

City of Phoenix
Heart of the Rogue Valley



Comprehensive Plan

LAND USE ELEMENT

As Amended

March 8, 1998 (Ordinance No. 788)

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CITY OF PHOENIX LAND USE ELEMENT

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Summary

Land development in the state of Oregon is intended to be deliberate and coordinated in such a way so as to achieve other statewide land development (and conservation) objectives. In fact, the second goal of Oregon's statewide planning goals is "Land Use Planning." This Land Use Element, which is but one part of the City's Comprehensive Plan, has been prepared, reviewed, and adopted by the City of Phoenix in substantial, if partial, fulfillment of the requirements established by OAR 660-015-0000(2). Among other things, this section of Oregon's Administrative Rules states that,

All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal [...]."

This Element should be understood in the context of the other Elements which constitute the City's Comprehensive Plan, among them its recently adopted Housing, Economic, and Parks and Recreation Elements and its Transportation System Plan. These elements provide the assumptions that inform the conclusions reached within this Land Use Element. In essence, the Land Use Element both relies on and implements other Comprehensive Plan elements. This Land Use Element also provides the basis for the Urbanization Element, which establishes the City's Urban Growth Boundary.

Aside from merely satisfying regulatory and statutory requirements, the Land Use Element describes the desired future land development pattern within the City's Urban Growth Boundary over the next 20 years. It identifies locations that may be more suitable for certain types of development based on community preferences, the capacity of urban infrastructure and services necessary to achieve the desired development pattern, and the limitations imposed by natural and other factors that constrain the development of certain types of urban land uses in certain places. For example, a community may desire neighborhoods that enable residents to quickly and conveniently travel to shopping, educational, entertainment, and other destinations. Such a community preference would suggest that residential land uses should be located in close proximity to commercial, public, and recreational land uses. Likewise, a community may desire to separate commercial and industrial activities that generate undesirable off sight impacts (for example noise, intrusive light, and atmospheric pollution) from those same residential neighborhoods. A community may wish to avoid the development of an oil refinery next door to an elementary school, for example.

In order to achieve these community development preferences, the Element includes policies which are intended to implement those desires. The questions that the Land Use Element answers are these:

1. How much urban land will be needed to achieve community objectives?
2. What is the ideal arrangement or distribution of different types of development throughout the City to achieve community objectives?

What follows endeavors to answer these questions and, in short, finds that

1. City of Phoenix has experienced development across all land use categories of since the last Land Use Element was adopted in 1998, and the implications of this growth for its future are significant.
2. Development has slowed, which is as much the result of external market forces (for example, the Great Recession at the end of the first decade of the 21st Century), as it is an ever-diminishing supply of developable land.

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3. The City of Phoenix has all but exhausted its supply of readily developable residential-designated land. There is developable residential land on the south side of Camp Baker Road and east of I-5 and south of the Phoenix Hills subdivision. But this land has been in the City's Urban Growth Boundary since it was originally designated in 1982 and yet none of it has developed to urban densities.
4. Phoenix's supply of employment land is also critically low. Although Phoenix does have nearly 40 acres of Interchange Business-designated developable land, it only has 5.14 acres of developable City Center and nearly 11 acres of Commercial-designated land. The Commercial-designated land consists of smaller parcels, many of which fall under the one acre minimum needed for many modern service and retail commercial development types. Phoenix does not currently possess any readily developable industrial-designated land.
5. Nearly 32% of Phoenix's UGB is dedicated to public and institutional uses and wildlands and open space including the Bear Creek Greenway and municipal parks; schools; municipal offices and operations facilities; and transportation infrastructure. Of these uses, the most prevalent by far, is "Roads" which consume almost 226 acres or nearly 20% of the total area within Phoenix's Urban Growth Boundary (nearly as much land as is devoted to employment lands). Much of this is attributable to the presence of I-5 and the Fern Valley Interchange.

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Existing Land Uses and Development Patterns

The land use planning system in this state relies heavily on “Urban Growth Boundaries” to define areas where land should be “urbanized” and where it should remain in agricultural and forest uses (together known as “Resource” uses) and natural lands. Within Urban Growth Boundaries, cities designate certain urban lands for certain uses through their comprehensive plans. The Urban Growth Boundary is comprised of urban lands that have been deliberately designated in order to achieve community development goals. Phoenix’s current land uses have remained relatively unchanged since its Urban Growth Boundary was first established in 1984, and its Urban Growth Boundary during that time has not substantially changed either.

With an imbalance between residential and employment land uses that favors residential development, the City of Phoenix could be described a “bedroom community.” The 97535 zip code, which includes much of the City limits and some unincorporated lands within and outside of its UGB, contains 2.2% of Jackson County’s population but only 1.6% of County employment. Historically, roughly 45% of the City’s land has been dedicated to residential development, while only a little more than half of that (roughly 25%) is dedicated to commercial and industrial (i.e. “Employment) development.

City Center is Phoenix’s only mixed-use comprehensive designation that permits residential uses and employment uses, but only when residential is located above or behind permitted commercial uses. There have been discussions about extending the City Center Plan designation and implementing City Center north and/or south, to allow more mixed-use development near existing jobs and services. Likewise, other development formats such as live/work may offer innovative responses to the evolving needs of residents and small-scale businesses. Such changes could help the City to achieve its objectives regarding an economically resilient and efficient development pattern.

Table 1 depicts the distribution of land uses as designated by the Comprehensive Plan. It also provides a comparison between this distribution in 1998 and 2019. Exact comparisons are not possible due to differences in inventory methods (mostly due to discrepancies in cadastral data maintained by Jackson County and the application of Geospatial Information Science technology), but the differences between 1998 and 2019 inventories are insignificant (a difference of only 4 total acres across the City’s entire 1,087 acre Urban Growth Boundary). For the most part, there were only minor changes in the percentages of the various designations from 1998 to 2019. There are, however, several notable changes:

- The total area designated for “Low Density Residential” declined from nearly 263 acres in 1998 to a little more than 243 acres in 2019. Although inconsistencies in data may explain some of this difference, all other residential designations were very consistent between 1998 and 2019. The best explanation for the loss of residential land is likely the conversion of residential-designated land to roads.
- Similarly, Interchange Business-designated land shrank by 13.5 acres between 1998 and 2019. Again, road construction and associated designation of former Interchange Business lands as “Road” explains most of this apparent inconsistency.
- The “Roads” category gained the most land as its total area expanded from almost 160 acres in 1998 to almost 214 acres by 2019. This is consistent with the conclusion that I-B and Low Density

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Residential lost land to roads. The “Railroad” designation lost land (likely the result of corrected errors).

Overall, land use designations have remained very stable over the 36 years since the City first established an Urban Growth Boundary. Although there have been slight shifts between categories of urban land, land use distribution remained relatively unchanged between 1998 and 2019.

Plan Designation Sub Category	Total Acres 1998	% of Total UGB Acres 1998	Total Acres 2019	% of Total UGB Acres 2019	Difference 1998- 2019
Residential					
Low Density Residential	262.9	24.3%	243.2	22.4%	-19.7
Medium Density Residential	34	3.1%	33.0	3.0%	-1.0
High Density Residential	98.9	9.1%	102.7	9.4%	3.8
Residential Employment	4.3	0.4%	3.7	0.3%	-0.6
Residential Hillside	92.6	8.5%	90.5	8.3%	-2.1
	492.7	45.5%	473.1	43.5%	-19.6
Employment					
Commercial	91.2	8.4%	66.2	6.1%	-25.0
Interchange Business	139	12.8%	125.5	11.5%	-13.5
City Center	0	0.0%	23.8	2.2%	23.8
Industrial	54.1	5.0%	51.7	4.8%	-2.4
	284.3	26.2%	267.2	24.6%	-17.1
Parks, Recreation & Open Space					
Parks and Open Space	45.5	4.2%	44.7	4.1%	-0.8
Bear Creek Greenway	39.9	3.7%	42.6	3.9%	2.7
	85.4	7.9%	87.3	8.0%	1.9
Infrastructure					
Railroad	29.8	2.8%	11.9	1.1%	-17.9
Road	159.2	14.7%	213.8	19.7%	54.6
	189	17.4%	225.7	20.8%	36.7
Institutional					
Public	2.1	0.2%	4.6	0.4%	2.5
Schools	30	2.8%	29.6	2.7%	-0.4
	32.1	3.0%	34.2	3.1%	2.1
Total	1,083.50		1,087.46		4.0

Table 1: Distribution of land by Comprehensive Plan Designation, 1998 and 2019
2019 data generated by RVCOG using GIS, analysis by Red Arrow PDR LLC

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Comparing the areas of various “broad” land use categories which combine individual subcategories, Figure 1 shows that in 2019 and 1998 the amount of urban land (land within the City’s UGB that has a comprehensive plan designation) is roughly 222 acres/1,000 people¹, or nearly a quarter acre of urban land for each resident of the City of Phoenix.

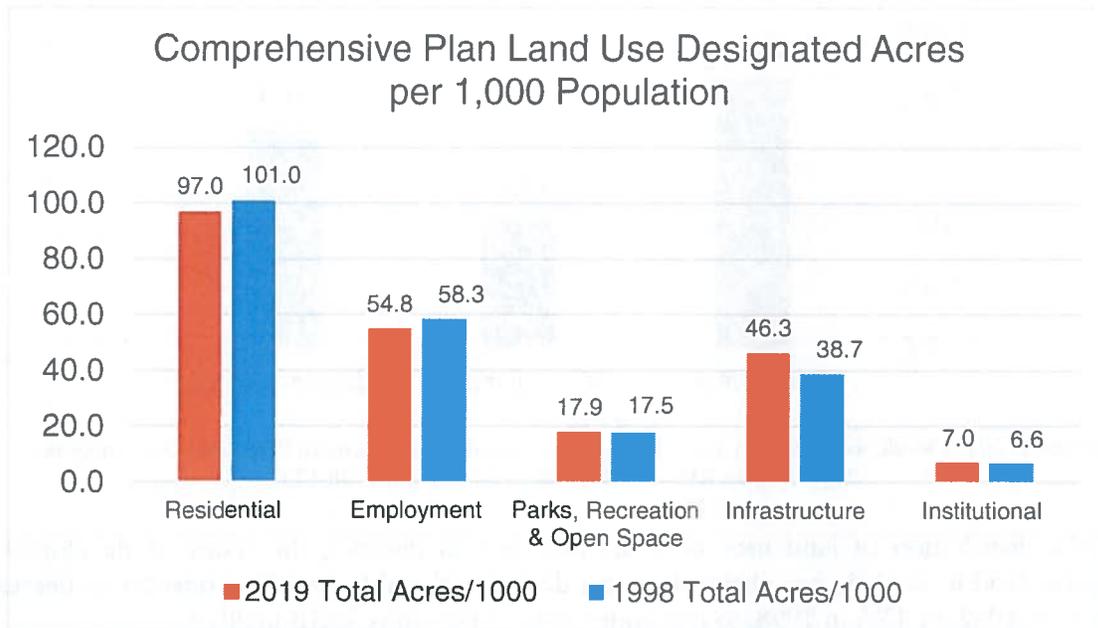


Figure 1: Urban land/1,000 population, 1998 and 2019
2019 Data by RVCOG, analysis by Red Arrow PDR LLC

Of course not all of the land accounted for in Figure 1 has been developed at urban densities and intensities. Using the City’s Employment and Residential Buildable Lands Inventories, Figure 2 shows that there are roughly 86 acres of developed urban (and otherwise unbuildable) residential land for every 1,000 residents; nearly 43 acres of developed urban Employment land for every 1,000 residents; and roughly 71 acres of Public and Institutional land for every 1,000 residents (this category includes all “public” and quasi-public land like parks, schools, roads, and publicly owned properties). For every 1,000 residents of the City of Phoenix, there are currently approximately 200 acres of developed urban land. These ratios are generally consistent with other communities in the Rogue Valley. It should be noted that based on observed developed land, 35% of developed urban lands are Public and Institutional.

¹ Based on PSU projected 2019 population of 4,879; includes all land in current UGB covering approximately 1,089 acres (2019) and 1,083 acres (1998)

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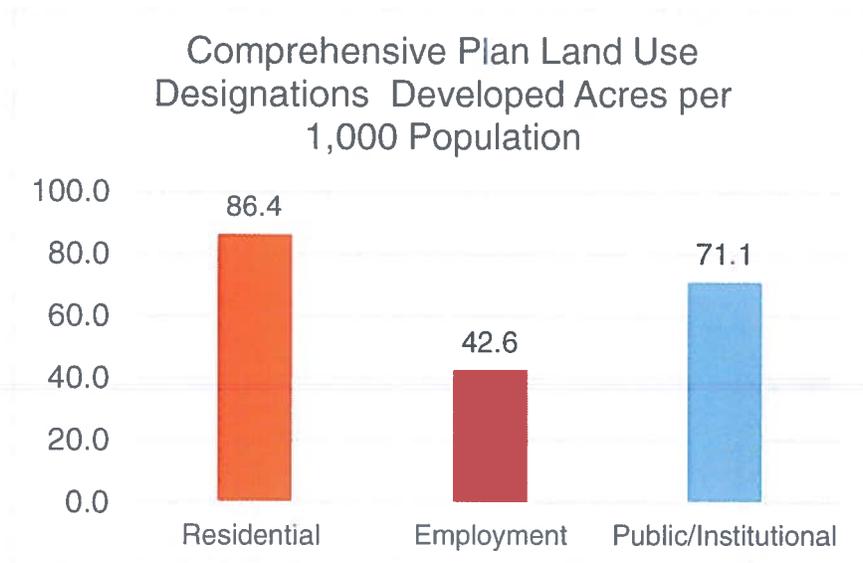
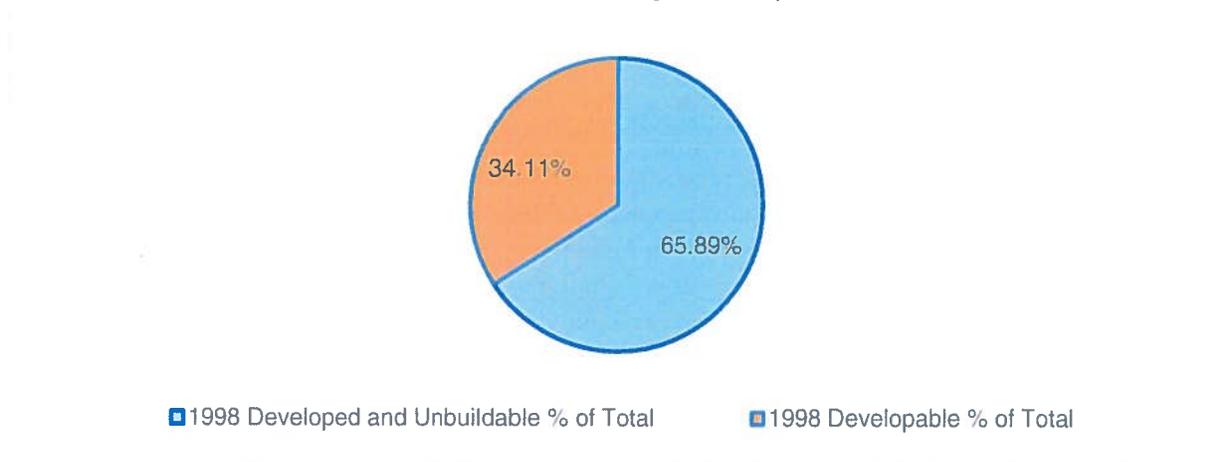


Figure 2: 2019 Developed Acres per 1,000 Residents by Broad Comprehensive Plan Land Use Categories
2019 Data by RVCOG, analysis by Red Arrow PDR LLC

Unlike the distribution of land uses over the past several decades, the status of developed and developable land in the City has changed a great deal. Developable land has consistently decreased, from 46% in 1982, to 43% in 1998, to just under 10% of the entire UGB in 2019.

1998 Distribution of Land by Development Status



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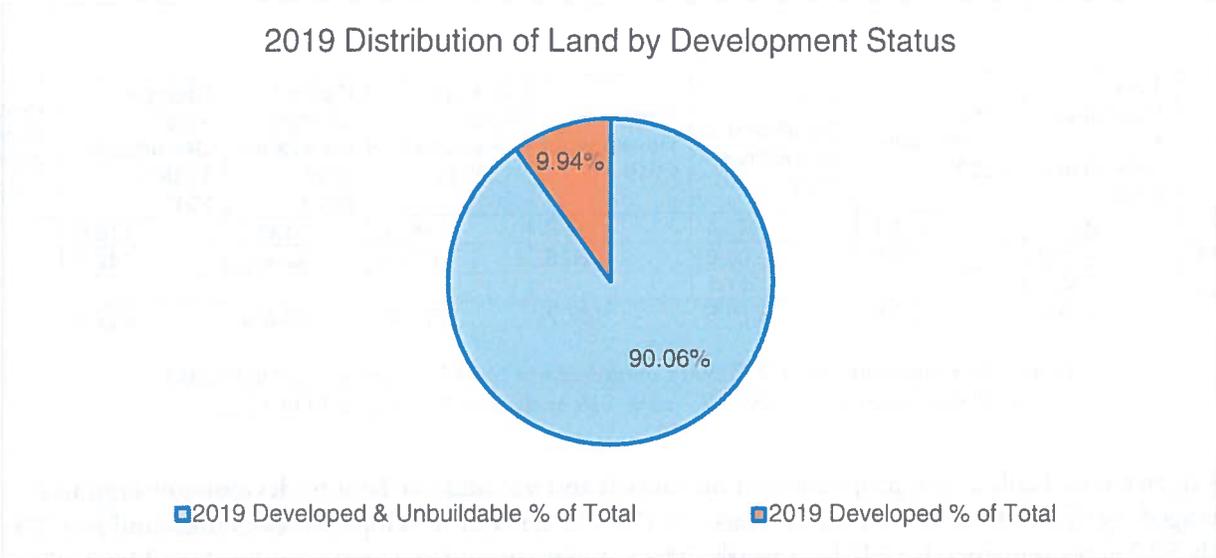


Figure 3: Change in Development Status of Land by Broad Category
2016 Residential and Employment BLIs, analysis by Red Arrow PDR LLC

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Land Use Category	Total Developed & Unbuildable 1998	Total Developable 1998*	Total Developed & Unbuildable 2019	Total Developable 2019	Change Total Developed 1998 to 2019	Percent Change Developed 1998 - 2019	Change Total Developable 1998 to 2019	Percent Change Developable 1998 - 2019
Residential	321.6	171.1	421.4	52.2	99.8	31.0%	-118.9	-69.5%
Employment	85.8	198.5	208.0	55.6	122.2	142.4%	-142.9	-72.0%
Public/Inst	306.5		347.1					
Totals	713.9	369.6	976.5	107.7	221.9	36.8%	-261.9	-70.8%

Table 2: Development Status by Broad Comprehensive Land Use Category, 1998 to 2019
 2019 data generated by RVCOG using GIS, analysis by Red Arrow PDR LLC

As depicted in Table 2, the proportion of developed and unbuildable land to developable land has changed significantly over the past 21 years. Of the 170 acres of developable residential land in 1998, only 52.2 acres remained by 2019—a nearly 70% conversion of developable to developed land. The same is true for employment land: between 1998 and 2019, 72% of Phoenix’s nearly 200 developable employment land acres were developed leaving only 55.6 acres (this does not include “redevelopment” land identified in the Employment Buildable Lands Inventory).

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Plan Designations

The City of Phoenix utilizes the following Comprehensive Plan Designations and associated implementing zones shown in Table 3. Currently, the City uses five designations for residential lands; three designations for commercial and mixed use; one designation for industrial uses; and six designations for special uses like the “Bear Creek Greenway” and “Railroads.” The plan designations are intended to achieve particular community development objectives. Each designation is unique, with its own goals, objectives and desired outcomes. The Land Development Code (LDC) implements the designations, albeit in a format suitable for day to day administration of the City’s urban land use management program. All standards and requirements in the LDC must be consistent with the Comprehensive Plan.

Table 3. Plan Designation and Implementing Zones

Plan Designation	Implementing Zone(s)
Residential	
Low Density Residential	R-1 Low Density Residential
Medium Density Residential	R-2 Medium Density Residential
High Density Residential	R-3 High Density Residential
Residential Hillside	R-1 Low Density Residential
Residential Employment	R-2 Medium Density Residential
Commercial/Mixed Use	
City Center	C-C City Center
Commercial	C-H Commercial Highway
Interchange Business	C-H Commercial Highway
Industrial	
Industrial	L-I Light Industrial
	G-I General Industrial
Other	
Bear Creek Greenway	BCG Bear Creek Greenway
Park & Open Space	None/Any
Public	None/Any
Railroad	None/Any
Schools	None/Any
Road	None/Any

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Residential

Phoenix has four main residential comprehensive plan designations, and one additional designation that is relatively limited both in terms of its coverage and its importance in implementing the community’s land use goals and policies. They are summarized in the following table which compares each designation over the past 20 years. Although it appears that approximately 19 acres of residential land have been lost over that period, this difference can largely be attributed to actual conversion of residential lands to other land use designations (especially “Roads”) and differences in measuring area more accurately using a geographic information science (GIS).

Other than this difference, types of housing development have remained relatively stable over the last 20 years resulting in a housing inventory that is predominantly (around 75%) lower density, single-family detached housing. The Housing Element proposes to shift future residential development to a more balanced split between lower density, medium density, and higher density housing types (2017 Housing Needs Analysis, p. 47).

Plan Designation Sub Category Residential	Gross Acres 1998	% of Total UGB Acres 1998	Gross Acres 2019	% of Total UGB Acres 2019	Difference 1998-2019
Low Density Residential	262.9	24.3%	242.9	22.7%	-20
Medium Density Residential	34	3.1%	31.7	3.0%	-2.3
High Density Residential	98.9	9.1%	103.4	9.7%	4.5
Residential Employment	4.3	0.4%	3.1	0.3%	-1.2
Residential Hillside	92.6	8.5%	92.5	8.6%	-0.1
Subtotal 1998	492.7		473.6		-19.1

Table 4: Residential Lands by Comprehensive Plan Designation, 1998 – 2019
2019 Data by RVCOG, analysis by Red Arrow PDR LLC

Based on current population forecasts by the Portland State University Population Research Center (the forecast that all communities must use for planning purposes according to state law), Phoenix will need to be able to accommodate another 902 people, or 399 households by the year 2039. This will require that between approximately 25 to 35 acres of residential land in the Low Density and High Density comprehensive plan designations or some combination of Low Density, Medium Density, and High Density designations in accordance with the goals of applicable Comprehensive Plan elements and community preferences. Residential development in unincorporated portions of the City’s current UGB and any portions of its Urban Reserves Areas that are brought into its UGB in the future must meet a minimum overall density of 6.6 dwelling units/acre or approximately 8.25 dwelling units/net acre during over the next 20 years. Meeting this density may require balancing of the three residential comprehensive plan designations by shifting some units from Low Density to Medium or High Density.

Although it may not be readily apparent upon cursory inspection, Phoenix’s residential development has become denser over time. As the 1998 Land Use Element observed,

“In the 1980’s the typical dwelling unit (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

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and 1995 show that the size of the typical lot has fallen to 0.20 (8,170) and 0.15 (6,535 square feet) acres, respectively.”

Market forces provide developers an economic incentive to construct more homes on the same amount of land than they did in the past thus encouraging more efficient use of the City’s residential-designated lands. But the overall supply of residential land has nevertheless been reduced greatly since it was last inventoried. According to the Residential Buildable Lands Inventory (RBLI) completed in 2016, 52.2 acres of developable residential land remained within the City’s UGB, representing a loss of nearly 120 acres or 70% of the developable residential land that existed in 1998. Most of that land was developed, and a small portion of it was determined to be unbuildable by the 2016 RBLI due to various site development (for example, steep slopes, existing development including public infrastructure like roads) and regulatory constraints (for example, Special Flood Hazard Areas).

Low Density Residential

These lands are typical of residential development at lower suburban densities—on average 4.9 dwelling units/net acre or 3.7 dwelling units/gross acre. The predominant residential development type, Low Density Residential, is found throughout the City. The Development Code currently requires a minimum project density of 5.5 units per net acre, with a maximum of eight or approximately 4 to 6 dwellings per gross acre. An exception to this general rule occurs on lands at the southwest edge of urban growth boundary and within the Hilsinger Overlay zone where lots may be as large as 16,000 square feet, yielding a density of 2.72 dwellings per net acre or 2 dwelling units per gross acre. It should be noted that this is far from the minimum residential density 6.6 dwellings per gross acre as required by the Regional Plan for land that was outside of the City’s jurisdictional boundary but within the City’s UGB when the Regional Plan was adopted in 2012.

Recent amendments of the Phoenix Land Development Code allow for the development of different types of residential buildings in all residential zones. For example, a quadplex could be built on a Low Density Residential property that is zoned R-1, Low Density Residential provided that the number of dwelling units was consistent with minimum and maximum densities established in the Land Development Code. While this revision allows for different housing types to be constructed within the same low density residential zone, it will not increase overall density because maximum densities are capped on a per unit basis. In other words, one could hypothetically construct a maximum of six single-family detached homes on an acre of land (including necessary right-of-way and other dedications of land for public purposes) or one could build a quadplex and a duplex on that same unit of land. That acre of land will still only yield a total of 6 dwelling units in either case. Allowing different housing types to be constructed in different residential zones is important for enabling the development of housing types that tend to be more affordable to households at more income levels and allows for households with different housing needs and preferences to be neighbors, but it will not help Phoenix to meet required minimum residential densities.

As demonstrated by Table 4, land designated for Low Density Residential development has remained relatively stable over the last twenty years: it represents around 22-24% of the total acreage within the UGB, currently a little under 243 acres. As mentioned previously, this land use designation has lost a little less than 10% of its total area since 1998. Conversion of Low Density Residential to Road and other Comprehensive Plan designations is likely the primary reason for this. Inaccuracies in data and different analytical methods likely account for a significant but smaller part of this loss.

Medium Density Residential

Medium density residential lands are characterized by residential development at moderate densities, with current standards dictating a range of 8 to 30 units per net acre, or approximately 6 to 22.5

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dwelling per gross acre. Townhouses (single family attached housing) is a common housing type at these densities, and one that is extremely rare in Phoenix. This moderate density housing type allows for rental and homeowner opportunities.

Single family detached dwellings may be permitted in the R-2 zone provided the density standards are met. This could enable development of small single family detached units in “cottage clusters.” The recent Development Code amendments will allow both smaller lots than allowed in the R-1 zone, which could encourage the construction of more affordable owner-occupied homes. Attached units, duplexes and triplexes, and even multifamily development may all be considered on their own or combined as part of a larger project.

Most Medium Density/R-2 lands are located on the west side of the City, and (mostly) in close proximity to services, recreational facilities, schools, and other common destinations. According to the Housing Needs Analysis that provides the technical basis for the recently updated Housing Element, approximately 63 additional homes built at this density will be needed during the 20-year planning period between 2019 and 2039. According to the Residential Buildable Lands Inventory and Housing Element, this need could be met within the City’s current Urban Growth Boundary with its current comprehensive plan land use designations. However, in order to meet the minimum residential density requirements of the Regional Plan, and to encourage development of a wider range of housing options, it may be wise for the City to replace some of its future need for Low Density Residential land with Medium Density Residential land. Such a policy would be consistent with the City’s stated intention of shifting housing production away from its historical focus on single family detached homes and toward a greater variety of housing options.

High Density Residential

High density residential lands are characterized by attached units typically consisting of triplexes, fourplexes, and multifamily buildings developed in complexes. Densities are allowed to be quite high, but multi-family development in this region is typically developed at lower densities. The Housing Needs Analysis completed in 2017 found multifamily development in Phoenix average 22.8 units per net acre, approximately 17 to 18 units per gross acre. These densities can easily be realized through townhomes, triplexes, quadplexes, cottage clusters, and smaller garden apartment-style developments—collectively known as middle housing.

The minimum density in the implementing R-3 zone is 12 units per net acre; there is no maximum density. There is also no maximum height. Development requirements such as maximum lot coverage, stormwater detention/treatment, off-street parking and landscaping will limit the total development potential of a site. Market forces will also dictate that no project will be supported if its size or scale results in prices that the local market will not bear.

Residential Hillside

These areas include moderately to steeply sloping hillsides within the urban growth boundary. They are characterized, when not developed, by open oak savannah.

Development on sloped lands can be significantly more expensive for both developers and the public entities responsible for constructing and maintaining infrastructure. Buildings often require specially engineered foundation systems that add considerable expense to construction. For municipalities and other infrastructure providers, construction and installation of new roads and utilities is much more difficult and can require additional right-of-way when traversing slopes. Residential Hillside lands with slopes that exceed 25 percent are considered unbuildable for purposes of the City’s buildable lands inventory (see 2016 Land Use Inventory, p. 17).

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Not surprisingly, Residential Hillside lands are developed at much lower densities than other residential-designated land. The Housing Needs Analysis states that

“Land with slopes of 15-20% developed at an average density of 3.9 dwelling units per net acre (or 80% of average density) and 3.2 dwelling units per acre (or 65% of the average density) on land with slopes 21-25%.” (Phoenix Housing Needs Analysis, 2017, p. 16)

Of all the residential lands in its UGB, Residential Hillside has the most development potential with 51.3 acres of “vacant” and 14.8 acres of “partially vacant” development land. Together, these nearly 66 acres would seem to provide significant opportunities for residential development within the City’s current Urban Growth Boundary. However, roughly 47 acres of Residential Hillside land were found to have slopes greater than 25% and therefore considered to be “unbuildable.”

With its low development densities, the remaining land can only support 3.9 dwellings per net acre or approximately 3.12 dwellings per gross acre on land with slopes of 15-20%, and only 3.2 dwellings per net acre or approximately 2.56 dwellings per gross acre on land with slopes of 21-25%. These densities are well below the minimum of 6.6 dwellings per acre that would be required of development on these lands, and compliance with minimum committed residential densities would be challenging and require that losses in density are offset by higher densities elsewhere in the unincorporated portions of the Urban Growth Boundary and/or within current city limits.

The RBLI accounts for these lower average development densities observed for both categories of sloped constrained land by discounting the total amount of developable land in each slope category at a rate of 20% and 35%. Applying these factors, the RBLI determined that there are 9.97 acres of developable residential land with slopes between 15-20% (12.46 acres including land discounted by 20% due to constraints) and 2.28 acres of developable residential land with slopes between 21-25% (3.51 acres including land discounted by 35% due to constraints). Developed at a minimum density of 6.6 units/acre these lands would accommodate nearly 81 homes. It is important to understand, however, that this development potential is purely theoretical and does not address actual development challenges posed by hillside development. In reality, these lands are unlikely to accommodate this many units. Developed at observed, empirical densities, these lands would yield 44-48 dwellings. It is, therefore, recommended that the City consider removal of these undeveloped hillside lands from its Urban Growth Boundary, because their development will not comply with the requirements of the City’s own Comprehensive Plan Regional Plan Element and, at least in many instances, may not be feasible due to actual development constraints (in particular the provision of public infrastructure sufficient to support development at urban densities). This development capacity could be shifted to land in Urban Reserve Areas, particularly PH-10 and PH-5, that is much more suitable for development at urban densities.

Residential Employment

See below in Employment Land.

Employment Land

Employment lands include those used for commercial and industrial business activities. Phoenix provides for four such classifications, summarized in the following table:

Plan Designation	Gross Acres	% of Total UGB	Gross Acres	% of Total UGB	Difference
	1998	Acres 1998	2019	Acres 2019	
					1998-2019

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Sub Category

Employment

Commercial	91.2	8.4%		0.0%	-91.2
Interchange Business	139	12.8%	188.4	17.6%	49.4
City Center	0	0.0%	23.9	2.2%	23.9
Industrial	54.1	5.0%	51.3	4.8%	-2.8
Subtotal 1998	284.3		263.6		-20.7

Table 5: Residential Lands by Comprehensive Plan Designation, 1998 – 2019
2019 Data by RVCOG, analysis by Red Arrow PDR LLC

Total acreages for employment land, both commercial and industrial, have changed little since the Land Use Element was last updated in 1998. This can be attributed to the fact that the City’s Urban Growth Boundary has not been modified since it was originally established in 1984 and that very few comprehensive plan amendments have affected a significant net loss or gain in employment land. According to its recently updated Economic Element, Phoenix has a total of nearly 56 acres of employment land that could be developed for commercial uses. The vast majority of this land, nearly 40 acres or 71% of total developable employment land, is located adjacent to or in the immediate vicinity of the Fern Valley Interchange (Exit 24) and is designated as Interchange Business or I-B. The City has no remaining developable land designated for industrial development under the General Industrial classification.

City Center District

The City Center District was added to the two existing commercial comprehensive plan designations in 2002 with the adoption of the City Center Comprehensive Plan Element (Ordinance Number 826, October 7, 2002), and is intended to facilitate the revitalization and redevelopment of the City’s historic downtown. Many of implementation actions contemplated by the Element have been completed through the efforts of the Phoenix Urban Renewal Agency, including the completion in 2018 of the City’s first public community events facility and nearby infrastructure improvements and redevelopment activities. This addition accounts for the loss of land with the “Commercial” designation since Land Use Element was updated last in 1998.

City Center 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 limited to the area surrounding the two-way couplet of Bear Creek Drive and Main Street, but discussions have considered the possibility of extending the district north to at least Bolz Road and possibly south as well.

The City and its Urban Renewal Agency have made significant investments in this area with the recent completion of a civic center and the assembly and site preparation of adjacent land. Businesses located on City Center designated lands represent a range of enterprises ranging from national chain restaurants to local artisan food and specialty goods production and sales.

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Of the four employment land designations, City Center has the smallest land mass and relatively little vacant development land (only 2.70 acres).

Commercial

With the creation of the City Center District, Commercial lands are now concentrated along the OR-99 corridor at the north and south ends of the City Center District. Commercial-designated lands at the south end of town are dominated by a cluster of auto-oriented businesses that include several auto repair shops and a world renown restorer of classic Porsches. Businesses on the east side of OR-99 in this vicinity are also relatively intense and include a well-known electrical contractor, landscape supply business, and an innovative mixed commercial/light industrial development that is under construction. At the north end of the City, a variety of local and national retailers and restaurants predominate. These include a new Rite Aid pharmacy, Circle K fueling station and convenience store with coffee kiosk, local grocery store, and motel.

The Highway Commercial land use designation is commonly used to implement this comprehensive plan designation, in large part to enable the City to manage off site impacts associated with more intensive commercial operations and to ensure optimal compatibility with surrounding residential uses. Automobile and freight delivery access is of primary importance for many of these businesses, so the City must take steps to mitigate negative impacts by encouraging the use of shared driveways and off-street parking areas.

Although the Employment Buildable Land Inventory (EBLI) found that there are nearly 11 acres of Commercial-designated lands are vacant or partially vacant and developable, only 1.50 acres are actually free of other pre-existing development and unconstrained by development limiting factors. Although state planning administrative rules require that communities account for all types of development land, including “partially vacant” land, development constraints imposed by the portion of a partially vacant property may, due to real world development constraints, effectively preclude the further development of the “vacant” portion of a “partially vacant” property.

Interchange Business

This designation describes those lands surrounding the Interstate 5 Exit 24 interchange. They are intended to provide services and goods for the traveling public, as well as business locations serving the greater community and region. Such businesses are commonly known as “destination” retail, and include a truck stop and dealership, auto repair / service stations, restaurants, hospitality, storage and distribution facilities, offices, and regional/national retailers. These uses, as a group, generate significant traffic volumes because they draw and depend on customers from a large trade area who will generally drive to reach these destinations.

The Exit 24 interchange was fully reconstructed in 2016 and has greatly enhanced its functionality but the intersection of OR-99 and North Phoenix Road (formerly Fern Valley Road) will experience level of service reductions as congestion continues to grow. Continued development of Interchange Business designated lands will need to be monitored and managed carefully in order to protect the economic development opportunity that Exit 24 improvements afford the City of Phoenix.

The implementing zone for the Interchange Business designation is C-H Commercial Highway, the same as Commercial. However, signage in the interchange area is allowed to be larger in order to attract interstate traffic. Also, with few exceptions, the overlay for trip generation is primarily limited to properties within the interchange area.

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The 2019 Economic Element found that most developable employment in the City of Phoenix falls into this classification. It is also notable that, unlike Commercial land, several I-B properties are of a minimum size that better lends itself to development—particularly for the types of development anticipated within this designation. According to Table 8 of the EBLI, there are eight developable parcels designated as Interchange Business that are developable (vacant or partially vacant and unconstrained in both cases). Of these, five are between 2 and 5 acres, and one is nearly 10 acres, and the largest is nearly 12 acres. Parcels of these sizes can much more easily accommodate off street parking and enable better access control on heavily trafficked “higher order” public roads by allowing for shared access through internal circulation drives or even a small public local street network.

Industrial

A little more than 51 acres of land within Phoenix’s Urban Growth Boundary are designated as General Industrial, Phoenix’s one and only comprehensive plan category that addresses all types of industrial employment development. However, of these lands only 18.37 acres are within the City’s current jurisdictional boundaries (city limits), and these lands were all determined to be “developed” by the Employment Buildable Land Inventory (EBLI) completed in 2016. The remaining General Industrial-designated lands consist exclusively of lands commonly known as the “helicopter pad”, and cannot be developed because they have no road access and lack all other urban infrastructure. The site is largely surrounded by agricultural lands except for a residential neighborhood to the east and across the railroad. Although an unimproved railroad crossing currently provides pedestrian access to this area, it is highly unlikely that a formal, improved access would ever be approved by the railroad. Even if such a crossing were allowed by the Central Oregon and Pacific (CORP) Railroad and could be financed, routing heavy commercial and industrial traffic through the residential neighborhood (which is also home to Phoenix High School and an elementary school) would not be desirable.

Without the inclusion of the “helicopter pad,” the City has no industrial land available for future industrial development.

Residential Employment

Only 3.7 acres of land are designated as Residential Employment, but there actual use for that intended purpose is questionable. The area in question is zoned R-2 Medium Density Residential. Staff suggests the City abandon this designation and simply return the subject area to Medium Density Residential.

Other Categories

Roads

The “Roads” designation reflects the desire to define the limits of the City’s existing roadway network. The Transportation Element addresses the function and design and operational standards associated with the transportation system. Nearly 215 acres of land in Phoenix are classified as “Roads”.

Rail

The Rail designation, like Roads, is intended simply to recognize the function and associated right-of-way of lands that are irrevocably committed to such use. In the event the rail right-of-way is no longer used as a rail transportation system, conversion to another use would require approval of a major amendment to the Plan.

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The railroad right-of-way in Phoenix varies in width and is owned by the Central Oregon and Pacific (CORP) Railroad, which uses the line for limited freight service. No known passenger or other services are provided or contemplated at this time. As an informal point of reference, the railroad ROW separates the older, more “traditionally developed” portion of the city with a gridded street network from the newer areas typical of more recent residential subdivisions.



Like road rights-of-way 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. Should the rail line be decommissioned, or space made available inside or adjacent to an existing railroad right-of-way, construction of a path or “rail-to-trail” for walking and bicycling inside or adjacent to a railroad right-of-way shall be considered consistent with this designation and with its intended use.

Bear Creek Greenway

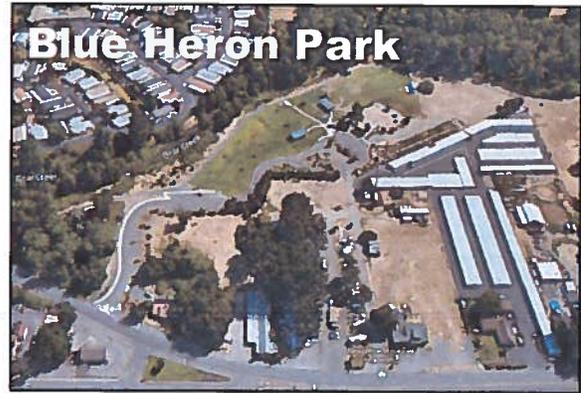
This designation reflects the commitment of the City to development of the Greenway Trail to and through the City. The Bear Creek Greenway is a 17.9-mile biking and hiking path extending from Ashland to Central Point. The designation of lands as Bear Creek Greenway ensures that they will function to protect wildlife habitat, provide open space, and enhance water quality while affording access to the area along the trail. It is fundamental to this designation that all these objectives be achieved.



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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 Residential. There is not now nor is there anticipated in the future a “park zone.”



The City’s two largest parks, Blue Heron Park and Colver Park, are both located on the west side of Interstate 5. With seven acres, Blue Heron Park is classified as a “community park” that is integrated with and directly accessible from the Bear Creek Greenway. Given its location, Blue Heron Park draws visitors from around the region as well as city residents. With five acres, Colver Park is a “neighborhood park” that includes a large horse shoe pit and hosts numerous tournaments throughout the year. It is adjacent to neighborhoods west of the CORP railroad, but it also connected to neighborhoods on the east side of the railroad by a formal pedestrian crossing that is maintained by the City. Otto Caster Park is “pocket park” located within an established neighborhood and in adjacent to Phoenix Elementary School and the Phoenix branch of the Jackson County Library. Taken together, these parks cover a little more than 12.5 acres of the 46.1 acres designated as Parks and Open Space. The historic Phoenix Pioneer Cemetery is also included in this designation as are riparian areas and wetlands surrounding Bear Creek and adjacent to Blue Heron Park. Phoenix’s newly completed community facility in downtown and wetland park are not currently designated as Parks and Open or Public and are not included this in this figure.



There are no existing parks east of Interstate 5 at this time, however, as the City expands into its Urban Reserve Areas east of Interstate 5 and north of Fern Valley Road, additional park lands will be necessary to serve future residential development. The recently adopted Parks Master Plan, which updated the City’s Parks and Recreation Comprehensive Plan Element, identifies the need for additional recreational facilities in PH-3, PH-10, and PH-5. The Regional Plan does not require that Lands designated as “Open Space” be developed as Parks, but they may be. PH-3 is home to an estimated 2,000 people and is largely built out. Identifying locations for parks in this area will be a challenge. PH-5, on the other hand, is entirely undeveloped. The Regional Plan requires that slightly more than 51 acres or 12% of PH-5 remain as open space, providing significant opportunities to

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locate and develop high quality parks and recreation facilities serving the local community and surrounding region.

Schools

Lands designated as “Schools” reflect a long-term commitment to their use and development for educational purposes. Most school sites will be zoned consistent with the surrounding zoning district. Like the Parks designation, there is not a “school” zone to implement this designation. Schools cover 29.1 acres, all of which is located west of Rose Street, between Cheryl Lane and First Street. Conversations with staff from Phoenix-Talent School District indicate that a new middle school may be necessary in the not-too-distant future. A site and preliminary acreage need in the PH-5 Urban Reserve may need to be identified when the City begins the process to expand the UGB.



Public

Lands designated as public are owned by public agencies (City, County, etc.) and used for various government functions: administration, public works, public safety, etc. Public-designated lands cover 4.3 acres and are limited to the public works service facility, city hall complex, and branch library.



Phoenix City Hall and Jackson County Fire District 5 station, July 2019

The newly completed community facility and the east side water reservoir are not included. The City’s existing Police Department building is a prefabricated building that does not meet Critical Facility standards. City staff and our elected leaders have expressed a desire to construct a new City Hall and Police

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Station, perhaps as a consolidated facility and site with a new Fire District 5 Phoenix station, which would allow all parties to share facilities and resources.

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Regional Plan Compliance

As signatory to the Regional Plan (aka “Regional Problem Solving” or “RPS”), Phoenix has committed itself to a regionally coordinated development and growth. The Regional Plan established Urban Reserve Areas under former ORS 197.652-658. These URAs were designed to accommodate 50-years of residential and employment development and are the lands into which Phoenix will expand its Urban Growth Boundary. The Urban Reserves were selected from other candidate lands due to the finding that urbanization of these lands was relatively more beneficial than urbanization of other lands that were considered during development of the Regional Plan. Chapter 5 of the Regional Plan provides standards or “Performance Indicators” that define what coordinated development and growth will look like for each of the six cities working under the provisions of the Regional Plan. Not all of these performance indicators pertain to land use and not all of the indicators apply to individual cities like Phoenix. The following is a brief summary and discussion of the performance indicators that pertain to land use and Phoenix.

Committed Residential Density

Phoenix, along with the five other signatory cities, adopted a minimum average residential densities for its existing, unincorporated Urban Growth Boundary and portions of its Urban Reserves that may be absorbed through the expansion of its Urban Growth Boundary in the future. Residential development in these areas must be developed at a minimum of 6.6 dwelling units per gross acre until 2035 at which time the minimum density will increase to 7.6 dwelling units per gross acre. Gross acreage includes land needed for public infrastructure and other lands attributable to urban development.

Mixed-Use/Pedestrian-Friendly Areas

These same lands are required to meet certain benchmarks for development of a minimum percentage of dwelling units and employment in “mixed-use/pedestrian-friendly areas.” These terms are not defined within the Regional Plan itself, but in the Alternative Measures set forth by the Regional Transportation Plan (RTP).

Conceptual Transportation and Land Use Plans

Cities are required to prepare Conceptual Transportation and Land Use Plans “in collaboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies, and shall be adopted by Jackson County and the respective city prior to or in conjunction with a UGB amendment within that URA.” These plans “shall identify a general network of regionally significant arterials under local jurisdiction, transit corridors, bike and pedestrian paths, and associated projects to provide mobility throughout the Region.” They shall also “provide sufficient information to demonstrate how the residential densities” will be met. Plans must also demonstrate compliance with land use distributions prescribed for each Urban Reserve by the Regional Plan.

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Restricted Land Uses in PH-5

PH-5 provides a large part of the proposed “South Valley Employment Area.” The Regional Plan states that “Development of the portion of PH-5 designated as employment land is restricted to industrial zoning.” The Regional Plan itself does not define what “industrial zoning” is or is not. At the time of adoption of the Regional Plan, Phoenix’s “L-I Light Industrial” zone allowed for a wide range of lower intensity industrial uses (“light” fabrication and manufacture, logistics, etc.) as well as “Research facilities”, “Entertainment”, vehicle repair and sales, medical and dental laboratories, restaurants, dry cleaners, and retail trade and services restricted to 25% of the floor area of a given building. Residential uses are not permitted. Given the other requirements of the Regional Plan, particularly the requirement for “mixed-use, pedestrian-friendly” development, it stands to reason that employment lands within PH-5 will necessarily include limited retail and service commercial that support larger traded-sector employers and enable employees to replace short vehicular trips with walking, biking, and transit. Simply put, those working in PH-5 should be able to complete many daily tasks without leaving PH-5 to do so. The Regional Plan has dedicated 22% or nearly 95 acres of land for residential development in PH-5. Opportunities for introducing residential development in vertical mixed-use buildings should be considered as a strategy to achieve greater land use efficiency and satisfy the mixed-use/pedestrian-friendly performance indicator.

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Goals & 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 1.2

There shall be two types of amendments of the City's Comprehensive Land Use Plan and Map. Major amendments shall mean those revisions of the City's Land Use Plan and/or Map that affect change over large areas, either through the text of the land use element or in the land use designation of land or both. Although there is no specific quantitative threshold that defines a Major Amendment of the Land Use Plan or Map, the following situations are demonstrative of a Major Amendment:

- Revisions of descriptions of Comprehensive Land Use Map designations such that additions and deletions to the text result in substantial inconsistencies between the Comprehensive Plan and implementing land use regulations (mostly the Land Development Code) that could only be resolved through Legislative zone change of multiple properties and/or Legislative amendment of the and implementing land use regulations (mostly the Land Development Code);
- Designation of multiple tracts of land or tracts of land that of themselves are large relative to the size of similarly designated lands. The reasonably anticipated quantitative and qualitative impact of the proposed designation shall be considered in this determination, particularly in instances where the proposed designation could reasonably be anticipated to alter the character of lands and existing development beyond those adjacent to it;
- Revisions that affect or are related to the amendment of the City's Urban Growth Boundary.

Major amendments may only be initiated on the action of the City Council or Planning Commission, though such action may be requested by owners of real property affected by the proposed amendment.

Major amendments should only be initiated in limited circumstances. The following are demonstrative of such situations, but do not represent an exhaustive list:

- Changes to state statute, administrative rules, Statewide Planning Goals, or the outcomes of legal decisions determined to affect the legality of provisions within the Land Use Plan;
- Inconsistencies between individual elements of the Comprehensive Plan resulting from the amendment of individual elements.

Minor amendments are those affecting individual or a small number of tracts of land of limited area such the effects of the proposed amendment are confined within the immediate area and are not of a general nature affecting similar lands throughout the City.

Minor amendments may be initiated by private parties, the Planning Commission, or City Council.

All amendments of the Land Use Plan and Map shall demonstrate the following:

- Measurable public need for the amendment, for example the provision of needed housing;
- Consistency with other Comprehensive Plan goals, objectives, policies, and the like;

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- Compliance with Statewide Planning Goals.

Goal 2

Continue as a partner in the Regional Problem Solving (RPS) Plan for the Greater Bear Creek Valley.

Policy 2.1

Staff, the Planning Commission, and City Council, shall continue to implement the Regional Problem Solving (RPS) Plan, including ensuring the City meets its residential density and other Regional Plan Performance Measures within currently unincorporated portions of its Urban Growth Boundary and in any portions of its designated Urban Reserve Areas (PH-3, PH-10 and PH-5) that are included in its Urban Growth Boundary in the future.

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

Pursuant to applicable laws of the State of Oregon, the City Council may approve annexations, without referral to the City's electorate, when findings and facts show that development of the property or properties proposed for annexation would be consistent with the Plan and 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).

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 (ORS 222.840).

Policy 3.4

All properties annexed to the City shall eventually be improved to City standards including, but not limited to, street improvements, curb and gutter, lighting, and other improvements included within the City's development standards or as may otherwise be specified by the City Manager and approved by the City Council. If required improvements are not proposed at the time of annexation, then the annexation agreement shall include a non-remonstrance clause specifying 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 proceedings 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,

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and community services, and to further growth and development of the community in accordance with this Plan (ORS 222.750).

Goal 4

Maintain adequate land within the City's Urban Growth Boundary to provide for needed urban development as determined by other Comprehensive Plan Elements, particularly the Regional Plan, Housing, Economic, and Parks and Recreation Elements, and in compliance with Statewide Planning Goals.

Policy 4.1

Develop a system for tracking development patterns and land use in the City of Phoenix including average residential density, and number of dwelling units produced, and total land committed to each comprehensive land use designation. Report findings to City Council annually and recommend land use policies to correct problems and achieve optimal results.

Policy 4.2

Develop an area-specific plan for PH-3, including an accurate inventory of residential and employment land, and identify opportunities for parks and recreational facilities to serve these lands as they are included in the City's Urban Growth Boundary and, eventually, annexed in the City. Develop implementing land use regulations if the City's Urban Growth Boundary is expanded into PH-3 that address land use efficiency and substandard public facilities.

Policy 4.3

Plan for future land uses in areas that are likely to be included in an amended Urban Growth Boundary and implement changes to the City's land development code as needed to ensure efficient, fiscally sustainable land development.

Policy 4.4

Assess the ability of the current land development code and comprehensive plan policies to achieve Regional Plan performance indicator #6: Mixed-Use/Pedestrian-Friendly Areas, and adjust regulations to ensure that residential development on "land[s] within a URA and land currently within an Urban Growth Boundary (UGB) but outside of the existing City Limit" meets targets for residential and employment development within mixed-use/pedestrian-friendly areas, also known as "Activity Centers."

Goal 5

Ensure residential development that provides a high quality of life through an excellent built environment; efficient land use patterns that reduce development costs and capital improvement and long term operations and maintenance costs for the City; and a variety of residential options that meet the needs of households with different housing needs and preferences.

Policy 5.1

Continue to implement residential land use regulations that allow for different housing types within residential neighborhoods while focusing higher density housing types in closer proximity to existing and future public infrastructure and facilities, public transportation, and activity centers. Apply "transect" planning and similar principles in order to identify areas best suited for lower density and higher density residential development.

Policy 5.2

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Evaluate the costs and benefits of removing certain rural residential lands from the City's Urban Growth Boundary in order to achieve greater land use efficiency, particularly those lands designated as "Hillside Residential" and those located on the south side of Camp Baker Road, and that are not likely to develop or redevelop at urban densities and would be relatively costly to the City to serve.

Policy 5.3

Assess the ability of the current land development code and comprehensive plan policies to achieve Regional Plan performance indicator #5: Committed Residential Density, and adjust regulations to ensure that residential development on "land[s] within a URA and land currently within an Urban Growth Boundary (UGB) but outside of the existing City Limit" averages 6.6 dwelling units per gross acre during the period of 2010-2035 and 7.6 during the period of 2036-2060.

Policy 5.4

Consider removal of "Hillside Residential" designation from the Comprehensive Plan and Map and revise relevant sections of the Phoenix Land Development Code to better regulate development of residential lands with slope constraints.

Goal 6

Ensure that Phoenix designates enough land to support economic and employment development as described by the Economic Element of the Comprehensive Plan.

Policy 6.1

Develop implementation measures and land use regulations for PH-5 in accordance with the Economic Element and such that large assemblages of employment land are preserved in order to accommodate the development needs of large, traded-sector employers. Policies and any area-specific plans should identify and designate employment land in PH-5 should be substantially consistent with the following table:

Site Size (Range)	Avg. Assumed Size Based on REOS Table 4-3	Assumed # Sites Based on REOS Table 4-3	Total Gross Acres
100+	100	1	100
20-50	25	3	75
5-20	10	7	70
<5	5	5	25
			270

Policy 6.2

Pursuant to the Regional Plan, only industrial zoning shall be applied to employment lands in PH-5.

Policy 6.3

Investigate the benefit of and implement land use regulations that would allow for horizontal and vertical mixed-use development in appropriate locations within existing and planned activity centers and commercial areas, including PH-5 and PH-10.

Policy 6.4

Investigate the costs and benefits of eliminating the "Residential Employment" designation and evaluate alternative methods of permitting home-based employment in manner that balances resident and neighborhood interests with those of home-based business operators.

Policy 6.5

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Investigate the costs and benefits of and implement regulations that allow for live-work buildings and development within commercial zones.

Policy 6.6

Investigate the costs and benefits of expanding the City Center designation and consider revisions of the land development code that would more effectively achieves its goals and objectives.

Policy 6.7

Remove Parcels 38-1W09B4901, 38-1W09B4900, 38-1W09C200, 38-1W09A3000, 38-1W09C300, the land known as the “Helicopter Pad”, from the City’s Urban Growth Boundary and Urban Renewal Agency boundary.

Goal 7

Ensure that Phoenix designates enough land for parks and recreational facilities and other public uses, as determined by the Parks and Recreation and Public Facilities Elements of the Comprehensive Plan.

Policy 7.1

Investigate the costs and benefits of designating the recently completed Phoenix community facility and adjacent amenity areas as Parks and Open Space and/or Public.

Policy 7.2

Review the Phoenix-Talent School District strategic and plan and collaborate with school district representatives to ensure adequate land supply for Schools-designated land—particularly when planning for an expansion of the Urban Growth Boundary into PH-10 and PH-5.

Policy 7.3

Review recommendations for parks and recreation facilities in the Parks and Recreation Element and determine future need for various types of facilities and their preferred locations.