



1.0 Background

In the fall of 2007, Arizona’s Councils of Governments (COGs) and Metropolitan Planning Organizations (MPOs), in cooperation with the Arizona Department of Transportation (ADOT), launched a new phase in an ambitious, long-range statewide planning process known as *Building a Quality Arizona* or bqAZ. Working in collaboration with regional transportation planning entities, transit organizations, tribal governments, land management agencies, conservation groups, business and community leaders, and Governor Napolitano’s Growth Cabinet, ADOT and local/regional leaders embarked on development of a Statewide Transportation Planning Framework that formulated and evaluated multimodal transportation improvements. ADOT’s Multimodal Planning Division (ADOT-MPD) and Communication and Community Partnerships Division (ADOT-CCP) jointly led the Statewide Framework planning process.

In the Framework planning effort, Governor Napolitano directed ADOT and its partners to:

- Achieve multimodal balance (i.e., an appropriate balance among modes of transportation—such as private vehicles on roadways, public transportation, and passenger and freight rail service)
- Support Smart Growth and sustainable land use
- Involve the tribal communities
- Involve the economic development and business communities
- Involve the environmental and conservation community
- Collaborate statewide with COGs, MPOs, and tribal governments

The Statewide Framework was an ambitious and innovative endeavor that ADOT-MPD and ADOT-CCP could not have completed without both internal and external partnerships. The most important external partnerships were with the COGs and MPOs responsible for regional transportation planning and the state’s federally recognized Indian tribes. Figure 1 illustrates the COG and MPO boundaries; Table 1 lists the area for which each has planning authority.

Table 1 Arizona COGs and MPOs

COG or MPO	Counties or other Area
Central Arizona Association of Governments (CAAG)	Gila, Pinal
Northern Arizona Council of Governments (NACOG)	Apache, Coconino, Navajo, Yavapai
SouthEastern Arizona Governments Organization (SEAGO)	Cochise, Graham, Greenlee, Santa Cruz
Western Arizona Council of Governments (WACOG)	La Paz, Mohave
Central Yavapai Metropolitan Planning Organization (CYMPO)	Prescott metropolitan area
Flagstaff Metropolitan Planning Organization (FMPO)	Flagstaff metropolitan area
Maricopa Association of Governments (MAG)	Maricopa
Pima Association of Governments (PAG)	Pima
Yuma Metropolitan Planning Organization (YMPO)	Yuma

Source: bqAZ Statewide Technical Team, September 2009.

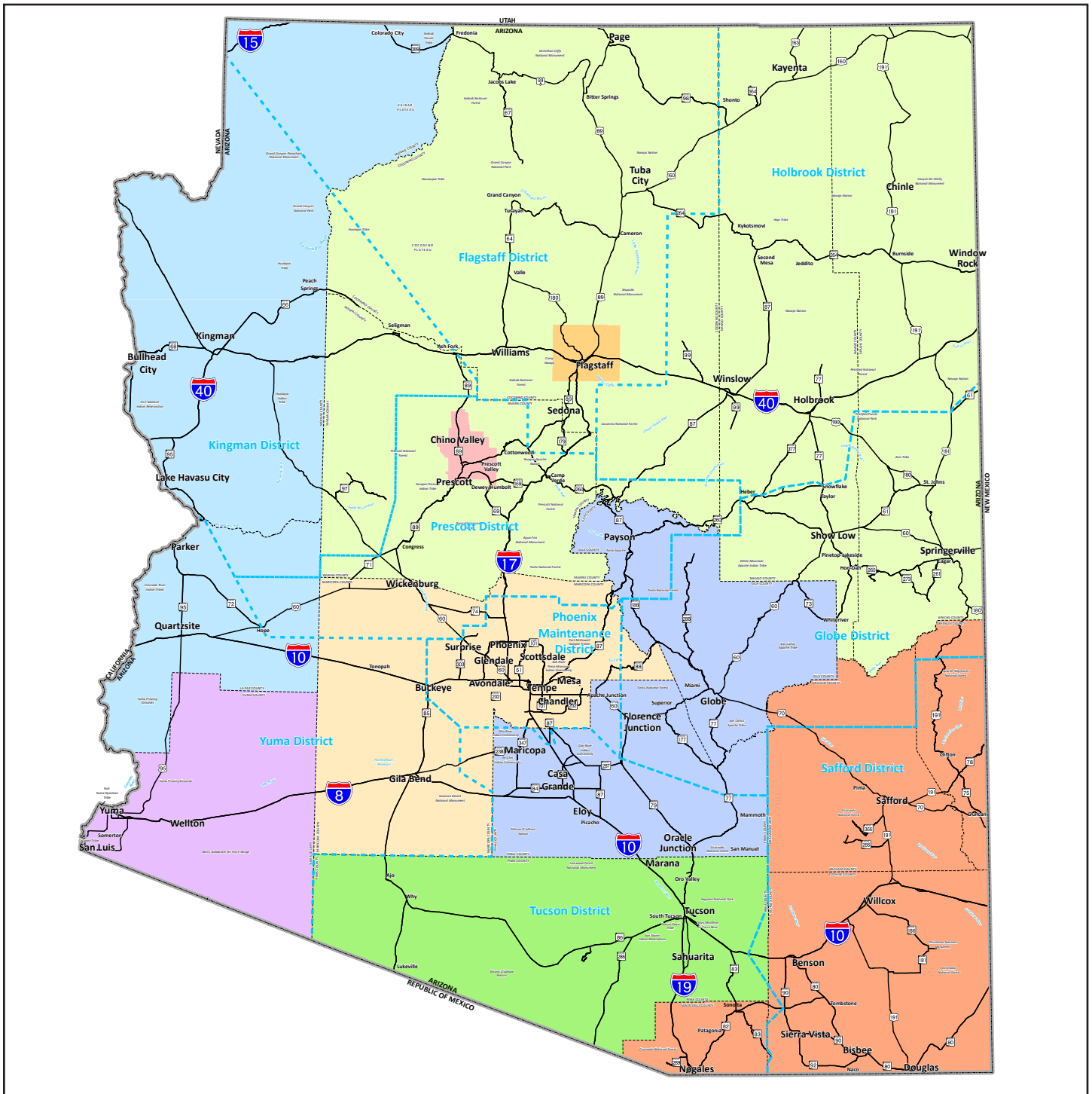
Internally, ADOT-MPD and ADOT-CCP worked closely with other units of ADOT, such as the Environmental Planning Group, Statewide Project Management, and the nine District Engineers (DEs). (Figure 1 shows the ADOT engineering districts, which do not necessarily coincide with county or COG/MPO boundaries.) ADOT staff assigned to this project also collaborated extensively with other state, federal, and local agencies, and with private stakeholders.

1.1 Overview of Process

The flow chart in Figure 2 illustrates the planning process for the Statewide Framework, which began early in 2008 concluded early in 2010. This report covers elements of the chart in the following sections:

- Vision Statement and Guiding Principles: Chapter 2
- Environmental Scan: Sections 5.4 and 6.2

Figure 1 COG/MPO and ADOT District Boundaries



Legend

- State Highway System
- ⋯ ADOT District Boundary
- COG/MPO**
- CAAG
- CYMP
- FMPO
- MAG
- NACOG
- PAG
- SEAGO
- WACOG
- YMPO

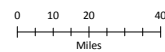
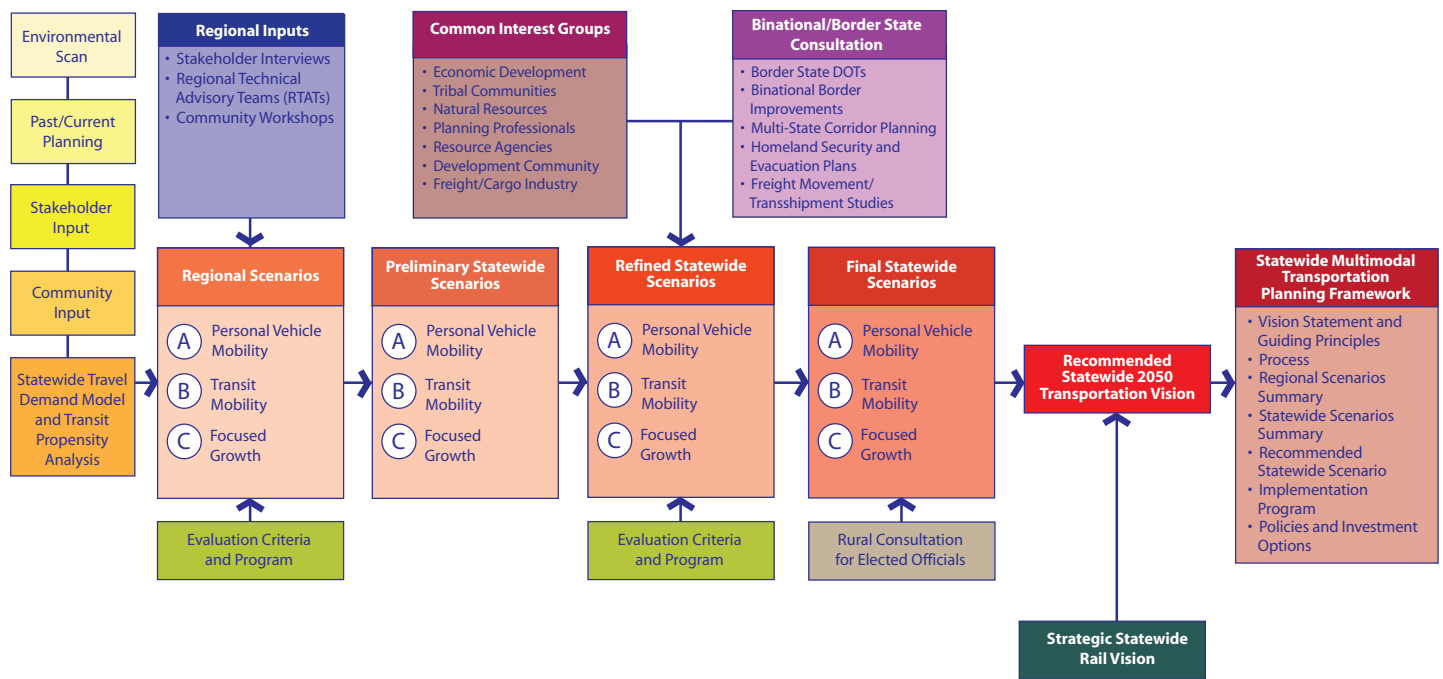


Figure 2 Overview of Planning Process



- Past and Current Planning: Sections 1.5, 6.2, and 6.9
- Stakeholder and Community Input: Sections 1.4, 4.2, 6.1, 6.2, 6.7
- Travel Demand Model and Transit Propensity Analysis: Sections 6.4, 6.8, and 7.2
- Regional Inputs: Section 6.2
- Scenarios: Sections 6.3, 6.5, 6.6, and 6.8
- Evaluation: Section 6.6
- Common Interest Groups (Workshops): Section 6.7
- Binational/Bordering State Consultation: Section 6.5
- Statewide Strategic Rail Vision: Chapter 8
- Recommended Statewide 2050 Transportation Vision (Scenario): Section 6.8
- Implementation and Policy Issues: Chapter 7

1.2 Supporting Sustainable Land Use and Smart Growth

One of the chief values of the Statewide Transportation Planning Framework is to support sustainable land use and Smart Growth. Sustainability has been defined as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs,” or more loosely as “meeting the triple bottom line”—conducting processes for decision-making that considers social, environmental, and economic factors equally. A sustainable land use pattern fosters urban growth patterns with a strong jobs-to-housing balance, a hierarchy of mixed use activity centers, and a focus on creating livable, multimodal communities created from

walkable neighborhoods that embody a sense of place. It contains fully connected transportation networks, and stimulates infill development to use vacant land or redevelopment sites that are efficiently served by existing infrastructure. Sustainable land use supports not only the built environment, but also the natural environment through reducing greenhouse gas emissions, improving air quality, and energy independence, and preserving natural habitats.

As an element of sustainability and a promoter of sustainable land use, Smart Growth is a compact, efficient, and environmentally sensitive pattern of development that provides people with additional travel, housing, and employment choices by focusing growth away from undeveloped areas and closer to existing and planned job centers and public facilities. Governor Napolitano’s Growth Cabinet and the Arizona Department of Commerce promoted the concept of Smart Growth as an approach to achieving sustainability, and encouraged cities, towns, and counties to use this approach in their planning. As a result, Smart Growth was a fundamental consideration in developing a multimodal transportation network statewide.

According to *This Is Smart Growth*, published by the Smart Growth Network, the ten Smart Growth principles are:

- Mix land uses
- Take advantage of compact building design
- Create a range of housing opportunities and choices

- Create walkable neighborhoods
- Foster distinctive, attractive communities with a strong sense of place
- Preserve open space, farmland, natural beauty, and critical environmental areas
- Strengthen and direct development toward existing communities
- Provide a variety of transportation choices
- Make development decisions predictable, fair, and cost-effective
- Encourage community and stakeholder collaboration in development decisions

1.3 Other Innovations in the bqAZ Planning Process

In addition to sustainability, Smart Growth, and the other objectives and directions set by Governor Napolitano, this study breaks new ground for ADOT and ADOT-MPD in several ways:

- The Statewide Transportation Planning Framework and bqAZ represented the first effort by ADOT-MPD to establish a long-range (40-year, or 2050) vision for the transportation future of Arizona. Long-range transportation planning studies typically look ahead twenty years. In this case, ADOT developed a vision for 2050, with 2030 as an intermediate planning horizon.
- This study was not confined to highways and other transportation systems that are owned, operated, maintained or funded by the state of Arizona. All major surface transportation facilities and services were included, whether under the jurisdiction of state, local, federal or tribal government.
- ADOT emphasized coordination with Arizona’s five neighboring states, including Sonora, Mexico, throughout the bqAZ process, in recognition of the need for seamless connections between Arizona and its neighbors. The bqAZ team, consisting of ADOT and its statewide consultants, visited each state and conferred with transportation officials

during the study.

- This study focused not only on personal travel, but also on freight movement in general and international trade in particular.
- ADOT completed a separate but integrated State Rail Framework as part of the bqAZ process. Chapter 8 of this report summarizes the Rail Framework.

1.4 Tribal Outreach

The bqAZ Statewide Technical Team was committed to proactively engaging and receiving input throughout the study from all of the federally recognized Indian tribal communities. The Governor’s Tribal Policy Advisor and the ADOT tribal liaison (who was an active member of the bqAZ team) worked to ensure that tribal interests were represented. They made presentations to communities and solicited feedback that was incorporated in the regional planning efforts. Additionally, two tribal representatives—Kenneth Poocha of the Arizona Commission of Indian Affairs and Delia Carlyle of the Ak-Chin Indian Community—served on the Framework Policy Committee. All tribes were encouraged to participate in the regional framework process described in Chapter 6.

Figure 3 ADOT Planning Process Evolution



Table 2 Previous bqAZ Long-Range Visioning and Planning Studies

Name	Sponsors and Funding Partners	Study Area	Completion Date	Time Horizon(s)	Travel Demand Forecasting Tool	Focus of Outreach	Principal Outcome or Product
I-10 Hassayampa Valley Transportation Framework Study*	MAG, Buckeye, Goodyear, Surprise, Maricopa County, ADOT	Approx. 1,800 square miles west of SR 303 and north of Gila River	Fall 2007	Buildout and 2030	MAG model with new Buildout socioeconomic data	Property owners, developers, public agencies	Final report, technical reports, and illustrated poster with general locations of future freeways (including interchanges), parkways, arterials, and conceptual transit recommendations
I-8 and I-10 Hidden Valley Transportation Framework Study*	MAG, Buckeye, Goodyear, Maricopa (city), Maricopa County, Pinal County, ADOT	Over 2,000 square miles generally west of I-10, north of I-8 and south of Gila River	Fall 2009	Buildout and 2030	Same as Hassayampa, with additional data for Pinal County	Same as above, plus tribes and general public	Similar to Hassayampa, but with added emphasis on transit recommendations
Intrastate Mobility Reconnaissance Study	State of Arizona	State of Arizona	Spring 2008	2050	Statewide planning tool (precursor to statewide model)	COGs, MPOs, resource agencies	Booklet on long-range issues and recommendations: "The bqAZ Agenda"
MAG Regional Transit Framework Study	Maricopa County	Maricopa County	Fall 2009	2030, with some post-2030 visioning	MAG model	Transit user and non-user groups, peer cities, general public	Three long-range scenarios tied to funding levels: Basic Mobility, Enhanced Mobility and Transit Choice

*The MAG Regional Council has accepted both the Hassayampa Valley and Hidden Valley studies.
Source: bqAZ Statewide Technical Team, October 2009.

On May 14, 2008, the Statewide Transportation Planning Framework was discussed at the Tribal Transportation Forum and Safety Summit. Tribal entities statewide heard a detailed presentation about the process and critical transportation needs. In small breakout groups, the participants identified critical needs facing Arizona's Indian communities.

1.5 Related Planning Efforts

The bqAZ Framework process began in 2006 with MAG's groundbreaking planning framework studies looking ahead to buildout in two fast-growing areas: the Hassayampa Valley (mostly west of the White Tank Mountains), and

the Hidden Valley (south and east of the Hassayampa Valley, and partly in northern Pinal County). The success of these studies drew the interest of the Arizona COG and MPO Association, which soon commissioned the *Statewide Intrastate Mobility Reconnaissance Study* under MAG's leadership. The Reconnaissance Study found that bqAZ needed to proceed with more detailed planning to identify and address the state's multimodal transportation needs through 2050. In short, that study served as the scoping effort for ADOT's subsequent Statewide Planning Framework.

Table 2 provides basic information on the previous long-range framework studies.

Results and recommendations of the previous studies are incorporated in the Statewide Transportation Planning Framework. Further information on all of the bqAZ planning efforts is available at the master website, www.bqaz.gov.

As the next step in the long-range transportation planning process, ADOT has begun the update of the *State Long Range Transportation Plan* (LRTP), a 20-year, fiscally constrained, multimodal plan to guide state transportation investments. The vision and results from the Recommended Statewide Scenario provided the springboard for the LRTP. Arizona state statutes require ADOT to update the plan every five years. Figure 3 shows how the Statewide Framework and LRTP fit into ADOT's comprehensive planning and programming process.