



CITY OF PHOENIX

Comprehensive Land Use Plan

POPULATION ELEMENT

October 7, 1996

As Amended

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**Population,
Community
Development and
Comprehensive
Planning**

Community development is influenced by the individual and collective actions and policies of individuals and institutions; public, private, local, state, regional, and global. These individual decisions and actions will occur in the context of the City's Comprehensive Plan. It is the obligation and responsibility of local officials to establish the framework in which these other decisions will occur. The City Council is uniquely responsible for planning the City's future.

The City has retained its small town character while enjoying increasing numbers of residents. Although as the population has grown and the demands on families increased, the sense of community has suffered. Even old time residents often don't know their neighbors. "Keeping ahead of the Jones" has been replaced by not knowing who the Jones are and a consequent decline in civic pride in one's own home and neighborhood. This is most apparent by the storage of trash and abandoned vehicles on residential properties, and more importantly, poorly maintained houses. These are not consequences of growth but rather a result of the decline in civic pride. This situation is not unique to Phoenix.

The preservation of the City's small town character is considered of prime importance. Similarly, retaining a sense of identity within the region is fundamental. What measures should the City take to ensure retention of these values and how does population and community development affect these characteristics?

Clearly, simply taking historical growth trends, projecting them into the future, and developing a Plan based upon these trends will not ensure the result. Relying upon the past as the best gauge of the future is not planning. Nor is it appropriate to rely on "market forces" to determine the City's future. The City's future growth and development, under Oregon State and local laws, is determined by public policy. That is what makes Oregon's land use planning program unique. It is the City government's obligation to ensure that the Plan reflects the community's needs, and those needs are satisfied through implementation of the Plan.

Various sections of the Plan quantify the land needs for various uses; housing, economic development, park and open space. These needs are formulated in light of the social, economic

and welfare interests of the City's existing and future residents. Ultimately, the Plan must meet these needs, be amended, or risk obsolescence. If market forces outstrip the City's Sand supply, the City is obligated to determine how to respond. If economic development does not occur, the City must implement strategies to stimulate economic activity. The Plan encompasses the City's public policies, which when combined with the actions of the private sector, should forge a strong and vibrant community.

Unfortunately, the City has a poor track record implementing and updating its Comprehensive Plan. Many of the recent initiatives; designation and development of the new Phoenix Park, protection of riparian areas, development of the Streetscape Plan stem from the initiative of the City's appointed and elected officials, and are not outgrowths of Comprehensive Plan Policy. The City's 1983 Plan was adopted and then largely set aside and ignored. Much of its disuse stems from the City's failure to update the plan periodically. The fact that the 1983 Plan's year 2000 population forecast (the City's only official year 2000 population projection) stands at 6,465 is illustrative of its irrelevance.

Even without implementation of the Plan, the fact that the population forecast was more than double the actual growth, had a direct effect on the City's development. The greatest impacts were on lands that were developed pre-maturely due to their unnecessary inclusion, at that time, within the urban growth boundary. Consider the Mahar's subdivision east of Interstate 5. The cost (borne by the home buyers and not the City) of extending sewer and water services were somewhat higher due to the length of supply lines to serve this area. Furthermore, the City now incurs ongoing costs providing police patrols to its isolation from the balance of the City.

The updated Plan will, presumably, be implemented and will therefore have direct and measurable impact on the City's physical condition, fiscal resources, and environmental setting. Sewer, water, and storm drain lines will be extended, parks will be purchased and developed, and transportation systems will be improved. It for this reason, that the development and adoption of a 2016 population figure should be considered in a broader context than simply "the historical trend." Key questions that should be addressed include; what population growth will be

Needed to support the City’s community development objects and what rate of growth can the City manage?

Population Trends

The City has added roughly 1,300 people since 1983 or roughly 100 people per year. The 1983 Plan forecast more than twice that number; 240 per year.

The City has enjoyed relatively steady growth throughout the past 25 years; growing by about 1,000 people per decade since 1970. Table 1 details the City’s and Jackson County’s population since 1950.

Table 1

Historical Population				
Year	City Population	Annual Percentage Change	J. County Population	Annual Percentage Change
1940	432	---	36,213	---
1950	746	5.6%	58,510	4.9%
1960	769	0.3%	73,962	2.4%
1970	1287	5.3%	94,533	2.5%
1980	2309	6.0%	132,456	3.4%
1990	3239	3.4%	146,389	1.0%

Source: U.S. Census

The City has grown at an overall annual rate of 3.9 percent since 1940 compared to the overall Jackson County rate of 2.8 percent. The City’s greatest net increase occurred during the 1970’s; almost doubling its population in just ten years. That increase came at time when the timber industry was enjoying its last great expansion, and marks the beginning of the transition between boom / bust cycles to a lower but seemingly more sustainable growth rate.

The City’s share of total population within incorporated cities has grown steadily throughout the past 20 years, ranging from a low of 2.47 percent in the 1970’s to 3.7 percent at the beginning of the 1990’s. Based upon population estimates prepared by Portland State University, the City’s share has since dropped at mid-decade to 3.5 percent. Table 2 details Phoenix’s, as well as other selected Jackson County cities’ share of the incorporated population by five year increments.

Table 3 includes 1980 through 1995 population estimates for the City. Year to year changes in population are quite variable; falling by as much as 219 in 1983 to growing by 249 in 1990. These variations are unusual with most years adding between 80 to 130 people to the City's population. It should be noted that the estimates are largely based upon the City's residential building activity which historically has not been reported reliably.

Table 2

Share of Incorporated Population Selected Jackson County Cities				
Year	Phoenix	Medford	Talent	Ashland
1970	2.47%	54.58%	2.66%	23.68%
1975	2.47%	51.80%	3.69%	21.94%
1980	3.11%	53.28%	3.45%	20.06%
1985	3.19%	53.31%	3.64%	20.14%
1990	3.72%	53.91%	3.81%	18.89%
1995	3.55%	54.11%	4.45%	17.66%

Source: Rogue Valley Council of Governments (Population Forecast for 2015), June 1995

Table 3

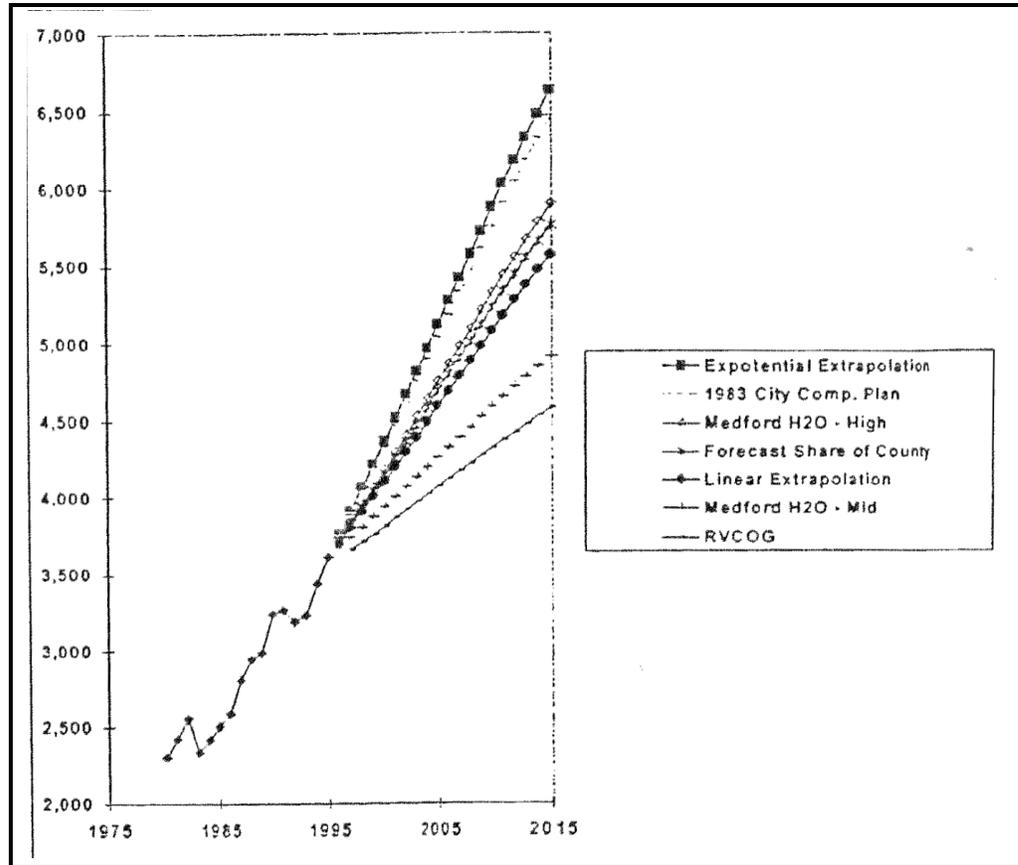
Population by Year		
Year	Population	Annual Growth
1980	2,309	
1981	2,431	122
1982	2,559	128
1983	2,340	-219
1984	2,425	85
1985	2,510	85
1986	2,590	80
1987	2,810	220
1988	2,950	140
1989	2,990	40
1990	3,239	249
1991	3,265	26
1992	3,190	-45
1993	3,230	40
1994	3,440	210
1995	3,615	175
Average Growth (1980 – 1995)		87

Source: Portland State University, Center for Population Research

Utilizing the data from the previous table and applying various forecasting techniques the City's year 2015 population varies from 4,630 to 6,631. Each of these forecast methods, in their own right, are valid. Graph 1 illustrates the various forecasts.

Graph 1

Various Population Forecasts



Source: Medford H20: Unpublished Figures
 RVCOG: Initial Population Forecast for 2015, June 95
 Phoenix Planning Office: all others

Age of the Population

The City's population, while growing in numbers, is also growing older. This trend is occurring in small and large towns, and throughout the nation as a consequence of the aging of the post-World War II "baby boom." The demographic trend is compounded within Jackson County by the immigration of older persons. The table below shows that the median age (equal number of people older and younger) has increased

Dramatically during the past decade for the City, Jackson County, and the State.

Table 4

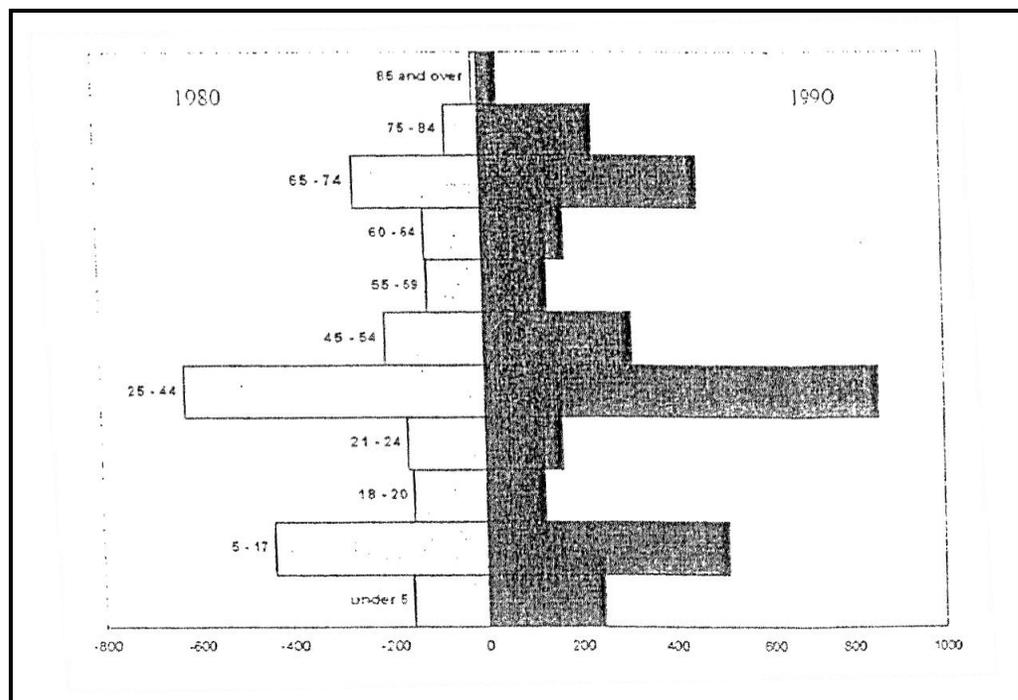
Median Age			
Year	Phoenix	Jackson County	Oregon
1980	31.4	31.1	30.2
1990	37.8	36.7	34.3

Source: U.S. Census

The distribution of the population by age group has also shifted upward. Graph 2 illustrates the distribution of population by age group and allows easy comparison between decades.

Graph 2

Population Distribution 1980 & 1990 by Age Group



Source: U.S. Census

The graph is a little deceiving. The distribution among age groups has changed little. In fact, the 25 to 64, under 5, and over 85 age groups have changed by less than one percent as a percentage of total population. Yes, the number of people in these age groups has grown but their relative share of the total population remains unchanged. The shifts are only significant when taken as a whole; people under and over 65. The older group now represents 7.6 percent more of the total population compared with those younger.

Phoenix has a higher percentage of persons 65 and older and this population group grew faster than in the County or State. In Jackson County the number of people aged 65 years and older increased between 1980 and 1990 from 12.6 to 16.2 percent of the population. The State figures for the same periods were 11.5 percent and 13.8 percent. In 1980 persons 65 and older within the City of Phoenix represented 15 percent of the population and grew by almost 8 percent to 23 percent by 1990.

Race and Hispanic Origin

The U.S. Census documents the racial and ethnic composition of the City's population. Comparisons between 1980 and 1990 reveal that fewer people of non-white race live in the City now than just 10 years earlier. White persons make up 96 percent of the total population compared to 89 percent in 1980. The numbers of people living in Phoenix with Hispanic origin has declined as well, falling from 200 in 1980 to 136 in 1990. The decline is significant but the relative number of people with Hispanic origin reveals even more; dropping from 8.7 percent in 1980 compared to just 4.2 percent in 1990.

Gender

Within the City, females outnumber males by roughly 200. The number of females as a percentage of total population is higher than for either Jackson County or the State. Slightly more than 53 percent of the population in the City was female. The ratio of females to males in Jackson County and Oregon is 51 percent to 49 percent.

Household Characteristics

Households, as that term is used by the U.S. Census Bureau, are the occupants of the City's housing units. Households are families, unrelated individuals living in the same dwelling, and one person households. Table 4 profiles Phoenix households by type. Two thirds of all households are families (related individuals). In fact, a little more than half of all households are families with children. That's striking compared to Medford where married couples with children make up just 23 percent

of all households. Roughly a third of all Phoenix households are composed of single persons, with just under half of these persons 65 years of age or older.

Table 5

Household Characteristics		
Household Type	1990	Percent of Total
Family Households	912	66.3%
Married Couples	723	52.6%
Male Householder	31	2.3%
Female Householder	158	11.5%
Non-Family Households	463	33.7%
Living Alone (inc. 65+)	378	27.5%
Householder 65 and older	217	15.8%
Source: U.S. Census		

Serving Growth

Population growth affects all City services. Consideration of these impacts within the population element provides a context for determination the desired 2016 population.

Typically, new development does not pay its way in terms of the demand for public services. That's especially true when residential development is considered. The cost of providing sewer, water, storm drain, transportation, police, fire, and other public services exceeds the tax revenue generated by development.

System development charges and utility fees, if set at levels consistent with the cost of system expansion and operation, can ensure that new development pays a higher proportion of its own way. Under State law these fees can only be applied to the cost of:

- 1) the expansion of sewer, water, storm drain, parks and transportation systems, and
- 2) the operation of sewer, water and transportation systems.

Police, fire, other functions of local government (including public education) are not eligible for funding through either

system development charges or utility fees. Consequently, these services often decline in the face of population growth.

The tax revenue decline relative to the demands created by growth is exacerbated by the fact that new development within the City does not increase the City's income. Only when developed Sands are annexed to the City does the tax base and thereby property tax revenues increase (i.e. contract annexation).

Public Facilities Issues

Water System

Key among the City's responsibilities is the provision of clean and ample potable water. The Phoenix Water Master Plan assumed a year 2016 population of 4,687. Based upon this assumption, "the maximum day demand (MDD) projected for the year 2016 is 1,184 gpm (gallons per minute). The average day demand (ADD) projected for the year 2016 is 553 gpm, which translates to about 893 acre-feet per year. On the basis of these projections, Phoenix's water rights" (1,000 acre-feet) "are adequate to serve the City beyond the Phoenix 2016 demands; this assumes that the 600 acre-foot storage water right under application will be granted. The final order for the water right is expected to occur within a year." (Phoenix Water Master Plan, 1996). With the approval of that application, the City could serve 5,184 persons.

The Water Master Plan found that existing storage would "serve up to a population of 4,000" people. Additionally, The 4,687 year 2016 Water Master Plan population forecast would nearly exhaust the existing water system's pumping capacity.

"The supply pump station is currently at its maximum 1,200-gpm capacity because of pressure limitations in the 12-inch PVC transmission main. To increase capacity of the pump station above 1,200-gpm capacity, the discharge piping would need to be upgraded. The capacity of the existing 1,200-gpm pumps could be increased to about 1,400 gpm by upgrading the existing 11,400 feet of 12-inch transmission piping with 16-inch piping." (Phoenix Water Master Plan, 1996)

While upgrading the existing transmission is an alternative. It is believed to be a poor second choice compared to the construction of a new intertie.

The preliminary route of the intertie is in the Bear Creek Green way. When and if this proposed water intertie is constructed, the intertie could provide a second water supply to Phoenix. This new source according to Phoenix Water Master Plan would provide redundancy and increase the reliability of the Phoenix water source. Population growth in excess of that assumed within the Phoenix Water Master Plan (4,687 in 2016) would necessitate that this new source of water be secured in advance of 2016 and serve as a supply instead redundancy to the existing supply as described within the water plan. It is likely that this change in function (from redundancy to providing for growth) would necessitate the City's assume greater responsibility for the construction of the intertie. The Phoenix Water Master Plan assigns only \$95,000 to the City's share of the new intertie construction cost.

"The distribution pump station does not have adequate capacity to meet year 2016 demands if this pump station is the sole water supply. If Phoenix is able to secure additional water supply through the Talent transmission main, upgrading the existing distribution pump station to 1,200 firm capacity gpm would not be a high priority. However, the pump station will need to be upgraded with higher head pumps if the proposed new distribution reservoir is constructed at a higher overflow than the existing distribution reservoir.

"The Amerman Pump Station does not have additional capacity for growth. This pump station currently serves just eight houses. Any additional growth in this service would require increasing the capacity of the pump station. The capacity at this pump station should be upgraded when actual growth occurs in this area.

"The existing storage will not be adequate to serve the year 2016 Phoenix storage needs. The existing storage is adequate to serve up to a population of approximately 4,000, projected to occur in the year 2004.

"The existing distribution reservoirs do not have adequate water surface elevation to serve the southwest area of Phoenix with pressures above 40 psi. Phoenix often receives complaints of low water pressure in this area. The existing distribution reservoirs have a total of 0.5 MG storage. To raise the service pressures in the entire City, a new reservoir with a higher water surface elevation is needed and the existing distribution reservoirs would be abandoned

The additional storage needed to meet year 2016 demands, assuming the distribution reservoirs are abandoned, is 0.80 MG. It is recommended that a new 1.0-MG reservoir be constructed at an overflow elevation of 1.670 feet to serve Phoenix. The 1.0-MG reservoir will increase the storage available in the distribution service level that is not dependent on the distribution pump station. This new reservoir will increase the overall service pressure in the Phoenix water system by about 15 psi.

"Phoenix has old asbestos cement pipes and polybutylene services that might develop leaks as a result of the increased service pressure. The existing asbestos cement pipes are Class 150, according to Phoenix records. Phoenix already has leakage problems with the polybutylene services at the existing service pressures. The leakage of polybutylene services could be expected to increase with the higher service pressures. It is recommended that Phoenix replace all the polybutylene services prior to increasing the service pressures.

"New pipelines are needed for the new distribution reservoir and new developments outside the existing water system grid. The areas east and west of the freeway are currently-interconnected with one 12-inch pipeline crossing under the freeway. A second freeway crossing is recommended to provide reliability and capacity to the water system. A second freeway crossing would allow the new distribution reservoir to adequately serve the areas west of the freeway." (Phoenix Water Master Plan, 1996).

The projected cost, excluding any significant cost for the construction of the new intertie and including other less significant system improvements, is approximately \$2,608,000 and are detailed within the Public Facilities Plan.

Sewage Collection System

A sewage collection system master plan is not available. Therefore, a detailed analysis of the implication of population growth is not available. It is recognized that both the North Phoenix Road and Dano Road industrial sites are unserved. Details of these projects which would serve these areas are included in the Public Facilities Element.

Setting aside the issue of sewage collection system capacity and focusing on the existing system is sobering. The system needs rehabilitation. Fifty year old cement pipes are nearing the end of their useful life. The monthly sewer utility fee won't cover the

cost of the job. Currently, the City's residents are not paying for the cost of past growth. The Public Facilities Plan identifies an annual short fall of approximately \$30,500 to replace existing cement mains.

Transportation System

The existing transportation system has numerous deficiencies. Most are related to substandard streets; those without bikeways and sidewalks. Only signalization projects along Bear Creek Drive and Main Street, and improvements to the 1-5 Interchange and Fern Valley Road are needed due to forecast traffic growth. The cost of these projects totals approximately \$3,000,000.

Like sewage collection utility charges, the City's existing transportation utility fee falls short of covering the cost of pavement maintenance. The Public Facilities Plan identifies an annual short fall of approximately \$28,500 for pavement management on existing City streets.

Paying for Growth

The City's financial burden for the maintenance and improvement of its public facilities is great. Ensuring that these improvements are completed at the time or before development occurs is crucial to maintaining a stable and predictable development environment. Other Jackson County communities have witnessed the disruptions associated with their failure to plan for growth. Jacksonville, Gold Hill, Rogue River, Shady Cove, and Southwest Medford have resorted to moratoriums and limited service districts to win the time required to supply needed infrastructure.

Identifying needed projects and ensuring a long term strategy for their construction is key to sustained and planned community development. The largest obstacle is money.

Grants, loans, system development charges, bonds, and special levies are the most common source for system expansion. Utility fees, bonds, and special levies are used for small and large maintenance needs. But the basic question is "how realistic is it to assume that these sources will be available when needed to finance the ongoing maintenance and improvement needs plus the growth supporting public facility improvements?"

Federal transportation planning law deals with this question by requiring that regional transportation plans be financially

constrained. Only existing revenues plus new sources which are reasonably secure (i.e. sources which are approved and will become effective during the planning period, or those embodied within pending legislation that are reasonably assured of passage) can be utilized. In that way planned improvements are likely to be constructed and are not simply "pipe dreams."

It is only through consistent application of public policy will community development occur in a planned and responsible manner; where those who benefit pay for the cost of growth. Using financial constraint is an important ingredient to achieving this goal.

Like consideration must be given to basic community objectives; diversifying employment opportunities, providing for housing, creating a dynamic business district, and increasing the tax base. These issues take place, however, in a regional setting. Business owners select sites based upon costs and benefits. Residential developers build houses and apartments where they can secure a profit from their efforts. Households buy or rent housing based upon its cost, location, neighborhood, and quality of schools.

City fees are a part of the bottom line. High fees in one community may be enough for people to choose another community where the fees may not exist or are lower. Consequently, the City's ability to achieve one set of objectives are directly influenced by fiscal realities. The role of the City within the regional economy and housing market will be determined as a result.

2016 Population

The City's future population, like in the past, will be largely influenced by Emigration. Emigration is a term to describe people who relocate to Phoenix from another Oregon location or from another state. Consequently, the debate about population should be focused on; the impacts new comers have on the community, the community's ability to manage the influx, and the capacities and condition of the various public facilities and services.

Ninety-two percent of the City's population growth between 1980 and 1990 came in the form of Emigration. The balance can be attributed to the dynamics of births and deaths among the resident population.

A key measures of how well or poorly the City has managed the new residents is to consider the community's well-being now compared to 1980 or even 1985.

Rate the City.
Put a mark on the right of the adjacent column next to each question for positive improvements during the past decade and on the left for declines.

- 
- 1) Do residents have a greater sense of community,
 - 2) Are parents more active in their children's schools,
 - 3) Are service clubs attracting new members,
 - 4) Do people feel safer in their neighborhoods and homes,
 - 5) Is local government more or less responsive to the needs of the community,
 - 6) Has the quality and quantity of public facilities and services improved,
 - 7) Are homes and neighborhoods maintained and attractive,
 - 8) Do people know fewer or more of their neighbors, and
 - 9) Are people active in civic affairs?
 - 10) _____(your choice).

What's the verdict? Is Phoenix a better or worst place to live than in the past?

Without Emigration the City's population would grow by fewer than 100 people during the next twenty years. That limited amount of growth would clearly frustrate efforts to improve the diversity, quality, and quantity of housing, employment, shopping, business growth, and personal services within the City. Furthermore, as a part of a regional economy and regional economy and housing market the City must be prepared to meet its share of regional growth.

It is similarly irresponsible for the City to allow growth to outstrip its ability to provide services. Can the City finance the needed improvements to support future growth; at a low rate of growth, a moderate pace, or at rates far in excess of historical levels?

Considering all these questions for which answers are diverse, and facts are few leads us to the final question; what should the City's planned population be in the year 2016? Using the Emigration of the 1980's as a measure, which rate of growth will best serve the community?

- 1) Roughly half the rate of immigration experienced during the 1980's to 1990's4,000
- 2) Roughly equal to the rate of immigration of the 80's4,850
- 3) One and one-half times the rate of Immigration5,700
- 4) At twice the 1980 to 1990 immigration rate.....6,550.

The above described range appears reasonable. Few would advocate slower or higher rates of growth than are shown above. But a number, a somewhat arbitrary number is needed. Otherwise, planning and constructing sewer, water, transportation, and storm drainage systems and providing for the health, safety and welfare of the City would be impossible.

The Council, in September 1996, agreed that 5,250 be adopted as the 2016 planned population. The figure is higher than specified in the Phoenix Water Master Plan. Therefore, improvements to that system must occur at a faster rate than would be required at slower population growth rate. In fact, improvements to the water system will need to occur at roughly 1.5 times the rate anticipated in the Water Master Plan. The policy section of the element includes recommended policies which address this concern.

This forecast falls roughly in the middle of a variety of forecasting methods (see Graph 1). The City's desire to facilitate City Center redevelopment and business park development in the vicinity of Dano Drive give further support for quickening the pace of development. It is crucial that these various objectives be integrated and coordinated. Extensive residential development without supporting commercial / industrial development will weaken the City's sense of place.

Goals & Policies

Goal 1

Plan, design, and implement programs, plans and projects which will support a year 2016 population of 5,250.

Policy 1A

Base public policy decisions including land use, financial, infrastructure, and City services, on achieving Goal 1.

Policy 1B

Reconsider the population figure in Goal 1 on a periodic basis, and at a minimum every three years, in light of the City's success (or lack thereof) in achieving the broader objective of providing the full spectrum of services, facilities, employment, commercial and industrial development.

Policy 1C

Failure of the City to maintain and expand the City's infrastructure at levels which will support development at rates specified in Goal 1 shall be considered by the City as a land use action. Public notice and hearings shall be provided and consequences identified. Supporting actions by the Council may include; creation of limited service districts, moratoriums, and other land use controls which limit or otherwise conserve remaining infrastructure capacities.