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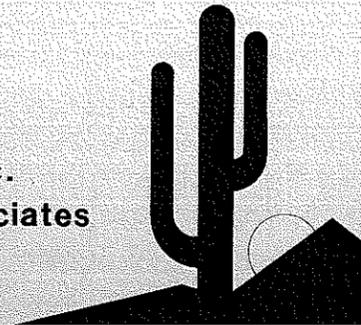
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**Parks,  
Recreation  
& Open  
Space:  
A Conceptual  
Plan**

for Tucson & Pima County  
June 1978

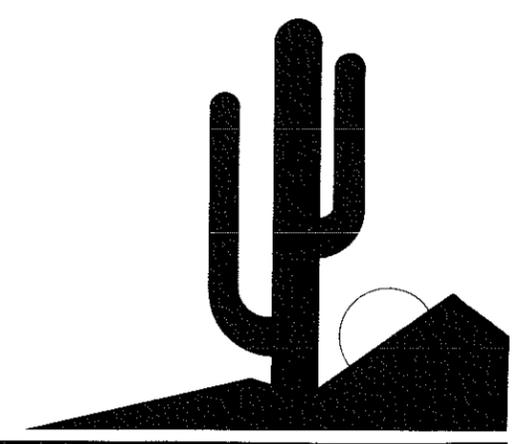
Planning for parks, recreation and conservation of open space in Tucson and Pima County is influenced by many factors. Natural conditions and area growth patterns, local and national economy, attitudes and values, present situation, climate, national and local leisuretime availability and trends in leisuretime activities must be considered if a comprehensive plan is to effectively serve the community's needs.

Planning and providing for present and future needs of Tucson and Pima County --within their financial capability-- is the major emphasis of this document.

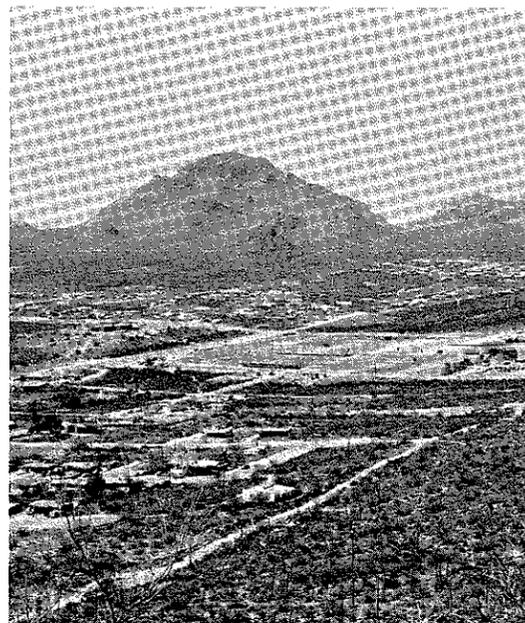
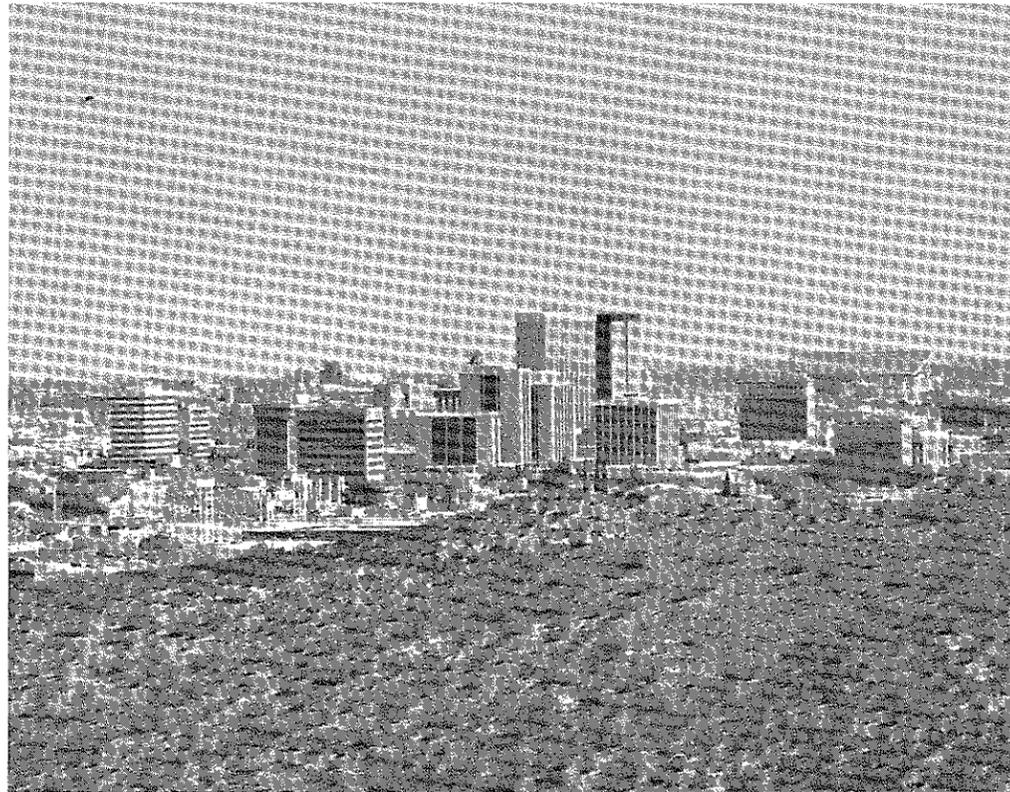
### **The Tucson Area**

#### **Its People**

Since originally settled by the Hohokam Indians some 2000 years ago, the Santa Cruz river valley --specifically the eastern Pima County area-- has grown to a population of nearly half a million. Minority populations in the community are reflective of the Indian, Spanish and Mexican heritage of the region. About one of every five residents is of Spanish or Mexican descent and three out of every 100 are native American Indian. Three quarters of the population is Anglo-American and about three percent is Black.



# **Introduction**



### **The Climate**

Southern Arizona's desert climate, with its hot summers and mild winters, has been a major contributor to the region's growth and area tourist industry. The desert and mountains are among Pima County's greatest assets, providing opportunities for year-round recreation.

The climate --its summer heat, scarcity of water-- and desert soils are also major obstacles to park development. Landscaped parks with grass lawns and shade trees are in demand but difficult to maintain.

### **Land Use**

The pattern of land use and development is dominated by single-family housing throughout the city and its suburbs. Large lots (1 to 4 acres) are the rule in the suburbs.

This type of growth has rapidly consumed land and yet, because of leap-frog patterns of development which have left large areas of vacant land, gives an illusion that plenty of open space exists.

In 1976, 26 percent of the land in the City of Tucson and 53 percent of the land in the metropolitan area was vacant. Much of this area is platted, however, and is destined to become housing or commercial developments. The open space that seemed to be will thereby vanish.

There is currently no mandatory dedication of park or open space land to assure parks and open space will remain.

Large amounts of land are under federal or state ownership and control. Less than one third (1252 sq. miles) of the land in eastern Pima County and about one sixth (1502 sq. miles) of the land in the entire county is privately owned. Privately-owned land if developed, however, could support a population far in excess of the water resources available. The area is not land poor in terms of acreage available to accommodate growth.

The vast acreages of National Forest and National Monument lands available for some types of public recreation are often not suitable for many of the recreational uses which should be available

This plan summarizes work performed under contract with the City of Tucson for Tucson and Pima County. The ideas, programs and directions grew from the two successful park and recreation programs now operated by the city and county staffs.

In some cases --for example, park development, athletic programs and school cooperation-- the plan merely recommends continuation of efforts well under way. In others, such as recreation programming, park design or citizen involvement, expansion or detailing of thoughts and efforts is advocated.

Funding techniques and multi-purpose recreation centers are two of the several keys to the parks and recreation programs' success. It is on these several keys that the plan attempts to focus.

The information on which the Parks, Recreation and Open Space Plan is based was the result of joint participation by parks and recreation staff and the citizens of Tucson and Pima County, with staff and citizens developing their perception of need and the consultants detailing concepts for staff reaction and input. The many proposals therefore reflect this extensive exchange of ideas.

Continued monitoring and discussion will, it is hoped, result in program implementation where appropriate and modification where a concept fails to fit or work.



## **Preface**

The material herein is supported by several studies conducted and compiled in the latter half of 1977:

The summary report, Tucson/Pima County Recreation Survey, published in August, 1977, was the result of a major community-wide survey conducted in May and June. Information was gathered through 650 personal interviews within 13 sampling areas. Computer tapes of the responses have been placed in the city's data bank for future reference.

An aerial infrared survey resulted in the summary report, Infrared Survey: Tucson, Arizona, published in September, 1977. Photography taken in June from approximately 10,000 feet above sea level covers the greater part of the metropolitan area and surrounding hillsides. The film is available at City staff offices.

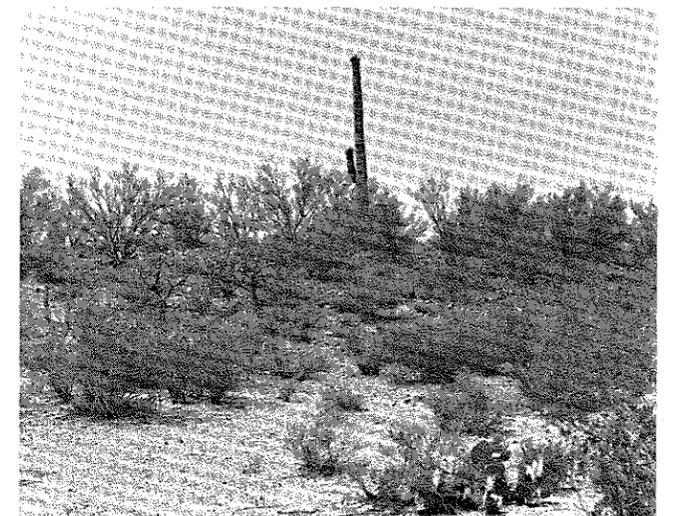
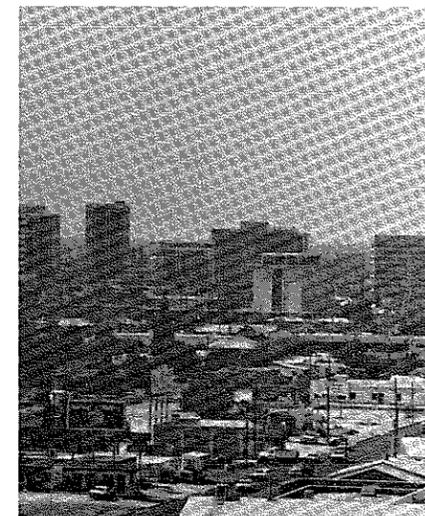
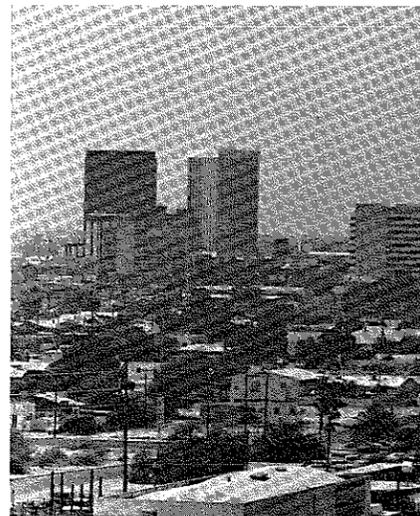
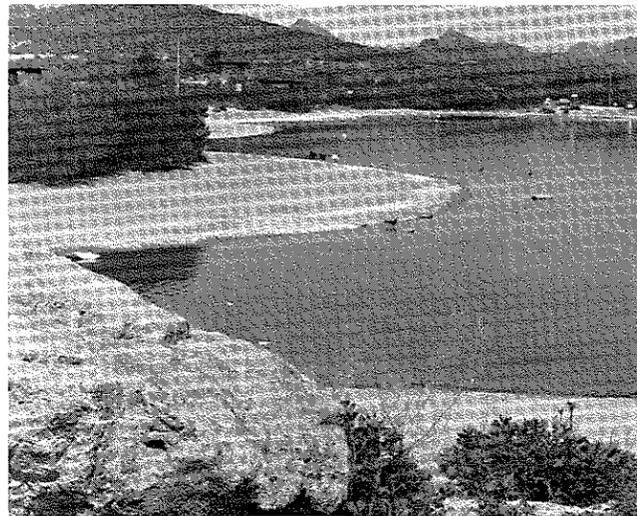
Parks Evaluation, November, 1977, presents the findings of a comprehensive evaluation of the Tucson and Pima County parks systems. The study is supported by involved, on-site inspections of some 40 selected parks of various sizes, categories and ages throughout the study area.

During the Fall and Winter of 1977 detailed working papers --issue papers-- were compiled and discussed with both City and Pima County staffs. These papers, upon which this Plan is in part based, have been revised, where appropriate, and form the document Trends, Issues and Guidelines.

Additional information was gathered through numerous meetings, with City and Pima County staff in nearly every department, with organized interest groups, neighborhood associations and superintendents of the area's major school districts.

This document is a plan for action. It suggests an aggressive, yet fiscally realistic, response to growing park and recreation needs in the City and County.

In many areas it affirms and supports directions already being pursued by City and Pima County park staffs. In others it suggests some new direction to challenge the staffs, citizens and legislative leaders in their continual efforts to create a quality community consistent with the area's history and setting.



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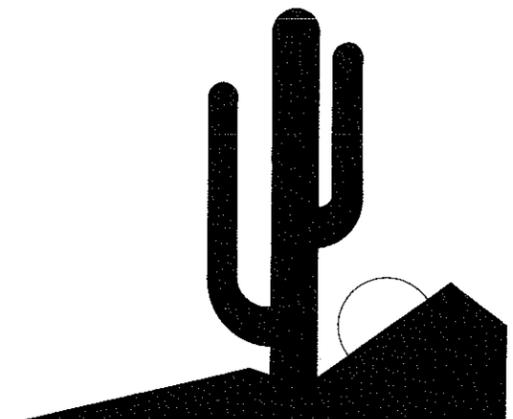
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The Parks, Recreation and Open Space Plan for Tucson and Pima County presents a series of recommended policies and actions, and a proposed management orientation to serve the area's present and future parks, recreation and open space needs. The following pages of this plan contain recommendations for the plan's use (action plan), parks management and development (parks plan), recreation management and administration (recreation plan), implementation of an open space program (open space plan), and program funding (financial plan).

Proposed policies and actions are shaped by the area's special characteristics and existing facilities and programs. Its desert climate and surrounding mountains set the natural arena. The land use pattern exhibits low-density, single-family uses with many vacant undeveloped parcels within the metropolitan area. Large amounts of the surrounding land are under federal or state control. Industrialization has recently edged out agriculture and mining as the leading basic economic activities, though tourism and retirement continue to be highly important to the area's economy.

Important user trends are occurring that are equally significant in planning. Demand for recreational opportunities is exploding nationwide. Previously-unserved groups are now demanding opportunities. With population and costs growing in the area, a need exists for more intergovernmental cooperation to meet these demands. Population growth is expected to continue, with large numbers of people locating in the unincorporated sections of the County. Along with the area's unique characteristics, these trends provide a framework for parks, recreation and open space planning.

### **Action Plan**

The plan contains recommendations of several types. Some matters are appropriately within departmental (staff) jurisdiction. Some will require legislative direction. Some need further detailing before implementation can be considered. It is recommended that the plan be considered as the parks and recreation departments' intended course of action. As such, the Council and Board of



Supervisors should focus on the plan's concepts and, after providing suggestions, be prepared to endorse the plan as directional guidance for the staff.

Citizen input to, and understanding of, proposed programs should be continually sought. For major programs, community-wide education and involvement should occur before elected officials are asked for a final endorsement.

### **Parks Plan**

The parks plan proposes a system of neighborhood, district and regional parks, and community sports centers. The system complements the major outdoor resources on federal and state lands. According to the study survey, Pima County citizens want urban parks with green grass, trees and recreation facilities. On the whole, recommendations favor a pattern of larger acreage units serving districts and regions. These can offer a greater diversity of activities, and can achieve certain economies of scale. Community sports centers will partially relieve parks of large space requirements for ball fields. The major emphasis on existing neighborhood parks is one of preservation and rehabilitation.

Proposed park design principles include attention to permanently-designed, unstructured open space for informal and passive uses, such as strolling, sun bathing, kite flying, frisbee playing, and so on. Maintenance efficiency should not dominate user and viewer satisfaction. Innovation and variety should be stressed. Where possible, designs should capitalize on historic, cultural and ethnic features. Additional recommendations regarding access, parking, internal circulation, construction materials, irrigation systems, floral planting, land contouring, park furnishings, facilities and signage are included.

Advance planning and land acquisition to provide for parks needs as development occurs is essential if growth is to be served. The costs of park land acquisition and development should be made the responsibility of the development creating the demand by means of suggested special taxation or park acquisition/development fees.

The primary focus in the area of neighborhood parks relates to correcting existing deficiencies, especially in the central and northwest subcommunities. Major recommendations are

- Finish partially-developed sites in park-deficient areas
- Where city land is not available, use school playgrounds and consider acquiring and developing wash areas
- Adopt a systematic, ten-year city park rehabilitation program

Because of the more diverse and larger population served, district parks can offer a greater variety of recreational opportunities, and be more standardized than neighborhood parks. Major recommendations include

- Complete 7 undeveloped parks in deficient areas
- Seek funding for advance land acquisition in designated areas
- Build at least 3 new parks in immediate future

District park design may include some lighted sports facilities, large unstructured open space areas, and large sites may be planned to also accommodate a fire station, branch library, recreation center and social services or other public facilities.

Regional park development is required to serve future growth in the area. The heavy use patterns at Randolph Park illustrate the need for regional park space which provides opportunities for high-intensity activities, as well as for quiet retreat. Each regional park has some unique characteristics that should be emphasized. Recommendations are

- Expand Randolph Park
- Develop new city and county regional parks
- Complete partially-developed sites

- Attempt to acquire observatory property from federal government

### **Recreation Plan**

Recreation programs of the city and county should promote active participation by all segments of the community. Programs should provide a broad variety of opportunities for people, regardless of their age, race, sex, income, or physical or mental ability, to learn skills, improve their physical well being, develop teamwork and good sportsmanship, obtain psychological benefits and stimulate self expression and creativity.

Several recommendations are included relating to program administration in all categories of recreation. These involve standardizing operating procedures, programming and scheduling to make maximum use of existing city, county and school district facilities, actively promoting programs, greater reliance on user fees, regular program evaluation, use of trained professional and volunteer staff, youth employment opportunities, and capitalizing on the special capabilities of quasi-public service organizations.

Throughout Tucson and Pima County, an immediate need exists for city- and county-operated multi-purpose recreation centers where high-intensity, capital-intensive, year-round, day and night activities can be concentrated. With the exception of the Armory senior citizens' center, Tucson presently operates no full-service recreation facilities. Several recommendations relate to multi-purpose recreation centers

- Build a community-wide system of recreation centers
- In Phase I, build one county and four city centers
- Convert existing neighborhood centers to other special uses
- Where existing swimming pools are in good condition, include them in design of new facilities to make them usable year round

- Supplement city/county facilities with school facilities
- Replace Verde Meadows senior citizens center

The community sports center should become the primary location for structured athletic activities, outdoor recreation fields and courts. Concentrating these activities at school sites will relieve the pressure to provide athletic fields in parks; permit clustering of similar activities for more efficient operation, maintenance and administration; benefit the schools, taxpayer and parks department by permitting some doubling-up of facilities use and joint use; permit joint use of parking lots and maximize facility use. It will allow location of intensive uses, each with a similar need for separation from residential areas and major access, at a common site. Major recommendations include

- Develop junior and senior high school sites into facilities serving the total community as community sports centers
- Upgrade, add to and light (where feasible) existing school recreation sites.
- Buy land and develop the public portion of the community sports center at each new junior and senior high school
- Build sports centers in areas where existing facilities are heavily used.

The recreation plan and capital improvements program includes an analysis, suggested standards and facility recommendations for all of the major athletic and special purpose programs. These include baseball, little league, softball, football, soccer, golf, swimming, tennis, racquetball, handball, miscellaneous unstructured activities (multi-purpose courts, volleyball, shuffleboard, horse-shoes, parcourses, jogging tracks), motocross, archery ranges, trail activities, and special interest facilities, such as the Tucson Zoo and Desert Museum. Recommendations can be found in the various sections of the recreation plan contained in this report.

## **Open Space Plan**

The Tucson metropolitan area and the eastern part of Pima County, with about 97 percent of the population and experiencing rapid urbanization, need to adopt strong commitments to open space.

If the quality of life in rapidly-growing urban and suburban areas is to be preserved, timely adoption of a program is essential. Resident support for such a program has been consistently strong, according to various surveys over the past eight years. Most recently, the parks and recreation survey conducted last June showed 68 percent of those sampled wanted river beds and washes preserved as open space.

Large lot zoning, currently the dominant method used to preserve open space in Tucson, is weak and counter-productive. Ironically, those most concerned with the preservation of open space might be most supportive of higher density zoning if assurances of permanent preservation of key natural areas can be made.

Public acquisition of open space is the only sure way to achieve these preservation goals. Program success will depend on active support by both the city and county.

Many of the elements of an open space program are already in place--Tucson Mountain Park, the Santa Cruz Riverpark Plan commitment, various trails which access federal lands and Sentinel Peak, to mention only a few. Required is political acknowledgement that a major program already exists (in other words, legislative approval of the plan) and implementation of a method to link these lands to each other and to area state and federal open space land.

The proposed plan is a combination of

- The trail access plan
- Study of steep slopes and the open space system jointly prepared by the city and county staffs over a decade ago
- Recommendations resulting from this study

Logical administrator of the open space program would be the County Parks Department, based on its experience with maintenance and security of Tucson Mountain Park open space areas.

A citizen advisory committee should provide recommendations to the Board of Supervisors on the program and acquisitions. A joint committee of city and county parks, planning and engineering staff should act as a technical advisory committee to the citizens group.

Permanent financing is fundamental to an effective open space program. Among those sources appropriate to this kind of program are property taxes and real estate transfer taxes. The finance section describes in detail a recommended level and method of taxation to provide the approximately \$2 million required annually to fund open space acquisition and administration.

The open space plan should be presented for adoption to the City Council and the Board of Supervisors. The program should be a unified one--one which combines past and current efforts and presents a program with which the public can identify.

## **Financial Plan**

Presently, financing for parks and recreation services is similar in both the city and county. In general, operating budgets are funded annually by appropriations from general sources such as general funds or general revenue sharing. This form of financing subjects programs to the year-to-year variations in the availability of general funds. Responsiveness to citizen demands and long-range planning are inhibited under such circumstances.

A number of funding alternatives are analyzed in the financial plan section.

Table 1 (p.117) indicates somewhat more than \$21 million (assuming 10 percent annual inflation) will be required in parks capital improvements for the city through 1985. Approximately \$10 million is projected for the county.

For both the city and county, bonds and Bureau of Outdoor Recreation (BOR) funds must continue to carry the major financial burden. Supplemental funds, however, are proposed for neighborhood and district park development in the form of a development tax based on standards and estimated costs for district parks (preferred) or dedication fees.

Table 1 (p.117) shows approximately \$23.7 million city and \$10.4 million county recreation improvements through 1985. The largest cost item for the city is the group of multi-purpose recreation centers. These and the county's proposed center should be funded with G.O. bond funds. As a group, they provide community-wide benefits. Fifty to 75 percent of the operating costs for the centers should be provided from user fees. The balance of center operation expense (\$75,000 - \$100,000) can be offset by transferring the costs of staff and operation at existing neighborhood centers. Incremental operating costs for the proposed centers should thus be small.

An aggressive program of user fees and charges for classes and activities should be initiated at both the city and the county level for most of the program.

Tucson's and the county's fee income is low, compared with other cities offering comparable programs. Fee income can be used to better serve the citizens with recreational and cultural services by improving service levels--a necessity when fees are charged.

The city's policy toward financial self-support for golf courses should be reaffirmed. The county should continue its policy. Many public golf courses with less play have found that coverage of both operating and capital costs from greens fees is feasible. There are a number of unsubsidized (private) courses in the Tucson area.

The preferred approach for capital funding is to require the golf enterprise fund to offset the general fund's cost of retiring G.O. bonds issues for golf course construction. Alternatively, the city golf utility might be required to issue revenue bonds, or lease its courses from a non-profit authority, but pledge no city tax revenues.

A \$1 surcharge ("capital charge") per 18 holes of play would approximately place the golf utility on a paying basis (including its debt service). A \$1 city increase would place fees at the same level as the county's Arthur Pack course, and other private courses in the area open for public play.

Budget measures previously identified by the staff, or contract operation might also be required. It is not necessary that the golf utility be subsidized from general fund sources.

The proposed open space program needs an earmarked funding source to enable its step-by-step execution over a 15 to 20 year period. The ability to issue bonds and to enter into long-term purchase agreements is also needed to allow advance acquisition and to facilitate purchase negotiations.

Because the open space program can be expected to confer substantial benefits to property owners, a property tax or real estate transfer tax is an appropriate source of permanent funding. Although a county-wide one-half percent real estate transfer tax would generate this level of funding, no such statutory authority now exists for the county. Lacking this power, it is proposed that the county adopt an additional \$0.15 property tax and that the city reduce its property tax by an equal amount, substituting a new one-half percent real estate transfer tax to make up lost property tax revenues.

The financial package should be presented to the citizens for adoption by referendum (which would include the required city charter amendment).

Revenues should be specifically earmarked for and limited to open space acquisition and maintenance. Advance authorization for installment purchases without referendum or bonding secured only by earmarked revenues should be obtained when the program is approved.

in an urban area and are not convenient for day-to-day use, particularly for people who don't drive.

As the area has grown, industrialization has become dominant over agriculture and mining, originally the bases of area development. The tourist and retirement industries have remained prominent.

#### **Education and Income**

Higher education and income levels are directly related to increased participation in recreation activities and affect the types of activities sought.

In general, education levels of adults in the community are higher than national or state averages. In 1976 it was established that 8 of every 10 Tucson residents over 25 had graduated from high school, compared to 6 out of 10 in 1970.

The median income of Tucson families increased by 36 percent between 1970 and 1976 and is now on par with income levels of other growing metropolitan areas in the west and southwest.

#### **Recreation Trends**

More and more people are becoming aware of the benefits of and need for regular exercise and leisure time activities. The subject is featured in frequent magazine and newspaper articles and is the basis for increased participation in all types of recreation activities.

Participation in outdoor recreation has been climbing at an annual rate of 10 percent (over three times as fast as the rate of population increase) and is projected to increase four-fold by the year 2000. Nearly 80 percent of the households in Pima County went outdoors for recreation in 1977.

The number of people over 65 is rapidly growing, as is their needs and desires for recreation and social opportunities. In Tucson and Pima County one in every 10 residents is over 65. Between 1970 and 1975 the total number of Pima County residents in this

age group increased by 27 percent (a rate equal to the overall population increase in the county).

More women and girls are joining in activities once the nearly exclusive domain of men and boys. Activities traditionally associated with women are also gaining in popularity. This trend has had a major impact in Pima County where 51 percent of the population is female.

The physically and mentally handicapped are participating in recreation activities in greater numbers than in the past and with federal and state support are gaining equal opportunities to do so. It has been estimated that there are as many as 18,000 physically handicapped people in Tucson.

More working mothers and fewer jobs for young people combine to create a need for recreational opportunities as a worthwhile use of time for teens and pre-teens. In 1976, over one-fourth of the households in Tucson had a working wife, and more than one in three residents of Pima County were 18 or younger. A majority of the respondents in the 1977 park and recreation survey believed that existing recreation programs for teens and pre-teens were only fair to poor, and that better programs would help keep young people out of trouble.

Cultural and educational leisure time activities are more popular than sports among people from all social and economic levels. Area residents have strongly indicated a desire for cultural programming in park and recreation activities. Existing facilities for these programs are considered to be inadequate.

Other factors, besides basic changes in participation, will have a major effect on park and recreation planning. Included are

- Recognition of the need to provide facilities and programs for residents of the inner city as well as residents of the suburbs
- Climbing costs and probable reduction of the availability of gasoline

- Inflation
- New technology
- Increasing participation in new or non-traditional activities ranging from hang-gliding and skateboarding to racquetball and volleyball
- Changing concepts of the role of parks, from quiet oases in the midst of urban confusion or as principal location of athletic fields, to gathering places where space and facilities accommodate a variety of activities
- Increasing recognition that conserving open space in its natural state can define community edges, provide visual relief within urban areas, bring trails into urban areas and avoid development in flood plains and other hazardous areas, thus providing a framework for a developing city
- Recognition that the quality of parks and recreation facilities in a community significantly influences attraction of employment opportunities

### **Community Concerns**

To properly address the needs and desires of the Tucson area, planning emphasis has been toward finding answers to a number of community questions:

- How can park and recreation services, facilities and programs meet the needs of the community as a whole, as well as the needs of individual segments or interests?
- Should the local parks and recreation departments adopt and rely on specific standards for quantity and quality of facilities? If not, what are the alternatives?
- How much diversification is desirable in an individual park or recreation area?

- What kind and extent of park development is desirable in the face of declining water resources?
- How can citizen participation in park and recreation planning and design be used to the community's best advantage?
- How can participation in public recreation programs be increased? How can use of existing facilities be maximized?
- How can operation and maintenance of existing and new facilities be improved without placing undue strain on city and county budgets?
- What types of facilities, and how many, should be planned for the future? Where should they be built?
- Should open space areas around and within the urbanized areas be preserved? What should be saved and who should pay for an open space acquisition program?
- Who should pay for additional park and recreation services, facilities and programs, and how?
- What design procedures should be followed to enhance the parks and sensitize them to areas served?

### **Interagency Cooperation**

#### **City, County and School Districts**

The City of Tucson, Pima County and area school districts have distinct roles in the provision of parks, recreation services and open space. Identifying these roles will help focus each agency's efforts.

The city's role primarily emphasizes development of parks programs and recreation facilities for urban consumption. There is a small amount of open land within city limits that the city could acquire as park land, but the burden of acquisition rests on the county.

The county's role is varied. It must ensure park land is preserved

in developing areas, acquire and protect open space and provide (or support provision of) larger parks and recreation facilities and programs in outlying urbanized areas and in the county.

The school districts must first focus on student requirements, but in addition should continue to seek to maximize opportunities for the community-at-large to use existing school facilities, especially outdoor recreation facilities.

#### **Shared Facilities**

Major community benefits derive from the joint (city, county and school district) provision and use of recreation facilities, particularly outdoor facilities, located at senior and junior high schools. This is part of present policy and should be even further emphasized and structured. Joint development of recreation facilities (as community sports centers) is a key recommendation of this plan.

#### **Joint Planning and Communication**

Joint planning and communication between the city and county should continue, with particular sensitivity to

- Relative fees for similar recreation programs
- Joint negotiation of volunteer group scheduling of city, county and school district facilities; joint negotiation of scheduling with school districts
- State requests relative to planning and allocation of Arizona Outdoor Recreation Commission funds
- Federal actions affecting the region
- City and county action relative to this plan's implementation
- Adoption and implementation of the Open Space Plan

#### **Program Standards**

Service level standards, as proposed in the Park and Recreation

Plans, are the foundation of parks and facility programming. Standards set uniform criteria for development and define quality, quantity and location for capital improvements.

Average national standards for parks and recreation facilities are published by the National Recreation and Parks Association and various other national organizations. These normally give quantitative information --how many of each major type of facility (district park, tennis court, softball field) are "needed" to serve each 1000 citizens in a community. Although these standards are frequently used for long-range budget projections, they seldom play an important role in community policy-making because they are not tailored to local needs.

Recreation facilities and park standards proposed in this study were developed to relate specifically to the Tucson area. They are based on present use, national and local trends, information from the parks and recreation survey and community and staff input.

But even carefully-tailored standards have limitations. Although they are probably the best tool available, they are not sensitive to particular sub-area needs or community desires. They should, therefore, be used as a basic reference. Actual funding commitments should be based on careful assessment and constant monitoring of community need and demand.

Monitoring --even market studies in selected cases-- should precede construction or commitment to fixed programs. Meetings with neighborhood program users, leagues and clubs are as important as standards for determining design and location of individual facilities.

#### **Population Projections**

Application of program standards to future park and recreation needs required analysis of population projections, to 1985 for Phase I growth and 2000 for Phase II. Mid-range projections from the Comprehensive Plan and projections adopted by the Pima Association of Governments as a result of the 208 Study were averaged for use in this plan.

Projected county population figures<sup>1</sup> were

● By 1985: 553,000

● By 2000: 740,600

Ninety-six percent of the county population is in the metropolitan area.

From 1970 to 1975, 36 percent of the county's growth occurred in the City of Tucson. The table below shows the results of this proportion projected through Phase II.

POPULATION INCREASE THROUGH:	Phase I 1976-1985	Phase II 1985-2000
City of Tucson	36,000	66,000
County (except City of Tucson)	67,000	122,000
	103,000	188,000

### Subcommunities

Planning areas were reduced to manageable geographic districts for assessment of parks and recreation needs. The 13 subcommunities listed below resulted from an attempt to recognize an area's patterns and state of development, its density and the age of its houses. Area boundaries primarily follow census tract boundaries to permit evaluation of population and social characteristics from census data. Natural barriers were also used to define areas.

<sup>1</sup> Based on Comprehensive Plan mid-range projections provided by Tucson Planning Department (May, 1978) and Pima Association of Governments projections approved April 28, 1977.

Growth projections were not estimated for individual subcommunities for Phases I and II. Current growth trends and projections from the Comprehensive Plan and the Pima Association of Governments' 208 Study were the basis for anticipated population trends.

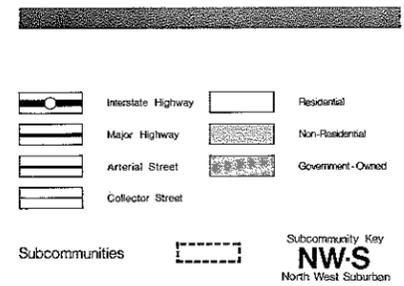
SUBCOMMUNITY	POPULATION		GROWTH PATTERN	COMMUNITY TYPE**
	1970	1975*		
Core	23,515	23,136	Stable	UR
Central	69,006	65,052	Stable	US
North	40,762	46,685	Stable	US
Northeast	42,720	45,708	Stable	US
East	19,749	40,302	Growing	SD-MD
Southeast	24,291	39,593	Growing	SD-MD
South	38,275	52,577	Growing	SD-MD
Southwest	6,571	9,470	Growing	SD
West	20,602	22,966	Growing	SD
Northwest	21,388	22,577	Stable	US
Northwest Suburban	11,847	20,118	Growing	SD-LD
North Suburban	4,935	7,796	Growing	SD-LD
Northeast Suburban	4,838	7,452	Growing	SD-LD
TOTAL***	328,499	403,432		

\* In some cases, a portion of the change is due to census tract boundary changes

\*\* UR - Urban-Redeveloping      SD-MD - Suburban-Developing  
 US - Urban-Stable              Low to Medium Density  
 SD - Suburban Developing      SD-LD - Suburban-Developing  
                                                                                  Low Density (1-4  
                                                                                  acres/unit

\*\*\* Includes incorporated and unincorporated areas in Tucson urban area. Population totals will not correspond to city or county totals.

# Subcommunities

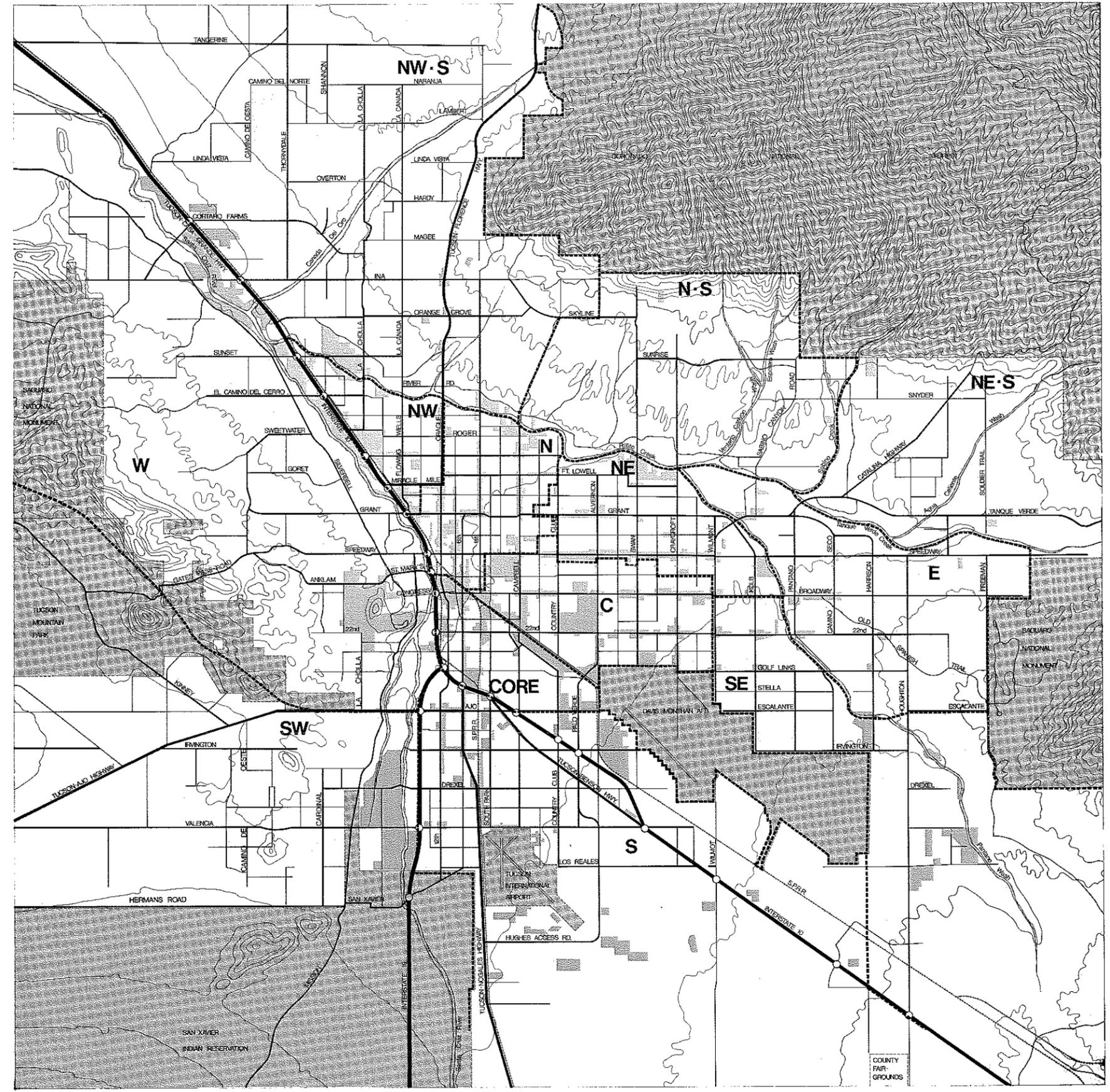


# Parks Recreation + Open Space Program



CITY OF TUCSON PIMA COUNTY  
PARKS + RECREATION

BMML BRISCOE MAPHS MURRAY & LAMONT  
KEY/FLETMEYER ASSOCIATES



## **Action Plan**

To be of value this document must be used.

Because they concern staff and management matters totally within the jurisdiction of the parks and recreation departments, many of the objectives contained herein can be achieved without legislative direction. Some suggestions require further detailing before action is to be taken. Other recommendations require the approval of legislative bodies and legislation.

The parks and recreation departments have, in fact, been changing operations during the course of this study in answer to the need to be continually responsive to community-wide requirements. Some elements of this plan were being considered or carried out to some degree before the study began.

In addition to its suggested adjustments, the plan attempts to articulate and structure some of the many facets of the parks and recreation programs currently in progress and recommended.

The plan should be used for guidance in each department's daily efforts to serve the community. A strong staff commitment and support will be required for this to happen. The plan will, of course, be tempered in its daily application, but staff support --and legislative approval of suggested directions-- should be evident at the outset.

The plan presented to the governing bodies for approval is a reflection of the parks and recreation departments' intended course of action. City Council and the Board of Supervisors should focus on concepts and, after providing their suggestions, be prepared to endorse the direction staff wishes to pursue, or else identify those concepts which are not acceptable.

The mechanics of implementation should be the departments' responsibility. Where there is need for a regulatory, budget or policy decision, elected officials obviously reserve the right to disagree with or reject proposed methods for accomplishing objectives. But, aside from providing many built-in opportunities

for review and approval, acceptance of the plan by the legislators should enable staff to move confidently through development and implementation details, knowing they have the support, in principle, of Council and Supervisors.

## **Recommended Action**

City Council and Board of Supervisors should

- Subject to desired amendments, adopt the plan's concepts by resolution, thereby endorsing the manner in which the departments intend to meet their assigned responsibilities, or suggest needed adjustment to policies.
- Use the plan to measure matters affecting parks and recreation items --capital improvement programs; subdivision actions; annexations; rezonings; citizens' requests dealing with park, recreation and open space matters; studies being conducted under the direction of other departments, etc.
- Incorporate the plan into the Comprehensive Plan.
- Consider the impact and subsequent effects on the parks and recreation program that might result from any changes in densities or land use in neighborhood plans (in the city) and areawide plans (in the county).
- Consider the suggested funding aspects of the program and take steps to adjust policies or ordinances where acceptable. This includes approval of the recreation fee policy, park acquisition and development fees (development tax), requesting state legislative amendments, approving the golf funding program, bond program and capital improvement program.
- Use regulatory tools to help accomplish park and open space program objectives (flood plain regulations and enforcement, density transfer in planned units, or regulations governing development on steep slopes).
- Consider and seek resolution to matters of mutual concern

between city and county, such as land acquisition or the Open Space program.

Parks and Recreation staffs should

- Determine a strategy for dealing with the plan and its recommendations. Assign responsibilities for dealing with its various aspects. Present the plan and the program concepts to cultural groups, service clubs, professional associations, athletic clubs, neighborhood associations and other interested citizens who wish to know about the direction of parks and recreation planning in Tucson and Pima County.
- Discuss with the Southern Arizona Home Builders Association the development tax (city) or dedication fees (county) for the programs, explaining their relationship to provision of developed parks at pace with growth of new subdivisions.
- Within appropriate divisions of each department, consider program recommendations in relation to specific tasks. Some can be pursued immediately; others will require thought and gradual evolution.
- Using the standards and guidelines, assess the impact if program changes occur. Assess impact on city or county budgets resulting from proposed changes. Phase in changes as the legislators adopt the various financial policy adjustments.
- Monitor results and amend the standards when more data and experience is available.
- Use the plan. Amend it when appropriate.
- Develop capital improvement requests and current review item comments based on the plan.

Staff use of and adherence to the planning process will give confidence to Council, Supervisors, citizens and other departments



that they, too, may rely on the plan, and that it is a definitive statement of staff intention, providing support for staff direction and decisionmaking.

Advisory Boards should

- Evaluate, amend where it seems appropriate and adopt the study in concept. Measure policy decisions against the plan. Discuss major policy shifts with staff and set priorities where changes appear appropriate.
- Examine how the Board might assist the staff in achieving recommended objectives, particularly those which require interaction with the public or legislative bodies. Take the leadership in those areas which require citizen approval.

#### **Community Involvement**

Citizen input to and understanding of proposed programs must be constantly sought. For major programs, community-wide education and involvement should be sought before elected officials are asked for a final endorsement.

Recommendations and evaluation should, preferably, be obtained through structured programs such as

- Regular monitoring of users
- Periodic, community-wide citizen surveys designed to build on and test for changes in attitudes, as well as fill in gaps in information
- Citizen review of all park or recreation facilities proposed for their neighborhood or subcommunity
- Solicitation of organized interest groups on the development of programs in which they have direct interest
- Annual meetings of review with organized volunteer groups who use park and recreation facilities, to reflect on issues and operations and set goals for the coming year

It is essential that a simple method for handling citizen concerns, suggestions or complaints be developed. It should assure department response and yet minimize top management involvement. A department information person might be delegated to fulfill this need.

The role of the city's Master Recreation Committee should be examined and the committee either be given larger policymaking responsibilities or considered for dissolution.

So many other citizen groups are seeking to contribute comments and recommendations toward the city's program, that a case could be made for the committee's redundancy, save for its role as liaison between Council and staff. As a representative of the citizens at-large, the committee is in a difficult position to be effective.

The county's Parks and Recreation Commission represents the Board of Supervisors in setting county park and recreation policy. The commission should carry responsibility for annual evaluation of projected programs at the time budget and capital programs are reviewed. This body should not be presumed to totally represent citizen input to programs. Rather, it should fulfill its role as representative to the Supervisors in support of park and recreation department efforts and participation in policy development.

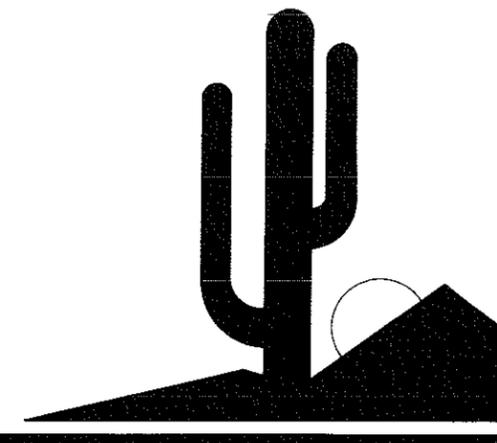
**A**ccording to the parks and recreation survey, Pima County citizens want and expect urban parks containing green grass, trees and recreation facilities.

The park's function as an oasis in the desert will be reinforced as water resources are strained to meet the needs of growing populations and homeowners --due to water cost or as a civic-minded gesture-- convert to dry landscaping. People more and more will depend on the parks for cool shade and green grass.

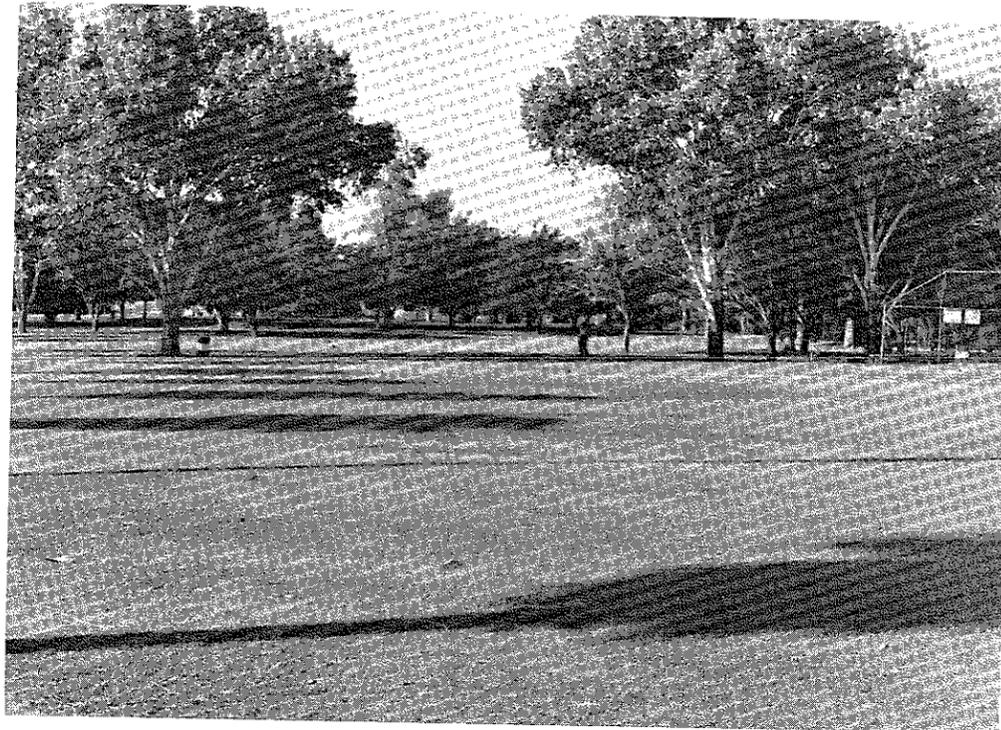
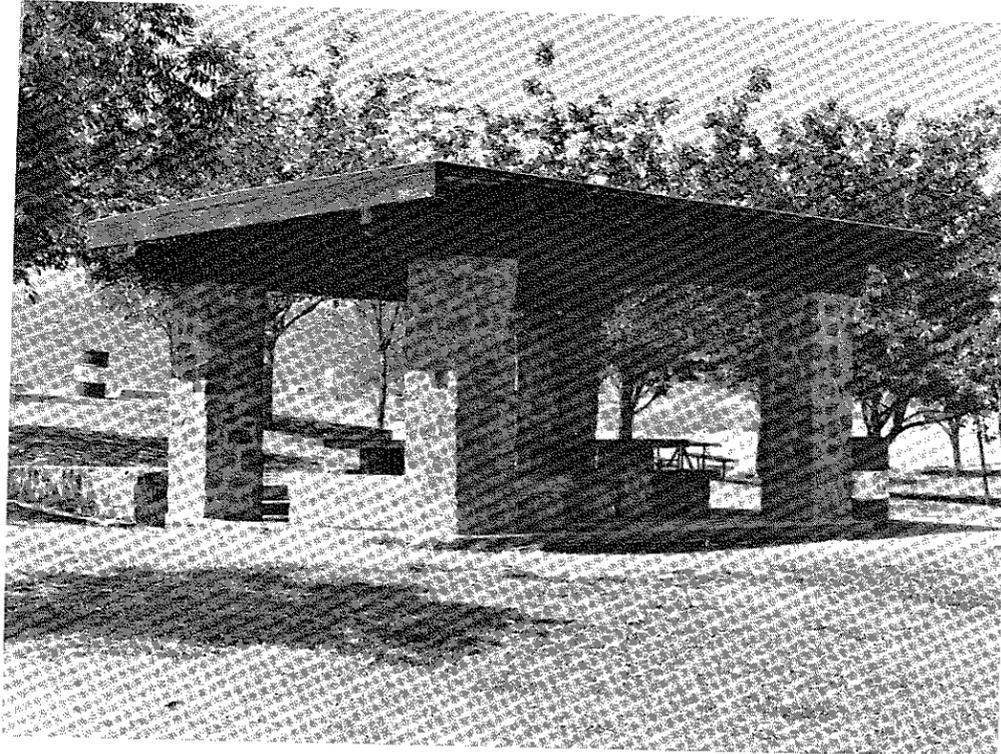
This plan proposes a system of neighborhood, district and regional parks and community sports centers. The system complements major outdoor recreation resources on federal and state lands. (A study of these resources by the Arizona Outdoor Recreation Coordinating Commission (AORCC) was referred to as this plan was researched. There is, however, no attempt herein to make recommendations on parks under state or federal jurisdiction.)

As will become apparent, recommendations favor a pattern of larger acreage units serving districts and regions. Although new neighborhood parks may still be acquired to meet population demands where district parks cannot feasibly serve, the emphasis is on the larger units.

Larger parks can offer a greater diversity of activities than



# **Parks Plan**



smaller parks and, consequently, attract more visitors. Economics of scale in both capital and operating costs can be achieved. Development of community sports centers will partially relieve parks of the usually dominating space required by ball fields. Water requirements are proportionately less.

Large or small, urban parks have a distinct identity as places where certain types of activities are emphasized. A variety of user opportunities should be available throughout the system. Attention must be given to

- Sensory experience and recreational activities
- Active and inactive uses
- Structured and non-structured activities
- Individual and group needs
- Special needs of the young, elderly and handicapped
- Day and night use

Proposed park planning standards and design criteria apply to county areas as well as to Tucson urban areas. County parks department staff provides urban-style services in the metropolitan fringe areas and in decentralized communities such as Ajo, Marana and Green Valley.

As population in these communities continues to grow, standards may have to be adapted to permit an appropriate county response to park needs in areas a considerable distance from Tucson.

### **Rehabilitation**

In spite of emphasis away from neighborhood parks, those now in existence should be preserved, although given somewhat different roles. As older, inner-city neighborhood parks are renovated to meet the standards and design criteria contained in this plan, structured league athletic facilities should be gradually phased

out and relocated in larger parks or community sports centers.

A systematic program of upgrading existing parks should be adopted. A complete system-wide overhaul should be accomplished in 10 years. Parks which are beginning to deteriorate should be identified. Depending on the individual site, rehabilitation may require improved access, accurate assessments of neighborhood needs, citizen participation in redesign. Desirable features should, of course, be retained.

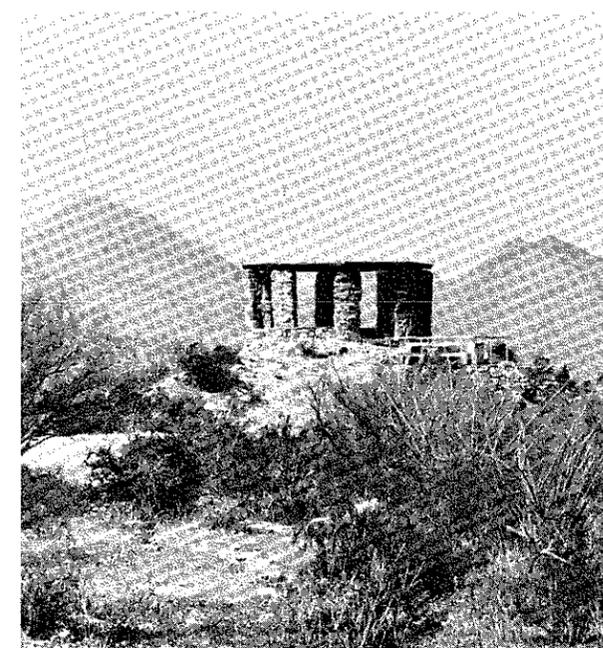
### **Design Principles**

In park design the importance of informality and passive recreation should not be overlooked. Park visitors who like to stroll for relaxation, eat a sack lunch, sit on a bench and watch children at play, fly a kite, feed the ducks, take a sun bath, play frisbee and so on, must be given deliberate attention when decisions are made concerning new or redesigned parks. An adequate proportion of permanently-designated unstructured open space should be designed into each park.

Maintenance efficiency should take second place to user and viewer satisfaction. Emphasis should be on quality parks and recreation services to the community.

Innovation and variety should be watchwords in the park system. A concern for attention to detail and human-scale experiences should be developed. Park design should consider properly-scaled sitting areas with shade and intimate plantings, water features, non-repetitive ramadas, a broad range of user opportunities to meet the broad range of user interests.

Parks should be designed with attention to Tucson's physical environment and its historic, cultural and ethnic background. Where possible, historic features should be preserved. Area land resources at higher elevations are high in environmental quality and relatively fragile. They deserve continued protection against degradation and improper use. National Forest, National Monument and state land managers must be relied upon for much of this protection.



Parking areas and roads should be closer to facilities they serve. They should be scaled down and generally should not be configured as long, straight corridors. Internal circulation should be provided by paved paths which unify the site, separate park zones and accommodate elderly and handicapped.

Safe and convenient access is important --especially to visitors who ride bicycles or walk. Certain off-site elements, such as crosswalks, control signals where necessary, and pedestrian easements, may be called for in a design study.

Parks can be made more energy and water efficient with the use of native vegetation and nongrowing materials on ground surfaces where turf grass is not essential. Monorganic ground surfacing is especially called for in areas where heavy wear or shade prevent grass from surviving. Bituminous or concrete paving, decomposed granite chips and tanbark retained by permanent and definitive edging are materials providing solutions. Resilient materials other than grass should be used under play equipment.

Irrigation systems should be upgraded for greater reliability and efficiency. Bare areas should be reseeded after irrigation is assured. Stagnant water and muddy areas should be drained and regraded. Use of the infrared photography will provide an early warning to problem areas in park vegetation and turf.

A floral planting program should be started in selected parks and gradually expanded.

Alternative forms of land contouring, for enclosure, relief of flat terrain, and screening, should be considered. Adequate buffer space or screening between active use facilities such as ball fields, playgrounds, and adjoining streets is a must for park safety. Well-designed lighting systems for specific activities and passive, informal areas can extend hours of use and enhance visual quality.

Improved appearance, visibility and quality of facilities can be realized by upgrading environmental quality and physical condition. Blighting influences --chain link fences, shop-fabricated ramadas, unsecured concrete bumper blocks, massive

parking lots, overhead utility lines, uncoordinated signs-- can be reduced or eliminated altogether.

A standard system of high-quality, well-designed park furnishings would offer continuity of design and ease of replacement or maintenance. Examples of such furnishings are game and picnic tables, benches and outdoor seating, drinking fountains, telephones, police call boxes, trash receptacles and lighting. A coordinated color scheme and logos would add unity and identity to the design program.

Proposed park construction projects should be scrutinized for visual and environmental impact. Spur-of-the-moment field decisions, likely to result in negative impacts or discontinuity of design, should be avoided.

A parks public information and graphic system with well-designed materials should be developed for identification, interpretation and direction. Bi-lingual signs should be used in all parks. Major natural resource areas --Tucson Mountain Park, for example-- should have nature trails with interpretive systems.

A parks urban art program (visual and performing) should continue to be emphasized for people of all ages.

Innovative children's play environments should be designed using wood structures and other alternative equipment (logs, hills, boulders, etc.). Arrangements should be carefully integrated to create a greater variety of play experiences and challenges. Shade and seating should be an integral part of playgrounds so the total facility might be more inviting to both children and adults.

The use of large, open-air shelters for multi-purpose recreation should be considered.

A systemized park design procedure should be adopted which includes

- Site analysis performed prior to design of new projects. Investigation should include topography, vegetation, soils, wild-

life, views, access, drainage and cultural factors.

- Detailed records of all aspects of each improvement project. Records would serve as continual reference and guidance, aiding park management. Typical would be project goals, schedules, budget, design components, construction strategies, possible variables, maintenance and operation. Citizen participation is recommended as a valid and necessary source of input as a direct expression of public needs.
- Solicit public response to park design and development on a site-by-site basis by holding neighborhood meetings before and after preliminary site plans have been prepared. The site plans should not be standardized and should seek to reflect a neighborhood's particular interests.
- Make interaction among parks maintenance, recreation, and design staff members on the standard procedure design or redevelopment of all parks so that visual and functional aspects of the parks can be sensitive to their concerns. Significant physical changes to the parks should occur only after design staff review.
- Consider increasing the use of professional design consultants for selected parks, with permanent staff setting criteria and providing overview. The consultants could provide a variety of concepts; staff involvement would assure a level of quality, citizen involvement, and park department input into the design.

The master plan for each site should be a written and graphic outgrowth of the above. The document should be reviewed by the Master Recreation Committee/County Parks and Recreation Commission and by the City Council/Board of Supervisors for adoption as the formal statement of policy for the park site in question.

### **Park Acquisition**

Each new subdivision or redevelopment project designed without specific attention to park and recreation needs compounds area-wide park deficiencies. Advance designation of the quantity of

required land and facilities for both existing and projected needs is important. Using the projections, the city and county can create a specific acquisition program to assure enough land is set aside.

Although specific lands for Open Space are shown in the plan, specific park and recreation facility locations should be determined as development begins.

Until mandatory dedication laws are passed, and funding acquired to keep pace with residential growth, park needs for general areas should be identified rather than specific sites designated on area-wide plans. Public agencies should refrain from commitments to purchase a specific site when they are not sure they will have the funds to do so.

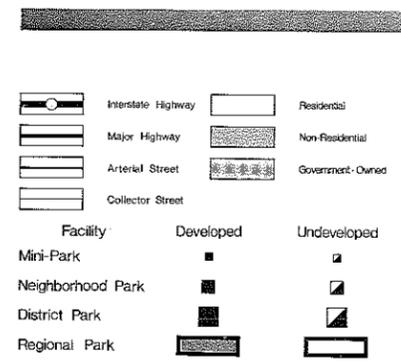
Instead, after identifying general need and programming available funds on an annual basis, negotiate with subdividers the inclusion of parks in a development. Matching funds and use of public funds to develop land set aside by the subdivider could significantly increase the return on limited funds available. Each year developers could be given the opportunity, by lot, to benefit from (principally county) park development assistance.

Funding for park land acquisition and for new parks development should be made the responsibility of the development creating the demand. Either a development tax (similar to those in Mesa and Tempe) or park acquisition/development (dedication) fees are appropriate and a must or Tucson will find itself park deficient.

Land suitable for parks, recreation and/or open space which is held in State Land Trust and lies in the path of growth should continue to be optioned or otherwise reserved in advance of development.

Advance planning can result in identification of land well-suited for parks. Waiting until development occurs may leave public agencies with only marginal sites and leftovers on which to build facilities. Present circumstances almost guarantee this will occur.

# Existing Parks

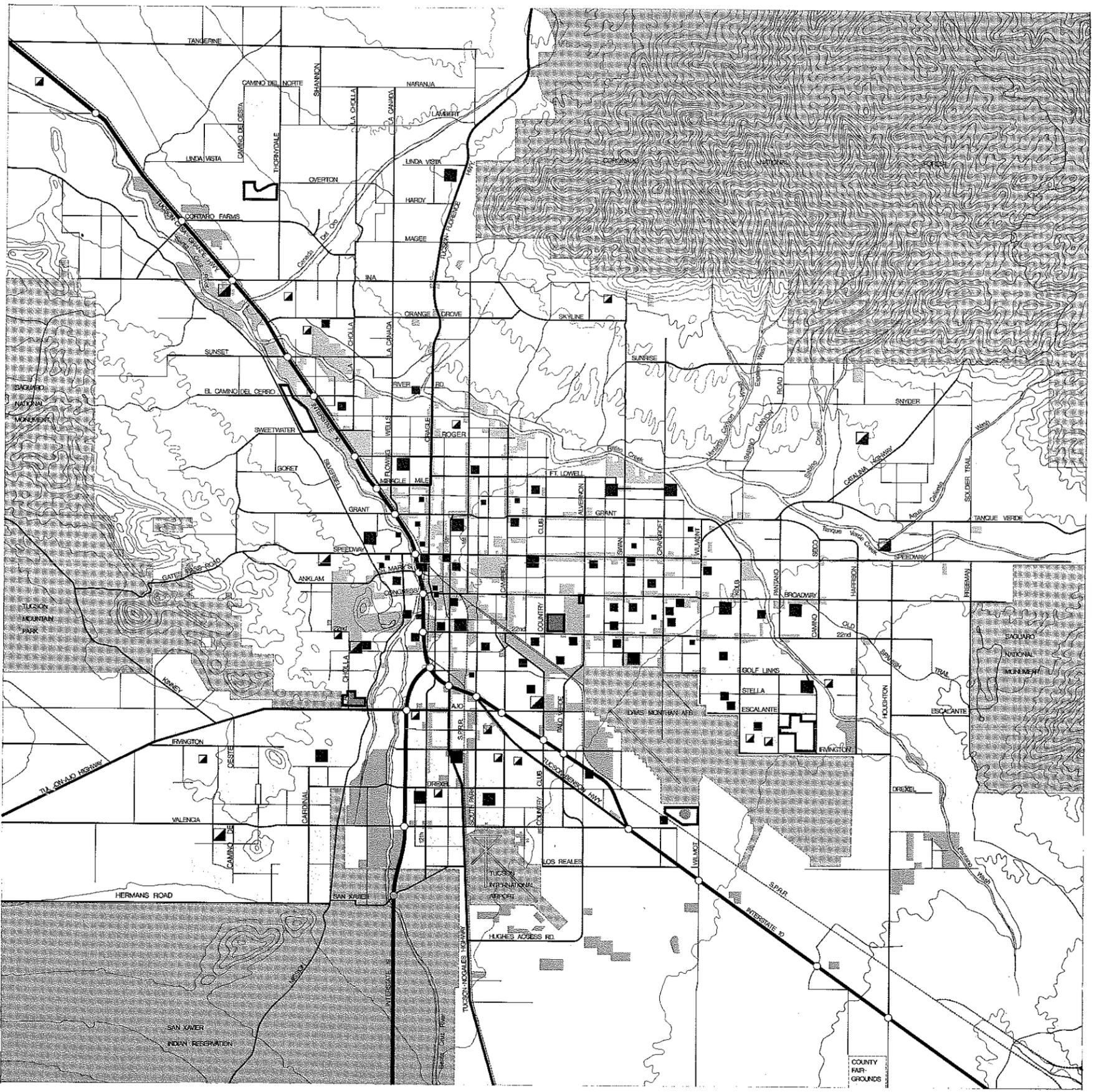


# Parks Recreation + Open Space Program



**CITY OF TUCSON**  
**PIMA COUNTY** PARKS + RECREATION

**BMML** BRISCOE MAPHS MURRAY & LAMONT  
 KEY/FLETEMEYER ASSOCIATES



## Parks Recommendations

The objective of park planning standards is to assure that parks are properly sized, located and improved and can be used for a variety of recreation activities. The standards used in these recommendations differ from a traditional population-ratio approach. Rather, they are based on acreage units, geographical service areas, and how parks and recreation resources relate to the communities they serve.

Recommendations are given for each of the five neighborhood types listed below:

- Urban-Stable Neighborhoods of mostly low to medium development densities located in the city. Some high density areas included. Population is relatively stable.
- Urban-Redeveloping Neighborhoods in the city, of mostly medium density, where population is fluctuating and redevelopment of buildings or land uses is occurring or may soon occur.
- Suburban Developing-Low to Medium Density Suburban areas inside or outside the city which are increasing in population and where single family density development is occurring or may soon occur on urban-sized lots.
- Suburban Developing-Low Density Suburban areas inside or outside the city which are or expect to be increasing in population and where present and future development is at very low density (1 - 4 acres/unit).
- Non-urban Areas Mostly low density rural development scattered throughout the county, outside the Tucson metro area.

### Capital Improvements Program - Parks

The Parks, Recreation and Open Space Plan recommends various ways to meet existing and anticipated needs. Capital requirements for Phase I programs are outlined in the following table. The totals are capital outlays required to make facilities

available throughout the metropolitan area, to keep pace with new growth, and to correct deficiencies in developed areas where this seems feasible.

Since immediately correcting all deficiencies and developing all the parks and recreation facilities needed to serve growth is, of course, not feasible, priorities were assigned to suggested improvements:

- Priority 1 An approved program for which funding and timing are not flexible;
- Priority 2 A program needed now, but for which funding is flexible;
- Priority 3 A highly desirable program for which funding and timing are flexible;
- Priority 4 A program that lacks immediate justification but that might be needed in the future;
- Priority 5 A program that requires more analysis before a commitment is made.

Costs for parks improvement do not include the cost of major facilities such as multi-purpose recreation centers, swimming pools, lighted athletic fields, or tennis courts. (These costs can be found in separate recreation tables.)

The Capital Improvements Program should be used as a guide, not as a fixed program that cannot be tailored and appropriately modified.

The physical inventory was conducted by the city parks and recreation staff; the school information was furnished by the school district.

## **Neighborhood Parks**

### **Recommendations:**

- FINISH PARTIALLY-DEVELOPED SITES IN PARK-DEFICIENT AREAS
- WHERE CITY LAND IS NOT AVAILABLE, USE SCHOOL PLAYGROUNDS AND CONSIDER ACQUIRING AND DEVELOPING WASH AREAS
- ADOPT A SYSTEMATIC, TEN-YEAR CITY PARK REHABILITATION PROGRAM

Neighborhood parks are intended to serve the nearby, pedestrian-oriented population. Primary users are young people and the elderly. Parks should reflect the needs and desires of their users and, consequently, may differ in character from one area of the community to another. Individual design reflecting local desires is more important for neighborhood parks than for any other category. Neighborhood size parks are not recommended in developing low density areas. Larger parks are recommended for such areas.

Structured league sports are generally not desirable in these parks.

City neighborhood park deficiencies exist in the central and northeast subcommunities. There are a number of undeveloped or partially developed park sites in both deficient and Phase I growth areas. Some older city parks need to be upgraded physically and studied for possible redesign.

### **Size**

1 to 14 acres. The neighborhood park category includes both the smaller mini-parks (under two acres and designed as passive conversation centers or children's playgrounds) and larger, more typical parks.

### **Service Area**

Parks usually service within neighborhood boundaries, normally one square mile or less.

### **Recommendations**

Urban Stable Identify for rehabilitation (recycling) those parks which are in poor condition.

In an area where there is a high proportion of children and teenagers and no neighborhood parks exist, a school playground may be staffed with a recreation leader, lighted and programmed with unstructured activities, provided with recreational equipment and run as a recreation activities center. Turf is not required.

A wash or drainage corridor may be the only possible location for a neighborhood park in a built-up area. Maintenance costs may present a problem, but this kind of site --designed as a passive park-- may be the only answer to a park deficiency in a given neighborhood.

Urban-Redeveloping Normally three acres should be the absolute minimum accepted.

However, in high density neighborhoods it may be necessary to accept an area as small as one acre.

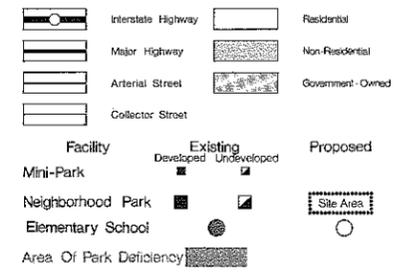
Suburban Developing-Low to Medium Density Neighborhood parks may be provided within developing residential neighborhoods which will not be served by existing or proposed district parks. Such neighborhoods will usually be less than one square mile in area.

Recommended size: 5 to 10 acres.

Suburban Developing-Low Density Neighborhood parks will not be provided except in special cases where district parks cannot reasonably be acquired.

Non-Urban Neighborhood parks may be provided where existing or future population is at least 2,000 within a half-mile radius.

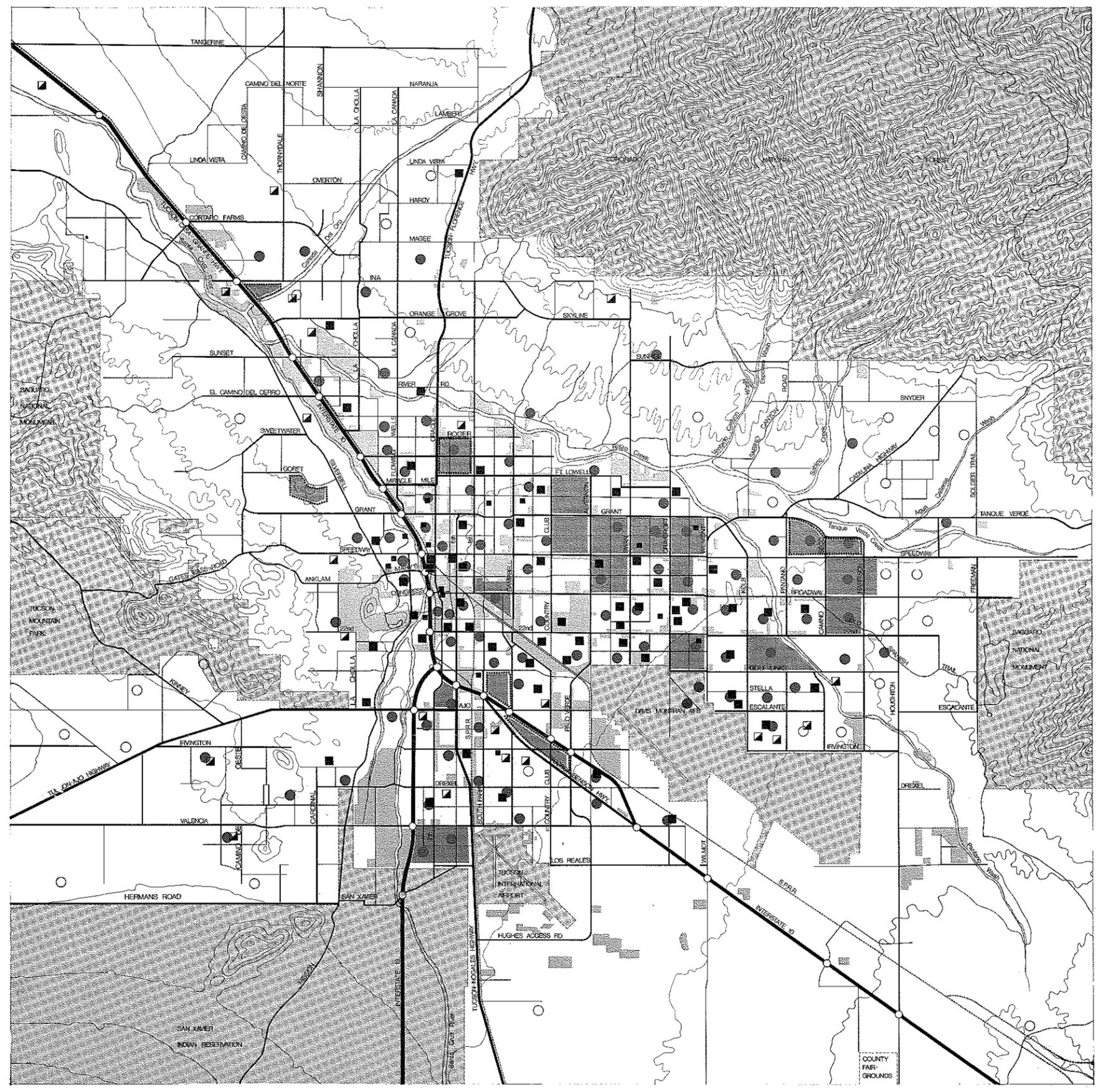
# Neighborhood + Mini-Parks School Sites



# Parks Recreation + Open Space Program



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Minimum size: 5 acres.  
Optimum size: 10 to 14 acres.

### **Design**

Neighborhood parks provide for individual and small group fellowship and flexibility for neighborhood-oriented organized recreation activities.

Because of limited land space and the possibility of adverse impact upon nearby residential areas, most active-use facilities (clusters of ball fields and swimming pools) should not be provided, although backstops for casual play and multi-purpose courts may be compatible with the neighborhood. On-street parking may suffice for park visitors arriving by car.

Parks should offer a high quality children's play environment and opportunities for adult use as well. In some cases development might be "unstructured" or limited to open turf areas and landscaping. Restrooms would normally not be provided.

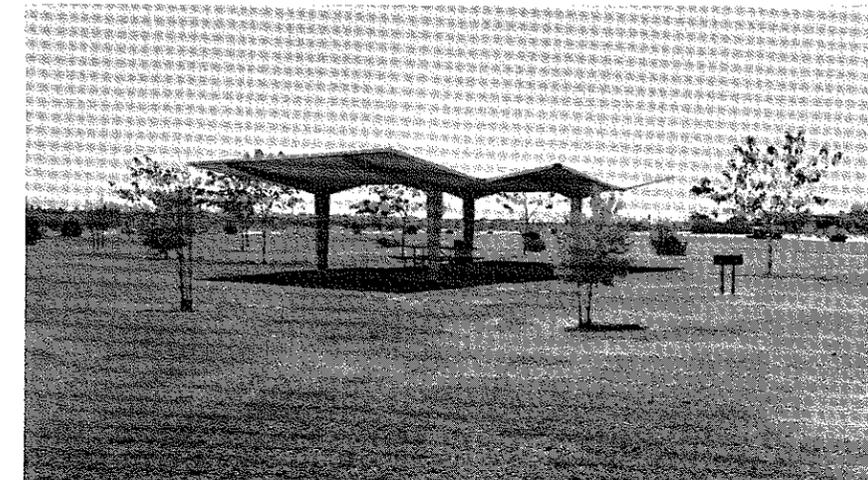
Play equipment, picnic facilities, shelters, paved courts, walkways, benches and landscaped areas may be provided. Activities such as lawn bowling, bocci, shuffleboard, chess or checkers might be included in response to neighborhood character. Adventure playgrounds also may be considered as a neighborhood park, subject to neighborhood support.

When new park sites are acquired, where possible they should be in the upper size ranges. Mini-parks and washes developed as parks are expensive to maintain, compared to the amount of use, and should be used only in special circumstances (downtown, high density areas, where open land is scarce, etc.).

### **Inventory/New Facilities**

In the City of Tucson there are 43 neighborhood park sites, 8 of which are undeveloped; in the county, there are 18 neighborhood park sites, 10 of which are undeveloped. Not all of the county sites are shown on the map, as some are outside the metropolitan area.

To overcome existing deficiencies and to provide for population growth anticipated by 1985, a variety of solutions are suggested. They are: development of all existing sites; use of school grounds, development of some wash areas as neighborhood parks (if other departments will participate in acquisition and maintenance); and acquisition of six new sites in the metropolitan area. In the developed city areas, only smaller sites (averaging 5 acres) are likely to be available. Acquiring land for neighborhood parks is proposed only where there seems to be insufficient acreage for a district park and yet there are residential developments that need to be served. In some areas, physical boundaries isolate a residential development and thus justify a neighborhood park where one would not otherwise be considered.



**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	<b>Priority</b>	<b>Unit Cost</b>	<b>City</b>	<b>County</b>
(1) Finish out partially developed parks in deficit areas - 22.1 acres (city) and 4 acres (county)	2	\$ 15,000/ undev. acre	\$ 331,900	\$ 60,000
(2) Adapt 10 school playground facilities to meet existing deficits where land is unavailable	3	5,000/ ea.	50,000	
(3) Institute systematic rehabilitation program to recycle all neighborhood parks over ten years old	2	30,000/ avg. per park	1,260,000	420,000
(4) Acquire land and develop 5 city neighborhood parks in wash areas to meet deficits (at least one-half funding from flood and/or transportation programs)	3	60,000/ per park	300,000	
(5) Finish out partially developed parks in Phase I growth areas - 25 acres (city) and 13.8 acres (county)	4	15,000/ undev. acre	375,000	207,000
(6) Acquire new sites for Phase I growth: City: East, North, Central and South - 25 acres  County: Northwest-Suburban - 10 acres	3	8,000/ acre  6,500/ acre	200,000	65,000
(7) Develop new sites for Phase I growth (city - 25 acres; county - 10 acres)	4	15,000/ acre	375,000	150,000
<b>Total:</b>			\$2,891,900	\$ 902,000

**NEIGHBORHOOD  
PARKS**

**District Parks**

**Recommendations:**

- COMPLETE UNDEVELOPED PARKS IN DEFICIENT AREAS
- PLAN FOR ADVANCE LAND ACQUISITION TO MEET PARK NEEDS
- BUILD A 50 TO 100 ACRE DISTRICT PARK IN THE SOUTH SUBCOMMUNITY

A district park will generally serve the same functions as a neighborhood park, but in addition will offer certain structured activities. Because of the more diverse and larger population served, district parks can offer a variety of recreation opportunities and be more standardized than neighborhood parks. They may also contain indoor recreation facilities and special features such as a lake, natural area or wash.

There are a large number (7 sites, 242 acres) of undeveloped or partially developed city park sites in deficient areas. A large number of new district sites will be required to serve growth.

**Size**

15 to 100 acres. These areas are large enough to serve several neighborhoods with a variety of active and passive activities for all ages.

**Service Area**

Several neighborhoods, depending on park size and population. In suburban areas only one neighborhood might be served due to low density of development and the large service area. Distance, convenience of access, geographical coverage and population are key determinants of the need.

**Recommendations**

Urban-Stable Identify for rehabilitation (recycling) those parks which are in poor condition.

Urban-Redeveloping Opportunities to acquire land for a new district park in redeveloping areas will probably be few. If opportunities exist, minimum size should be 15 acres.

There may be opportunities to enlarge existing district parks or phase out ball fields (transferring them to community sports centers) to increase park capacity for a greater variety of activities. Each district park should be evaluated for this possibility.

Suburban Developing-Low to Medium Density District parks should be acquired in advance of development in predominantly residential areas. Service radius should be in proportion to park size as follows:

Average Density	Site Size	Average Service Radius	Approximate Service Area
Medium (4-6 DU/acre)	15-25 acres	1/2 mile	1 sq.mile
Medium to Low (2-3 DU/acre)	25-40 acres	3/4 mile	2 sq.miles
Low (1 DU/acre or less)	30-40 acres	1½ - 2 miles	7 - 12 sq.miles

Non-Urban District parks will be acquired only where a clear need is apparent to serve a predicted population of 5,000 within a radius of two miles of the site within 5 years of date of acquisition. Minimum size: 15 acres.

**Design**

District parks should have lighted sports fields to supplement those provided at community sports centers (See Recreation). Other facilities would include

- Swimming pool
- Racquet sports
- Archery range
- Picnic areas
- Walkways
- Restrooms
- Recreation buildings
- Off-street parking

At least 50 percent of the land area should be devoted to unstructured open space containing turf or native vegetation. High quality site and landscaping design is desirable for visual appeal.

Large sites may also accommodate a fire station, branch library, recreation center, social services, or other public facilities. These uses should be planned and designed for, however, and not provided as an afterthought once the park is developed. Pedestrian and bike trails should be included in park design.

**Inventory/New Facilities**

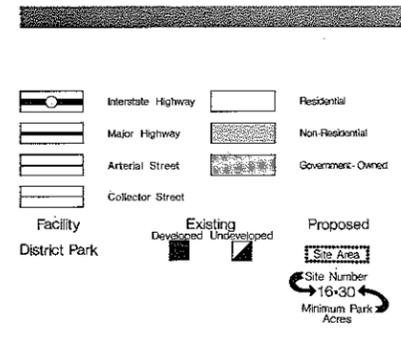
There are 14 district parks in the City of Tucson, only two of which are completely undeveloped. (The Greasewood site is larger than a district park, but is not proposed for development as a regional park at this time.) The County has 10 district park sites, six of which are undeveloped.

Because of the emphasis on larger parks which have shown higher user activity, greater versatility, and lower operating and maintenance costs, the recommendations to meet deficits and to keep pace with population growth are:

- The City and County should complete undeveloped or partially developed sites.
- The City should acquire at least six new district park sites in the city's growth area and develop at least three of them.
- The County should acquire at least 12 new district park sites with no immediate development.



# District Parks

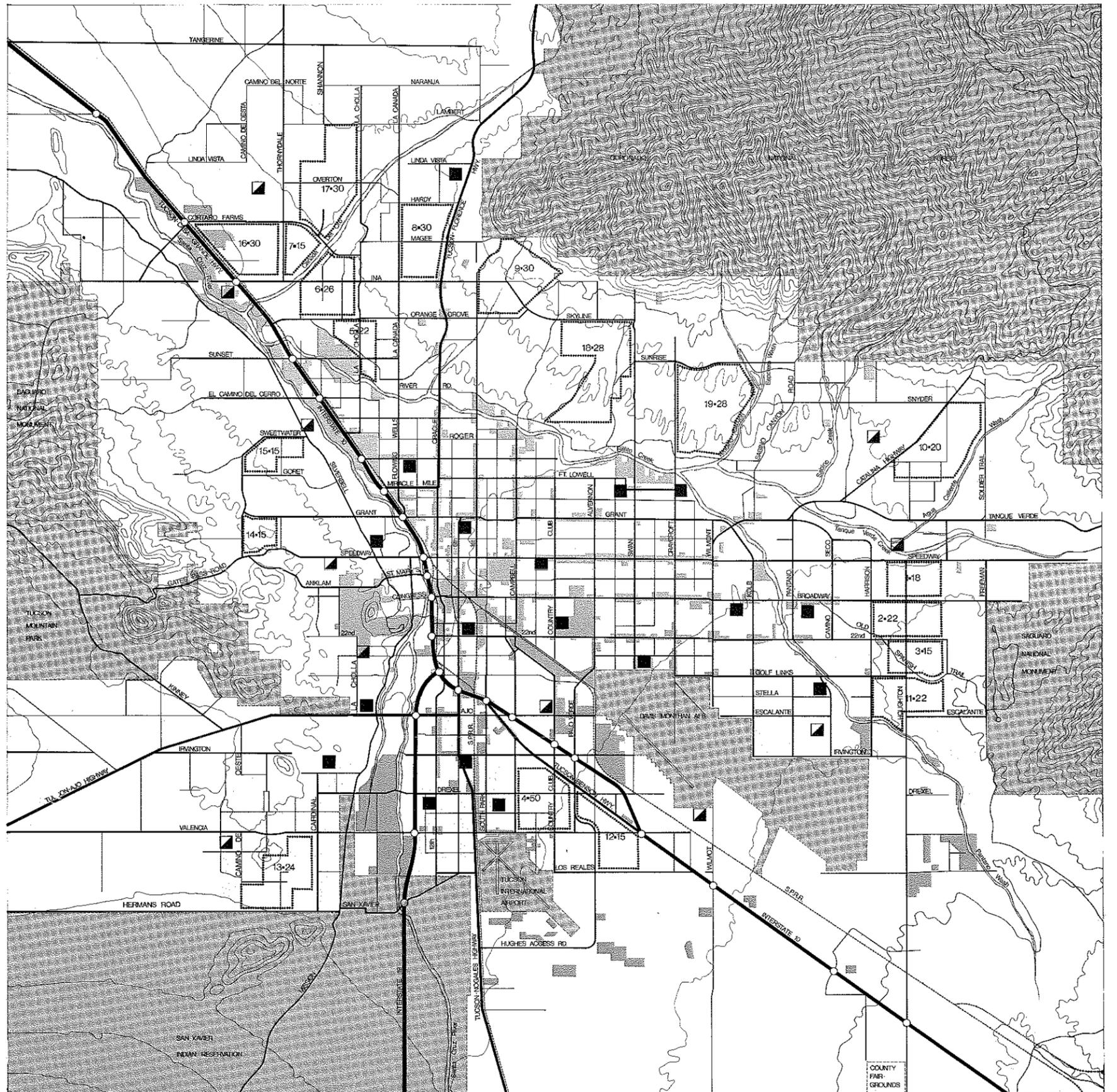


# Parks Recreation + Open Space Program

NORTH

CITY OF TUCSON PIMA COUNTY  
 PARKS + RECREATION

BMML BRISCOE MAPHS MURRAY & LAMONT  
 KEY/FLETEMEYER ASSOCIATES



**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	<b>Priority</b>	<b>Unit Cost</b>	<b>City</b>	<b>County</b>
(1) Finish out partially developed parks in deficit areas - 58 undeveloped acres (city)	2	\$ 15,000/ acre	\$ 870,000	
(2) Acquire new sites for Phase I growth: City - 112 acres (sites 1, 2, 3, 4) 55 acres (sites 11 and 12) County - 300 acres (sites 5-10, 13, 15-19)	2 3 3	8,000/ acre 7,000/ acre	896,000 440,000	2,100,000
(3) Finish out partially developed parks in Phase I growth areas - 59 undeveloped acres (county)	3	15,000/ acre		885,000
(4) Develop new sites for Phase I growth: City - 75 acres (sites 1, 2 and 4) County - 0	4	15,000/ acre	1,125,000	
<b>Total:</b>			\$3,331,000	\$2,985,000

**DISTRICT  
PARKS**

## **Regional Parks**

### **Recommendations:**

- EXPAND RANDOLPH PARK
- DEVELOP NEW CITY AND COUNTY REGIONAL PARKS
- COMPLETE PARTIALLY-DEVELOPED SITES
- ATTEMPT TO ACQUIRE OBSERVATORY PROPERTY FROM FEDERAL GOVERNMENT

A regional park serves the entire community. Its size permits many structured and unstructured activities, as well as passive recreation. It is a high-intensity activity area, yet a quiet retreat from the urban scene. It is a dominant land use element in the community.

Regional park development is required to serve Phase I and Phase II growth. The heavy use patterns at Randolph Park show a need for more park space.

#### **Size**

100 acres and over.

#### **Service Area**

Immediate 3 mile radius  
Secondary metro area

Proposed park planning standards and design criteria apply to county areas as well as to Tucson urban areas. County parks department staff provide urban-style services in the metropolitan fringe areas and in decentralized communities such as Ajo, Marana and Green Valley.

As populations in these communities continue to grow, standards may have to be adapted to permit an appropriate county response to park needs in areas a considerable distance from the city.

#### **Recommendations**

Urban-Stable New regional parks in these areas probably will not be feasible. There is a possibility, however, to expand and re-

design parks to meet demand (See Randolph Park below).

Suburban Developing-Medium Density Regional parks should be acquired with a service radius of 3 to 4 miles.

Suburban Developing-Low Density No regional parks should be acquired in these areas. Natural areas may be obtained which might otherwise be called "regional" and will be included as Open Space and not developed as urban parks with turf, playing fields, etc.

Non-Urban Regional parks will not be acquired in non-urban communities except through gift or bequest.

#### **Design**

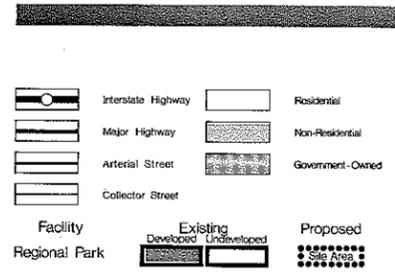
Regional parks contain special facilities such as a zoo, museum, botanic gardens, water features and water oriented recreation, outdoor amphitheater. They also serve local needs normally associated with neighborhood and district parks. Extensive picnicking facilities in high quality environments should be provided. Quality outdoor restaurants could be a feature in a park such as Randolph.

A minimum of 50 percent of the land area should be devoted to unstructured open space containing turf or native landscape.

The park must be able to handle large group activities. Adequate on-site parking is necessary.

Sites may also accommodate a fire station, branch library, recreation center, social services, or other public facilities. Pedestrian and bike trails should be included in park design.

# Regional Parks

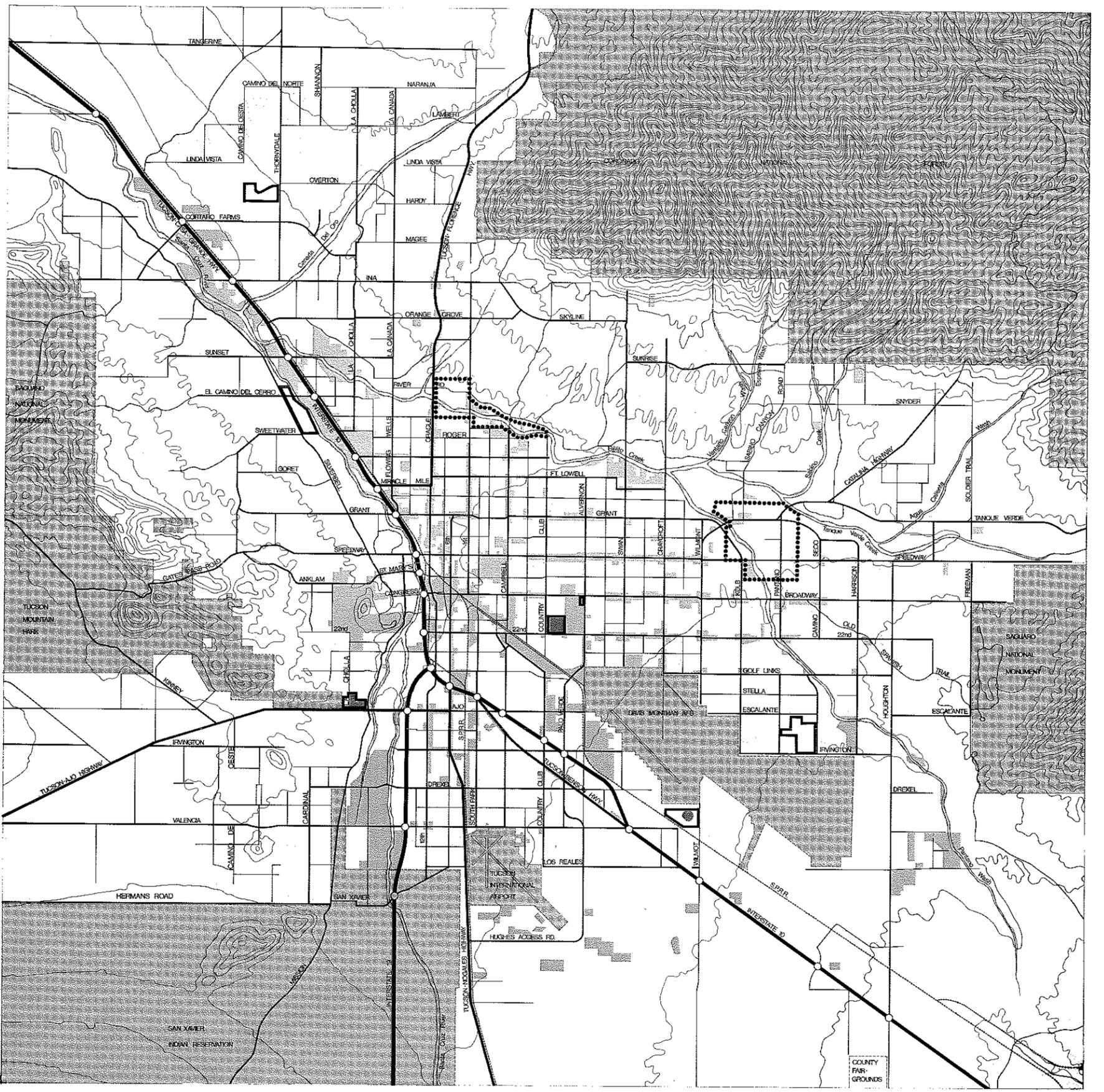


# Parks Recreation + Open Space Program



**CITY OF TUCSON**  
**PIMA COUNTY**

**BMML** BRISCOE MAPHIS MURRAY & LAMONT  
KEY/FLETCHER ASSOCIATES



Kennedy Park Most of Kennedy Park is dedicated to natural areas. A stand of saguaro cacti and other native vegetation distinguish this park from others in the region. The park also has a large water impoundment.

Kennedy is currently not capable of serving a total regional park function because of its limited space for active recreation. In this aspect it is closer to a district park in service capabilities.

Silverbell (undeveloped) Water is a powerful attraction to park visitors. The Silverbell area's orientation to the Santa Cruz River, treatment plant lagoons and ponds promises to be a drawing card when the park is completed.

Section 33 (undeveloped) This area's size, its native vegetation and the potential use of the wash in park design are important. Design study will undoubtedly call for allowing much of the area to remain as it is with development of trails and interpretive system possible.

Arthur Pack (undeveloped) Higher elevation, scenic qualities, desert vegetation and views of the Catalina Mountains and Tucson make this unique resource attractive to visitors. The park's 18-hole golf course will continue to grow in popularity as urbanization approaches.

Rillito Park Track Site (proposed) Equestrian activities will predominate here because of existing similar interests nearby. The park would connect with the Open Space corridor along the Rillito River, further strengthening trail riding possibilities.

Thomas Jay Park The main attraction at this county-owned, partially developed site is the Air Museum. Due to its proximity to the Air Force base and industrial areas, it probably never will attain full regional park status or function. It will, rather, remain a large county land-holding serving specialized needs.

Part of the site should be considered for trade and the park

designated for special-purpose or district use. Development as a regional park is discouraged. Model airplane flying, archery or other recreational activities not suitable to parks in a residential setting might work well here.

Northeast Regional Site (proposed) This park will have an Open Space tie-in with Pantano Wash. Good views of the Catalinas and more traditional recreation --similar to Randolph Park-- will be available here.

Other Regional Facilities Several other regional facilities are, by their nature, special purpose rather than regional parks, but nevertheless are important elements of the regional parks system:

- Ajo Wet Park
- Ina Road Wet Park
- Tortolita Resource Park
- Southeast Regional Park (fairgrounds)

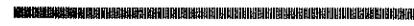
#### Inventory/New Facilities

There are four regional park sites in the city. Reid (formerly Randolph), Silverbell and Kennedy are developed or partially developed. Section 33 is scheduled to be developed. The County has two regional park sites, Arthur Pack and Thomas Jay. The County also has special regional facilities, such as Tucson Mountain Park and the County Fairgrounds, but these are not developed as regional parks in the traditional sense.

It is recommended that two new regional park sites be acquired, one by the city, one by the county, to meet community needs through 1985. The sites already acquired, plus the new sites, are recommended for development during this time period. There has been considerable discussion about whether or not Thomas Jay should be developed as a regional park. The recommendation of the study is that it not be so developed.

# County Parks + Special Facilities

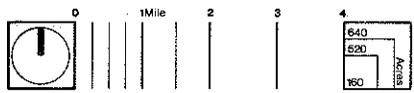
EASTERN PIMA COUNTY



- Major Highway
- Unimproved Road
- County Boundaries
- International Boundary
- Government-Owned

- Neighborhood Park
  - Developed (stippled pattern)
  - Undeveloped (cross-hatched pattern)
- District Park (solid black)
- Regional Park (white with black border)
- Special Facilities

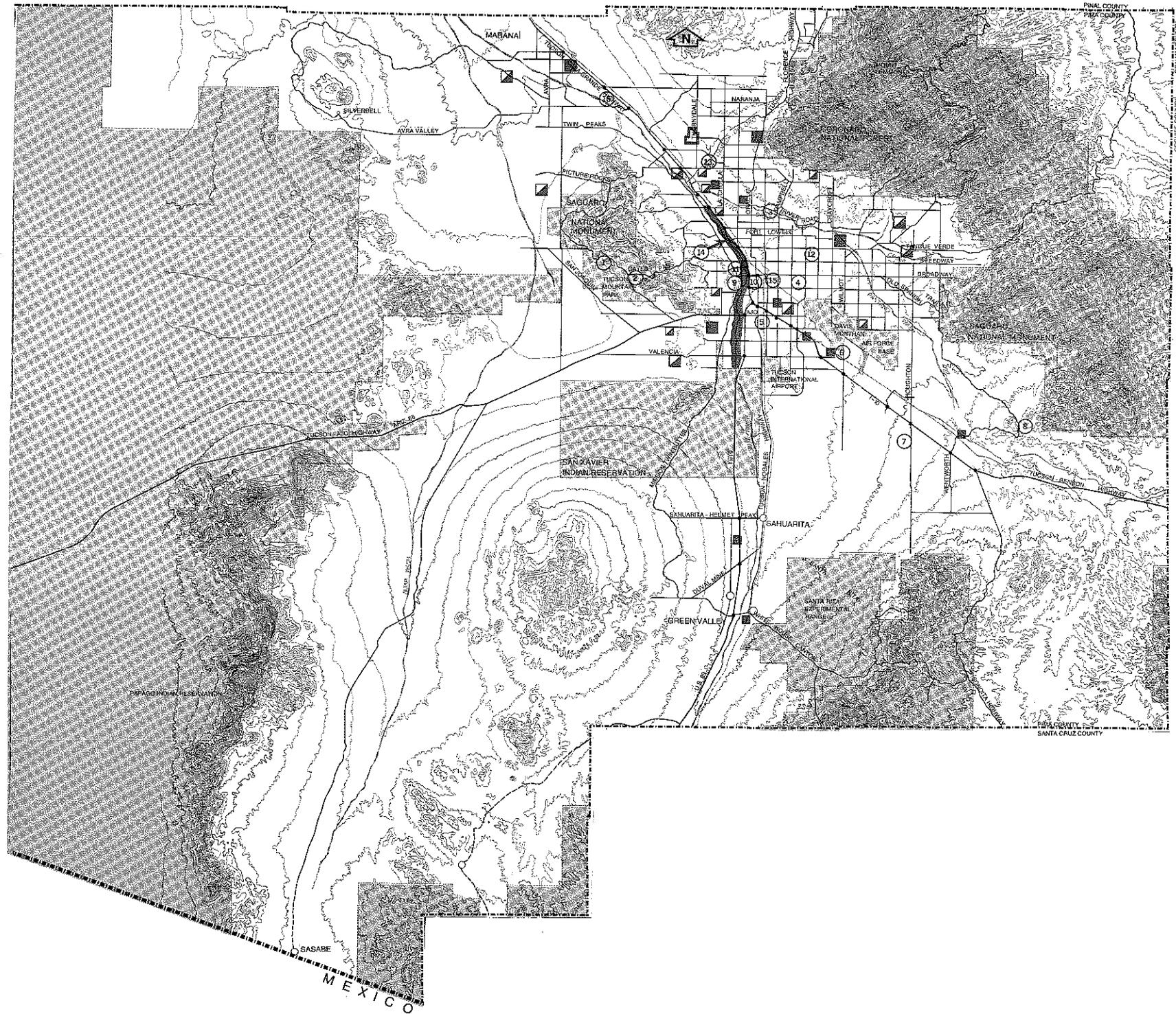
- 1 Arizona Sonora Desert Museum
- 2 Old Tucson
- 3 Rillito Race Track
- 4 Randolph Zoo
- 5 Tucson Rodeo Grounds
- 6 Pima Air Museum
- 7 County Fairgrounds
- 8 Colossal Cave
- 9 Sentinel Peak
- 10 Wishing Shrine
- 11 Garden Of Gethsemane
- 12 Tucson Botanical Gardens
- 13 Nanini Botanical Gardens
- 14 Santa Cruz Riverpark
- 15 School Dist. 1 Athletic Field
- 16 Rillito Recreation Center



## Parks Recreation + Open Space Program

CITY OF TUCSON PIMA COUNTY PARKS + RECREATION

BMML BRISCOE MAPHIS MURRAY-LAMONT KEY/FLETMEYER ASSOCIATES



**County Parks**

In the metro area of Tucson, all parks were reviewed without regard as to whether they were in or out of the city limits of Tucson. In addition, there are other county facilities in eastern Pima County. Therefore, the county park resources, with the exception of those at Ajo, 120 miles west of Tucson, are shown on the map overleaf. Sites both inside and outside

the metropolitan area are shown, as are points of special interest such as Randolph Park Zoo and the Arizona Sonora Desert Museum.

These resources are available to all residents of the county and include a wide range of opportunities.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	<b>Priority</b>	<b>Unit Cost</b>	<b>City</b>	<b>County</b>
(1) Expand Randolph Park after Houghton Road Golf Course is operational ("relocate" 9 holes to east side site)	2		\$ 750,000	
(2) Complete development of Kennedy Regional Park	2		120,000	
(3) Continue development of Silverbell and Section 33 sites	2		4,200,000	
(4) Acquire new regional park sites:	3			
City - (East)		\$8,000/ acre	1,200,000	
County - Northwest-Suburban - 150 acres minimum		4,500/ acre		\$ 675,000
(5) Develop new regional park sites (150 acre minimum)	4	12,000/ acre	1,800,000	1,800,000
<b>Total:</b>			\$8,070,000	\$2,475,000

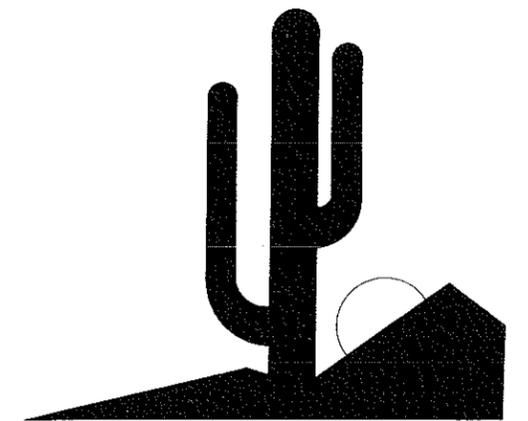
**REGIONAL  
PARKS**

**R**ecreation programs of the City and County should promote active participation by all segments of the community. Programs should provide a broad variety of opportunities for people, regardless of their age, race, sex, income, or physical or mental ability, to learn skills, improve their physical well-being, develop teamwork and good sportsmanship, obtain psychological benefits and stimulate self expression and creativity.

Activities sensitive and responsive to community recreational needs and desires can best be designed with the help of concerned citizens. Community surveys, neighborhood meetings, meetings with organized interest groups (sports, cultural, ethnic and others), user evaluations and staff and instructor feedback should help determine what programs are needed.

Maximum interest and continued participation in recreation activities can be achieved through

- Programs offering as many levels of skills and ability as possible. Primary instructional emphasis should be at beginning and intermediate levels.
- Programs and facilities oriented toward individual participation. Spectator sports and major tournaments in which people from public recreation programs do not participate should not



# **Recreation Plan**

be the primary concern or focus of the department.

- Opportunities for citizens to compete in neighborhood, city, or county sports tournaments.
- Athletic and outdoor recreation for young people and adults which emphasizes basic skills, instruction and active participation.
- Controlled, competitive activities which recognize varying ability levels and an individual's desire for competition.
- Activities, programs and classes to meet the needs and interests of citizens for cultural, creative and artistic pursuits. Frequent opportunities to display, present or perform cultural arts should be provided.

Specially-staffed programs should be offered to individuals with physical or mental handicaps. Therapeutic recreation should be coordinated with agencies capable of directing such activities.

Recreational facilities should be designed to permit participation by handicapped people. Encouraging their participation in activities of increasing complexity can stimulate their interest in recreation and allow them to advance beyond purely therapeutic programs.

Recreation programs which are interesting and up-to-the-minute almost promote themselves. New participants are attracted to a varied recreation program where facilities and activities are geared to today's attitudes and recreation desires. Imagination and innovation can create the stimulus needed for program success.

### **Program Administration**

#### **Standardized Operations**

Standard operating procedures should be developed for programs and facilities. Procedures manuals should contain specific guidelines for the conduct of programs and staff. Included would be a statement of public relations responsibilities, struc-

ture of individual programs, job descriptions, guidelines for operation of facilities and staff conduct, and emergency procedures.

#### **Scheduling**

Meeting the needs of existing and anticipated populations will require maximum use of existing city, county and school district facilities.

Greater use of junior and senior high school sites will increase the space available for recreation activities (See Community Sports Centers.). Even with the opening of full-purpose recreation centers, schools would continue to meet supplemental space and neighborhood accessibility requirements.

Programming and scheduling facilities use for extended hours, daily and year-round, can expand capacities. Scheduling should aim to spread demand throughout the day and over the seasons. Peak demands can be reduced by scheduling organized group use, instruction and tournament play during early morning or late evening and by extending league seasons and staggering seasonal openings.

Many facilities can be used seven days a week and most months due to Pima County's mild climate. Deviation from traditional athletic seasons and off-season programming for all activities (winter baseball, softball and swimming, summer basketball, etc.) will help ease demands. Staggered work hours for recreation and parks staff will prevent programs from incurring overtime costs for employees.

Scheduling can be used to stimulate recreation by certain groups. For example, a "senior citizens only" swim period can assure seniors exclusive use at designated times.

Most activity programs should be offered at several locations throughout the city and county. Where possible an activity should be rescheduled at the same location each time it is offered so participants might become familiar with locations and procedures.

Scheduling of public and school district facilities should be coordinated through the city and county park and recreation departments.

Departments would become the central scheduling agencies for requests from volunteer groups --as well as city and county activities-- for extended use of facilities for classes, leagues and programs. School districts would appoint a coordinator in their central offices to keep track of what is available in each district. Coordinators would meet with city and county agencies to draw up seasonal schedules.

This system would reduce contact problems at individual schools and result in more efficient use of available facilities. City and county park and recreation departments will, moreover, be better able to assess the full extent of need and plan accordingly. Volunteer groups would still be responsible for identifying their needs and desired locations, but centralized scheduling will eliminate many of the conflicts.

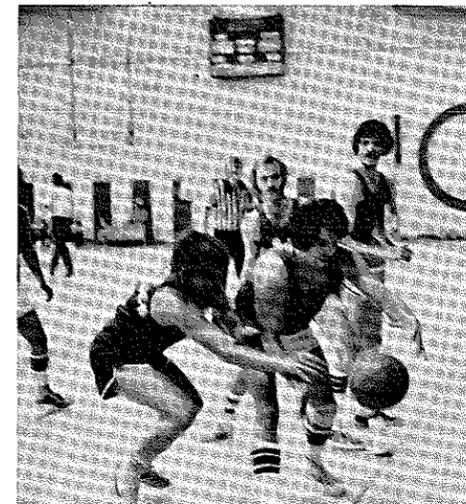
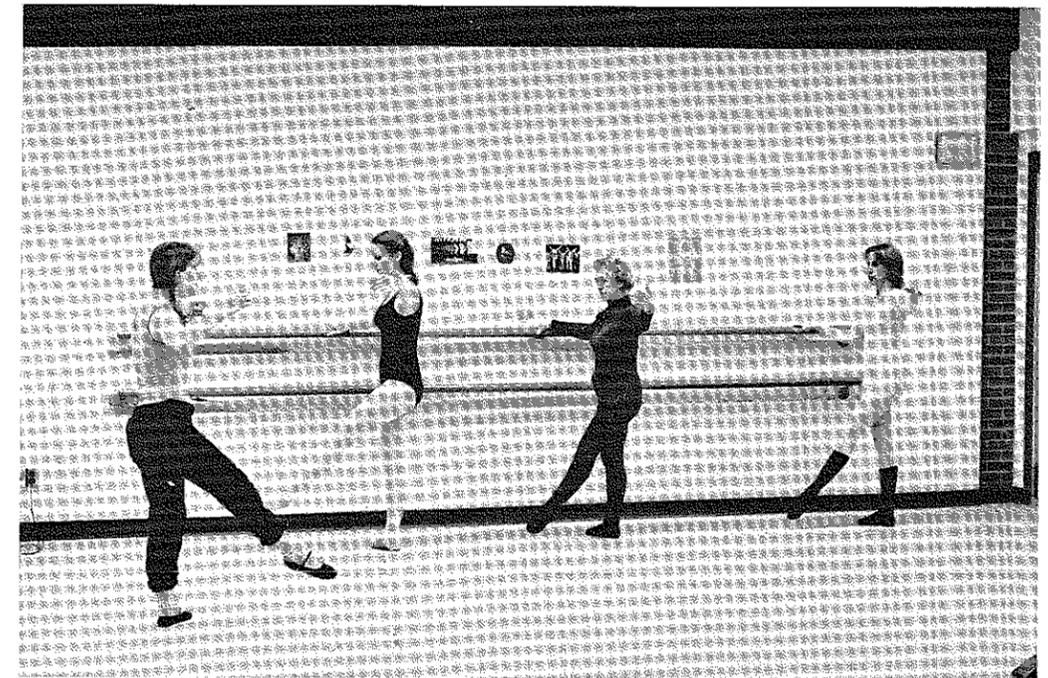
Requests for one-time use can still be directed to individual schools.

Recreation departments should contract with operators of private (commercial) facilities and schedule classes for public programs which involve capital intensive facilities (roller skating or ice skating rinks for example) not operated by the city and county. Classes would be conducted during off-peak hours.

#### **Promotion**

Programs should continue to be actively promoted. All news media should be used to publicize and report on upcoming and current events and activities. Even seemingly minor efforts such as publication of scores and weekly team standings help to increase interest and promote participation.

The revised Public Parks and Recreation Review is an excellent example of program publicity. Each season's issue of upcoming classes and registration information should be made a supplement to the Sunday newspaper.



### **Registration**

Mail-in registration forms published in the Public Parks and Recreation Review and registration desks at various shopping centers should be used to simplify and encourage participation.

### **Maintenance**

Maintenance (except field maintenance) of facilities used for recreation programs should be a direct responsibility of the recreation division. Minor upkeep at facilities --such as swimming pools -- staffed by recreation personnel should be performed by those staffs.

### **Fees**

User fees and charges for classes and activities should be initiated for most city and county programs. When programs are self-supporting through fees, budgets cease to be a limiting factor in their size, content or quality. Indeed, programs can easily be added or dropped, even at registration time, without affecting overall budgets.

Rather than actually setting fees, Council or Board of Supervisors should establish a general fee policy. It would be sufficient for them to set a ratio of fees to tax support. Separate ratios for different age groups would be appropriate. Staff should be given flexibility to adjust actual fee schedules --within policy limits-- as costs of program operation dictate.

Take-out provisions would allow low or fixed income people to participate in programs, but at a reduced rate. It is well known, however, that a nominal fee or other policy which requires users to be selective in their activity choices will encourage follow-through and participation after registration.

### **Evaluation**

Programs should be monitored regularly and reorganized when necessary to increase their effectiveness, stimulate participation and meet changing needs of the community. Citizen evaluation plays a key role in assessment of program effectiveness.

### **Staffing**

Recreation programs should be staffed with skilled and trained professional and volunteer leaders to assure proper organization, content and safety. A reservoir of community talent can be drawn from to conduct classes, provide instruction and participate in cultural and crafts programs. In-service training classes and applied standards will assure volunteers will reach desired levels of competence.

Whenever possible, services should be contracted out. Full-time staff primarily should be used to provide coordination, direction and administration.

Support and suggestions should be sought from organized groups of artists, artisans and others with special interests and skills.

Aggressive efforts should be made to include people from all neighborhoods and ethnic and cultural groups on the staff. This is particularly important in staffing activities and programs in areas having a large concentration of non-Anglo or lower-income residents.

In neighborhoods containing proportionately large numbers of young children and 12 to 14 year olds where no neighborhood park or recreation program exists, recreation staff should be on hand at elementary school playgrounds to conduct after school and weekend activities. This somewhat expensive solution, selectively employed, can help overcome otherwise unsolvable program deficiencies.

### **Youth Employment**

Opportunities for youth employment and volunteer services should be provided. There should be opportunity for young people to advance as skills and training are acquired.

A summer work program for youths 13, 14 and 15 should be developed. Youths would work half days for token wages --say \$1/hour-- and fringe benefits such as dances, swim parties, excursions and banquets.

Using young people in the park and recreation system in a way which gives them a feeling of responsibility for and direct involvement

in program functioning can help foster a caring attitude and discourage vandalism.

### **Volunteers**

Volunteer support is an important part of recreation programs. Although it cannot be relied upon to totally meet community needs, it should be actively encouraged.

The city and county should coordinate the myriad of volunteer groups representing athletic, cultural and environmental activities. Where such groups are meeting public need with quality programs, their efforts should not be duplicated by public agencies.

Gaps in volunteer service areas can be filled with public programs. For example, where lack of sufficient adult interest in some neighborhoods inhibits the formation of team sports for young people, volunteer coaching efforts can be supplemented with city- or county-sponsored high school and college student coaches who might receive school credit or payment for their services.

Volunteer groups should be provided space to meet or play, and be charged only for direct operational costs incurred by their use of public facilities.

### **Quasi-Public Service Organizations**

Specialized training for personnel to conduct "specialty" recreation programs can frequently be more easily provided by quasi-public service organizations. This eliminates the need for the city or county to develop such expertise. Programs might be provided by quasi-public service organizations under contract to the city, county or schools. Public or private facilities can be used under contract to assure "special population" needs are met without costly facility duplication.

The YMCA and YWCA are the leading agencies promoting such programs in Tucson, providing day camps, physical and mental handicapped programs, outreach programs for status offenders, etc. Other agencies offer similar services and should be actively sought out and used.

As participation in these programs grows, contracting may be

inefficient and full-time staff working directly for the city and county may be required. Such is the case with the senior citizens programs.

Cooperation between city and county and quasi-public service organizations is presently good. This can be continued and reinforced by defining roles based on cooperation rather than competition.

### **Recreation Facilities**

Availability standards, location criteria and design standards apply equally to county and city. Density standards, however, may have to be adapted to permit development in low population county areas. Green Valley, Ajo and Marana, for example, require facilities their population densities could not support, if urban density standards were applied.

Continued provision and operation of county recreational programs in outlying incorporated areas without their support should be reconsidered. Incorporated communities should be encouraged to develop and maintain programs and facilities for the citizens therein.

### **Location and Design Standards**

Recommended parks and recreation programs are based on systematically eliminating existing facility deficiencies while keeping pace with the demands of area population growth.

Key to the recommendations are proposed standards for development or upgrading of recreation facilities. All new development should be to standard to prevent later need for costly retroactive upgrading. Existing facilities should be brought as closely as possible to adopted standards. This should be accomplished over a period of time and under specific commitment to capital improvements.

Separate standards, regulations, processes, procedures and funding would apply to new facility development and to existing facility

upgrading. Otherwise, existing facilities might never meet new facility standards.

### **Criteria of Need**

Historically, communities have based facility need on a ratio of so many facilities per thousand people. These numerical standards are usually based on the National Parks and Recreation Association developed models which may or may not be valid in Tucson. Therefore, a two-phase approach is recommended and used in the development of Tucson's parks and recreation plan.

STEP 1: For capital improvement programming (five-year projection of need), to determine the number of facilities needed and, consequently, the amount of land and construction capital, a set of modified standards (i.e., facilities per thousand people) are suggested. These standards are specified in the write-up of each facility; e.g., one Little League field per 6,000 people. These are gross numbers and are not intended for use at the subcommunity level. They are to be used for general planning purposes. With the metropolitan area population projected to grow by approximately 100,000 people by 1985, some 16 Little League fields should be planned for when planning long-range land and financial needs.

STEP 2: The second phase is the key to what is actually built and where. The facility-to-population ratio approach is of little assistance for this effort and is usually ignored or downplayed in actual budget decisions. Therefore, a program that is sensitive to actual use and demonstrated need is suggested. The Tucson Parks and Recreation Plan recommendations are based on observed deficiencies in the neighborhoods. Deficiencies are defined by geographical separation, actual voids in some subcommunities, number of teams operating

in a subcommunity, and population numbers and characteristics. The Phase I recommendations are directed toward eliminating deficiencies and providing for new growth. But facilities for new growth are given a low priority as far as funding. In other words, anticipate, but monitor and develop an actual demonstrated need before requesting construction capital. The park land acquisitions program and the development of the Community Sports Center concept will assure the necessary flexibility to make this work. The use of Class C facilities as backup and as potential facilities for upgrading also provides flexibility to use this approach.

Monitoring is the key. Activities monitoring keeps agencies aware of trends (growth of soccer, for example), and determines what is actually built on land reserved (by Step 1) for recreation. As new development occurs in the community, minimum facilities initially constructed as Community Sports Centers or in district and regional parks would be added to according to demonstrated public demand.

The location criteria for major recreation facilities described later in this section reflect concern for providing facilities throughout the community, clustering facilities in critical masses, and emphasizing use of school sites and facilities. Exact locations and orientation of facilities must be considered separately.

Design criteria are indicative of desired improvements. They are not intended as rigid rules. They, too, must be adapted to individual situations.

Although each major facility type is treated separately, relationships between some, such as ball fields and soccer fields, exist and have been taken into consideration in the recommendations.

### **Monitoring**

Collection of data on use of existing facilities is key to assessing the need for new facilities. Surveys of participants, neighborhood meetings, area surveys, meetings with organized groups of users, and program evaluations should be conducted regularly. Demand for a facility can be assessed through observing use periods, people waiting to use the facility, and numbers of teams of participants seeking to enter programs. Monitoring involves both response from users and observation. Actual figures of demand are the strongest justification for funding for additional facilities. But first, the programs and facilities must be optimized for the user. High-quality maintenance, operation, and programming will insure participation and demand. Measuring the demand will then direct what and where facilities are needed on a subcommunity basis. The plan recommendations provide the benchmark from which a monitoring program can produce annual recommendations. The monitoring techniques suggested, like all aspects of the plan, are discussed in greater detail in the Issues and Guidelines papers.

The Recreation Program Evaluation, which was established on a computer basis in the summer of 1977 as a part of the Parks Study, will need regular review. Storing the data in the city's data bank will permit city or county comparisons on the progress of their programs.

### **Achieving Maximum Use**

Facilities should be designed for maximum use.

Heated or enclosed swimming pools can be used year round. Lighting existing fields can extend playing time. The high cost of field lighting may render this alternative more expensive than building additional unlighted facilities to achieve additional capacity. Lighting tends to be more economical only for multi-purpose fields -- those which can be programmed for late evening use without creating neighborhood protests, where seasonal heat is problem, or where, although demand is strong, land is not available for additional unlighted facilities.

### **Capital Improvements Program - Recreation**

The Parks, Recreation and Open Space Plan recommends various ways to meet existing and anticipated needs. Capital require-

ments for Phase I programs are outlined in the following sections. The totals are capital outlays required to make facilities available throughout the metropolitan area, to keep pace with new growth, and to correct deficiencies in developed areas where this seems realistic.

Since immediately correcting all deficiencies and developing all the parks and recreation facilities needed to serve growth is, of course, not feasible, priorities were assigned to suggested improvements:

- Priority 1 An approved program for which funding and timing are not flexible;
- Priority 2 A program needed now, but for which funding is flexible;
- Priority 3 A highly desirable program for which funding and timing are flexible;
- Priority 4 A program that lacks immediate justification but that might be needed in the future;
- Priority 5 A program that requires more analysis before a commitment is made.

The Capital Improvements Program should be used as a guide, not as a fixed program that cannot be tailored and appropriately modified.

Not all ball fields were inventoried, either because they are junior high or elementary school fields that are not used for public programs, or because they are Class C fields that are difficult to use for public programs. Some ball fields shown as used for one sport are, in reality, used for several different sports (e.g., both Little League and Bobby Sox).

The physical inventory was conducted by the city planning and parks and recreation staff; the school information was furnished by the school district.

## **Multi-Purpose Recreation Centers**

### **Recommendations:**

- BUILD A COMMUNITY-WIDE SYSTEM OF RECREATION CENTERS
- IN PHASE I, BUILD ONE COUNTY AND FOUR CITY CENTERS
- CONVERT EXISTING NEIGHBORHOOD CENTERS TO OTHER SPECIAL USES
- WHERE EXISTING SWIMMING POOLS ARE IN GOOD CONDITION, INCLUDE THEM IN DESIGN OF NEW FACILITIES AND MAKE THEM USABLE YEAR-ROUND
- SUPPLEMENT CITY/COUNTY FACILITIES WITH SCHOOL FACILITIES
- REPLACE VERDE MEADOWS SENIOR CITIZENS CENTER

Throughout Tucson and Pima County an immediate need exists for city- and county-operated multi-purpose recreation centers where high-intensity, capital-intensive, year-round, day and night activities can be concentrated. With the exception of the Armory senior citizens' center, Tucson presently operates no full-service recreation facilities.

National trends indicate that these multi-purpose recreation centers are becoming increasingly more popular, offering recreation and cultural activities for men, women, young people, the elderly and handicapped.

If Tucson is to provide recreation opportunities for all people, it must be capable of programming recreation at all hours. Only with its own facilities can it successfully accomplish this.

Multiple programming at a facility encourages family participation. A center capable of permitting one member of the family to play racquetball, another to swim, another to take a dance class, another to take a cooking or crafts class and another to join in a great books discussion encourages the whole family to participate.

### **Facilities**

Recreation centers should contain meeting rooms; craft rooms (both wet and dry crafts); a kitchen for cooking classes; senior citizens' meeting room; dance facilities with hardwood floors, bars and mirrors; a gym; handball/racquetball courts; locker rooms; swimming pool; sauna; weight rooms and a lounge area.

Outdoor facilities should be planned in conjunction with the

indoor centers wherever possible. They should include enough parking for both indoor and outdoor activities, tennis courts, shuffleboard courts, volleyball courts and athletic fields.

Tucson's climate encourages consideration of both an indoor theater facility and an outdoor amphitheater at selected centers. The amphitheater could easily be created through attention to site planning and land forms.

### Senior Citizens

Senior citizens' facilities are frequently included in multi-purpose centers. A need sometimes exists, however, to give seniors their own separate facilities. Demand in a particular part of the community can determine need.

Senior citizens' satellite centers (of the Armory) are needed in those areas with high concentrations of seniors: portions of the central, core, northwest, north, northeast, east and north suburban subcommunities. Where a recreation center is proposed, however, a separate senior citizens' center need not be provided.

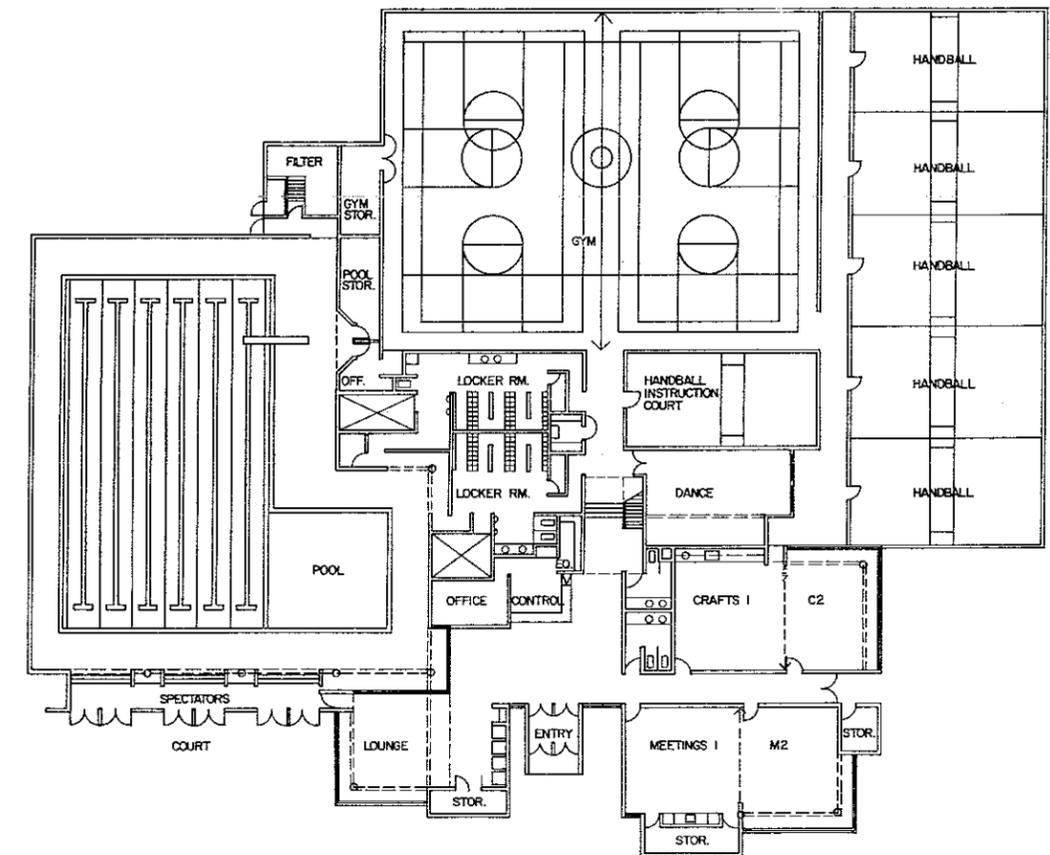
### Design

Centers can be designed either as separate buildings or a single multi-purpose structure. Approximately 30,000 square feet would be sufficient to house the recommended elements.

Centers designated for multiple uses such as recreation and social services must be carefully designed to ensure separation of activities, or conflicts will arise.

Existing facilities in good condition can be included in the design of new facilities. An existing pool, for example, can be enclosed and incorporated into a multiple use structure. The result would be a substantial reduction in the cost of a complete center and the gain of a year-round swimming pool. The Jacobs and Randolph Park complexes might also be incorporated into a recreation center design.

Neighborhood centers now operational should be converted to other special uses such as P.A.L., senior citizens or community services.



### Inventory/New Facilities

There are no multi-purpose recreation centers in the city or county at the present time. Four are proposed for development in the city. It is important to provide opportunities throughout a community and not simply one in a central location. (Because accessibility maximizes usability and programming, it is important to provide centers throughout the community rather than in a single location.)

It is also proposed that the county develop one center, so that its recreation programming and scheduling activities can be enlarged.

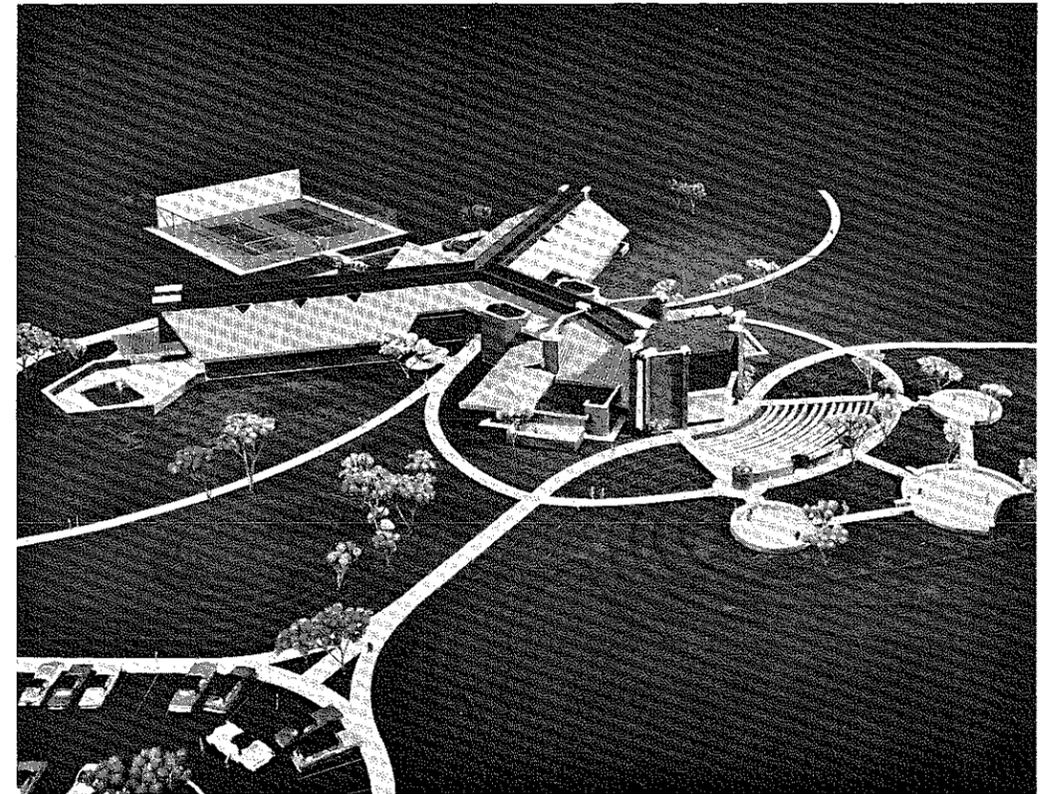
### Proposed Centers

For planning purposes, a standard of one center for every 50,000 people is proposed. Initial development calls for four in the city and one in the county.

The five centers proposed for immediate development, and their locations are as follows:

- East Side (Pantano Park or a new park site)
- North Tucson (Mansfield Park, Jacobs, De Anza or a new site)
- County, Northeast Tucson (Ft. Lowell or new regional park)
- South Tucson (Area of Sunnyside Community Sports Center or a new park site)
- Core Area of Tucson (Santa Rita Park area, Randolph Park or a new site)

As center use demonstrates the need, additional centers should be located in the southwest, southeast and northwest parts of the city.



# Recreation Facilities

EASTERN PIMA COUNTY



- Major Highway
- Unimproved Road
- County Boundary
- International Boundary
- Government-Owned

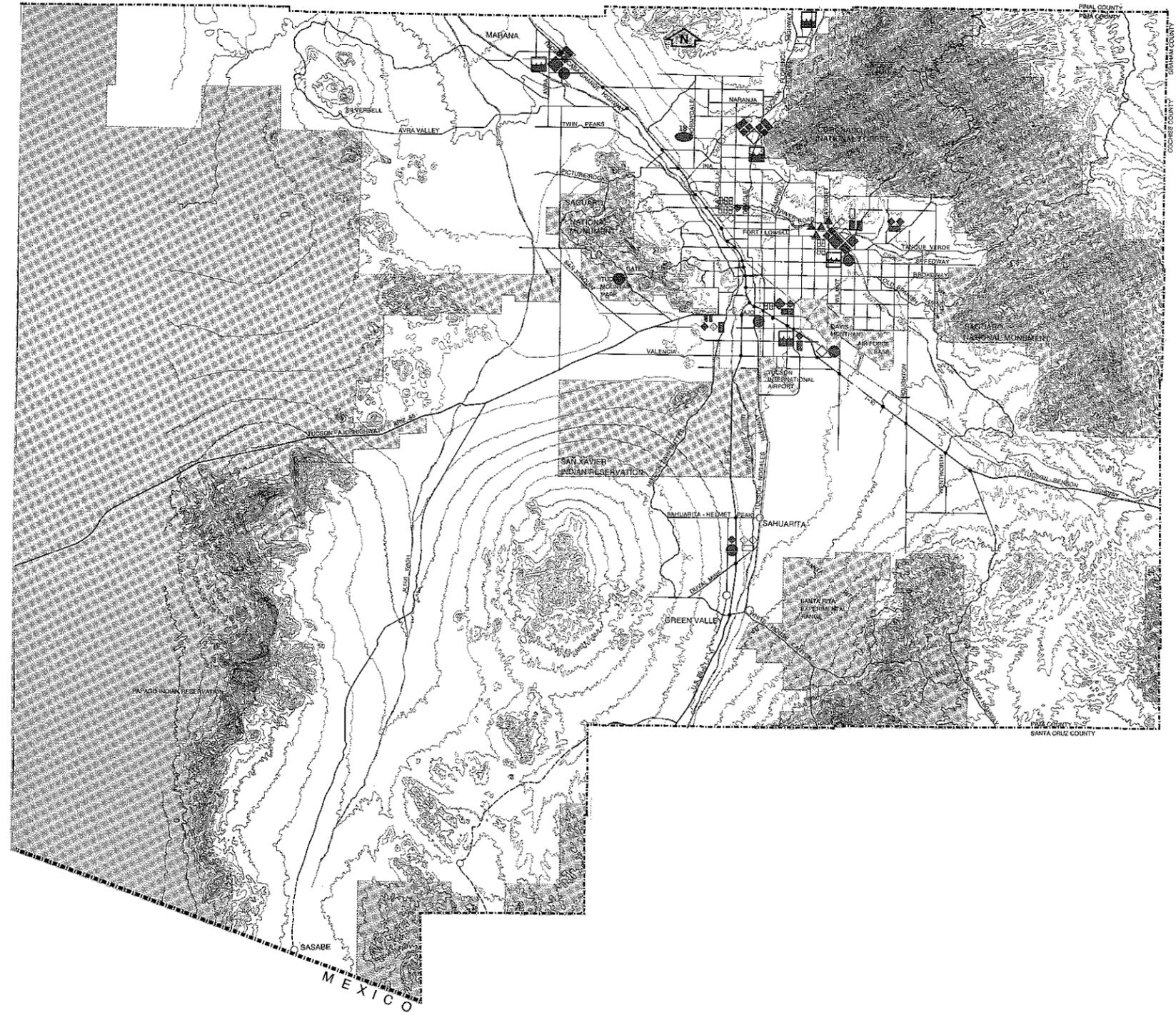
- Little League Unlighted Lighted
- Softball Unlighted Lighted
- Baseball Unlighted Lighted
- Football/Soccer Unlighted Lighted
- Tennis Court Unlighted Lighted
- Swimming Pool Unheated Heated
- Recreation Center
- Handball/Racquetball Court
- Golf Course



## Parks Recreation + Open Space Program

CITY OF TUCSON PARKS+RECREATION  
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**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	<b>Priority</b>	<b>Unit Cost</b>	<b>City</b>	<b>County</b>
(1) 4 city recreation centers: Core or Central: Santa Rita Park, Randolph Park or new area site North: Mansfield, Jacobs, DeAnza Park or new area site East: Pantano Park or new area site South: Area of Sunnyside High School or new area site	2	\$1,800,000	\$7,200,000	
(2) 1 county recreation center Northeast: Ft. Lowell or new area site	2	1,800,000		\$1,800,000
(3) Replace Verde Meadows Senior Citizens Center			375,000	
<b>Total:</b>			\$7,575,000	\$1,800,000

**MULTI-PURPOSE RECREATION CENTERS**

## **Community Sports Centers**

### **Recommendations:**

- DEVELOP JUNIOR AND SENIOR HIGH SCHOOL SITES INTO FACILITIES SERVING THE TOTAL COMMUNITY AS COMMUNITY SPORTS CENTERS
- UPGRADE, ADD TO AND LIGHT EXISTING SCHOOL RECREATION SITES
- BUY LAND AND DEVELOP THE PUBLIC PORTION OF THE COMMUNITY SPORTS CENTER AT EACH NEW JUNIOR AND SENIOR HIGH SCHOOL
- BUILD SPORTS CENTERS IN AREAS WHERE EXISTING FACILITIES ARE HEAVILY-USED

The community sports center should become the primary location for structured athletic activities, outdoor recreation fields and courts.

Concentrating these activities at school sites will relieve the pressure to provide athletic fields in parks; permit clustering of similar activities for more efficient operation, maintenance and administration; benefit the schools, taxpayer and parks department by permitting some doubling-up of facilities use and joint use; permit joint use of parking lots and maximize facility use.

It will allow location of intensive uses, each with a similar need for separation from residential areas and major access, at a common site.

Careful planning and design is critical to achieve maximum benefits.

### **Location**

Community sports centers should be located at each new junior and senior high school site. Degree of development would vary: senior high sites would be larger and would offer the most complete range of athletic facilities, oriented toward young adults and adults. Junior high sites would serve as centers for Little League baseball, Pony League, Bobby Sox, softball and youth soccer or football.

Existing secondary school sites should be evaluated for feasibility of joint development of additional athletic fields and creation of a sports center. Where this development is possible, some ball fields could then be phased out of nearby parks and park land dedicated to other uses.

Service areas would generally correspond to school service areas, although adult leagues might draw from a wider area.

### **Design**

Facilities might include a combination of softball, baseball,

Little League and football/soccer fields, track, tennis courts, racquetball/handball courts, archery ranges, swimming pool, par-course, jogging paths and so on.

A basic standard of athletic facilities, some for school and some for public use, should be planned for each new secondary school. As use justifies, facilities can be added to the sports center or to nearby parks.

To provide flexibility to fully develop a sports center, standard acreage requirements for junior highs should be increased from 20 to 30 acres and senior highs from 40 to 60 acres.

Off-street parking areas should be provided and can be common with the schools. Most facilities would be lighted for night use. All should be buffered from residential areas to prevent impacts from noise, glare from lights, etc.

Availability of storage, concessions, spectator stands, access to locker rooms, public address systems and other auxiliary facilities would vary from center to center. Class A and B fields (See definition under Baseball Fields.) and courts would generally be the standard.

Normally, public facilities would be added to the minimum requirements of each school. For example, if a senior high has one Class B field for physical education classes and practice and one Class A field for games, the community sports center might add one Class B field for public use. If eight tennis courts are required for school use, the city or county might add four more for a cluster of twelve. If a school does not light its courts and ball fields, the city or county would do so to increase availability for public use.

Community sports centers cannot totally replace facilities in district or regional parks, but they can reduce the number needed.



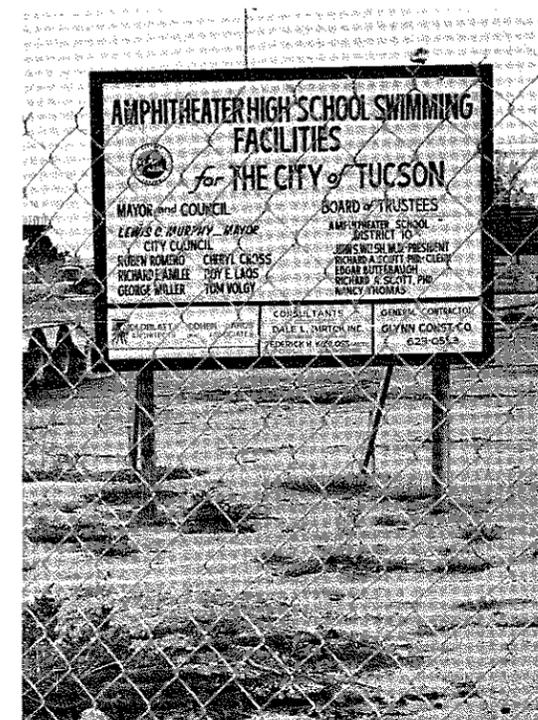
Separate contracts between the city, county and each school district involved should indicate how facilities are to be shared. Contracts can be modeled on existing agreements. Suggested additional provisions are

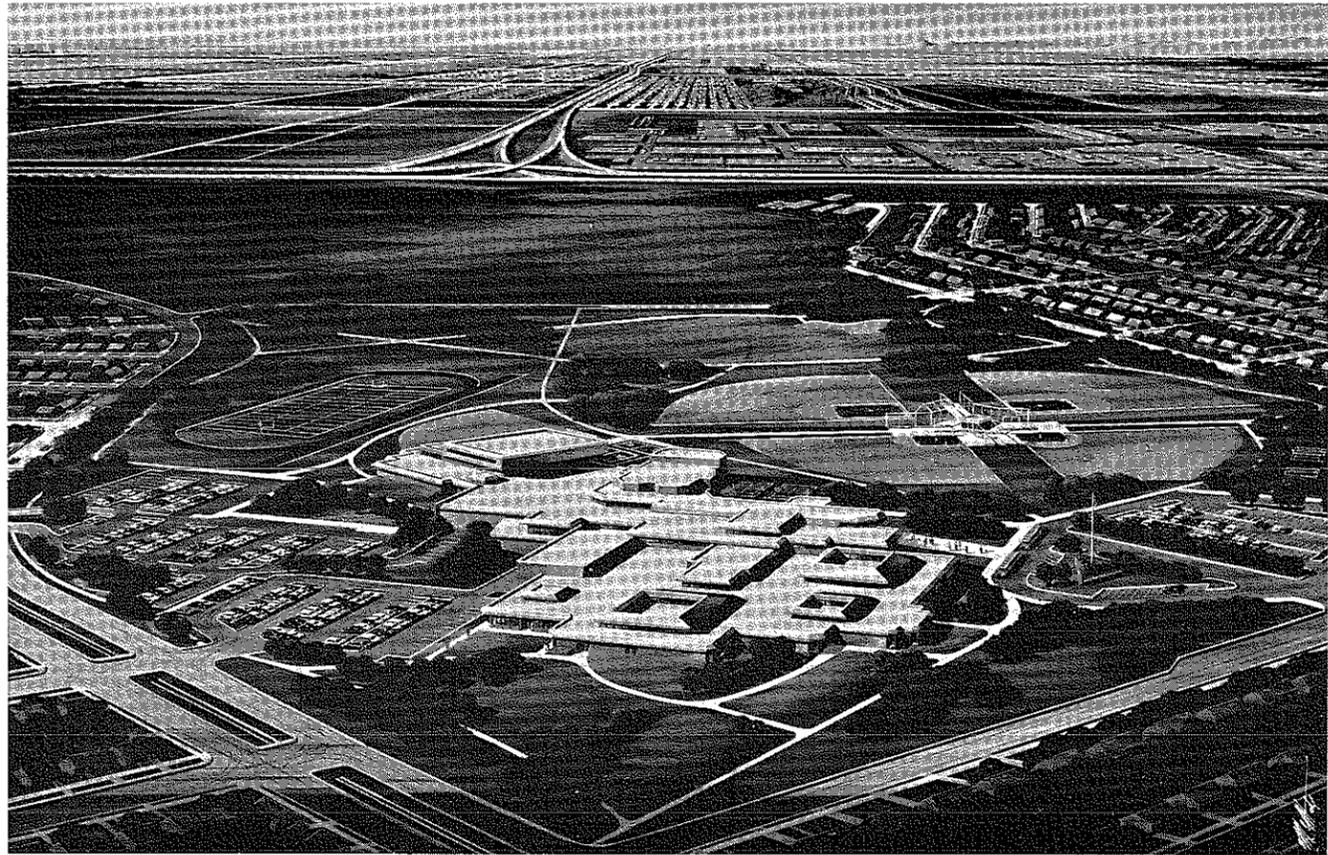
- City and county coordination of scheduling with a single representative of each school district
- Joint review and standardization of facilities design
- School district financing of facilities required to meet school needs; city or county financing of facilities above and beyond school needs. (Ideally, a single construction contract, with schools and city or county contributing their share of the costs, would cover building programs.)
- Shared operating costs based on field or court use
- Summer water costs paid for by city or county
- Routine maintenance --except for special pre- or post-use preparation and clean-up--to be the responsibility of the school district
- Services-in-kind or actual payment to be determined through negotiation

#### Inventory/New Facilities

Two schools (Sunnyside and Amphi High Schools) already have athletic facilities jointly funded by the city and school district. To emphasize the community sports center program and to reduce geographical deficiencies in facilities, it is recommended that the city develop five community sports centers at existing junior and senior high schools and that the county develop four. The County should also be prepared to fund the development of facilities at two new junior high school sites over the next five years.

Although inventory of all school sites was not part of the present study, field inspection will be necessary before specific sites can be chosen. The average junior high school site (20 acres) or senior high site (40 acres) in the metropolitan area has ample room for the level of development proposed. However, which specific site in a subcommunity is best would depend on site inspection, review of the neighborhood, and proximity to existing athletic facilities. Therefore, locations for community sports centers are identified by subcommunity only, specific sites to be determined by staff before they submit capital budget requests.





**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	<b>Priority</b>	<b>Unit Cost</b>	<b>City</b>	<b>County</b>
(1) Improve 5 existing junior high school sites (2 county, 3 city)	2			
• Football/soccer field improvements		\$ 5,000	\$ 15,000	\$ 10,000
• Softball field improvements		4,500	13,500	9,000
• Build 4 tennis courts		60,000 per four	180,000	120,000
(2) Improve 4 senior high school site facilities (2 city, 2 county)	2			
• 1 softball light set		30,000	60,000	60,000
• 4 tennis light sets		28,000 per four	(Included in Tennis Capital Improvements Program)	
(3) Program to accommodate 2 new junior high schools (county)	3			
• Junior high school (new)		15,000		
- 1 football/soccer field unlighted		10,000		20,000
- 1 softball/Little League field unlighted		4,500		9,000
- 4 tennis courts lighted		60,000 per four		120,000
- 10 acres land		5,000/ acre		100,000
<b>Total:</b>			\$ 268,500	\$ 448,000

**COMMUNITY  
SPORTS CENTER**

## **Baseball Fields**

### **Recommendations:**

- USE SCHOOL FIELDS TO MEET COMMUNITY BASEBALL NEEDS
- BUILD NEW FIELDS AT SCHOOL COMMUNITY SPORTS CENTERS
- LIGHT HI CORBETT ANNEX AND MAINTAIN IT AS A QUALITY FACILITY

Nationally, participation in baseball is stable or declining slightly. Soccer and other activities are competing for youth interest at the expense of baseball programs.

Baseball fields at many school sites are not used when school is out. Fields are available at the University of Arizona and Hi Corbett Field. Tucson's climate allows extended schedules, thus more play per field, but afternoon scheduling is limited by summer heat.

In 1977, 70 teams in adult, American Legion and Pony leagues used area baseball fields. The need could have been met by five city/county fields. Proposed maximum scheduling is 14 games per week (2 per night, 4 on weekends).

For planning purposes, the city and county should consider one field for every 75,000 population (non-school needs). Twenty-five percent should be Class A and 75 percent Class B. Usage should be monitored and fields developed based on number of league games played.

Class A and B fields should be used for games. Another 25 percent over the number of A and B fields should be developed for practice and pick-up games. These can be Class C or a mix of classes C and B.

### **Location**

City and county requirements should be considered together with those of the school districts. In light of the available supply at junior and senior high schools and the University of Arizona, most needs can be met using school fields (minimum cluster of 1 - 2 at senior high community sports centers).

Regional parks are alternative locations if additional fields are needed in a particular area. The excellent fields in Randolph Park should find optimum use as sites for tournament and league play. The Hi Corbett Annex fields should be lighted for this purpose.

### **Design**

Class A Fields Class A fields are intended primarily for use by more competitive leagues, tournaments and play-offs. They should be built to the size specifications of the league using the field, with appropriate

- Side and outfield fences
- Covered dugouts
- Grass infield, Hollywood bases
- Scoreboard, spectator seating
- Off-street parking
- Concession stand
- Storage and restrooms
- Drinking fountain
- Lighting at a minimum of 40 f.c. infield, 20 f.c. outfield

Class B Fields Class B fields are intended for general use. They should be built to size specifications of the league using the field, with appropriate

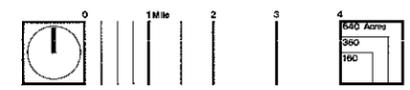
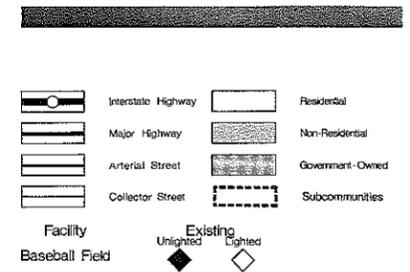
- Side and outfield fences (may be temporary)
- Dugouts
- Skinned infield
- Spectator seating (optional)
- Off-street parking
- Restrooms
- Drinking fountain
- Lighting at a minimum of 30 f.c. infield, 15 f.c. outfield (optional)

Class C Fields These fields are intended for practice, pick-up games and as backup fields for leagues. They should require minimum maintenance, but enough to ensure safety of use. Fields would include

- Backstop (side fences optional)
- No outfield fence
- No lights
- Skinned infield
- Permanent pitcher rubber and home plate

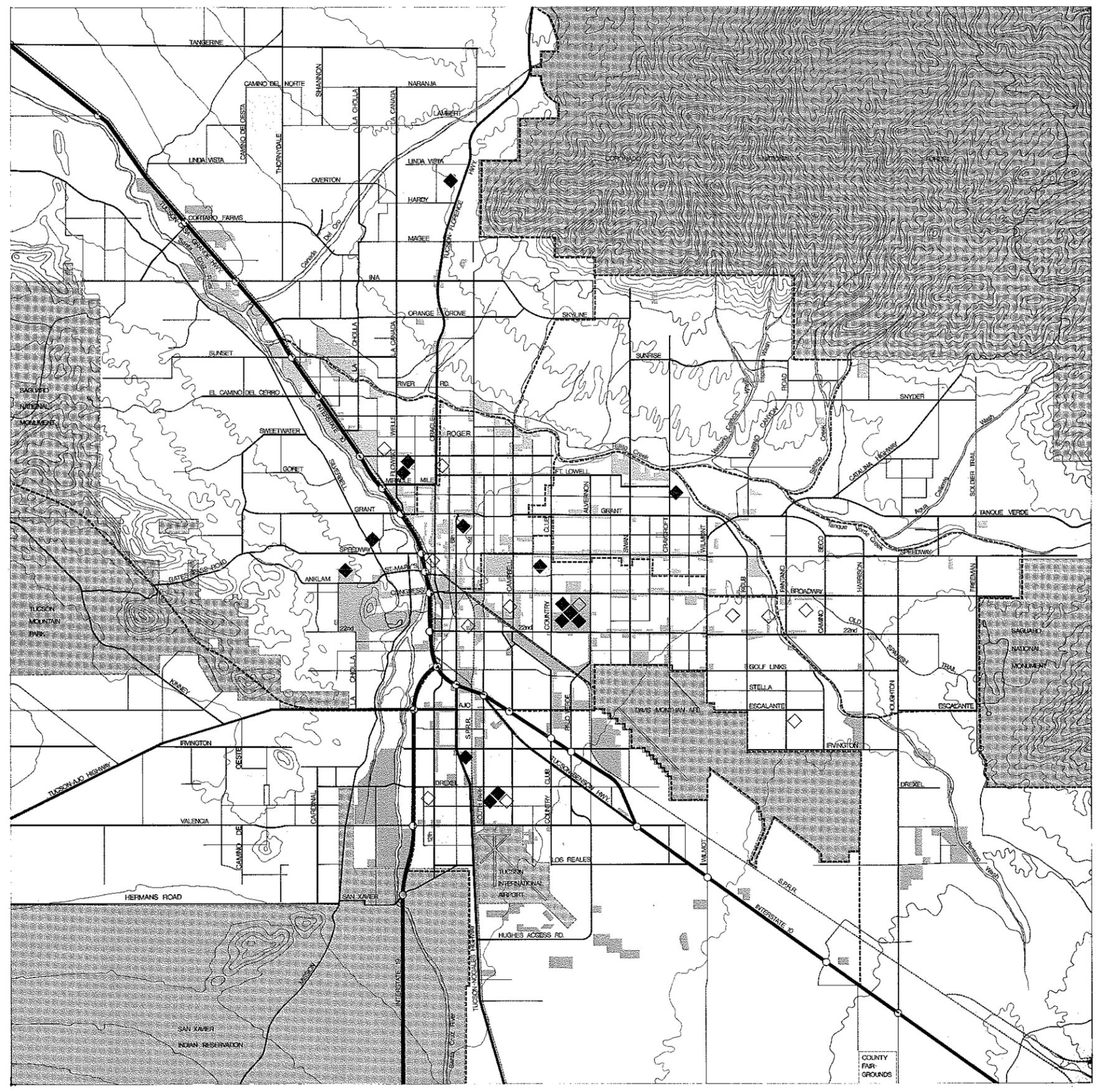
All fields should be appropriately buffered from nearby residential areas and landscaped with trees and grass to provide an attractive setting for spectators.

# Baseball Fields



# Parks Recreation + Open Space Program

CITY OF TUCSON  
 PIMA COUNTY  
 PARKS + RECREATION  
 BMML BRISCOE MAPHIS MURRAY & LAMONT  
 KEY/FLETEMEYER ASSOCIATES



Inventory/New Facilities

There are 20 baseball fields in the City of Tucson and two in the county. Eight of the city fields are lighted. In addition, there are 96 fields at junior and senior high schools in the metropolitan area. Of these, five are currently being used for city or county programs.

The community sports center concept will encourage greater use of school fields. City and county support can occur through lighting and/or maintenance of the fields in the summer months. Consequently, there are no new baseball fields proposed.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	Priority	Unit Cost	City	County
(1) Light 4 fields at Randolph Annex	3		\$ 530,000	
<b>Total:</b>			\$ 530,000	

**BASEBALL**

## **Little League Fields**

### **Recommendations:**

- BUILD A COMPLEX OF FOUR FIELDS ON THE WEST SIDE
- BUILD NEW FIELDS AT JUNIOR HIGH COMMUNITY SPORTS CENTERS AS NEW SCHOOLS ARE BUILT
- BUILD FIELDS AS REQUIRED AT REGIONAL PARKS
- BEGIN PHASING OUT NEIGHBORHOOD PARK FIELDS IN CENTRAL AREA

Nationally, participation in Little League (12 years and under) teams is stable. Tucson follows this trend with stable recent participation. Play might be stimulated in neighborhoods where lack of volunteers limits participation if the city can assist by drawing coaches and administrators from high schools and colleges.

In 1977, approximately 666 teams played 1.5 games weekly --roughly equivalent to 1000 teams playing once a week. With so many teams, practice fields are the biggest problem.

Proposed maximum scheduling for city/county fields is seven games per unlighted field per week, or 12 per lighted field. Lighted fields should be scheduled for two games per night after school is out.

Proposed development of 1 field per 6000 population should be used for planning purposes. Twenty-five percent should be Class A and 70 percent Class B. Current usage should be monitored and future fields planned based on number of games played.

Class A and B fields should be used for games. Another 25 percent over the number of A and B fields should be developed for practice and pick-up games. These can be Class C or a mix of classes C and B.

### **Location**

Minimum clusters of two to four fields should be located at regional parks, district parks and junior high school community sports centers.

League action should be phased out on single ball fields in neighborhood parks and in district and regional parks where additional fields cannot be built or redesignated to create a cluster. Location of fields close to the players is most important to Little League ages, but junior high school fields and field clusters in larger parks should permit phasing out of most single fields in neighborhood parks.

Each league should have, as a minimum, one lighted field.

### **Design**

Class A Fields Class A fields are intended primarily for use by more competitive leagues, tournaments and play-offs. They should be built to size and specifications of the National Little League, with appropriate

- Side and outfield fences
- Covered dugouts
- Grass infield, Hollywood bases
- Scoreboard, spectator seating
- Off-street parking
- Concession stand
- Storage and restrooms
- Drinking fountain
- Lighting at a minimum of 30 f.c. infield, 20 f.c. outfield

Class B Fields Class B fields are intended for general use. They should be built to size specifications, with appropriate

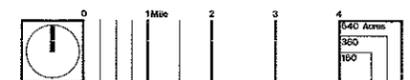
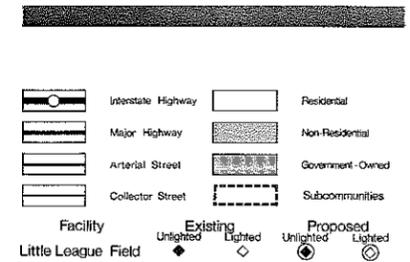
- Side and outfield fences (fences may be temporary)
- Dugouts
- Skinned infield
- Spectator seating (optional)
- Off-street parking
- Restrooms
- Drinking fountain
- Lighting at Class A level (optional)
- May be designed as part of a multi-purpose field

Class C Fields These fields are intended for practice, pick-up games and as backup fields for leagues. They should require minimum maintenance, but enough to ensure safety of use. Fields would include

- Backstop (optional side fences)
- No outfield fence
- Skinned infield, permanent pitcher rubber and home plate

All fields should be buffered from adjoining residences and be landscaped with trees and grass to provide an attractive setting.

# Little League Fields

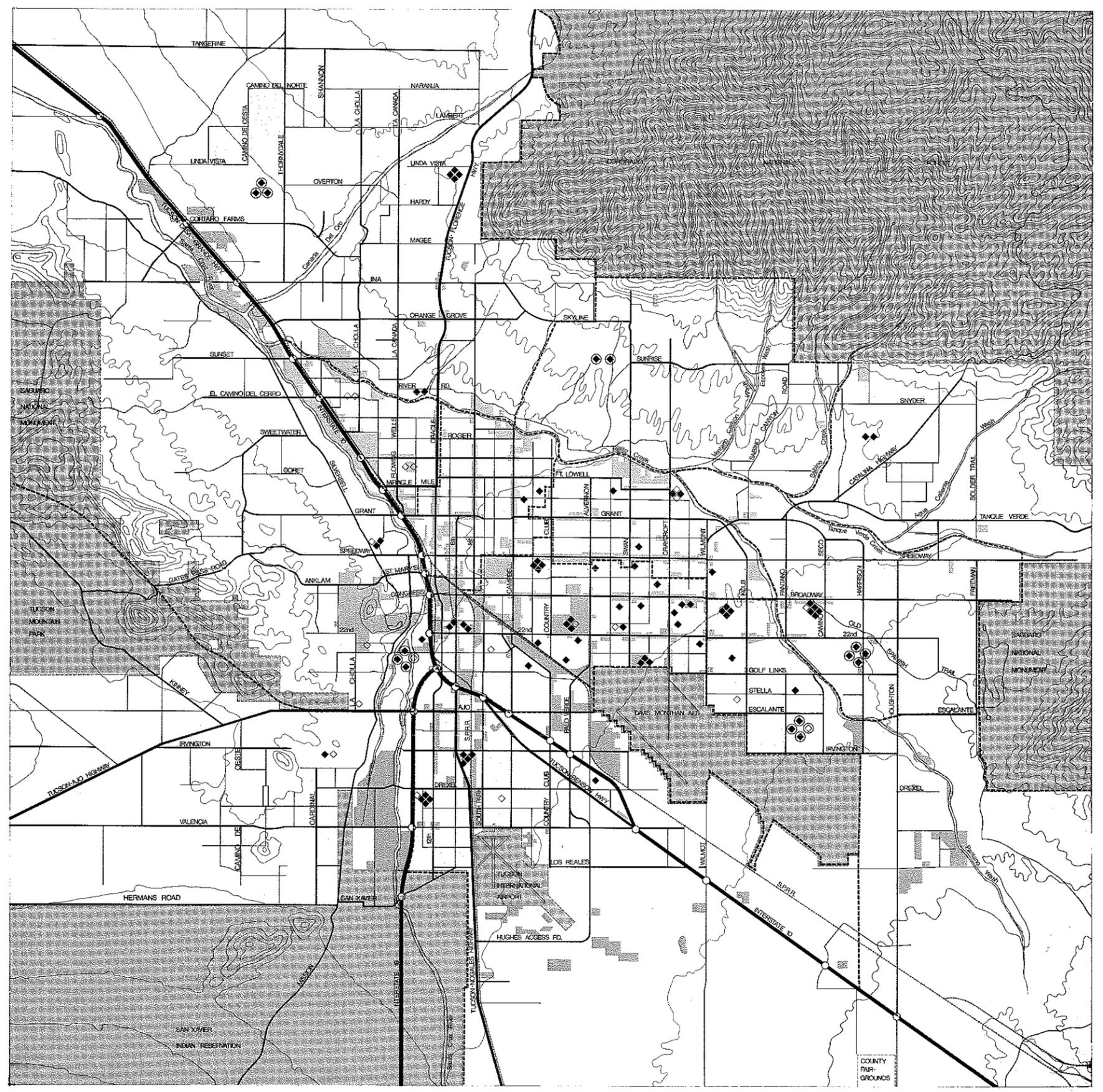


# Parks Recreation + Open Space Program

**CITY OF TUCSON**  
**PIMA COUNTY**

PARKS + RECREATION

**BMML** BRISCOE MAPHIS MURRAY & LAMONT  
 KEV/FLETMEYER ASSOCIATES



Inventory/New Facilities

There are 91 ballfields used for Little League games, 64 of them in city parks (12 lighted), 14 in county parks (5 lighted) and 13 at school fields.

Additional fields are proposed to eliminate geographical deficiencies, to create clusters, to replace single fields in neighborhood parks and to keep pace with growth in outlying areas. Lighting is proposed for some fields so there can be at least one lighted field in each district.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	Priority	Unit Cost	City	County
(1) 3 Class B unlighted fields in Santa Cruz Park (West)	2	\$ 7,000/ea.	\$ 21,000	
(2) 1 Class A lighted field in Santa Cruz Park (West)	2	50,000	50,000	
(3) 4 Class B unlighted fields at junior high schools or district park (East)	3	7,000/ea.	28,000	
(4) 3 Class B unlighted fields at Section 33 (Southeast)	3	7,000/ea.	21,000	
(5) 1 Class A unlighted field at Section 33 (Southeast)	3	12,000	12,000	
(6) 5 Class B unlighted fields at junior high schools or at new district park (North and Northwest Suburban)	3	7,000/ea.		\$ 35,000
(7) 5 relocations in Central area from neighborhood parks to junior high schools	3	4,500/ea.	13,500	
<b>Total:</b>			\$ 145,500	\$ 35,000

**LITTLE LEAGUE**

## **Softball Fields**

### **Recommendations:**

- BUILD NEW FIELDS AT SENIOR HIGH COMMUNITY SPORTS CENTERS AS NEW SCHOOLS ARE BUILT
- CONVERT TWO LITTLE LEAGUE FIELDS (ONE LIGHTED) TO MEET SOFTBALL FIELD NEEDS IN THE SOUTHWEST
- LIGHT TWO FIELDS AT CANYON DEL ORO

Nationally, participation in softball is rising, with women's teams gaining in popularity.

Tucson participation follows this trend. With promotion, a considerable potential for growth exists. At present, popularity of the sport is less than in other regional cities. Bobby Sox leagues have only existed for three years in Tucson and have room to grow. Adult softball also has considerable expansion potential.

Demand is expected to increase with more emphasis on 12 and 16 inch slo pitch, tournament play, divisional bracketing and higher city and county service levels.

1977 city and county use of fields was affected by 432 softball and Bobby Sox teams playing 1.5 games per week. Proposed maximum scheduling is 19 games per field per week. Growth in use is anticipated.

Fee increases (to support higher service levels) will probably not reduce play. Added fees will permit teams presently turned away, because of the lack of recreation division operating budgets, to participate. Softball is presently partially subsidized.

For planning purposes the city and county should use the standard of one field per 12,000 population. Twenty-five percent should be Class A and 75 percent Class B. Usage should be monitored and actual development based on the number of games played.

Class A and B fields should be used for games. Another 25 percent over the number of A and B fields should be developed for practice and pick-up games. These can be Class C or a mix of classes C and B.

### **Location**

Requirements should be met with a minimum cluster (2-4) at senior high community sports centers. Additional fields may be added at junior high community sports centers, district and regional parks.

### **Design**

Class A Fields Class A fields are intended primarily for use by more competitive leagues, tournaments and play-offs. They should be built to size specifications of the ASA or ISC, with appropriate

- Side and outfield fences
- Covered dugouts
- Skinned infield, Hollywood bases
- Scoreboard, spectator seating
- Off-street parking
- Concession stand
- Storage and rest rooms
- Drinking fountain
- Lighting at a minimum of 30 f.c. infield, 20 f.c. outfield

Class B Fields Class B fields are intended for general use. They should be built to size specifications of the league using the field, with appropriate

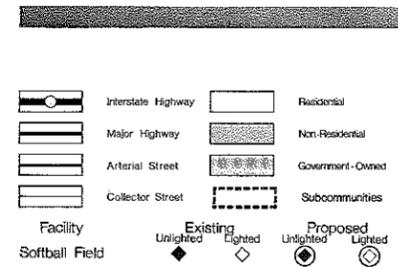
- Side and outfield fences (may be temporary)
- Dugouts
- Skinned infield
- Spectator seating (optional)
- Off-street parking
- Concession stand
- Restrooms
- Drinking fountain
- Lighting to same levels as Class A fields (optional)
- Design if needed as multi-use

Class C Fields These fields are intended for practice, pick-up games and as backup fields for leagues. They should require minimum maintenance, but enough to ensure safety of use. Fields would include

- Backstop (side fences optional)
- No outfield fence
- Skinned infield
- Permanent pitcher rubber and home plate
- Clustering for multi-use

All fields should be appropriately buffered with trees, grass and other amenities.

# Softball Fields



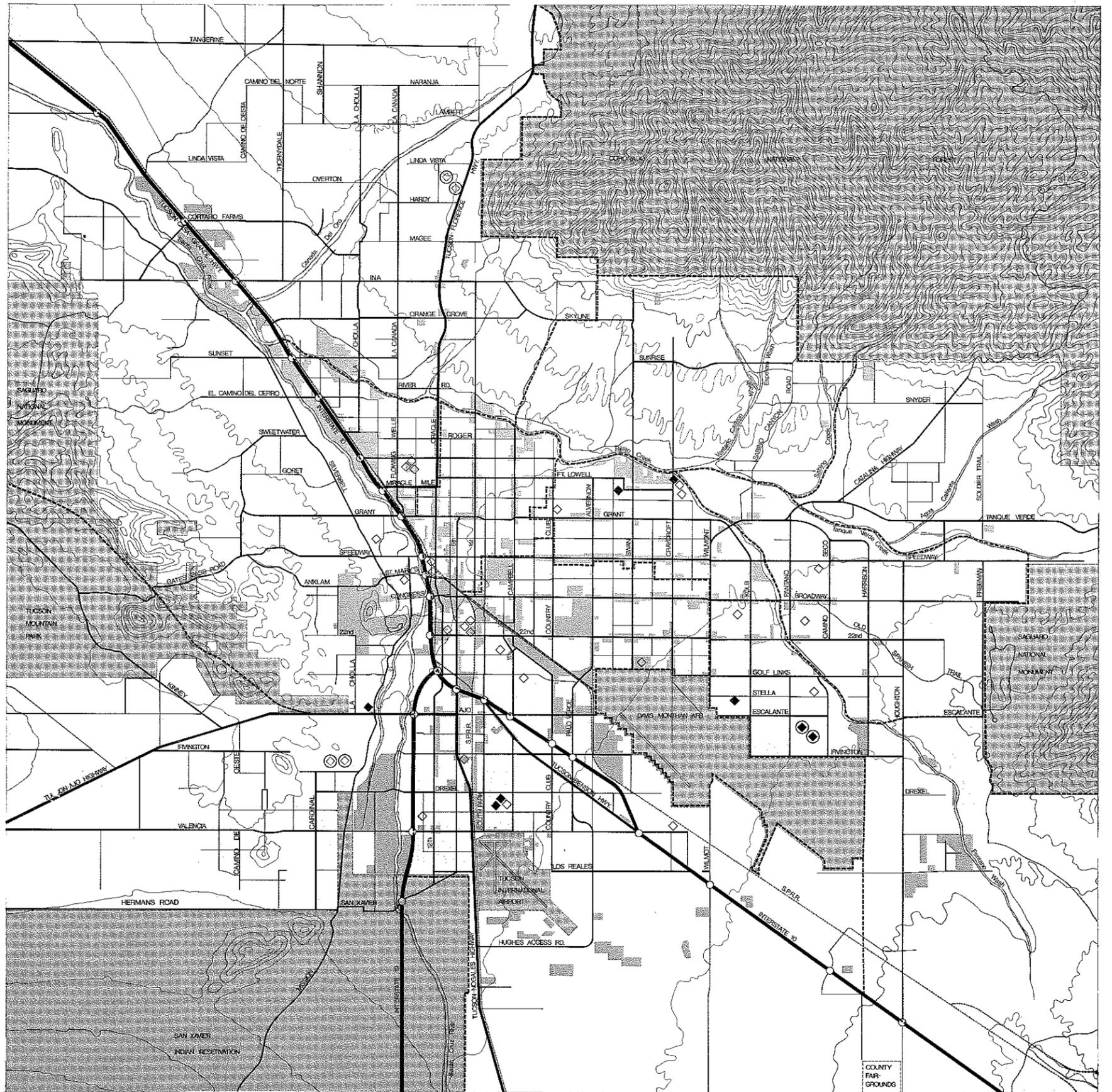
# Parks Recreation + Open Space Program



CITY OF TUCSON  
PIMA COUNTY

PARKS + RECREATION

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Inventory/New Facilities

In 1978, 81 fields were used for softball -- 26 at city parks (21 lighted), 5 at county parks (4 lighted), and 50 at school fields.

Initially proposed are two new lighted fields and the lighting of one existing field in the southwestern part of the city.

Lighting is also proposed for two county fields. Should increased promotion of softball in the city and county recreation programs create new interest, more fields will be needed. (Interest in the Tucson area is currently lower than in many other communities.)

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	Priority	Unit Cost	City	County
(1) Build 2 Class B lighted fields at senior high school or Section 33 park (Southeast)	3	\$ 35,000	\$ 70,000	
(2) Light 1 Little League field for use as Class B softball field in Southwest	3	30,000	30,000	
(3) Light 2 fields at Canyon del Oro (Northwest-Suburban)	3	30,000		\$ 60,000
<b>Total:</b>			\$ 100,000	\$ 60,000

**SOFTBALL**

## **Football and Soccer Fields**

### **Recommendations:**

Nationally, a strong upward trend in soccer exists. Tucson shows similar trends.

Teenagers at recent parks work sessions requested more soccer opportunities. Female participation in both flag football and soccer is increasing. The following statistics are indicative of the growing local interest in football and soccer.

Year	Soccer	Youth Football*
1975	700	2000
1976	1400	2200
1977	3600	2500

\*Teams presently made up of 33 players. Computations in this study are based on 22-player squads (15 players for soccer).

Football/soccer fields are very flexible for conversion to other uses and require minimum maintenance (high school game fields excepted). Strategic scheduling of seasonal play can assure maximum use.

Proposed planning standard is one field per 7000 people. Lacrosse and rugby do not need more than one assigned field each for practice to avoid conflicts and facilitate scheduling. A stadium field is preferable for games; there is little conflict as games are usually played on Saturdays and Sundays.

Field use should be monitored and future field development based on number of games played. Class A and B fields should be used for games. An additional 25 percent over the number of A and B fields should be built for practice and pick-up games.

Saturday, Sunday and evening games should not conflict with school requirements. After-school football and soccer practice for young people might, however, and thus require more fields for this reason only. Two teams can practice on one field.

### **Location**

A minimum cluster of one Class A field (assumed to be used by the school) and two Class B fields should be located at senior high community sports centers. Use of a district stadium can reduce the number of Class A fields and serve a number of high schools

- BUILD NEW CLASS B FIELDS FOR SOCCER AND FOOTBALL AT COMMUNITY SPORTS CENTERS
- PHASE OUT USE OF ELEMENTARY SCHOOL SITES FOR LEAGUE USE
- INCREASE AVAILABILITY OF SCHOOL SITES FOR PRACTICE

and other public uses at a lower cost than if each high school maintained its own game field.

Additional (Class B, not subject to minimum clustering requirements) fields as required can be located at district and regional parks and junior high schools. At least one permanent field should be provided at each district and regional park and at each junior and senior high school. Use of school fields requires careful scheduling to prevent conflicts with after-school practice and games.

### **Design**

Class A Fields Class A fields are intended primarily for use by schools and for tournaments and playoffs. They should be built to the size specifications of the league using the field, with appropriate

- Permanent goals/goal posts
- Scoreboard
- Spectator seating
- Concession stand
- Storage and restrooms
- Lighting at a minimum of 30 f.c.
- Off-street parking

Class B Fields Class B fields are intended primarily for practice, general public use and non-school leagues. They can be permanent or multi-purpose fields (outfield areas of baseball, Little League, or softball fields) with appropriate

- Goals/goal posts (may be temporary)
- Lighting (only for ball fields)
- Off-street parking
- Lighting (if appropriate) at 30 f.c.

Lighting of football and soccer fields should be kept to a minimum:

- It's necessary only for flag football
- Unlighted fields (even considering land costs) are substantially less expensive
- Lighted fields resulting from multi-purpose design can be used to increase available practice and game field numbers.

All fields should be buffered from residential areas and have appropriate landscaping amenities.



Inventory/New Facilities

Football and soccer leagues now use 34 city park fields, 5 county fields and 34 school fields. Of these fields, 31 are lighted: 23 city fields, 2 county fields, 6 school fields.

To overcome geographical deficiencies and to meet growing demands, 17 additional fields are proposed. The growth of interest in soccer is faster than population growth, so close monitoring and careful scheduling will be necessary.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	<b>Priority</b>	<b>Unit Cost</b>	<b>City</b>	<b>County</b>
(1) 3 Class B unlighted fields for existing city deficits, 1 at Mansfield Park (North), 1 at Kennedy Park (West), and 1 at Pima Community College (West)	2	\$ 10,000	\$ 30,000	
(2) 5 Class B unlighted fields for city growth at Community Sports Center sites, regional or district parks	4	10,000	50,000	
(3) 9 Class B unlighted fields for county growth at Community Sports Center sites, regional or district parks	4	10,000		\$ 90,000
<b>Total:</b>			\$ 80,000	\$ 90,000

**FOOTBALL/SOCCER**

## **Golf Courses**

### **Recommendations:**

- BUILD NEW COURSE AT HOUGHTON ROAD SITE (WHEN WATER IS AVAILABLE)
- CONVERT NINE HOLES AT RANDOLPH PARK TO PARK USE (WHEN HOUGHTON ROAD IS PLAYABLE)
- CONSIDER CONVERTING EL RIO TO EXECUTIVE OR PAR THREE COURSE

Nationally, trends in golf play are downward.

In 1977, 260,000 rounds were played on the city's 54 holes of public golf courses. At this writing, 18 additional holes were under construction. Major concerns in the Tucson area focus on geographical distribution rather than the number of courses. Most of the public courses are on the west side of the city.

A significant number of private courses, some open to public play, operate in the area.

Additional golf courses should be supplied only if they can be 100 percent self-supporting. No new public courses should be developed unless independent market studies show projected revenues will cover both operating and capital costs.

No planning standard is suggested. Demand is easy to measure and course use is a function of ability to be self-supporting.

### **Location**

Any proposed courses should be located where market studies predict financial security. A need exists for better distribution of courses throughout the area. This can be partially accomplished by relocating nine holes of the Randolph Park course to the east side as part of an 18-hole course.

El Rio might lose play as Silverbell and Arthur Pack gain use. A par three or executive course at El Rio would offer an alternative use. Otherwise, the site might be sold and a southwest course built.

### **Design**

Minimum facility considered should contain 18 holes. Executive or par three courses should be considered for in-city locations.

Minimum site for 18 holes should be 150 acres, for executive or par three courses --75 acres. Each course should have

- Putting, driving range (optional)
- Clubhouse
- Storage
- Off-street parking

# Golf Courses

**Facility**  
 Golf Course

**Existing** (Solid circle)  
**Proposed** (Circle with 18)

**Interstate Highway** (Thick line with double red dashes)  
**Major Highway** (Thick line)  
**Arterial Street** (Thin line with double dashes)  
**Collector Street** (Thin line)

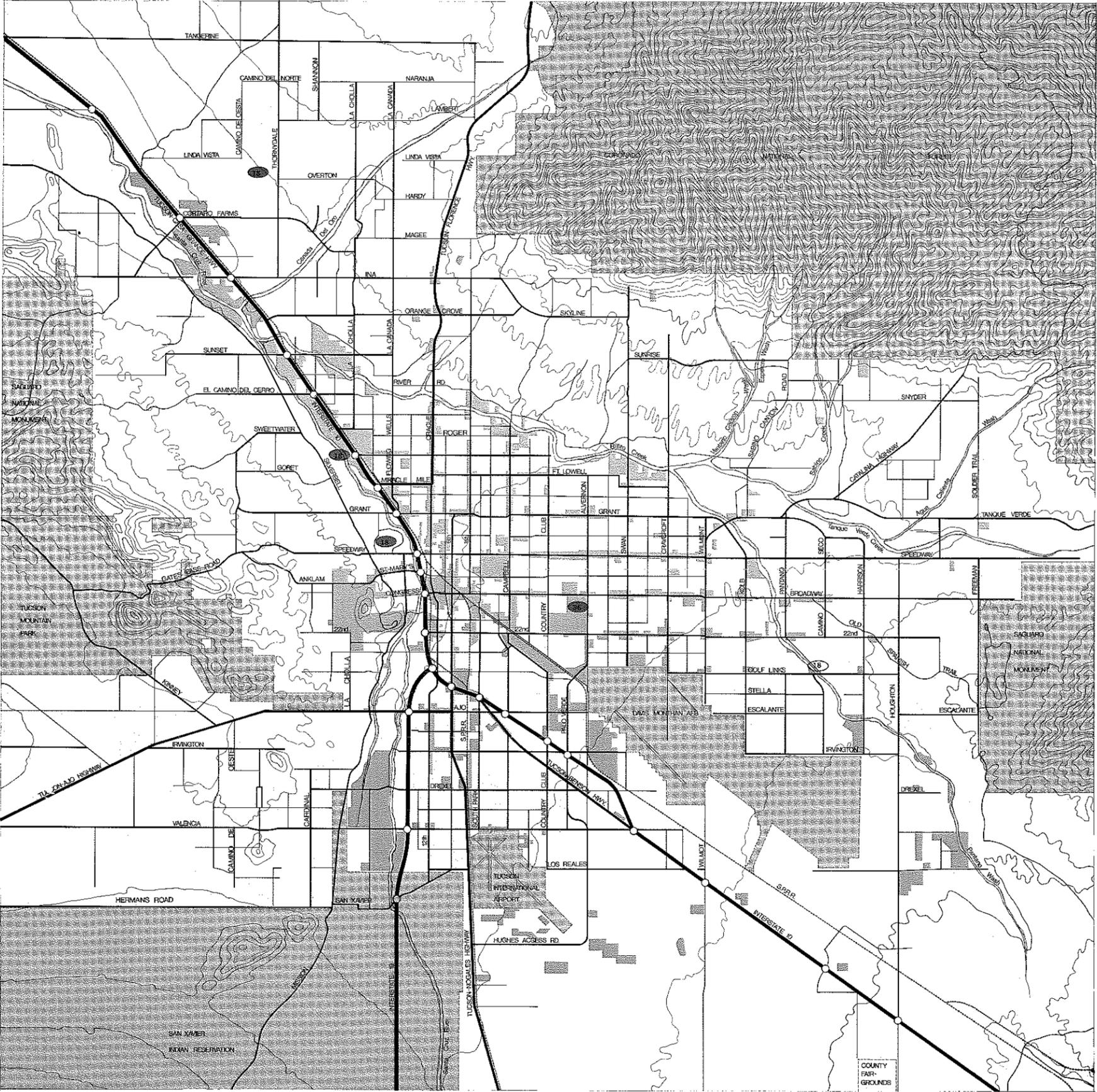
**Residential** (Stippled pattern)  
**Non-Residential** (Cross-hatched pattern)  
**Government-Owned** (Dotted pattern)



# Parks Recreation + Open Space Program

**CITY OF TUCSON**  
**PIMA COUNTY**

PARKS + RECREATION  
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Inventory/New Facilities

The city operates four 18-hole golf courses, one of which is near completion. The county operates 18 holes at Arthur Pack regional park.

To provide better geographical distribution, a new 18-hole course is proposed for the southeast side. But lack of water is an

impediment to construction at this time. If the courses are made fully self-financing and nine holes at Reid (Randolph) Park are converted to needed park use in the core of the city, it would appear that supporters of both sides of the argument -- additional park vs. golf opportunities, both in a geographical location that can better serve the public -- could gain.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	Priority	Unit Cost	City	County
(1) Silverbell clubhouse and maintenance buildings	1		\$ 550,000	
(2) Houghton Road course and facilities	1		1,900,000	
(3) Convert 9 holes at Randolph Park to parkland	2		See Regional Park Capital Improvements Program	
<b>Total:</b>			\$2,450,000	

**GOLF COURSES**

## Swimming Pools

### Recommendations:

- BUILD POOLS TO CORRECT GEOGRAPHICAL DEFICIENCIES
- ENCLOSE THREE EXISTING POOLS AS PART OF RECREATION CENTERS
- IMPROVE OVERALL POOL PROGRAMMING AND DESIGN TO INCREASE USE

Nationally, swimming popularity is stable. Numbers of swimmers age 12 and under will decline as fewer births occur and this segment of the population declines in number.

Swimming is among the top five most popular recreational activities in the Tucson area. Pools are well dispersed throughout the area and substantial capacity presently exists to meet demand. A number of privately-owned and club pools are scattered throughout Tucson. Thirty percent of the homes in the Catalina foothills area have pools.

Since pools are costly to build and maintain and cannot be converted to other uses, maximum use should be sought. Tucson's climate allows for an extended swim season; year-round use is possible with heated pools --even without heating, seasons can be extended somewhat. Improved programming and design can increase participation, especially by adults, senior citizens and pre-schoolers.

City and county should consider one pool per 35,000 citizens for planning purposes. All future pools should be Class A, for year-round use.

Pools should be more fully programmed to increase use. New pools are needed only to correct geographical deficiencies, or as part of multi-purpose recreation centers.

50-meter pools should be built only under special circumstances --high density areas where land is expensive or scarce, where construction of two 25-meter pools is difficult, or where a 50-meter pool is needed for regional meets.

Several indoor pools, dispersed geographically, should be designed to accommodate the non-ambulatory handicapped.

### Location

Pools should be located at recreation centers, regional parks or senior high schools.

New pools are especially needed to correct southeast and central city deficiencies. A pool in the (southeast) Section 33 park recreation center is especially needed.

### Design

Class A Class A pools are indoor or heated, year-round, 25-meters with wading, diving and swimming areas separated by pool design rather than by physical separation (T, Z or L shapes can provide sufficient separation). All pools should have two times as much deck surface as water surface. Other facilities include

- Concession areas
- Storage, lockers and restrooms
- Off-street parking
- Spectator areas, usually at community sports centers only (optional)
- Shower and dressing areas

Class B Class B pools are outdoor, seasonal, 25 meters with splash or wading pool for very young children. Deck area is twice the surface as water area. Facilities include

- Underwater and outside lighting
- Locker rooms, storage, concessions
- Shade ramada
- Benches
- Wind screening with fences
- Off-street parking

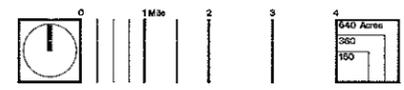
Facility and control fences should be designed to minimize the number of operational personnel needed to supervise admissions, locker rooms, concession areas, safety and administration. Existing facilities should be reevaluated at older pools and improvements planned if necessary.

Greater emphasis through design and operation should be made to attract adults (larger sunbathing areas, lounge furniture, concessions, special swim times, etc.).

All pools should have trees, grass and other appropriate landscaping to provide an attractive setting.

# Swimming Pools

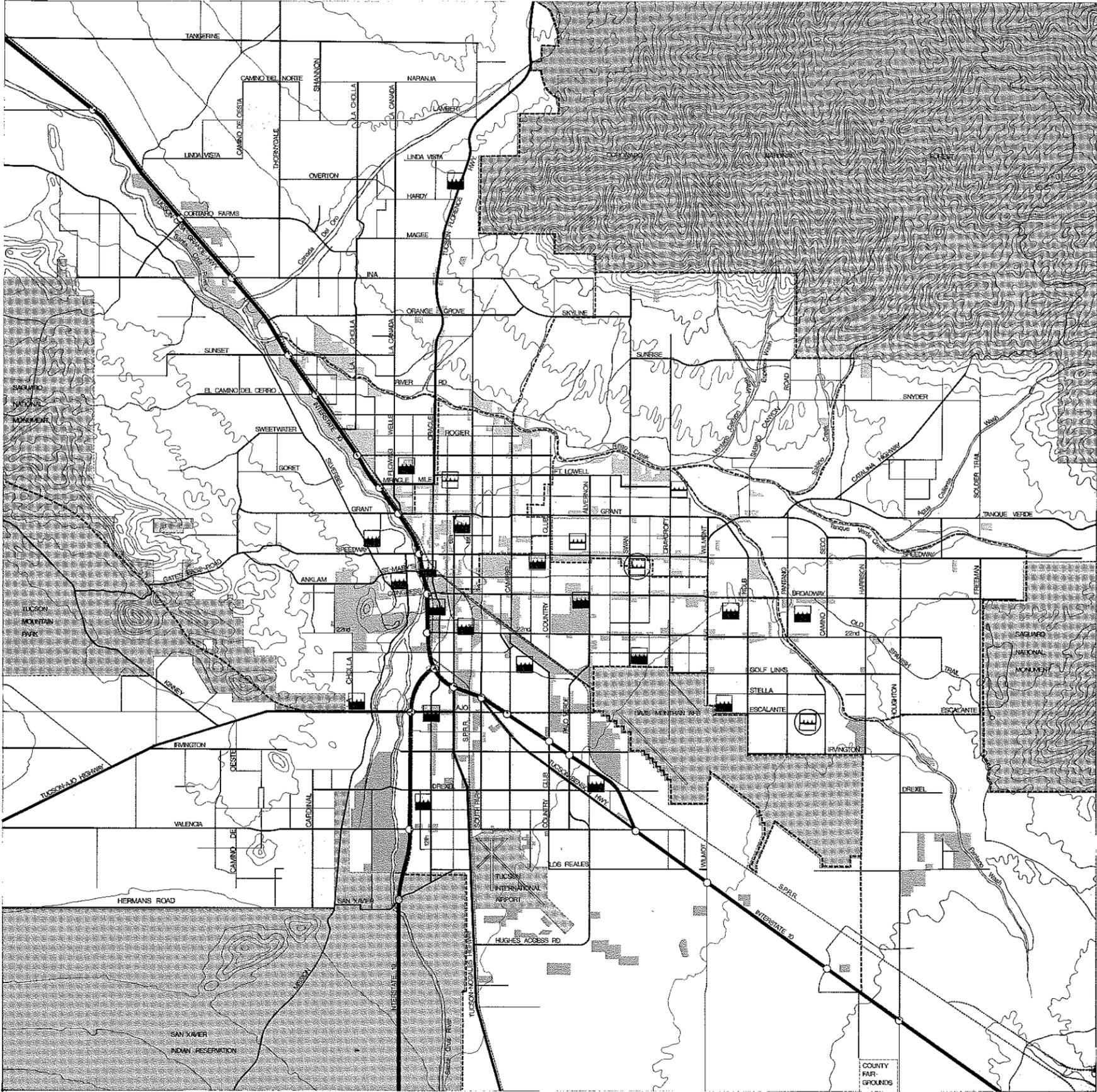
	Interstate Highway		Residential
	Major Highway		Non-Residential
	Arterial Street		Government-Owned
	Collector Street		Subcommunities
<b>Facility</b>			
	Swimming Pool		Existing Unheated
			Existing Heated
			Proposed Heated



# Parks Recreation + Open Space Program



**CITY OF TUCSON**  
**PIMA COUNTY**  
 PARKS + RECREATION  
**BMML** BRISCOE MAPHIS MURRAY & LAMONT  
 KEV/FLETMEYER ASSOCIATES



Inventory/New Facilities

The city operates 16 unheated pools, the county 5 pools (1 heated) and the schools three pools (2 heated). These public pools are complemented by numerous pools with private or semi-private membership.

Two new pools are proposed, primarily to correct deficiencies in geographical coverage where pool use has been above average. Both pools have a very low priority, however, because existing pools were so little used prior to 1978. If the monitoring of pool use indicates increased need, these new pools might be given higher priority.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	Priority	Unit Cost	City	County
(1) 1 25-meter heated pool in recreation center in Section 33 park (Southeast) or at the Santa Rita Community Sports Center	4	\$ 450,000	\$ 450,000 <sup>1</sup>	
(2) 1 25-meter heated pool at Rincon High School (Central)	4	450,000	450,000	
<b>Total:</b>				
		\$ 450,000	\$ 450,000	

<sup>1</sup> Cost incurred only if pool is built at Community Sports Center. If in recreation center, included in Recreation Center Capital Improvements Plan. Not included in total.

**Swimming Pools**

## **Tennis Courts**

### **Recommendations:**

- UPGRADE QUALITY AND NUMBER OF COURTS IN A CLUSTER TO MINIMUM STANDARDS
- LIGHT EXISTING SCHOOL COURTS TO OVERCOME GEOGRAPHICAL DEFICIENCIES
- ADOPT A TEN-YEAR OVERLAY PROGRAM FOR CITY/COUNTY COURTS

Locally, tennis playing is stable to increasing slightly. The recreation survey indicated 41 percent of outdoor recreation participants play tennis. Play is year-round. Tennis classes at more locations throughout the metro area could increase participation.

New court planning should be carefully weighed against the inflexibility of the facilities, difficulty in fee system administration without reservation systems and the number of private clubs and courts in the area.

Lighting can reduce the number of public courts needed to serve the population by extending hours of play.

A ratio of 1 court per 4000 population should be used for planning -- Class A or B. Class A courts should be evenly distributed throughout the metro area. Spectator facilities should be considered only at senior high community sports centers and Randolph Park.

### **Location**

At least one Class A and Class B cluster should be at each senior high community sports center. Additional Class A clusters can be located in regional parks.

Courts located at district parks and junior high schools should be Class B clusters at minimum.

Gaps in service area facilities should be filled, preferably by increasing the number of courts at sites where fewer than four exist and space is available. First priority should be given to courts at proposed recreation center sites, second at school sites, third at parks. Some courts in neighborhood parks are Class C and should continue to be used, although no new Class C courts should be built.

Substandard courts or less-than-minimum clusters should be

brought up to standard, lighted and new courts built in areas where deficiencies exist. Thereafter, no new courts should be built until participation justifies.

### **Design**

Class A Courts Courts should be built in minimum clusters of eight courts, USLTA standard specifications, with Laykold-type surface. Facilities include

- Practice area; separate beat boards
- Regulation fabric net
- Regulation fence
- Off-street parking
- Storage and restrooms
- Drinking fountain
- Lighting at 30 f.c. minimum
- Seating for waiting players, visitors (optional)

Class B Courts Courts should be in minimum clusters of four built to standard USLTA specifications, with Laykold-type surface. Facilities include

- Regulation fabric nets
- Regulation fence
- Restrooms
- Off-street parking
- Lighting at 20 f.c. minimum
- Drinking fountain

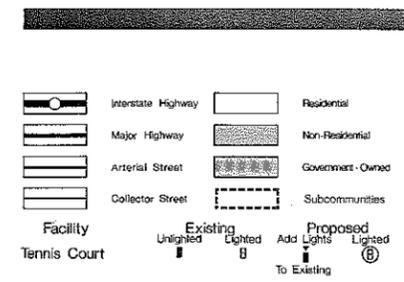
Class C Courts Courts should be in a minimum cluster of two, built to specification, hard surface. Facilities include

- Regulation net
- Regulation fence

Tournament Courts These courts are special use facilities with no standards suggested.

Whenever possible, lighted courts should be located a minimum of 100 feet from residences, with controlled direction lighting or landscaping sufficient to screen them. Lighting should be metered or, at minimum, controlled by user-activated timer with automatic power cut-off.

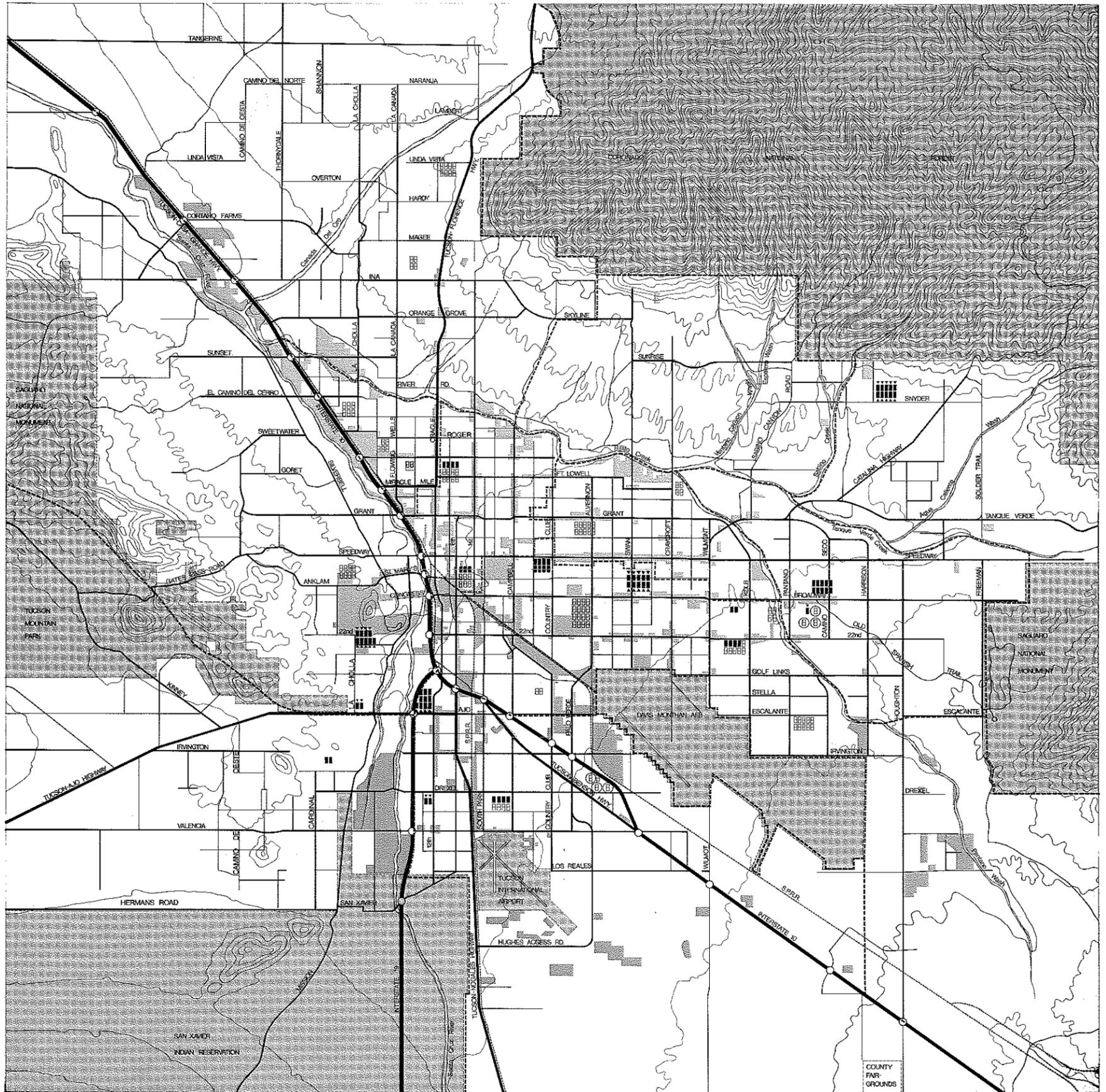
# Tennis Courts



# Parks Recreation + Open Space Program

**CITY OF TUCSON**  
**PIMA COUNTY**  
 PARKS + RECREATION

**BMML** BRISCOE MAPHS MURRAY & LAMONT  
 KEV/FLETEMEYER ASSOCIATES



Inventory/New Facilities

Tennis courts -- public, semi-public and private -- abound. The city operates 37 courts, 22 of which are lighted; the county 9 courts, 7 of which are lighted; and the school districts 141 courts, 77 of which are lighted. The city has lighted many of the school courts, dramatically increasing available court time.

The major emphasis in the capital improvement program is on continuing to light existing school courts. Additional courts are proposed in growth areas, primarily so that existing facilities can have the minimum desirable battery of four courts. The Randolph tennis complex is proposed by the city as a tournament center. Additional courts at this location would not otherwise be necessary.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	Priority	Unit Cost	City	County
(1) 40 sets court lights for existing city (school) courts [2 at Santa Rita Park (Core); 10 at Rincon High School (Central); 10 at Sahuaro High School (East); 1 at Pantano Park (East); 4 at Pueblo High School (South); 2 at Mission Park (South); 2 at Kennedy Park (Southwest); and 9 at Cholla High School (Northwest)]	2	\$ 7,000	\$ 280,000	
(2) 10 sets court lights for existing county (school) courts at Sabino High School (Northeast-Suburban).	2	7,000		\$ 70,000
(3) 5 new Class B city courts (lighted), 3 at Pantano Park (East), and 2 at Kennedy Park (Southwest)	3	15,000	75,000	
(4) 3 new Class B county courts (lighted) at Los Ninos Park (South)	3	15,000	45,000	
(5) Randolph Tennis Tournament Center	N/A		531,870	
(6) Continuous overlay-refurbishment program (10-year cycle)		2,000/ court	80,000	20,000
<b>Total:</b>			\$ 1,011,870	\$ 90,000

**TENNIS COURTS**

## **Handball/Racquetball Courts**

### **Recommendations:**

- BUILD OUTDOOR COURTS AT HIGH SCHOOL COMMUNITY SPORTS CENTERS
- PLAN AT LEAST TWO INDOOR COURTS (FOUR DESIRABLE) AT EACH RECREATION CENTER

Nationally, racquetball is rapidly gaining popularity. Local demands are high as evidenced by the large number of private indoor courts. Approximately 77 are in operation in clubs.

The upward trend in racquetball is expected to continue and more women are expected to play. Tournaments and challenge ladders will increase play on public courts.

There are no public indoor courts now in the area. Public courts should be planned principally for areas where deficiencies in indoor courts exist.

For planning, the ratio of 1 court per 6000 population should be considered. A minimum of two courts (four desirable) should be included in each multi-purpose recreation center.

### **Location**

Clusters of six outdoor courts should be built in areas now lacking private indoor facilities, and where recreation centers are not planned for the immediate future.

A cluster should first be built at Cholla High School Community Sports Center, Flowing Wells High School Community Sports Center and Dennis Weaver/Canyon del Oro. Demand should be monitored and additional clusters built if necessary.

After other geographical areas are covered and if demand justifies, additional courts might be built at Randolph and Ft. Lowell.

### **Design**

Indoor courts should be designed to USRA standards.

Outdoor courts should be USRA-standard four-wall, lighted to USRA standards. Off-street parking should be available.

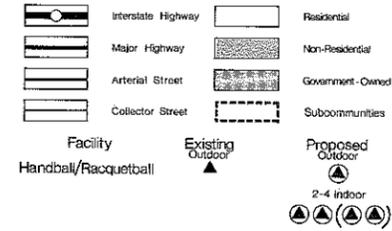
### **Inventory/New Facilities**

The city and county each have one battery of outdoor handball courts. The city facility has six courts located at Reid (Randolph) Park and the county has four courts at Fort Lowell. Eight additional courts are available at Pima College.

The major deficiency besides geographical coverage is the lack of indoor courts. These are only feasible as part of a recreation center. In every multi-purpose recreation center, two to four indoor courts should be included. Court fees can readily pay for the cost of a court included as part of a center.

So courts will be generally accessible in the metropolitan area, 16 additional outdoor courts are proposed.

# Handball/ Racquetball Courts

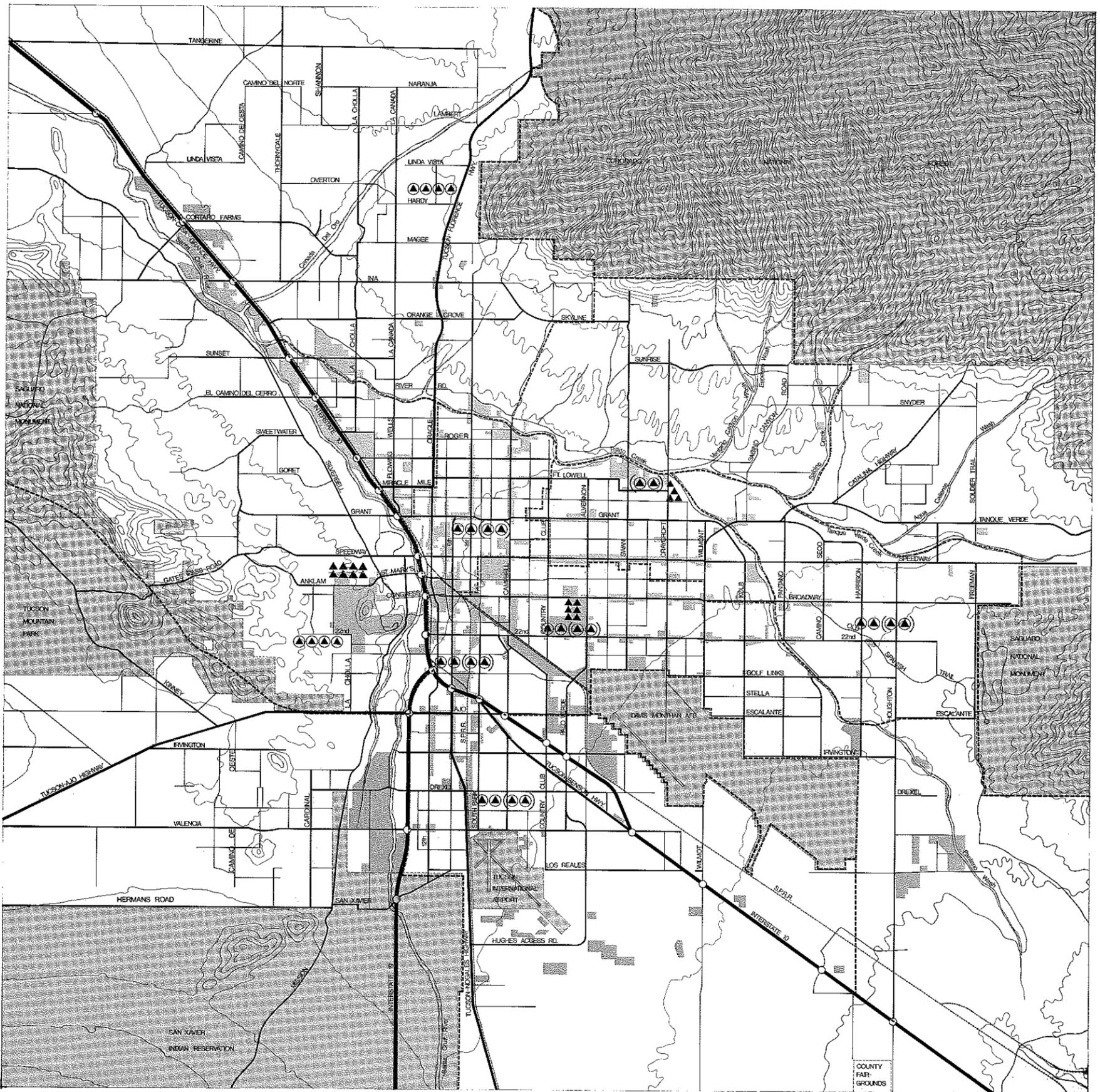


# Parks Recreation + Open Space Program



CITY OF TUCSON  
PIMA COUNTY

BMML BRISCOE MAPHIS MURRAY & LAMONT  
KEY/FLETMEYER ASSOCIATES



**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	<b>Priority</b>	<b>Unit Cost</b>	<b>City</b>	<b>County</b>
(1) 2-4 city indoor courts in multi-purpose recreation centers in Core or Central, North, East and South	2	Included in Recreation Center Capital Improvements Program		
(2) 2-4 county indoor courts in multi-purpose recreation centers in Northeast	2			
(3) 8 city outdoor courts, 4 each at Cholla High School (West), and Santa Rosa or Santa Rita (Core)	2	\$ 70,000 per cluster of four	\$ 210,000	
(4) 4 county outdoor courts at Canyon del Oro	2	70,000 per cluster of four		\$ 70,000
<b>Total:</b>			\$ 210,000	\$ 70,000

**HANDBALL/  
RACQUETBALL**



## **Miscellaneous Outdoor Facilities**

### **Recommendations:**

- PROVIDE MULTI-PURPOSE, HARD SURFACE GAME COURTS AT ALL PARKS
- PROVIDE SAND VOLLEYBALL COURTS (MINIMUM CLUSTERS OF TWO) AT ALL REGIONAL AND MOST DISTRICT PARKS
- LOCATE PARCOURSES OR JOGGING AREAS (ONE TO TWO MILES LONG) AT REGIONAL AND DISTRICT PARKS AND SENIOR HIGH COMMUNITY SPORTS CENTERS
- ADD SHUFFLEBOARD COURTS TO PARKS WHERE SENIOR CITIZEN DEMAND EXISTS
- RELOCATE MOTOCROSS MEETS TO THOMAS JAY
- BUILD FOUR ARCHERY RANGES, ONE IN EACH QUADRANT OF THE CITY

Nationally, trends in unstructured activities\* are upward. Tucson follows these tendencies. Tucson should be keeping pace with national trends toward increased activities benefiting cardio-vascular development.

Tucson's climate favors year-round outdoor play. Lighting, where appropriate, can increase opportunities, particularly during the summer.

Most of these facilities are low-cost and should be provided and/or removed as community interest and use indicate.

\*Multi-purpose courts, volleyball, basketball, shuffleboard, horseshoes, parcourses, jogging tracks

Bicycle motocross facilities for meets are not compatible with parks where other users and picnic areas are close by. Provision of a public facility is based on safety considerations.

The existing rifle range should be monitored to determine whether there is need for expansion.

In some cases, the popularity of an activity and the need for safety may justify public expenditure, although insurance problems may limit public involvement. Riflery and archery in particular require special safety precautions.

#### **Location**

Population characteristics strongly influence the appropriate type of facility for an area. Facilities should be geographically dispersed throughout the community at regional, district and neighborhood parks. Current participation, age characteristics in the area served, and demand should dictate the extent of facilities provided.

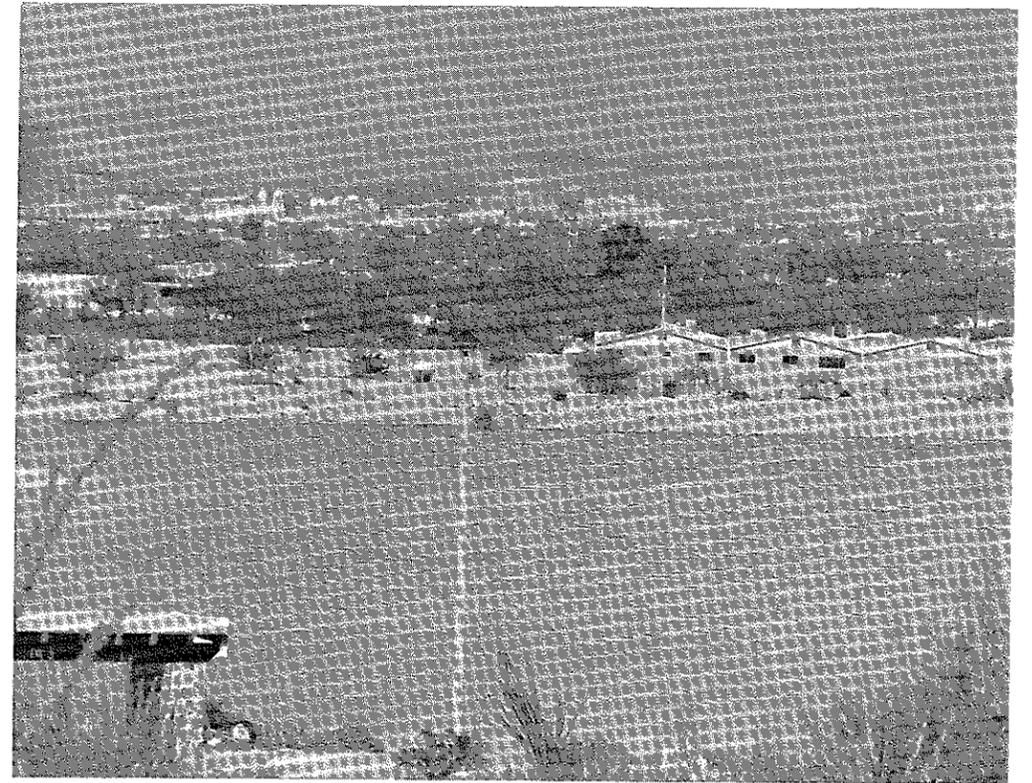
Multi-purpose, hard-surface game courts should be provided at all parks. School districts should be responsible for locating courts at school sites.

Sand volleyball courts should be provided at all regional and most district parks in minimum clusters of two. Water for wetting-down courts should be available and nearby shade is desirable.

Parcourses or jogging areas should be located at regional and district parks and senior high school community sports centers. Courses should be one to two miles long.

Shuffleboard courts and horseshoe pits (minimum cluster of two) can be located in any park. Primary consideration should be given to neighborhoods with high concentrations of elderly and where the physical environment supports outdoor activities.

Tracks for track and field events and jogging are available at



most schools. No city or county tracks are recommended for development.

Archery facilities, initially, should be located in at least the four quadrants of the city. Ranges are most appropriate at senior high school community sports centers or at Pima Community College. Field courses may fit in a regional park or can be free-standing in a controlled non-park area. It may be desirable, initially, to construct a field course rather than a range.

### **Design**

#### Multipurpose Courts

- Hard-surfaced, regulation-size basketball court
- Standard basketball backboards
- Volleyball standards (portable or permanent)
- Striping for basketball, four-square, hopscotch and volleyball
- Low intensity lighting (desirable)

#### Volleyball Courts

- Sand and hard-surface courts
- Lighting (clusters of two or more courts. Optional)

#### Parcourses

- Measured, identified path
- Exercise stations

#### Shuffleboard Courts and Horseshoe Pits

- Minimum clusters of two to four
- Scoreboard
- Storage
- Drinking fountain
- Benches
- Shade
- Lighting at some facilities

Minimum lighting at some controlled facilities is desirable for evening play. Benches, storage, drinking fountains, scoreboard and shade are desirable amenities where facilities are used by senior citizens.

Where courts are lighted, lighting should be low directional or screened or a minimum of 100 feet from nearby residences.

Rifle and archery ranges should be built to national association standards. Facilities should include

- Entry control
- Clear sight distance
- Solid barrier behind targets

Bicycle motocross should be buffered from residential areas and built to national association standards. Off-street parking should be available.

Inventory/New Facilities

Many of these facilities are randomly distributed at parks and schools. More of them should be provided with some innovation such as sand volleyball courts.

It is recommended that provisions for these relatively low-cost, unstructured activities be made throughout the metropolitan area at community sports centers and at district and regional parks. The popularity of an activity in a given subcommunity would dictate where additional facilities are built.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	Priority	Unit Cost	City	County
(1) Build 4 archery ranges in city, 1 in each quadrant		\$1,000/ea.	\$ 4,000	
(2) Relocate motocross track from Randolph Park to Thomas Jay Park				\$ 25,000
<b>Total:</b>			\$ 4,000	\$ 25,000

**RIFLE/SKEET/ARCHERY  
& MOTOCROSS**

## **Nature-Oriented Outdoor Facilities**

### **Recommendations:**

- BUILD TRAIL SYSTEM TO LINK PARKS OR ACTIVITY CENTERS
- PROVIDE WATER IMPOUNDMENTS AVAILABLE FOR FISHING
- CONTINUE TO EMPHASIZE PICNIC FACILITIES

The parks and recreation survey indicated camping, hiking, biking, picnicking and fishing were in the ten most popular outdoor recreation activities in the Tucson area. Over 30 percent of households surveyed participated in one or more of these activities.

Most people use public facilities for hiking, running or jogging. Most bicyclists (78 percent) use streets rather than paths or parks. Of the bicyclists surveyed, 60 percent were dissatisfied with existing trail systems, primarily due to lack of marked trails or inconvenient locations.

Most horseback riders were also dissatisfied with existing trail systems and lack of trails. (17 percent of the survey respondents indicated participation in this pastime.)

Picnicking is the most popular outdoor activity, according to the recreation survey, with 73 percent of area households participating. It is the most popular activity in city and county parks and, in Tucson's climate, enjoys year-round participation.

Except for fishing (and swimming in pools) water-related activities do not attract much participation. Lack of area facilities are an obvious reason. Facilities for fishing were rated poor by survey respondents. Water impoundments built in coordination with other public programs (flood control, wastewater treatment) would improve this situation. Potential demand indicated by the survey justifies commitments to create such opportunities for water use wherever possible.

With the exception of existing facilities, local government should not be responsible for providing overnight camping opportunities. This should be left to private campgrounds or state and federal agencies. Day camping services and facilities, desirably, will

continue to be sponsored and provided by the Boy and Girl Scouts, the Y's and similar organizations.

The number of picnic units needed at any location will vary according to individual park characteristics: size, environmental quality and other facilities available. Popularity of picnicking indicates that, like fishing, strong commitments to provide many picnic facilities with shade trees and grass play areas are justified.

### **Location**

Trails in district and regional parks should be part of the total circulation system. Trails should be considered for linear parks, open space corridors (rivers and washes), mountain parks and utility corridors. A continuous system in the Tucson area is a natural due to the drainage areas and can be designed to link parks or activity centers (such as schools, shopping centers and public buildings).

Horseback trails should be considered for Open Space lands (rivers and washes) and mountain parks.

Picnic units should be provided in all parks. Emphasis should be on district and regional parks where there is room for a variety of activities. Local areas can still be served by neighborhood parks which have informal, shaded, outdoor picnic tables and small barbeques.

Water-related facilities should be provided wherever possible. Ajo Detention Wet Park and Ina Road Wet Park are the two strongest possibilities for development in the near future.

### **Design**

Trails Wherever possible, trails should link with existing trails on state or federal lands. Trail surfaces may vary depending on

use and type of park environment. Surfaces might be concrete, asphalt, compacted road base material, decomposed granite or bare earth.

Desirable trail widths are

- Pedestrian 5 ft.
- Bicycle 8 ft.
- Combination 8 ft.
- Equestrian varies with terrain



Pedestrian and bicycle trails may be combined where surface is smooth and adequate width obtainable. Use of streets --striped and signed-- for bicycling is, unfortunately, the only alternative in much of the built-up area, particularly for commuters.

Equestrian trails should be separated where possible from other trails.

Trail systems should be physically separated from vehicular traffic where possible. No motor vehicles should be allowed on trails.

Convenient access to trail systems should be provided.

Picnic Facilities Picnic units should be placed in locations accessible to parking, close to such other facilities as playgrounds, open grass areas and water, and should be easily accessible to maintenance equipment. Facilities should be in attractive locations and include

- Table/bench units
- Barbecue pits (some units)
- Convenient trash receptacles
- Off-street parking (or adequate on-street parking)
- Ramadas (where mature shade trees are not available for use)

Both individual and group facilities should be available in regional and district parks.

Water Facilities Water facilities should accommodate one or more of the following

- Fishing
- Canoeing
- Rowing (sailing, if enough water area is available)
- Model boats (in controlled areas away from residential areas if power is used)

Full-size power boating should not be permitted unless there is enough water area to separate power boats from non-power boats and fishing areas (unlikely in the Tucson area).

## **Special Interest Facilities**

### **Recommendations:**

- DEVELOP MASTER PLAN FOR ZOO EXPANSION AND FUNDING
- LOCATE AN OUTDOOR AMPITHEATER IN A REGIONAL OR DISTRICT PARK
- INSTITUTE A MOBILE THEATER PROGRAM

The Tucson Zoo, Arizona-Sonora Desert Museum, Old Tucson, Colossal Caves, the Fairgrounds, Air Museum and Hi Corbett Field are important special interest facilities in the area parks and recreation system. Some are publicly operated, some are leased and others are semi-public.

With the exception of the zoo, which is very popular with the resident community, these facilities should be self-supporting.

### **The Tucson Zoo**

The zoo has outgrown its present site. Attendance counts are indicative of its tremendous popularity. For example, there were more visitors to the 13-acre zoo site in 1976-77 than there were golfers playing on the 396 acres of the three presently-operational 18-hole golf courses.

The zoo can be a showcase for Tucson and Pima County and would appear to warrant expansion and remodeling due to its attractiveness to tourists and educational value for adults and children alike.

Capital improvements are needed to get animals out of cages and into more desirable, healthier habitat displays. The animal col-

lection should be increased --reptiles added, for example-- and more mixed species exhibits, similar to the existing African exhibit, designed.

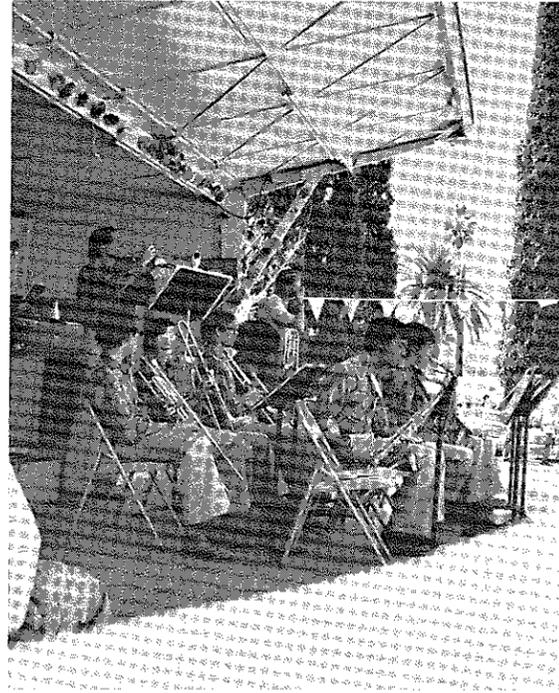
Reevaluation of and a plan to further emphasize the dominant role Randolph Park plays in the eastern Pima County park and recreation scheme (See Parks) provides an excellent opportunity for the development of a long-range expansion plan for both the park and the zoo.

### **Cultural Activities**

The parks and recreation survey showed strong interest in cultural activities. Survey respondents generally considered existing programs and facilities fair to poor. Neighborhood groups indicated a desire for more music, theater and entertainment opportunities in area parks.

The survey indicated a major need for improved facilities and programs in areas north of Rillito, east of Pantano Wash, southwest of Davis-Monahan, and in the Ajo and Marana/Catalina areas.

Tucson's rising interest in cultural activities mirrors national trends.



A mobile show wagon, operating from a specially-designed van, could meet many of the needs for neighborhood performances. The program should begin with one unit; more could be added as demand is demonstrated.

Mobile show wagons are extremely flexible and could meet a variety of community needs: plays, concerts, speeches, fiestas, dances, etc.

Existing theater facilities at Randolph Park, the University of Arizona and downtown community center accommodate major area productions. There is need for an outdoor theater facility which can house concerts, theater-in-the-park, public speakers and so on.

The community should consider construction of an outdoor amphitheater in a regional or district park. A new major facility could be free-standing in a mountain setting. Santa Fe and Denver have excellent examples. Tucson's weather is much better for this type of use than in either of these cities.

A market study should be made to assure such a facility would be self-supporting.

#### **Design**

Tucson Zoo More space for exhibits, parking and support facilities is needed at the Randolph Park zoo site. Quality versus quantity is appropriate for a community the size of Tucson, but still requires more space than is presently allotted.

Mobile Theater Minimum requirement for this unit would be a commercially-produced van equipped with stage and sound system.

#### Outdoor Amphitheater

- Acoustic shell and stage
- Some permanent seating
- Seating on contoured grassy slopes

Success of outdoor theater facilities will require vigorous programming. Staff must work closely with local, regional and national cultural organizations to keep such a facility in use.

**CAPITAL IMPROVEMENT PROGRAM through 1985 (Phase I)**

	<b>Priority</b>	<b>Unit Cost</b>	<b>City</b>	<b>County</b>
(1) Santa Cruz Linear Park Acquisition Development	1		\$ 910,000 1,500,000	
(2) Tucson Zoo improvements and Master Plan	2		900,000	
(3) Mobile theater	2		30,000	
(4) Ajo Detention Basin Park	2			\$4,000,000
(5) Ina Road Park	2			440,000
(6) Hiking/horse trails	2			300,000
(7) Ajo roping facility	2			50,000
(8) Tucson Botanical Garden	3		50,000	
<b>Total:</b>			\$3,390,000	\$4,790,000

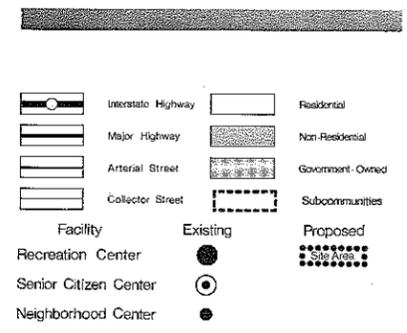
**SPECIAL FACILITIES**

### **County Recreation Facilities**

In the metro area of Tucson all recreation facilities were reviewed without regard as to whether they were in or out of the city limits of Tucson. However, the county also operates facilities elsewhere outside the metro area. On the map overleaf, all county facilities in and out of the metro area (except Ajo) are shown. The county also operates ball fields, a swimming pool, a craft center, tennis courts, a riding arena and a senior citizens center in Ajo, 120 miles west.

The facilities shown are operated and used for county-conducted recreation programs as well as being open to the public for general use. Some facilities and improvements have also been made at schools for public use after school hours.

# Recreation Centers

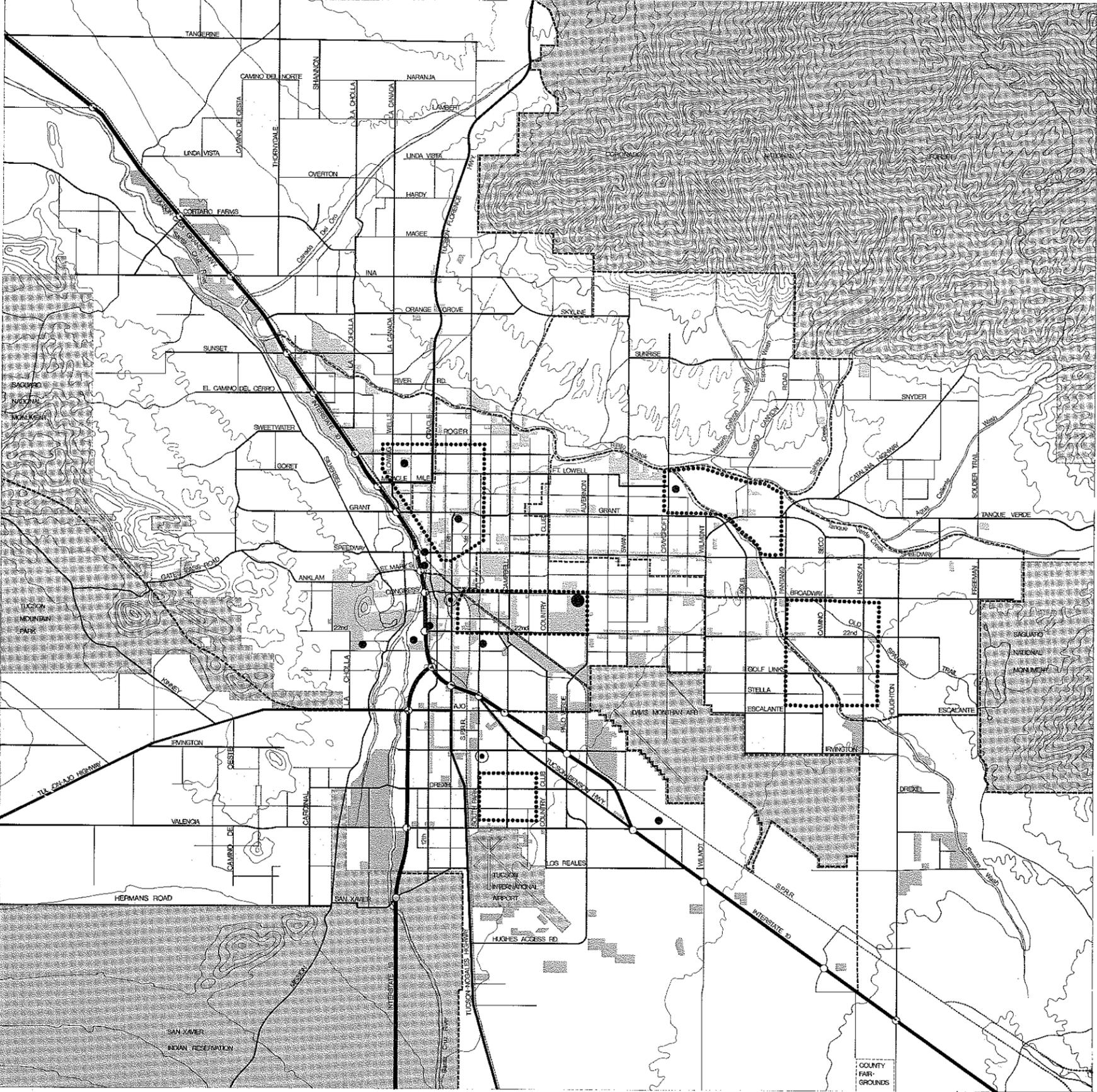


# Parks Recreation + Open Space Program



CITY OF TUCSON  
PIMA COUNTY  
PARKS + RECREATION

BMML BRISCOE MAPHS MURRAY & LAMONT  
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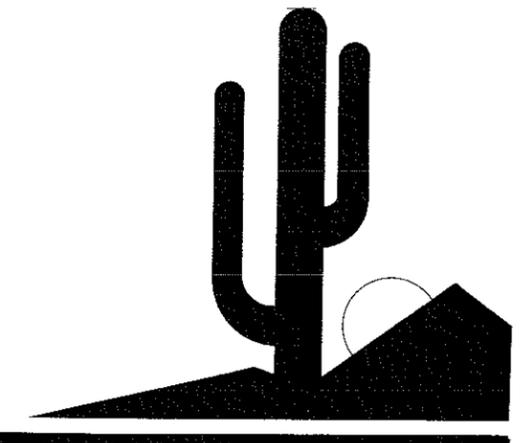
**T**he Tucson metropolitan area and the eastern part of Pima County, with about 97 percent of the population and experiencing rapid urbanization, need to adopt strong commitments to Open Space.

If the quality of life in rapidly-growing urban and suburban areas is to be preserved, timely adoption of a program is essential. Resident support for such a program has been consistently strong, according to various surveys over the past eight years. Most recently, the parks and recreation survey conducted last June showed 68 percent of those sampled wanted river beds and washes preserved as open space.

Large lot zoning, currently the dominant method used to preserve open space in Tucson, is weak and counter-productive. Ironically, those most concerned with the preservation of open space might be most supportive of higher density zoning if assurances of permanent preservation of key natural areas can be made.

Public acquisition of open space is the only sure way to achieve these preservation goals. Program success will depend on active support by both the city and county.

Many of the elements of an Open Space program are already in place --Tucson Mountain Park, the Santa Cruz Riverpark Plan commitment, various trails which access federal lands and Sentinel Peak, to



# Open Space Plan



mention only a few. Required is political acknowledgement that a major program already exists (in other words, legislative approval of the plan) and implementation of a method to link these lands to each other and to area state and federal open space land.

### **What Is Open Space Land?**

Open Space is not simply vacant or undeveloped land scattered at random throughout an area. It is, rather, land specifically set aside to achieve certain community objectives, including

- Preventing encroachment on flood plains
- Preserving vegetation to control erosion on steep slopes or along drainageways
- Preserving land for unstructured recreation --hiking, horse-back riding, bicycling, nature study, etc.
- Preserving natural vegetation of unusual quality, protecting animal habitat
- Preserving scenic vistas which enhance the total valley setting
- Creating buffers between developed areas to permit more intense residential development yet preserve an open character around the city. Avoiding continuous fences and subdivisions of large or small lots
- Preserving water recharge areas
- Providing immediate access to open space by city dwellers

Not all land within the proposed system is expected to remain in a natural state. Some areas --along the Santa Cruz, for example-- will be developed into urban parks. Much of the land proposed in the plan, however, will for the most part remain undeveloped and available for low-intensity recreation use, with hiking and horse-back riding trails, bike paths and picnic areas. Other areas might remain in agricultural use and closed to public access.

## The Plan

The proposed plan (See map) is a combination of

- The Trail Access Plan
- Study of steep slopes and the Open Space System jointly prepared by city and county staffs over a decade ago
- Recommendations resulting from this study

Some smaller areas along drainage corridors, revealed by the infra-red survey, were included, as were areas suggested by the Forest Service --steep slopes bordering the Coronado National Forest in the Catalina foothills which could easily be scarred.

An area of generally steep slopes and highly visible backdrop approximately one mile east of Tucson Mountain Park and the western part of Saguaro National Monument is also proposed for inclusion. This area plus those adjoining the Catalina National Forest and the east side of the Saguaro National Monument total some 11,000 acres.

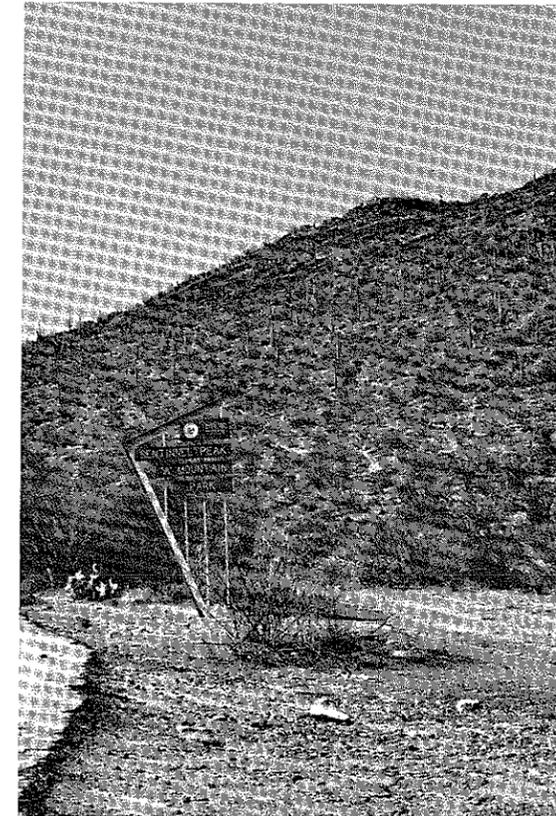
Some 95 miles of river and wash corridors are also proposed for preservation. Other areas in the county, such as Avra Valley or a link with the proposed Catalina State Park, may be appropriate to include in the program at some point.

Once established the program can be refined. Initially it focuses on the Tucson metropolitan area, but other areas can be considered in the future.

### Administration

Logical administrator of the Open Space program would be the County Parks Department, based on its experience with maintenance and security of Tucson Mountain Park open space areas.

Also, the land suggested for preservation is essentially in unincorporated areas and is for the benefit of all county residents, both in and outside the city limits. It is, moreover, possible



that key open space could be identified elsewhere in the county, and the program expand out from the metro area.

Once the plan is approved by the Board of Supervisors, specific staff responsibilities falling on the parks department would include

- Program development
- Coordinating other programs which affect or involve open space (Santa Cruz Riverpark, flood plain studies, subdivision control)
- Acquisition
- Negotiation
- Daily administration
- Technical advice to the Open Space Advisory Committee (See below)

A real estate officer with extensive local experience in real estate and financing should be responsible for negotiations and acquisition based on the plan and acquisition priorities. He may also serve as contact and liaison for people wishing to put land into the program.

All other staff support should be contracted for with the County Parks Department. Additional security and maintenance people will be needed as land is acquired. Staff should be supported by Open Space Program funds and the County Parks director made responsible for staff functions.

#### **Open Space Advisory Committee**

A citizen advisory committee should provide recommendations to the Board of Supervisors on the program and acquisitions. A joint committee of city and county parks, planning and engineering staff should act as a technical advisory committee to the citizens group.

The citizens committee would be in addition to the existing Parks and Recreation Commission. It should include both city and county residents. Its role would be to refine the Open Space Plan and recommend priorities and specific land acquisition parcels to the Board of Supervisors. Open Space priorities and acquisitions can frequently become political as everyone wants to preserve area close to them. The Advisory Committee provides a buffer for staff and the Board and can reduce negative reactions by opening the process to the public.

#### **Achieving Program Objectives**

Management Regulations Open Space objectives can be achieved through regulatory controls such as zoning and subdivision regulations. Flood plain, steep or unstable slope and grading controls, when enforced for public safety, may also preserve some areas that tie into the Open Space Program. Ability to acquire land that should not be built on can help the county reduce the impact on some landowners.

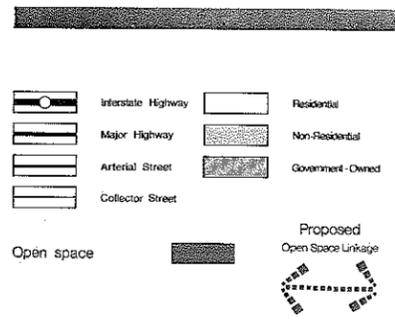
The flexibility of Planned Unit Development zoning is an important tool for gaining key parcels. Appropriate zoning of parcels is also critical and in Tucson --as pointed out in the Santa Cruz Riverpark Plan-- is in need of revision.

Conservation Easements River beds in Arizona are largely in private ownership. In some areas, something less than full acquisition may be enough to keep an area open. If it is an area of the river or wash where public access is not needed, the purchase --at reduced cost-- of the rights to develop along the banks may be sufficient. This approach may also satisfy some of the mountain backdrop preservation needs.

Acquisition Although regulations and gifts of land assist, the only way communities have successfully conducted open space programs is through commitments to land acquisition.

To accomplish this, a permanent earmarked source of funding is essential. All other techniques have proven unreliable in a 20 to 25 year program. About \$2 million annually will be required at minimum to execute the planned program within this time frame.

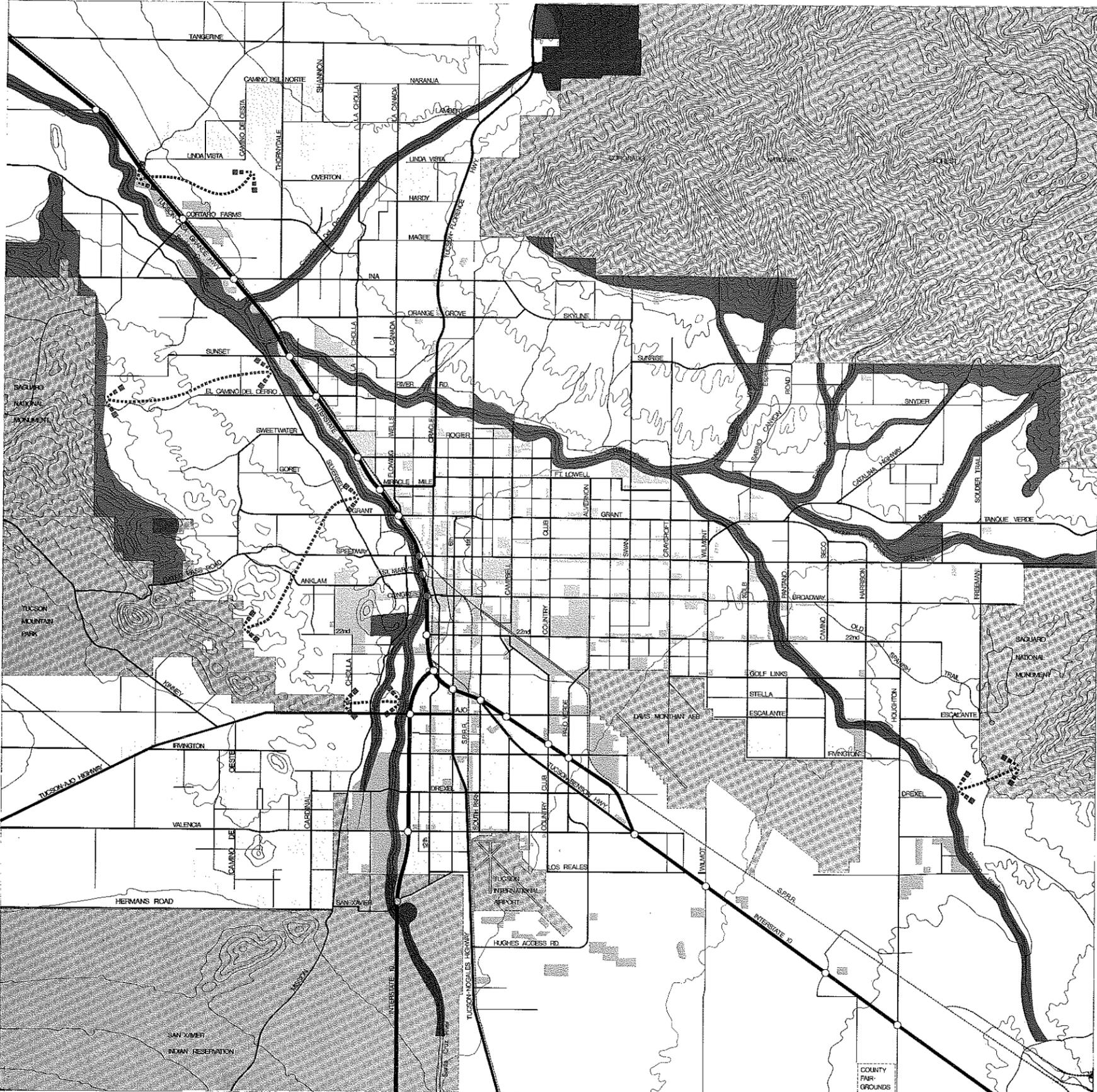
# Open Space



# Parks Recreation + Open Space Program



**CITY OF TUCSON**  
**PIMA COUNTY**  
 PARKS • RECREATION  
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 KEY/FLETEMAYER ASSOCIATES



This includes state and federal matching fund assistance.

Without permanent funding, projects already approved (trail access acquisition and the Santa Cruz Riverpark Plan) will continue to be subject to annual budget appropriations and seriously inhibited in long range program planning. Part of the costs of existing projects which qualify can be transferred to Open Space funding.

A permanent funding source will also relieve the drain on general funds for maintenance and operation of such existing open space areas as Tucson Mountain Park.

Recommended funding (See Financial) will require considerable community involvement to accomplish, but is well within the capacity of the Tucson area.

#### **Priorities**

Open Space recommended for preservation has, for the most part, been established through past and present studies. Setting priorities as to which of these lands should be acquired first is more difficult. The following general criteria can serve as guides (continual evaluation is recommended).

- Community Character Every community or region has a certain geographic make-up and character due to its climate, topography and natural features. Here the mountain backdrop and wide river and wash areas are a vital part of the area's uniqueness. Because of the importance attributed to these natural features, one of the highest priorities should be acquisition of land which, in spite of rapid urbanization, can help preserve the natural setting as well as provide access to the mountains.
- Tucson Comprehensive Plan It is vital that preservation of open space land be consistent with the objectives and goals of the Comprehensive Plan for community development. This is especially true because open space and the Comprehensive Plan, if used, will give shape and identity to the urban development as it occurs.

- Timing of Development If an Open Space planning program is to be effective, it is essential that property be acquired or reserved prior to development. Selected areas now available, and potentially developable, should be secured or optioned before they are financially beyond the reach of the public. Land which appears to be destined for near term development must be analyzed and its significance, relative to other priority considerations, ascertained.

- Economic Considerations Simple economics make use of priority lists a must. For example, a parcel of land which is zoned commercial or industrial and located close to the community would, in most cases, be prohibitively expensive. The cost of a parcel of land, however, must be weighed in terms of its benefit to the overall program. Sometimes a high price is justifiable. The Santa Cruz Riverpark is an example of an area where key parcels may have to be purchased to make the riverpark plan work. Whether land is available on the market is significant. The early years of a program can be greatly influenced just by what is up for sale.

The public should be informed of the fact that, in some cases, land purchased initially as open space may, at a future date, be developed to some extent for other, more intensive, public use if the Open Space fund is reimbursed and the Board of Supervisors approves. This kind of option might serve if a landowner insisted on selling a single parcel of land --60 acres for example-- and the Open Space Program only wanted a portion --say, 40 acres. The remaining --20-- acres could later be redesignated for other uses.

- Multiple Use of Land Multiple use of Open Space land cannot be overlooked. Land acquired primarily as Open Space can have secondary uses for recreation areas, hiking trails, picnic areas, community parks, flood protection, wildlife habitat and water recharge. Land available for multiple use should be high on the acquisition priorities list.
- Balanced Geographic Distribution Because of the need to provide Open Space land throughout the community, the merits of a poten-

tial piece of land should be weighed against its location relative to existing Open Space land. For example, the preservation of wash corridors in one area might reduce the importance of another parcel in the area.

Using these criteria, priority ratings for the various areas identified on the Open Space Plan map should be defined.

The citizen Open Space Advisory Committee should assign priorities to general areas or types of land, but not to individual land parcels. Properties assigned first priority should receive immediate attention by the Open Space staff. Second and third priority areas might receive immediate attention in response to special situations --pending development or a landowner actively attempting to sell, for example.

Above all, priority ratings should allow the staff sufficient flexibility so the public might not be placed at a serious disadvantage in the real estate market.

Recommended acquisition priorities are

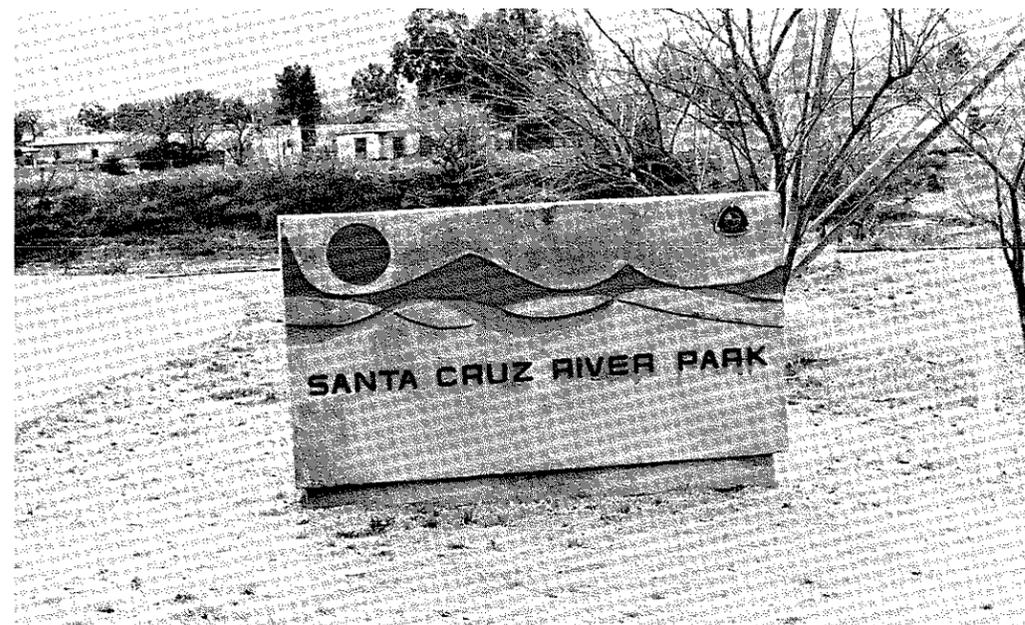
- First Priority Trail head access to the major Open Space areas surrounding the valley. These are key parcels which if lost eliminate access to major recreation opportunities. Parcels are identified in the Trail Access Plan and on the Open Space Plan map.
- Second Priority Main river beds and washes --Santa Cruz, Rillito, Tanque Verde, Pantano, Sabino Creek and Canada del Oro. These areas can provide desired linkages and trail corridors. Preservation would reduce hazards to people and property resulting from development. Each corridor should be preserved where possible to the limits of the 100-year flood line.

Preferably, trails should be created along the river banks, as river beds are frequently not suitable for hiking or riding. Minor drainageways may be used in segments, but usually only as natural park areas in neighborhoods.

- Third Priority Mountain backdrop where slopes are highly visible from the valley. The Coronado National Forest has some specific areas near its borders that Forest Service staff has identified as significant to visual backdrop but are beyond ability of the Forest Service to acquire. It would take only a few houses and road cuts to permanently affect the natural backdrop.

Other priorities should be developed based on identification and grouping of environmental values.

A program which overlays values to identify priorities is described in Regional Design for Human Impact, by Professor Philip Lewis of the University of Wisconsin. Information necessary to develop this program is available from the infrared photography of the Tucson area and suggestions from special interest groups (Audubon Society, Southern Arizona Hiking Club, nature study groups, etc.). Most of these groups can readily identify areas important to their interests and frequently one group's priorities will match another's.



### **Financing**

Permanent financing is fundamental to an effective Open Space program. Among those sources appropriate to this kind of program are property taxes and real estate transfer taxes. The Finance section describes in detail a recommended level and method of taxation to provide the approximately \$2 million required annually to fund Open Space acquisition and administration.

### **Implementing the Plan**

The Open Space Plan should be presented for adoption to the City Council and the Board of Supervisors. The program should be a unified one --one which combines past and current efforts and presents a program with which the public can identify.

Following adoption, citizen and staff efforts might then be focused on the specific tasks lying ahead. Adoption does not commit specific parcels to acquisition until they are identified for purchase. The Santa Cruz Riverpark area and trail access points are identified parcels, but much of the remaining Open Space is schematic, depending on detailing once a program funding source is approved.

Lack of an identified funding source should not influence adoption of the Open Space Plan. Funding is merely a tool for program implementation. Presently, federal grants and annual budget appropriations from the General Fund are financing portions of the proposed program. These might continue even if no permanent funding source is approved. At best, however, they should be considered incremental to full, permanent, program funding if a successful program is to be implemented.

### **Promoting the Program**

Following approval, the Open Space program will need widespread support and understanding if funding objectives are to be met. This goes beyond staff and Advisory Committee support to backing by the community at large. A task force for the creation of the program should be established. City and county staff would provide technical support, materials preparation and some speakers.

A campaign not unlike an election campaign will probably be needed to inform the public and focus on program issues. Although citizen support appears to be widespread, the need for funding and methods of program implementation must be clearly presented if a positive response is to be obtained at the polls.

Program promotion should include the following elements:

- A slide show showing some of the key areas that should be preserved --river beds, washes, trail heads, quality natural areas, steep slopes, corridor areas, etc. Some slides of what has happened in areas which should have been preserved and a brief explanation of the program should be included.
- A pamphlet to explain how the program will function, operate and be funded. It should be brief and easy to understand.
- Open forums throughout the community with knowledgeable speakers to explain the program and answer questions
- Continual media involvement
- Presentations on the need for and methods of funding and implementation. Service clubs, church groups, professional organizations --anyone who wants to know about the proposals-- should be given access to this information.

Presently, financing for parks and recreation services is similar in both the city and county. In general, operating budgets are funded annually by appropriations from general sources such as General Funds or general revenue sharing. This form of financing subjects programs to the year-to-year variations in the availability of General Funds. Responsiveness to citizen demands and long-range planning are inhibited under such circumstances.

### **Alternative Financing**

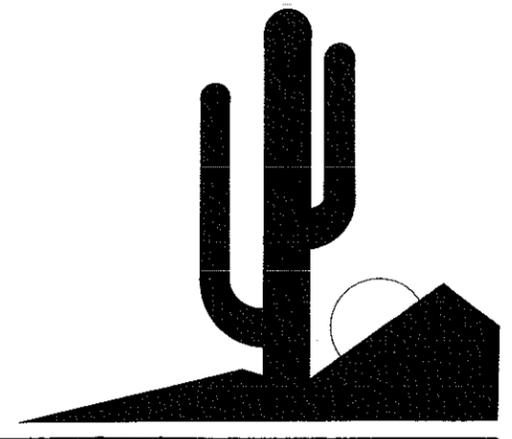
New as well as existing financing alternatives were analyzed in preparation of this plan.

### **User Charges**

Both the city and county have the power to charge fees for program participation. With the exception of certain enterprise activities (golf, zoo, Old Tucson and other special facilities), user charges have not been a major revenue source for either agency. Greater reliance on user charges could improve the equity of financing parks and recreation programs whenever programs primarily benefit specific individuals or groups. This would also enhance the ability of the departments to respond to citizen demand.

### **Development Tax**

Recent state enabling legislation authorizes levy of a develop-



# **Financial Plan**

ment tax by cities. The county does not have this power. Both Mesa and Tempe apply this tax in the form of an occupation tax on the building of residential housing units. If funds are used for park land acquisition and development, it is a tax form whereby the beneficiary pays.

#### **Dedication Fees**

Enabling legislation does not exist for either the city or county which permits requirement of dedication fees from subdivision developers. In the case of the city, the availability of the development tax may eliminate the need for dedication fees. Because, however, a major portion of new residential development occurs in the county, lack of dedication fees (or development tax) places the burden of park acquisition and development on the general county taxpayer.

#### **Local Improvement District/Assessment District**

Arizona enabling legislation for municipalities contemplates two kinds of improvement districts. The first involves a one-time assessment against property benefited to pay for street, water, sewer and off-street parking improvements. The second type authorizes bonding and assessments over time to meet principal and interest payments on the bonds. The use of this district is somewhat broader, but does not include parks or recreation facilities. Use of districts to maintain landscaped medians in a subdivision is a logical way to have neighborhoods pay for a local benefit. Otherwise neither type of district appears to be useful in financing parks or recreation facilities.

#### **Real Estate Transfer Tax**

Local real estate transfer taxes up to two percent are levied in a dozen states. The tax is levied as a flat rate or percentage of the value at such time as real property is sold.

The city could impose such a tax only after either (a) the passage of state enabling legislation, or (b) the adoption of a charter amendment specifically authorizing the tax. Either a flat or percentage of transaction rate could be applied. The statutes do not now require county recorders to collect taxes on behalf of municipalities. If the recorder were willing, an

intergovernmental agreement could be developed for that service. The city could earmark the revenues.

State enabling legislation would be required for the county.

Based on an analysis of revenue collected in other states, the city would collect an estimated \$3 million annually from a one percent real estate transfer tax.

#### **Special Taxes**

The city has authority to levy broad-based occupation taxes, gross receipts taxes and business privilege taxes. The county does not. Across-the-board occupation taxes and business privilege taxes are used presently by the city, and it is unlikely that a gross receipts tax could be added without reducing one or both of these others. The existing tax and fee structures could be amended to raise the levies on certain activities such as sale of liquor, cigarettes, sporting goods, etc., for use in funding recreation programs. This would be on the theory that persons making these kinds of purchases especially benefit from the programs. Estimates of the proceeds from the various combinations of these taxes, levied on specific commodities, have not been made.

#### **Use Tax**

A use tax applies to items of tangible personal property purchased outside a taxing jurisdiction and then brought in for use or consumption. This use tax would require either a charter change (city) or state legislation. A charter change was rejected by the city's voters in April of 1976. According to a November, 1975, memo from the city finance department to the council, a two percent use tax would raise approximately \$200,000 annually.

#### **Revenue Bonds**

State legislation would be required for the issuance of revenue bonds by the county. The city's planning counsel interprets the Varga charter amendment to require a city vote on a revenue bond issue. Normally, revenue bonds are not included in the computation of legal debt limits. Revenue bonding, supported by user fees, requires that project users contribute to costs, as opposed to community-wide liability in the case of General Obligation (G.O.)

bonding. Interest cost is generally higher than with G.O. bonds.

This form of financing could be used only for projects where user fees can fully cover at least capital costs.

#### **Authority Financing**

Non-profit authorities are often used to provide capital financing for a public project which is leased by a city or county from the authority. The city's Community Authority, Inc. is an example. Across the nation such authorities have been used both to finance new projects and to liquidate existing assets to provide funds for other uses. Golf courses and recreation centers have been financed by this means, with lease payments made from user fees, or one or more sources of tax revenue. The interest cost of authority capital usually exceeds that of revenue or G.O. bonds.

The Varga amendment may prevent the city from any additional authority financing. The language of the amendment, however, states its applicability to measures pledging "tax revenue." It is not clear that this would apply to debt secured with non-tax fees and charges.

The county has sufficient powers of lease to use authority financing. This could possibly be used to liquidate the county's investment in some of its user-charge-supported special facilities, including Arthur Pack Golf Course. This would require sale of such facilities to an authority created for that purpose and leaseback to the county for operation (perhaps by subcontract). The facility would still be operated for the public, but the county would be able to free up capital which could then be reinvested in additional park and recreation facilities.

#### **Financing Recommendations**

##### **Parks**

Table 1 (p.117) indicates somewhat more than \$21 million (assuming 10 percent annual inflation) will be required in parks capital improvements for the city through 1985. Approximately \$10 million is projected for the county.

These totals are taken from the individual Capital Improvements Programs (See Appendix) and apply the standards proposed herein to meet existing deficiencies plus Phase I growth requirements.

For both the city and county, bonds and Bureau of Outdoor Recreation (BOR) funds must continue to carry the major financial burden. Supplemental funds, however, are proposed for neighborhood and district park development in the form of a development tax based on standards and estimated costs for district parks (preferred) or dedication fees.

Statutory provision now exists for the city to create such a tax. A tax (fee) of \$300 per single family unit, and \$200 per multi-family unit, should raise some three-quarter million dollars annually (based on 1977 building permits). An equal or greater amount would be raised in the county.

The county presently has no authority to levy a development tax or dedication fees. Since most development is occurring in the county --and in the future may be annexed-- the city and county should work jointly toward state legislation allowing for a county park acquisition development tax or fee. The strong (and successful) efforts to obtain BOR funding should continue.

Impacts on the operating budget, due to the proposed facilities, are generally estimated as a percentage of the capital investment. These are approximations based on Tucson's park experience. The operation and maintenance impact of this spending is shown on the table as a percent of the capital improvements made. These costs should continue to be funded by annual General Fund appropriations.

##### **Recreation**

Recreation Centers Table 1 (p.117) shows approximately \$23.7 million city and \$10.4 million county recreation improvements through 1985. The largest cost item for the city is the group of multi-purpose recreation centers. These and the county's proposed center should be funded with G.O. bond funds. As a group, they provide community-wide benefits. Fifty to 75 percent of the operating costs for the centers should be provided from user fees. The balance

of center operation expense (\$75,000 - \$100,000) can be offset by transferring the costs of staff and operation at existing neighborhood centers. Incremental operating costs for the proposed centers should thus be small.

Programs An aggressive program of user fees and charges for classes and activities should be initiated at both the city and the county level for most of the programs.

Tucson's and the county's fee income is low, compared with other cities offering comparable programs (See Trends, Issues and Guidelines). Fee income can be used to better serve the citizen with recreational and cultural services by improving service levels --a necessity when fees are charged.

Consideration should be given to the following in setting a fee structure policy:

- All adult classes, activities and sports programs should be fully funded by user fees. Fees should cover all direct costs of the program, including instructors' wages and benefits, the cost of all materials and equipment and any special costs such as lighting ball fields or tennis courts.
- Children's instructional classes (sports programs, judo, guitar, pottery, arts and crafts, for example) should be funded on a 50/50 basis --50 percent user fees and 50 percent General Fund money.
- Large group children's activities, such as after-school programs, summer playground programs and special events, should use fees to cover from 10 percent to 20 percent of the cost of the program, including class instruction, leadership, expendable materials, etc.
- Fees for senior citizens, the handicapped and low-income residents, with the exception of consumable materials retained by the participants, should be subsidized. A nominal fee or other policy which requires users to be selective in their choice of activities will encourage participation in a program for which a person has registered.

To justify fees to the user and to encourage business-like operation of programs, incremental fee revenues above the 1977-78 level should be returned to the recreation division budget for service level improvement without an offset in General Fund appropriation. Capital improvement decisions should consider a facility's potential for contributing to operating costs when priorities are set.

Golf The city's policy toward financial self-support for golf courses should be reaffirmed. The county should continue its policy. Many public golf courses with less play have found that coverage of both operating and capital costs from greens fees is feasible. There are a number of unsubsidized (private) courses in the Tucson area.

The preferred approach for capital funding is to require the golf enterprise fund to offset the General Fund's cost of retiring G.O. bonds issued for golf course construction. Alternatively, the city golf utility might be required to issue revenue bonds, or lease its courses from a non-profit authority, but pledge no city tax revenues.

A \$1 surcharge ("capital charge") per 18 holes of play would approximately place the golf utility on a paying basis (including its debt service). A \$1 city increase would place fees at the same level as the county's Arthur Pack course, and other private courses in the area open for public play.

Budget measures previously identified by the staff, or contract operation might also be required. It is not necessary that the golf utility be subsidized from General Fund sources.

#### **Open Space**

The proposed Open Space program needs an earmarked funding source to enable its step-by-step execution over a 15 to 20 year period. The ability to issue bonds and to enter into long-term purchase agreements is also needed to allow advance acquisition and to facilitate purchase negotiations.

Because the Open Space program can be expected to confer substantial benefits to property owners, a property tax or real

estate transfer tax is an appropriate source of permanent funding. Although a county-wide one-half percent real estate transfer tax would generate this level of funding, no such statutory authority now exists for the county. Lacking this power, it is proposed that the county adopt an additional \$0.15 property tax and that the city reduce its property tax by an equal amount, substituting a new one-half percent real estate transfer tax to make up lost property tax revenues.

The financial package should be presented to the citizens for adoption by referendum (which would include the required city charter amendment).

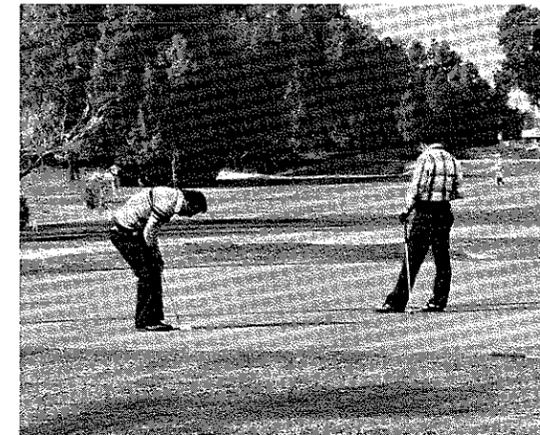
Revenues should be specifically earmarked for and limited to Open Space acquisition and maintenance. Advance authorization for installment purchase without referendum or bonding secured only by earmarked revenues should be obtained when the program is approved.

Purchase power of permanent funds should be leveraged to the maximum extent, using

- Long-term payout lease options
- Tax-related gifts
- Matching federal grants
- Assistance from national foundations such as the Nature Conservancy Foundation
- Acquisition of land made available through density transfer in planned unit developments
- Less than fee simple purchase where program objectives can still be met

Regulations --for public safety, to reduce costs, to protect neighboring properties and to rectify problem areas-- play a role. If development in a water recharge area, for example, can be prevented by regulation, acquisition might not be nec-

essary to maintain the area as Open Space. If public access is deemed desirable, however, acquisition would then be considered.



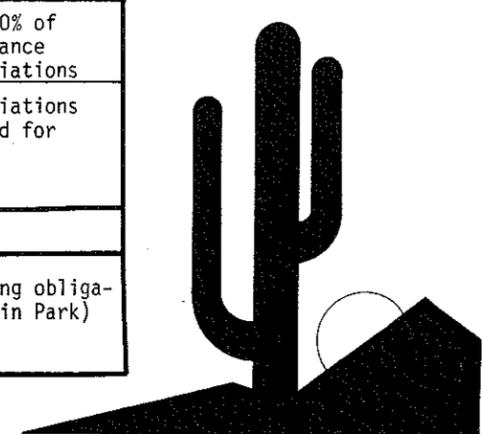
IMPROVEMENTS	Capital (\$000) <sup>1</sup>		Proposed Capital Sources	Capital Sources (\$000)		O/M Impact	Proposed O/M Sources
	City	County		City	County		
Neighborhood Parks	4,206	1,344	City-Development tax as proposed 60% • BOR funds 15% • Bonds 25% • County-Dedication fees or bonds 65% • BOR funds 35%	Bonds 1,052 BOR 630 Dev.Tax 2,524	Bonds or D.F. 874 BOR 470	15% of total capital cost/year	General Fund Appropriations
District Parks	4,516	4,218	City-Development tax 60% • BOR 15% • Bonds 25% • County-Dedication fees or bonds 65% • BOR 35%	Bonds 1,129 BOR 677 Dev.Tax 2,710	Bonds or D.F. 2,742 BOR 1,476	15% of total capital cost/year	General Fund Appropriations
Regional Parks	12,024	3,688	Bonds 60% • BOR 40%	Bonds 7,214 BOR 4,810	Bonds 2,213 BOR 1,475	15% of total capital cost/year	General Fund Appropriations
Community Sports Centers	401	668	Bonds 60% • BOR 40%	Bonds 241 BOR 160	Bonds 401 BOR 267	7½% of total capital cost/year	General Fund Appropriations
<b>TOTAL PARKS</b>	<b>21,147</b>	<b>9,918</b>					
Baseball Fields	790	-	Bonds 60% • BOR 40%	Bonds 474 BOR 316		20% of total capital cost/year	General Fund Appropriations
Little League Fields	218	21	Bonds 60% • BOR 40%	Bonds 131 BOR 87	Bonds 13 BOR 8	10% of total capital cost/year	General Fund Appropriations
Softball Fields	149	89	Bonds 60% • BOR 40%	Bonds 89 BOR 60	Bonds 53 BOR 36	20% of total capital cost/year	General Fund Appropriations
Football/Soccer Fields	119	134	Bonds 60% • BOR 40%	Bonds 71 BOR 48	Bonds 80 BOR 54	15% of total capital cost/year	General Fund Appropriations
Swim Pools	671	-	Bonds 60% • BOR 40%	Bonds 403 BOR 268		7% of total capital cost/year	Admissions charge 50% • balance General Fund Appropriations
Tennis Courts	1,441	201	Bonds 60% • BOR 40%	Bonds 865 BOR 576	Bonds 121 BOR 80	25% of total capital cost/year	Light meter income 50% of lighting costs • Balance General Fund Appropriations
Golf Courses	3,651	-	Golf income supporting city G.O. bonds • Add \$1 "capital charge" to existing green fee • \$152,000 disaster funds	Other Fed. 152 Fees 3,499		Offset by fees	Golf utility income 100%
Multi-Purpose Recreation/Senior Center	11,287	2,682	City-HCDA 50% of core area center • Bonds remainder (\$10.3 million) • County-bonds	Bonds 10,287 HCDA 1,000	Bonds 2,682	Offset by fees, budget savings	User fees 50-75% • Balance offset from budgets of existing centers
Handball/Racquetball	313	104	Bonds 60% • BOR 40%	Bonds 188 BOR 125	Bonds 62 BOR 42	25% of total capital cost/year	Light meter income 50% of lighting costs • Balance General Fund Appropriations
Special Facilities <sup>2</sup>	5,057	7,174	City-Zoo rev. \$900,000 - HCDA \$750,000 (Santa Cruz) • Bonds \$2.9 mil. • BOR \$500,000 (Santa Cruz) • County-Var. fed. sources 35% • Bonds 65%	Bonds 2,907 BOR 500 HCDA 750 Fees 900	Bonds 4,663 Other Fed. 2,511	Not available	General Fund Appropriations (zoo income earmarked for capital)
<b>TOTAL RECREATION</b>	<b>23,696</b>	<b>10,405</b>					
Open Space	14,000		Earmarked \$0.15 countywide prop. tax • City lower property tax \$0.15 and replace with ½ real estate transfer tax			\$150,000/year (estimated)	50% offset by existing obligations (Tucson Mountain Park) in county budget
<b>TOTAL OPEN SPACE</b>	<b>14,000</b>						

(1) Assume 10% annual inflation through 1985.

(2) Includes Santa Cruz Linear Park, Ajo Detention Basin, Tucson Zoo, Rifle-Archery-Motocross Capital Improvements Program

**Table 1**

**Financial  
Recommendations**



**Summary Tables**

Table 1 summarizes the capital costs and operating budget impacts of the seven-year Phase I program, and recommends revenue sources for capital and O and M funding. The capital costs shown for the city and county were taken from the individual capital improvement programs

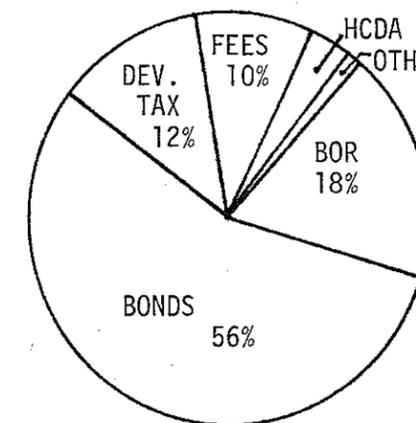
Costs derive from the standards proposed in this plan and represent improvements required to eliminate existing deficiencies and serve Phase I growth.

Because this plan proposes a market-sensitive concept for building new facilities, Phase I costs are minimum estimated requirements. Additional costs could conceivably arise because of heavy demand and full use of capacity of given facilities as program changes increase participation. It is felt, however, that all existing -- and reasonably predictable -- needs are included. Ten percent annual inflation is assumed.

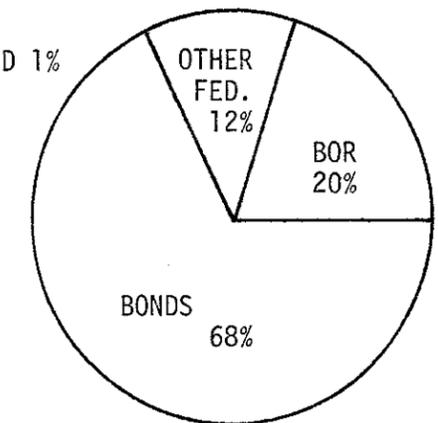
Capital costs for the Santa Cruz Riverpark acquisition and development are included in the special facilities category. Open Space capital costs are based on seven years (1979 to 1985) of income from the proposed \$0.15 property tax.

Table 2 and accompanying charts summarize the proposed capital funding program for Phase I (1979 to 1985). Total funds assumed to be available from the Bureau of Outdoor Recreation (BOR), Housing and Community Development Act (HCDA) and other federal sources are in line with recent staff estimates.

SOURCE	CITY	COUNTY
BOR	8,257	3,908
BONDS	25,051 (including authorized)	13,904 (or 9,406 with ded. fees)
HCDA	1,750	
OTHER FEDERAL	152	2,511
FEES/CHARGES	4,399	
DEVELOPMENT TAX (DEDICATION FEES)	5,234	3,616 (presently unauthorized)
PROGRAM TOTAL	44,843	20,323



PROPOSED CAPITAL SOURCES FOR CITY



PROPOSED CAPITAL SOURCES FOR COUNTY (Excluding Dedication Fees)