

**PARKS, RECREATION, OPEN SPACE**

As the Pantano East Area continues to develop, there will be a greater demand for recreational and open space facilities. There is a minimal amount of structured recreational space in the area now. The proposed Morris K. Udall Regional Park will help fill that void. However, as higher density development occurs, much of the existing open desert will disappear and more parks and designated open spaces will be needed.

The policies in this *Pantano East Plan* are in accordance with the *Parks, Recreation, and Open Space Plan*, adopted by Mayor and Council on July 6, 1981. This general plan element proposes policies and implementation techniques intended to serve as guidelines to coordinate governmental actions in the planning, design and development of parks and recreational programs and in the management of open space.

**SUB-GOAL:**

Provide for existing and future recreational and open space requirements in the area.

Policy 1. Utilize existing recreational open space areas.

**Implementation Techniques**

- A. Expand agreement with the Tucson Unified School District to allow joint development and use of recreational facilities at all elementary, junior and senior high schools.
- B. Develop major washes and floodplains as open space and park areas, i.e., the Pantano Wash in conjunction with the Morris K. Udall, Gollob, Lincoln and Hearthstone Parks.
- C. Promote cluster and planned unit developments along wash areas, particularly in the eastern portion of the plan area.

Policy 2. Develop additional park areas.

**Implementation Techniques**

- A. Acquire and develop parks in accordance with the adopted *Parks, Recreation and Open Space Plan*.
- B. Place emphasis on district and regional parks rather than small neighborhood parks, as recommended in the *Parks, Recreation and Open Space Plan*.
- C. Acquire park site(s) on the eastern fringes of the *Plan* area for district park(s). Further evaluation of location and size of these district parks should be carried out in the capital improvements program process.

## **ANNEXATION**

As noted earlier, slightly less than two square miles in the plan area are presently under County jurisdiction. This area has been included because existing or potential developments in the County have impacts on adjacent City areas. At some future date, some or all of the County area may be annexed by the City.

### **SUB-GOAL:**

Pursue an orderly annexation and development program for unincorporated areas within the *Plan* boundaries.

Policy 1. Establish appropriate City zoning categories.

#### **Implementation Techniques**

- A. Establish original City zoning for vacant areas using the *Rincon Area Plan* as a guide.
- B. Establish City zoning for developed areas in accordance with their existing uses.

Policy 2. Recognize the potential for higher density development as public services and utilities become available.

#### **Implementation Technique**

- A. Evaluate the Harrison/Broadway/22nd Street/Houghton section for a planned development as an integrated activity center including regional and community shopping facilities, medium- and high-density residential uses, public service facilities, and possible compatible park industrial development.