



CITY OF PHOENIX

Comprehensive Land Use Plan

LAND USE ELEMENT

March 2, 1998

As Amended

March 8, 1998 (Ordinance No. 788)

Approved by DLCD Letter dated December 2, 2003

DLCD Approval Order #001571

Partly Updated September 15, 2008 (Ordinance No. 905)

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Introduction

The Land Use Element describes the future purposes and function of land within the City's Urban Growth Boundary. This element integrates the various elements of the Plan into a comprehensive description of the City urban character, layout, and interrelationships. Additionally, the element includes policies which are designed to guide urban development.

Fostering a viable, efficient, and "community-centric" pattern of land uses and neighborhoods is crucial to the Plan's success. This outcome is far from certain. The Plan and related development codes control relatively few decisions; only those within the scope of local government. Many important decisions lie outside this realm including decisions by private developers, State and Federal governments, and individual business decisions.

Due to the relatively limited scope of the City's land management system, it is crucial that all policies, plans, and regulations contribute to the desired ends; a viable, efficient, and "community-centric" pattern of land uses. Further, it is also very important that land use controls reflect this vision. The policies and regulations must be re-examined on an ongoing and periodic basis. If the vision and regulations don't match, the process yields undesirable results; sub-optimum development, and general frustration.

The pattern and distribution of the City's land uses reflect more than 20 years of zoning. Zoning, as a land use regulatory tool, segregates and separates land uses into homogeneous blocks of similar uses; the more similar and the less diverse the better. Consequently, the City's land uses are composed of relatively large blocks of similar land uses; low density residential, commercial, industrial, etc. Separating uses reduces conflicts and increase compatibility among land uses. It also has the undesirable effect of isolating one land use from another; thus creating significant distances between uses that are often interdependent.

The City's commercial districts, for example, are largely confined to a strip running along the Rogue Valley Highway and Fern Valley Road where residential uses are not permitted. Businesses in these corridors are principally oriented to auto drivers. Patrons of these businesses typically access them via an auto. The decision by potential customers to use an automobile has the effect of dramatically increasing the choice and distance traveled. Once residents get in their cars, stopping at a local business or going to a larger commercial center in Medford matters little. In fact, due to the large selection available in Medford, many travel the extra distance. The key issue is not whether people use their autos rather how easy it is to access local businesses. If people live close to commercial areas, it is far more likely that they will choose to patronize those businesses rather than others at further distance requiring an auto trip.

Parks as an Element of Community Design

The existing General Commercial zone permits residential uses only when they are located above permitted commercial uses. The Economic Element, provides needed flexibility and allows residential uses within the City Center commercial area. Such changes should help the City to achieve its objectives regarding a viable, efficient, and “community-centric” pattern of land uses.

The community’s land use pattern continues to evolve. The changes reflect the needs of the community. Table 1 illustrates the changes that have occurred since 1982.

Table 1

Existing Land Use Distribution		
Gross Acreage		
Land Use	1982	1995
Residential	188.4	221.66
Commercial	62.6	68.76
Industrial	14.3	14.96
Public / Community ¹	287.6	293.04
Redevelopable	Included in other categories	130.99
Miscellaneous	0.00	0.79
Vacant Land	479.8	353.28
Total	1032.7	1083.48

Source: 1983 Comprehensive Plan
1995 Inventory of Land Uses

¹ Includes railroad, schools, streets and other public
² Includes partially vacant lands
³ Differences reflect changes in methodology not enlargement of UGB

The 1982 and 1995 figures listed in Table 1 are not directly comparable due to the addition of the land use classification of “redevelopable.” Lands classified as “redevelopable” are characterized by low quality or low value developments. It is assumed that these land uses will be converted to higher value uses (i.e. a residential use in a commercial area being converted or demolished into a high value commercial development). Similarly, the addition of lands classed as “partially vacant” treats largely undeveloped lands as “vacant” within Table 1 whereas in the 1982 inventory these lands were probably classified consistent with the principal use occurring on the property at the time. The 1995 inventory, including these terms, are described within a study entitled 199 Land Use Inventory.

Planned Land Uses

This Element reflects the community land needs as they are envisioned in the year 2016. The distribution among various plan designations is largely the result of the Council’s response to public testimony. This planning approach required that previously adopted Plan elements be revised to conform to the Plan map. In particular Economy, and Parks and Recreation Elements were modified.

Table 2 describes the distribution of land uses as illustrated within the Plan Map.

Table 2

Distribution of Land by Plan Designation (Gross Acreage)				
<i>Plan Designation</i>	<i>Total</i>		<i>Vacant / Partially Vacant/ Redevelopable</i>	
	<i>Acres</i>	<i>% of Total Acres</i>	<i>Acres</i>	<i>% of Desig. Total</i>
Bear Creek Greenway	39.9	3.7	N.A.	
Commercial	91.2	8.4	57.1	63%
Interchange Business	139.0	12.8	103.4	74%
Industrial	54.1	5.0	38.0	70%
Residential / Employment	4.3	0.4	3.7	85%
Residential Hillside	92.6	8.5	89.3	97%
Low Density Residential	262.9	24.3	139.8	53%
Medium Density Residential	34.0	3.1	24.0	71%
High Density Residential	98.9	9.1	7.3	
Parks and Open Space	45.5	4.2	N.A.	
Rail	29.8	2.8	N.A.	
Roads	159.2	14.7	N.A.	
Schools	30.1	2.8	6.1	20%
Public	2.1	0.2	0	0%
Total	1083.1	100*	473.3	

*May not total 100 due to rounding

These distributions are a significant departure from the 1983 Plan. Strict comparisons are not possible due to differences in inventory methods. The 1983 inventory treated the acreage within public right-of-ways as a part of the respective land use designation. The current inventory avoids such generalizations. Consequently, the 1983 inventory overstates by an unknown amount the actual land designated for a particular land use.

Despite these differences it is still interesting to compare the Plans. The most radical change has occurred in industrial land which accounted for 12 percent of 1983 planed land uses as compared to just five percent in the current Plan (It is interesting to note, that the amount of land in industrial use has changed little during the 13 year period, see Table 1). Both Plans designate approximately 45 percent of the urban area for residential uses. Lands planned for commercial uses have grown from 19.6 percent to 21.3 (including the Business Interchange designation). Lands designed for interchange development have risen more dramatically; from 4.7 to 12.8 percent of the urban area.

These changes in the area dedicated to a particular land use reflect the changing needs of and development pressures on the community. Each land use designation is intended to achieve a different community and that the City Zoning Ordinance and Map regulate current land use. It is for that reason that different Plan designations may be zoned identically. For instance, the school sites within the residential areas will likely be zoned to reflect the surrounding residential uses (i.e. R-1, R-2 or R-3).

Plan Designations

As noted earlier, each Plan designation is intended to achieve a particular community development objective. Each designation is unique, with its own focus, objectives, and desired outcome. The descriptions that follow are intended to provide these parameters. The Zoning Ordinance, when revised to reflect the adoption of this Element, will reflect these same items; albeit in a form suitable for day to day administration of the City's urban land use management program.

Residential Hillside: These areas include moderately to steeply sloping hillside areas within the urban growth boundary. They are characterized, when not developed, by open woodlands predominated by oaks and grasses. Due to their location on the periphery of the urban growth boundary they serve to provide an excellent buffer or transition area between urban and rural / agricultural uses.

Because of excessive slopes, none of these lands are considered buildable, for purposes of the City's buildable lands inventory (see 1995 Land Use Inventory, Part 3). None the less, it is anticipated that they will be

developed with scattered low density residential uses. However, under the City's planned unit development process, it may be possible to concentrate development in less environmentally fragile areas while treating the balance of the site as private open space. Such a development could utilize attached single family dwellings / condominiums.

Development of these lands will present unique opportunities and challenges. To ensure that these are optimized the City will require any development, including the construction of an individual residential structure, be reviewed through the City's Planned Unit Development process. Specific issues that should be addressed include:

- A. Erosion control (erosion control plan),
- B. Urban run-off management including minimization of non-porous surfaces and maximization of on-site retention (urban run-off management plan),
- C. Maintenance of existing vegetative cover especially trees and shrubs,
- D. Avoidance of any unnecessary slope disturbance (grading plan),
- E. Internal circulation to provide at least two routes for ingress and egress,
- F. Slope stability (soils and geologic engineering assessment),
- G. Building design and layout which steps up or down the slope and avoids "flat-pad" building design,
- H. Provision of useable private open space, and
- I. Stepped foundations generally conforming to the natural topography (engineered foundations – not hillside excavation).

Low Density Residential: These lands are typical of suburban communities and are characterized by low density residential development. The Housing Element has established a minimum and maximum residential lot size, and as such the overall residential density can be confidently estimated at four and one-half to six dwellings per gross acre. An exception to this general rule will occur on lands adjacent to the permanent urban growth boundary and within the Hilsinger Road area where lots may be as large as 16,000 square feet.

Residential site design standards, per Housing Element and subject to Council adoption, will guide future development within these areas. The standards are intended to boost land and building efficiency through improved subdivision layout and residential design. The standards will offer both flexibility and rigidity; the former by providing development alternatives which have not been traditionally offered within the City

and the later through explicit required design standards. Provisions considered flexible include:

- A. Narrow residential streets,
- B. Designated visitor parking as an alternative to continuous curbside parking (parking bay).
- C. Potential density bonuses for innovative design, layout, and construction,
- D. Greater variation in lot size, and
- E. Zero lot lines.

The flexibility is coupled with more explicit mandatory standards which are intended to achieve a variety of community objectives. These standards include:

- A. The explicit consideration of pedestrian and bicycle transportation networks (both exclusive and shared facilities) in the design and layout of subdivisions,
- B. The orientation of buildings to maximize winter season solar gain,
- C. Planting of deciduous trees to ensure summer season shading of primary living areas, and
- D. Minimization of non-porous surfaces and maximization of the retention of urban run-off on-site or within the development.

Medium Density Residential: Medium density residential lands are characterized by duplexes and triplexes at moderate densities; generally 10 units per gross acre. Pre-existing single family dwellings are also common, although that use will only be permitted in the future as a part of a planned unit development.

Residential site design standards will also guide future development within these areas. The standards, like those for other residential areas, are intended to boost land and building efficiency through improved subdivision, site layout, and residential design. The standards will offer both flexibility and rigidity; the former by providing development alternatives which have not been traditionally offered within the City.

And the later through required design standards. Provisions considered flexible include:

- A. Narrow residential streets,
- B. Designated visitor parking as an alternative to continuous curb-side parking (parking bay),
- C. Potential density bonuses for innovative design, layout, and construction, and
- D. Zero lot lines.

The flexibility is coupled with more explicit mandatory standards which are intended to achieve a variety of community objectives. These standards include:

- A. The explicit consideration of pedestrian and bicycle transportation networks (both exclusive and shared facilities) in the design and layout of multiple unit developments,
- B. The orientation of buildings to maximize winter season shading gain,
- C. Planting of deciduous trees to ensure summer season shading of primary living areas,
- D. Covered parking and designated visitor parking, and
- E. Minimization of non-porous visitor parking, and the retention of urban run-off on-site or within the development.

It is recognized that providing designated resident and visitor parking may have the unattended effect of increasing non-porous surfaces. That illustrates why residential site design standards are important; they provide a basis for explicitly considering these trade-offs.

High Density Residential: High density residential lands are characterized by triplexes, fourplexes, and larger apartment buildings. Densities are intended to be quite high but multi-family development in this region typically fall short of the maximum; 26 units per gross acre. That is because most structures are limited to two stories. Consequently, densities rarely rise above 18 units per acre. As in the case with medium density areas, pre-existing single family dwelling are also common. New single family dwellings in the high density areas will only be permitted in the future as a part of planned unit development.

Residential site design standards will also guide future development within these areas. The standards, like those for other residential areas, are intended to boost land and building efficiency through improved

Subdivision, site layout, and residential design. The standards will offer both flexibility and rigidity; the former by providing development alternatives which have not been traditionally offered within the City and the latter through explicit required design standards. Provision considered flexible include:

- A. Narrow residential streets,
- B. Designated visitor parking as an alternative to continuous curb-side parking (parking bay),
- C. Potential density bonuses for innovative design, layout, and construction, and
- D. Zero lot lines.

The flexibility is coupled with more explicit mandatory standards which are intended to achieve a variety of community objectives. These standards include:

- A. The explicit consideration of pedestrian and bicycle transportation networks (both exclusive and shared facilities) in the design and layout of multiple unit developments,
- B. The orientation of buildings to maximize winter season solar gain,
- C. Planting of deciduous trees to ensure summer season shading of primary living areas,
- D. Covered parking and designated visitor parking,
- E. Private and common open space (minimum requirement)
- F. Character defining elements such as a water feature, signage, and architecture may all be employed to achieve the desired effect,
- G. Resident amenities (pool, paved courts, etc.),
- H. Minimization of non-porous surfaces and maximization of the retention of urban run-off on-site or within the development, and
- I. Variation in façade and roof-line to enhance visual interest.

As in Medium Density Residential site design standards there are obvious competing objectives included in the list. As the residential densities increase these conflicts become more profound and their impacts more significant. Explicit standards rather than performance based standards easily resolve and conflicts. However, they may also lead to less optimum development. It is likely that the standards will be a combination of performance criteria and fixed standards. The Housing Element nor this Element prescribe or require a particular approach. However, care must be taken to avoid standards, special conditions, or procedures that have the effect of discouraging needed housing (Housing Element, Policy 4.3).

Commercial: Lands included in this category are diverse. Residential, commercial, and manufacturing uses all occur within this area. This diversity reflects the outward expansion of the City's business core along the Rogue Valley Highway in a haphazard manner, creating a commercial strip lacking character, focus, identity, and prosperity. That fact, accounts for the extensive number and acreage of properties classified within the 1995 Land Use Inventory as either vacant, partially vacant or redevelopable.

Two separate and distinct zoning districts will apply to this area. The first, City Center, is intended to facilitate the evolution of the City's core business area from auto-centric to community-centric. These lands are characterized by commercial uses which are connected to the adjacent residential areas through a traditional gridded street network. This network affords easy access by residents to the City Center by a variety of transportation modes including walking and bicycling. At this time the City Center is likely to be limited to the area surrounding the two-way couplet of Bear Creek Drive and Main Street.

The City Center's emphasis is on general and specialty retail, service, and professional office. Site design requirements, uniquely suited to the City Center, will include standards:

- A. Addressing off and on-street parking including joint or shared parking,
- B. Focusing auto access to side streets and alleyways and thus limiting direct driveway access along Main Street and Bear Creek Drive,
- C. Providing for the construction of a streetscape and thus providing a clear pedestrian orientation; facilitating access and creating amenities for non-auto transportation modes,
- D. Permitting residential uses including the construction of new multi-family housing where the building is designed, oriented, constructed, and can be readily converted to a commercial use at a later time, and
- E. Requiring the design and architectural details to foster development of the area's character; defining architectural elements which lend continuity but avoid homogeneity among new structures.

The balance of the commercial areas along Highway 99 will be zoned as Highway Commercial. These lands are planned to retain their focus on auto oriented businesses with accompanying limits on other uses that would be more suitably located in the City Center. Specific site design standards will provide for direct access off of Main Street when

essential for development of the property. In these instances, developments will be required to incorporate shared driveway options into the site design and provide guarantees ensuring their future availability, at the City's discretion, for adjacent property access. Otherwise, local side streets or a single driveway off of Main Street serving multiple properties / business will be the norm. Off-street parking will be required while on-street parking will be prohibited.

The rationale behind treating both the City Center and Highway Commercial areas as a single plan designation relates to the evolving character of the corridor. Basic economic factors will determine the rate of evolution and change. The City is committed to implementing the rate of evolution and change. The City is committed to implementing a streetscape. Without accompanying private investment, improvements in the public right-of-way will have little effect on business development. However, coupling private and public investment could yield substantial return and would tend to create opportunities for expansion of the City Center area.

Interchange Business: This designation describes those lands surrounding the Fern Valley Road / Interstate 5 interchange. They are intended to provide services and goods for the traveling public, as well as business locations serving the community and the region. Uses typically include truck stops, auto repair / service stations, restaurants, morels, other tourist accommodations, vehicle sales and service, product manufacturing, storage and distribution facilities, offices, and retail. These uses, as a group, may generate significant traffic volumes. The interchange, Fern Valley Road, and local streets intersecting at or near the interchange, are poorly suited to handle large traffic volumes.

Development in this area must be predicated upon satisfaction of Policy 4.2 of the Economic Element. Site design standards must ensure that property access does not adversely affect traffic by creating dangerous conditions or congestion. Access management, limiting the frequency and spacing of driveways and intersecting streets, should be applied as appropriate.

Industrial: The City's designation of almost 54 acres of industrial land, of what 38 are considered buildable, reaffirms the City commitment to diversification of local employment.

Most of these lands are not currently served with sewer, water and access and are located west of the railroad tracks in the vicinity of Dano Drive. The site is largely surrounded by agricultural lands except to the east and across the railroad which is developed as residential subdivision. This site, pursuant to Policy 9.3 of the Economic Element, is targeted for development by businesses and industries that require and rely upon a low noise environment or in harmony with such an environment. Additionally, the policy states that businesses proposed for location within the area not are appropriate for location within the City Center. Performance standards which implement this policy will need to be incorporated into the zoning ordinance / development code.

Residential Employment: Lands designated as residential employment lie adjacent to the railroad along Colver Road, between 1st and 4th Streets. This plan designation takes the concept of “home office” to the next logical level; allowing very low generating business uses in conjunction with single family residential uses. Key to the success of this concept are the following:

1. An explicit requirement that business operators reside in the same building,
2. Strict limits on the number of employees,
3. Limits on noise comparable to those levels within a residential area, in terms of hours and duration of noise,
4. No retail activity associated with the use, and
5. That the use be conducted within an enclosed structure.

Developments will be reviewed through the planned unit development process. Individual business uses will be subject to performance standards that limit noise, non-resident employment levels, out-side storage, storage of hazardous chemicals, and hours of operation. Other standards may also be appropriate including floor-area ratios greater than 1.0 (which essentially requires that the structure includes at least a partial second story), and prohibitions on the construction of free standing garages, storage units, etc.

Roads: The roads designation reflects the desire to define the limits of the City's existing roadway network. The Transportation Element will address in detail the function and standards associated with the system.

Rail: The rail designation, like Roads, is simply to recognize its function and associated right-of-way. In the event the rail right-of-way was no longer used as a rail transportation system, conversion to another use would be requiring approval of a major amendment to the Plan. Like road right-of-ways underground utilities are considered an integral part of their function and purpose. Above ground structures, other than those directly associated with the operation of the railroad, are inconsistent with the designation.

Bear Creek Greenway: This designation reflects the commitment of the City to development of the Greenway Trail to and through the City. The designation of lands as Bear Creek Greenway ensures that they will function to protect wildlife habitat, provide open space, and enhance water quality while affording access to the area along a paved linear trail that extends from Ashland to Central Point. It is fundamental to this designation that all these objectives be achieved.

Parks: The Parks designation reflects specific park land needs identified within the Parks and Recreation Element. Designation of new parks and the addition of lands to existing ones, other than as may occur incidentally as a part of residential subdivision, can only be achieved through explicit identification and designation of park sites. Lands designated as parks will always be zoned, upon annexation, consistent with the most appropriate adjacent land use; often Single Family Residential (R-1). There is not now nor is there anticipated in the future a "park zone."

Schools: Lands designated as schools reflect a long term commitment to their use and development for educational purposes. Most school sites will be designated consistent with the surrounding zoning district. Like the Parks designation, there is not a "school zone."

Public Lands: Lands designated as public are owned by the Community and used to house the City's various governmental functions; administration, planning, public works, police, etc.

**Residential
Development**

Residential uses, between 1982 and 1995, have increased their share of the total acreage within the urban growth boundary by approximately 3 percent. Residential lands now account for 21 percent of the total or 214 acres.

The bulk of this growth, as any casual observer of the City during the past decades would know, has been in the form of single family dwellings. Table 3 lists estimates of dwelling unit distribution within the City. It should be noted that the 1995 inventory includes all lands within the UGB, whereas the previous inventories were limited to incorporated areas at the time of the inventory.

Table 3

Dwelling Unit Inventories 1980 to Present			
<i>Dwelling Type</i>	<i>1980</i>	<i>1990</i>	<i>1995</i>
Single Family	530	601	740
Multi-Family (duplex plus)	209	415	440
Mobile Homes	119	399	399
Total	858	1,415	1,579

Source: Phoenix Comprehensive Plan, Housing Element Table 5

Most of the new residential construction since 1980 occurred in the southwest and eastern quadrants of the City. This is especially true during the 1990's. Figure 1 illustrates the distribution of dwelling units throughout the urban growth boundary. The dwelling information was developed using the Jackson County Assessor Office's data through 1990 and adjusted in succeeding years to reflect City building permit information.

Since 1990 single family dwellings have dominated new residential construction within the City. Table 4 details Phoenix building permits by year and structure type.

Figure 1

Dwelling Distribution

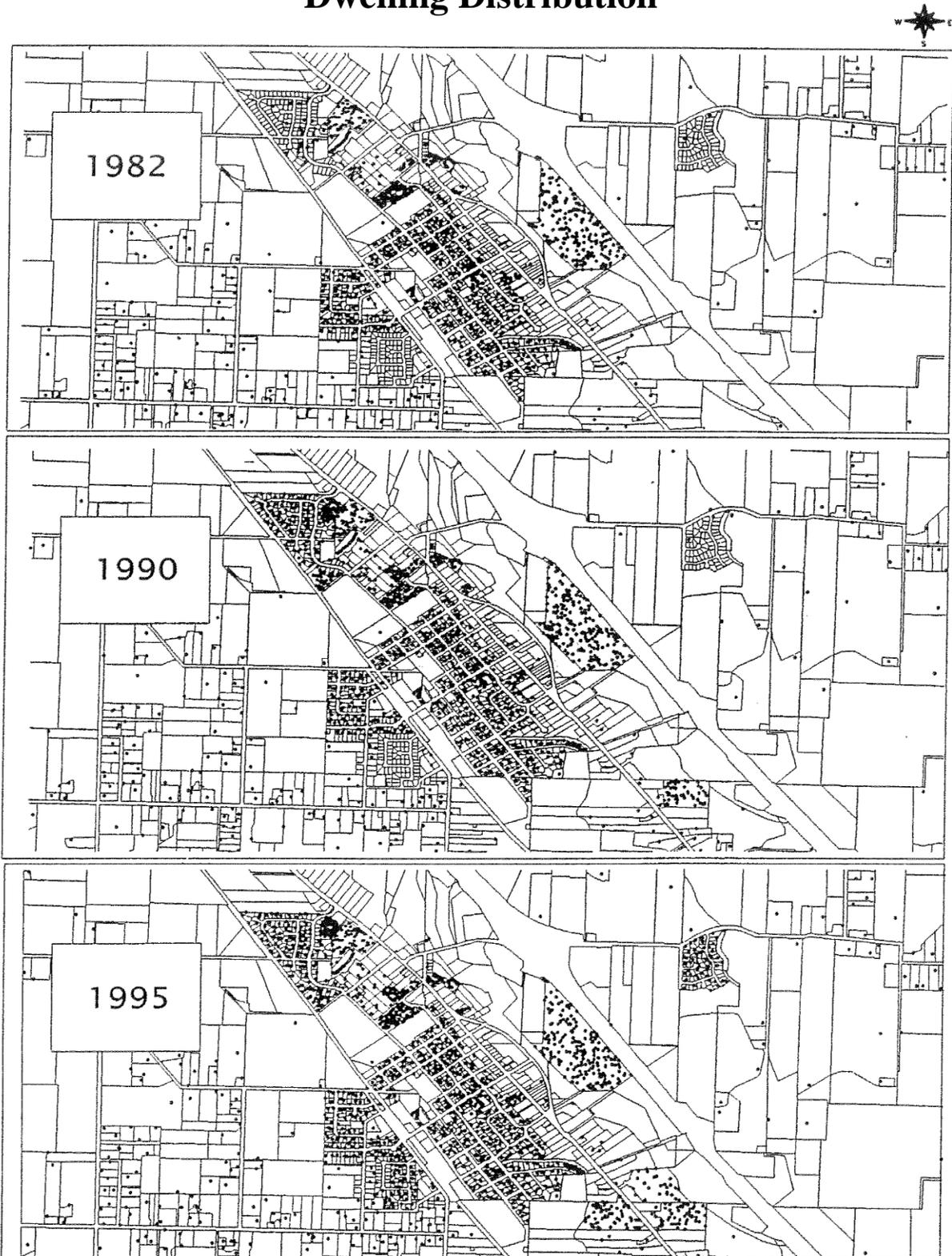


Table 4

Dwelling Unit Inventories 1980 to Present							
<i>Dwelling Type</i>	<i>1990</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>	<i>1995</i>	<i>Total</i>
Single Family *	5	3	0	1	64	56	129
Multi-Family	0	0	4	0	0	0	4
Total	5	3	4	1	64	56	133
*Includes mobile homes							
Source: Center for Population and Research, Portland State Univ. Phoenix Planning Department							

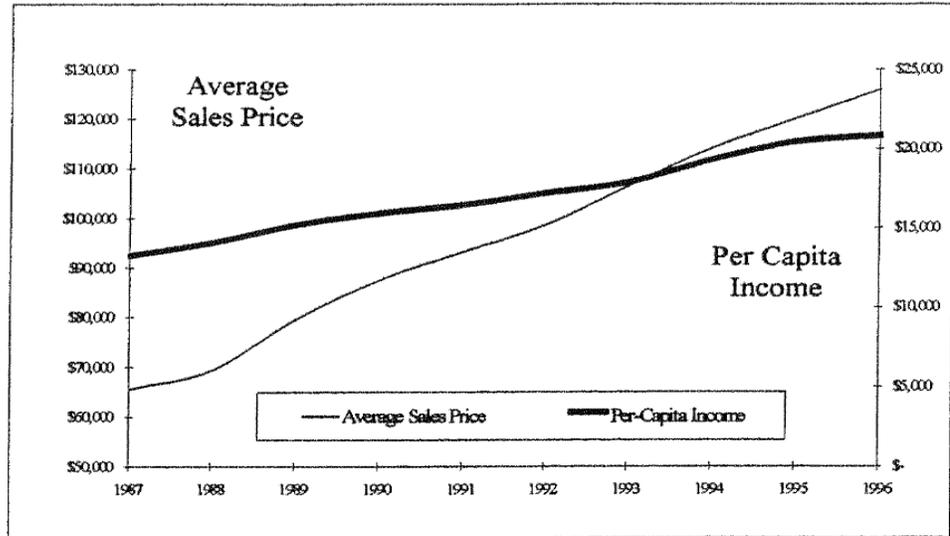
Despite the fact that single family dwellings account for more than 97 percent of all dwellings constructed, the overall number of dwelling units per net acre of land (i.e. excluding lands set aside during development for streets and parks), has been steadily increasing. Builders have been constructing homes on smaller lots. In the 1980's the typical dwelling (excluding mobile home parks) consumed an average of 0.21 net acres or 9,150 square feet (excluding lands set aside for roads and parks). Data for 1994 and 1995 show that the size of the typical lot has fallen to 0.20 (8,710 square feet) and 0.15 (6,535 square feet) acres, respectively. The construction of condominiums contributed to part of the decline from 1994 to 1995. But even excluding condo's the mean lot size fell to 0.18 acres (7,840 square feet).

Home builders' face extraordinary challenges. Their costs for land, labor, materials and other development costs are increasing while the purchasing power of Jackson County families' is declining. Figure 2 illustrates the relationship. This may partially explain why dwelling unit densities have been increasing.

If the 1990 to 1995 residential building trends were to continue for the next twenty years, the City would see its housing stock grow to 1,818 units by the year 2016. Adding 443 units to the City's existing housing stock would require approximately 89 acres of buildable land (at 0.20 acres per dwelling) if all were single family dwellings. There are 103 acres of buildable low density residential land available within the City's urban growth boundary based upon the City's 1995 Land Use inventory.

Figure 2

Per Capita Income vs Average Urban Single Family Homes Sales Price



Source: Multiple Listing Service; Roy Wright Appraisal Service

The City has not limited future dwellings to low density single family units. Another 11.9 and 8.0 acres of buildable medium and high density residential land, respectively, has been designated on the Comprehensive Plan Map. These figures exclude residential development planned for the City Center. The total easily exceeds the dwelling unit need identified within the Housing Element.

Commercial Lands

The City’s commercial land base has grown little since 1982. But the use of that land has changed dramatically due to the redevelopment and expansion of commercial / retail space. That is, the use of land has not changed much since 1982 but the activities occurring on commercial lands have intensified. Much of the new growth has occurred in the vicinity of the Fern Valley Road Interchange.

Since 1990 the region has seen more than 1.4 million square feet (excluding the demolition of Medford Center) of retail space added to the 1990 supply of 3.6 million square feet. Phoenix has added, by comparison, 73,995 square feet or 5.3 percent of the total. Table 3 illustrates the relationship between the growth of commercial space and population.

It should be noted that the sources of data for Phoenix and Jackson County, used in Table 3 are different. Readers should be cautious in

making too many comparisons. Even the retail square feet per capita may be of questionable validity. However, the trends portrayed by the data are clear; Phoenix has joined in the 1990’s boom in retail space. That is largely the result of the construction of the Factory Outlet Stores in 1993. Additionally, Phoenix has a bountiful supply of commercial space considering its population. In fact, the supply of commercial space is roughly four times as great on a per capita basis as for the County as a whole.

Table 5

Year	Phoenix			Jackson County		
	Comm. Square Feet ^a	Popula- tion ^b	SqFt per Capita	Comm. Square Feet ^c	Popula- tion ^b	SqFt per Capita
1982	258,617	2,309	112.00	2,535,000	132,146	19.18
1990	326,668	3,239	100.85	3,657,200	146,000	25.05
1995	411,488	3,615	113.83	4,854,449	168,000	28.90

^a Jackson County Assessor Office; Commercial Building Data (food/beverage and retail floor code)
^b Portland State University, Center for Population Research and Census, and U.S. Census Bureau
^c Data presented at the Real Estate Forecast Breakfast, Sponsored by the Appraisal Institute and the Chamber of Medford / Jackson County, January 1997

Employment in commercial, service and the finance, insurance, and real estate sectors (those typical of commercial planned / zoned areas) grew by 272 employees between 1990 and 1994. If this trend were to continue, employment in this sector would grow by 1,360 people by 2016. If all the employment growth occurred on lands currently vacant, partially vacant, or redevelopable, employment densities would equal approximately 8.6 employees per acre. The existing commercial employment density is approximately 23 per acre (assuming that all employees of this type are employed at sites classified as “commercial / developed” within 1995 Land Use Inventory).

Excluding employment at the Pear Tree Factory Stores (which accounted for almost all the new retail square footage within the City between 1990 and 1995), employment in commercial, service, finance, insurance, and real estate sectors still grew by approximately

200 employees. This growth occurred as a result of redevelopment or intensification of employment within developed sites.

It is clear from the 1995 Land Use Inventory and the above analysis that the City has provided more than an adequate supply of commercial lands to meet its future needs.

Industrial Lands

The City's industrial land base has actually declined according to the 1995 Land Use Inventory. The differences between the 1982 and 1995 industrial acreage are small and may be a function of inventory methods rather than land use changes. But it is clear the City has not added new industrial land uses during the period. That's despite the fact that the City designated almost 125 acres of general and light industrial land in the 1982 Plan. Those lands that were not converted to another plan / zone designation remain vacant.

The lack of industrial development reflects a fundamental shift in the nation's, state's, and regional economy (see Economy Element). This shift was not anticipated within the 1982 Plan. The 1998 Plan Map retains a large supply of industrial lands, 37.5 acres of buildable industrial lands. Given past trends (see Economic Element – Industrial Lands Needs) that represents a 50 year supply. The vacant buildable sites are strategically located and belived (once provided with public facilities – especially access) to be very attractive for development. The extension of public facilities to the vacant sites is a key policy within the Economic Element.

Urban Growth Boundary

The Urban Growth Boundary establishes the planned extent of urban development through the planning period. The Boundary is largely derived from the 1982 Plan. Few changes in the spatial extent of the boundary occurred as a part of the 1998 Plan Map. Minor outward adjustments were made in the following areas:

- 1) Southwest: adjustment to include the entire right-of-way of public streets,
- 2) East: adjustment to include the entire right-of-way of Fern Valley Road adjacent to the boundary, and
- 3) North: to include a triangular section of Interstate 5 to simplify boundary shape.

The boundary was also adjusted inward in unique instances:

- 1) Minor adjustments along the west and north to correct inconsistencies between the existing urban growth boundary's location and ownerships.

**City / County
Coordination**

The City must ensure that the lands lying outside the urban growth boundary are protected from uses or land divisions that might otherwise make them unsuitable for urban development while protecting the City's environmental setting. These areas may eventually function as the City's "urban reserve" even though they are not now so designated. An urban reserve can only be designated through joint City / County action supported by rigorous review and negotiation. That task is not included within the City's existing Periodic Review Work Program. Unless amended, which appears unlikely, this task must await the City next periodic review.

None the less, it is clear that these areas are suitable for joint City / County designations as "areas of mutual concern." It is anticipated that such designation would ensure that these rural lands are not further developed for rural (non-resource) purposes. Existing uses would continue but future development, if any, would be considered in terms of impacts on the City's environmental setting and very distant urban land needs.

Goals and Policies**Goal 1. Foster sound community growth and development through effective management of public land use policy.**

Policy 1.1 Provide a structured process for the review of amendments to the Comprehensive Land Use Plan and Map.

Policy 1.1.1 The Planning Commission and City Council shall only consider major amendments to the Plan during the City's periodic review. In that way, major changes to the City's Plan will be considered in light of their impact on the entire community and their implications on the full breadth of the Comprehensive Plan. Major amendments may also be initiated under the following circumstances:

- A) Statutory or litigated changes either require or significantly affect the Plan,
- B) A major error or inconsistency is found within the Plan, or
- C) A change in Statewide Planning Goals or Oregon Administrative Rules requires Plan amendment(s) at times other than during Periodic Review.

The term "major amendment" shall have the following meaning:

Major amendments include land use changes which have widespread and significant impact beyond the immediate area, such as quantitative

Changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; a spatial change that affects large areas of many different ownerships; or an amendment to the Urban growth Boundary. Major amendments shall also include changes that would, if approved, modify one or more Goals and Policies of the Plan. Major amendments are legislative actions.

The Planning Commission and City Council shall only accept applications for minor amendments to the Comprehensive Plan in April and October of each year. Actual scheduling of public hearing is at the discretion of the Planning Director.

The term “minor amendment” shall have the following meaning: Minor changes, i.e., those which do not have significant effect beyond the immediate area of the change. The public need, justification for the particular change, and its conformity with Statewide Planning Goals shall be based upon special studies or other information which shall serve as the factual basis to support the change. Minor amendments are quasi-judicial actions.

Public need, as that term is used here, means a non-market condition that can only be satisfied through the modification of public land use policy within the City of Phoenix. Special studies and evidence, supported by facts, of the public shall accompany the application. Justification shall detail how the public need arose, its pertinence to the City of Phoenix, Rogue Valley region, and the State. Public need is the essence of the Comprehensive Plan and Map. Proposals to modify the Plan Map must show that the public need, as depicted and articulated in the Plan, would be better served through approval of the proposed minor amendment. In that light, the justification shall establish how the proposed minor amendment will facilitate the City achieving the Plan’s objectives (the entire Plan not just the Goals or Policies or a single element) and the land use pattern depicted in the Comprehensive Plan Map.

Goal 2. The City is participating in the Regional Problem Solving (RPS) Plan for the Greater Bear Creek Valley. This RPS Plan, through state statute, provides a special process for addressing regional land use issues that allows the local jurisdictions, upon the satisfaction of certain conditions, to implement regional strategies for the location of future boundary between urban and rural lands.

Policy 2.1 The Planning Commission and City Council shall continue with the RPS process and during periodic review amend and update pertinent elements of the Comprehensive Plan.

Goal 3. Manage annexations to achieve the objectives of the Plan by ensuring that the cumulative effects of annexation decisions are considered.

Policy 3.1

The City Council may approve annexations, without referral to the City's entire electorate, when findings and facts show that development of the property or properties proposed for annexation would be consistent with the Plan and:

- A) That development on the land proposed for annexation can be served with all urban services and facilities without adverse impact on the availability, quality, quantity, or reliability of City services provided to or likely to be needed by;
 - 1. Existing development within the incorporated area, and
 - 2. Undeveloped, partially vacant, or redevelopable incorporated land (considering approved development plans or permissible densities as set out in the Plan), and
- B) Population impacts of the proposed development will not cause the City's population to grow at a rate in excess of the Comprehensive Plan, Population Element's planned population. The population impact of residential lands development shall be computed by:
 - 1. Multiplying the gross area in square feet times 72 percent (to account for lands dedicated to streets) then,
 - 2. Dividing by the maximum lot size permissible within the zone that would be applied to the property if annexed, and then,
 - 3. Multiplying by the average occupancy associated with the dwelling type based upon the most recent U.S. Census.

Such analysis shall be submitted by the applicant at the time of application.

An annexation conforms to the Population Element if the average rate of population growth likely to result from annexation (considering development phasing of the proposed annexation) when added to the development of previously annexed lands (considering their phasing and historical rate of development) will not exceed 133 percent of the average annual population growth rate computed as follows:

$$\frac{\text{Planned Population} - \text{most recent PSU}^1 \text{ estimate of population}}{\text{Forecast Year} - \text{the year of the most recent estimate}}$$

- Policy 3.2 The City Council may, at its discretion, refer to the City's electorate any annexation that does not fully comply with Policy 3.1. The procedures described within ORS 222.130 regarding annexation elections shall be followed. A simple majority of votes cast shall determine the outcome.
- Policy 3.3 The Council may annex territory to the City, and dispense with the requirements of Policy 3.1 and 3.2 where the Oregon Health Division has issued a finding that a danger to public health exists because of conditions within the territory.
- Policy 3.4 All properties annexed to the City shall eventually be improved to City standards; including but not limited to street improvements, curbs, gutters, lighting, and other improvements included within the City's development standards or as may otherwise be specified by the City's Engineer, Public Works Director, or Planner and approved by the City Council. If required improvements are not proposed at the time of annexation, then the annexation agreement shall specify that the improvements shall be installed at the time of partitioning, subdivision, development or other time as approved by the Council.
- Policy 3.5 The City shall initiate proceeding to annex "islands" of unincorporated area within the City Limits immediately following their creation or as soon thereafter as practical when deemed to be in the overall best interest of the City. Such annexations are required to ensure orderly and equitable provision of public improvement, utilities, and community services, and to further growth and development of the community in accordance with this Plan.
- Policy 3.6 The City Council may initiate "contract annexation" or an alternative procedure, other than standard annexation, when it is determined that the community will derive significant economic advantage.

Goal 4. Foster development that achieves the objectives of the community while providing fair and equitable treatment of proposals.

- Policy 4.1 Whenever it is possible to simultaneously consider multiple proposals of projects which have similar objectives or would otherwise meet the same public need, the Planning Commission and City Council shall; 1) develop an unbiased ranking system, 2) evaluate the projects against one another, and 3) develop findings which describe the ranking process and outcome. When justification for only one project is documented, the Council shall approve the highest ranked proposal.

Goal 5. Ensure the close integration of the City’s Comprehensive Plan and day to day zoning and land use administration.

Policy 5.1 Utilize the descriptions included in the Section of the Land Use Element entitled “Plan Designations” as policy. As such, the descriptions of plan designations will be the controlling document for the purpose of administration of the zoning and subdivision ordinances or other pertinent land use regulations and codes.