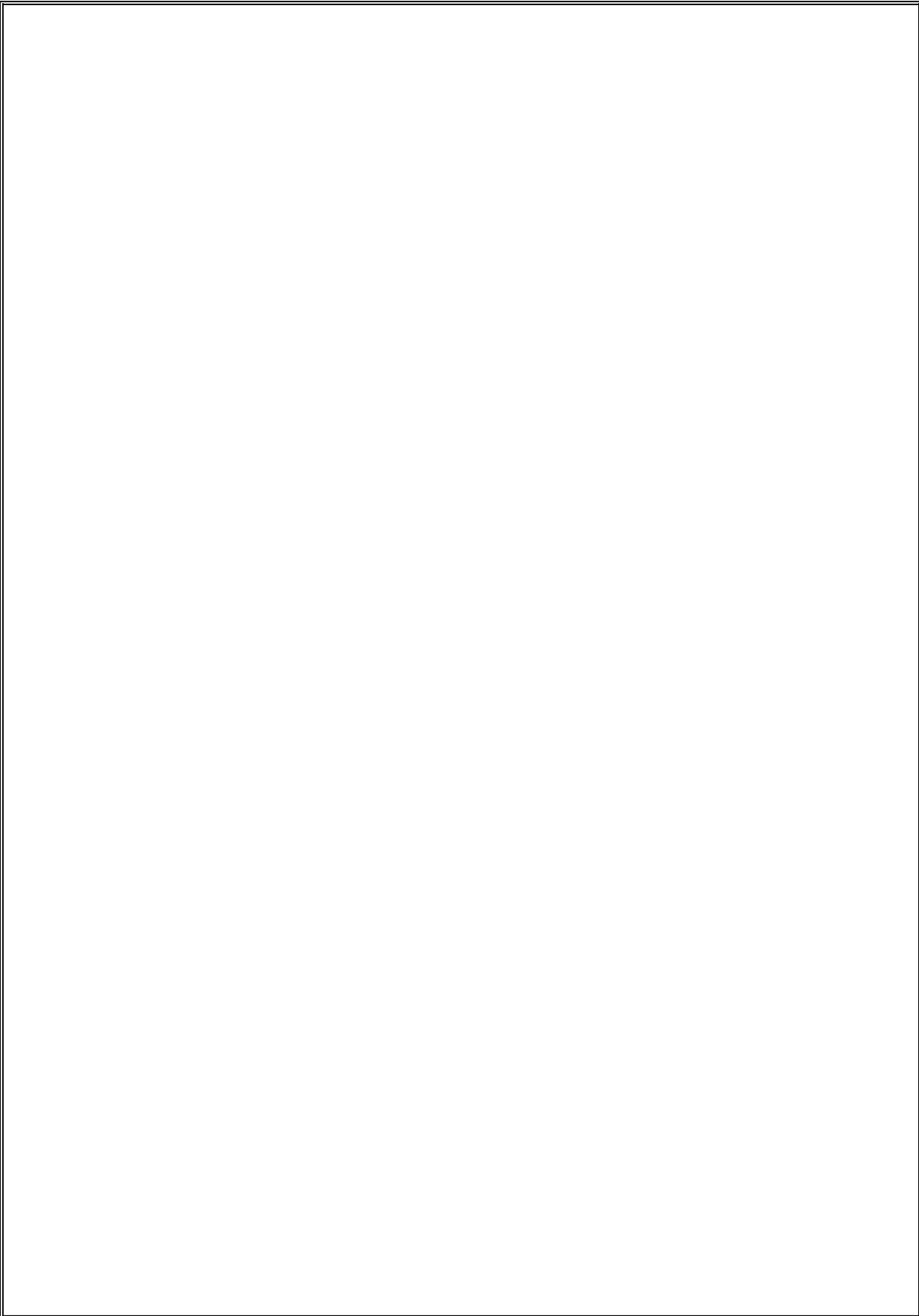


URBANIZATION ELEMENT

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URBANIZATION
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SECTION XIII

URBANIZATION

INTRODUCTION

The Urban Growth Boundary (UGB) for Phoenix defines the area within which urban development and growth is expected to occur by year 2000. The lands outside the City limits but within the UGB are commonly referred to as “urbanizable” lands and will remain within the County’s jurisdiction until annexed to the City and developed for urban uses to City standards.

“To provide for an orderly and efficient transition from rural to urban land use.”

The initial establishments of the urban growth boundary, as well as changes to the boundary, are based on the consideration of seven factors, which will be discussed in greater detail later in this section.

Establishment of and changes to the boundary must be a cooperative process between the City and Jackson County. Lands within the UGB shall be considered available over time for urban uses with conversion to urban uses based on the consideration of the following:

1. Orderly, economic provision for public facilities and services;
2. Availability of sufficient land for the various uses to ensure choices in the marketplace;
3. LCDC goals; and
4. Encouragement of development within urban areas before conversion of urbanizable areas.

The Phoenix Comprehensive Plan has designated sufficient amounts of urbanizable land to accommodate its expansion needs to Year 2000. The Plan includes a balance of land use types, including housing, commercial, industrial, parks, etc. to provide for a population projection of 6,465. It should be pointed out here, that any 20-year plan is subject to periodic modification and revision, based on shifts in trends, policies, and other factors. This Plan is the City’s blueprint for the future at this time. The Plan itself should be considered more important than the time-frame for which it was prepared. Such unforeseen occurrences as recessions or population booms will affect the timing of this plan, but should not significantly affect the land use allocations or physical content of the plan. This plan may be achieved by 1995, or perhaps not until 2010. Thus, periodic updates will help to keep the timing of the plan on track and will allow for fine-tuning along the way.

BACKGROUND OF THE UGB & COMPREHENSIVE PLAN

The Phoenix Urban Growth Boundary contains 1,032.7 acres. Of that total, 474.7 acres are within the present City limits and the remaining 558 acres are considered “urbanizable”. Population growth within the UGB is expected to increase by 180 percent by year 2000, an increase of 4,156 persons. However, because of City growth and development policies and an emphasis on higher density housing areas, the needed land area is 117.5 percent greater than the area within the present City limits. The land uses proposed in this Comprehensive Plan, including residential densities, have been tailored to fit comfortably within the UGB and to include an appropriate balance of all land uses and housing types.

The Urban Growth Boundary for Phoenix was established in July, 1978, at which time an Urbanization Agreement between the City and Jackson County was adopted. The City then complete the text of its Comprehensive Plan for areas within the UGB and adopted that Plan and related regulatory measures on September 29, 1980. Although the text of the Plan was completed, the City did not have a Comprehensive Plan map and, due to a lack of professional staff and a planning budget, had to delay the map’s completion.

In August, 19982, the City of Phoenix contracted with the Rogue Valley Council of Governments (RVCOG) for limited technical assistance, amounting to approximately 15 hours per month. The primary task of the contract planner was to provide planning support to the City Planning Commission, write staff reports, handle routine planning matters, and advise the City Council, as necessary. In addition, and as time permitted, the planner was also given the task of completing the Comprehensive Plan Map and Zoning Map and to get the Plan “package” ready for submittal to LCDC for compliance review.

On April 18, 19983, the Plan and Zoning maps were adopted by the City. Because of the time that had elapsed since original adoption of the Plan text, some other revisions were made to the text, including an update of the population projections and a Land Use Inventory. The revised document and related findings of fact were adopted on June 6, 1983 and the entire package was submitted to LCDC for review shortly thereafter.

The original urban growth boundary, as established by the City and County in 1978 was left intact. Although the City’s population projection was increased in 1983, it was determined that there was sufficient land area within the UGB to make any expansion unnecessary. Since 178 there have been two minor amendments to the UGB, one to include the City’s well sites and another to include the remainder of a tax lot that was split unintentional. The City feels that the UGB was placed in the most suitable and realistic location and that it will effectively serve the City’s growth needs for many years with few, if any, amendments.

CONSIDERATION OF URBANIZATION FACTORS

In accordance with Goal #14, the establishment of the Phoenix urban growth boundary was based on consideration of the following seven factors:

1. DEMONSTRATED NEED TO ACCOMMODATE LONG-RANGE URBAN POPULATION GROWTH REQUIREMENTS CONSISTENT WITH LCDC GOALS:

- A. The City of Phoenix has projected a year 2,000 population of 6,465, which is an annual growth rate of 5.3 percent from the base year of 1980.
- B. The City of Phoenix grew at an annual rate of 5.5 percent from 1960 to 1980. The 1980-2000 projection is slightly lower than that rate to reflect the slowed growth and general economic problems of the early 1980s. It is anticipated that population growth and development will accelerate during the middle 1980s and eventually resume the historical trend.
- C. Future population is proposed to be accommodated in a variety of housing types, price ranges and densities, which is consistent with the objectives of Goal #10. The amount of residential land needed to accommodate those various densities and types of housing has been considered in determining the area needed for future growth.
- D. Phoenix is in a unique location between the larger cities of Medford and Ashland and on the Interstate 5 Freeway, Highway 99, and the Southern Pacific Railway line. This location makes Phoenix very attractive as a community in which to live and work. The locational advantages are also expected to result in a somewhat higher growth rate in Phoenix than will occur in most other Southern Oregon cities.
- E. Due to the current emphasis on “urban-centered growth”, Jackson County’s Comprehensive Plan and implementing measures will effectively limit rural growth and development and will result in greater development pressures in existing urban areas. The City of Phoenix has a responsibility to accommodate its fair share of the new population growth and development, which is provided for in the Comprehensive Plan.

2. NEED FOR HOUSING, EMPLOYMENT OPPORTUNITIES, AND LIVABILITY:

- ..A. The City of Phoenix already has a wide range of housing opportunities, ranging from lower-cost apartment units to single-family hillside “view” homes. Other housing alternatives are also available, including condominiums and mobile homes. Residential neighborhoods include a combination of older areas and new subdivisions, all of which are well maintained, for the most part, relatively stable, quiet, and attractive. The City will continue to be a desirable residential community.
- ..B. Based on the identified needs documented in the Housing section of this Plan, the City plans to further diversify its housing stock to provide a greater balance of housing types and densities, in order to provide for the economic levels of future resident, and also to adequately accommodate the residential needs of the projected population.

- ..C. The City of Phoenix has identified the following housing needs, by type, for the year 2000 (See Housing Section XI)
- Single-family (Conventional) ----1,078 D.U.
 - Mobile Home (In parks) ----- 319 D.U.
 - Mobile Home (In subdivisions)--- 240 D.U.
 - Duplex (Two-family units) ----- 300 D.U.
 - Multiple-family ----- 389 D.U.
- ..D. In order to accommodate the year 2000 housing needs, the City has allocated 373.3 “net” acres for residential development within the UGB (including areas within the City). The overall “net” density, if the complete acreage is used, will be 6.3 dwellings per acre.
- ..E. It has been determined that many of the 160 dwelling outside the City limits, but within the UGB, will remain on larger than typical sized urban lots. At least 78 of these units are “rural residential” dwellings associated with small hobby farms or small agricultural units that will be partitioned or subdivided as urbanization occurs. However, because of the need and desire for larger lot sizes, particularly in the southwestern portion of the urbanizable area, the density in this area is expected to be somewhat lower than densities of new subdivisions in other areas.
- F. A significant portion of the future housing needs will be met within the present City limits on undeveloped acreages and vacant lots. A certain amount of “transitional” development will also occur which will tend to upgrade the housing stock while increasing density slightly. The Housing section of the Plan estimates that 494 new dwelling will be added within the present City limits by year 2000.
- G. In order to ensure a greater range of housing opportunities, the City is proposing to lower the proportion of single-family dwellings to 45.6% of the housing stock and provide a more even distribution of other housing types, as shown in Figures XI-16 and XI-17 of the Housing section.
- H. Phoenix currently has a very small industrial base, located primarily along the railroad frontage. There are much better locations for new industry within the UGB that are needed to provide new jobs and a stronger tax base for the community. The most promising of these sites are in the vicinity of the Fern Valley Road/I-5 Freeway Interchange. The City has designated lands in this area for light industry and commercial to take advantage of the transportation facility (freeway) and existing facilities such as the availability of utilities and services, and the major truck stop facility that has been developed on the east side of the freeway.
- I. There is no land within the present City limits that is suitable or available for future industrial development.
- J. Livability is a primary concern of the Comprehensive Plan and of City residents and officials. All land uses have been planned in a manner

that will minimize conflict and promote efficiency. The residential neighborhoods are of major concern and the Plan will help insure that they remain quiet, comfortable, safe, and of the highest possible overall quality.

K. Emphasis is given in the Plan to the preservation of the natural environment, specifically the Bear Creek Greenway, which will provide trails and recreational opportunities when development is completed. The Bear Creek Greenway, flood plain areas, and other environmental features have been figured into the land needs calculations for the establishment of the urban growth boundary. This combination of preservation and recreational opportunities will help increase the quality of the community and ensure a desirable environment in which to live, work, and play for decades to come.

3. ORDERLY AND ECONOMIC PROVISION FOR PUBLIC FACILITIES AND SERVICES:

- A. The basic circulation/transportation system for Phoenix already exists in the form of the I-5 Freeway, Highway 99, the railroad, and other major and secondary arterial streets. The design of the community around these facilities will be most cost effective and will necessitate only improvements and upgrading, rather than costly acquisition and new road systems. Local streets as development ordinances.
- B. The City of Phoenix recently completed major improvements to its water system that will provide for the water needs of the City beyond year 2000.
- C. The City's sewer system is adequate to serve the needs of the projected growth and sewer system extensions will be made as development occurs. The Bear Creek Valley Sanitary Authority (BCVSA) system carries the waste to the Medford Treatment Plant, which is undergoing expansion to handle growth needs of all communities it serves.
- D. Phoenix Park is currently being develop and will provide for community recreation (and open space), particularly in the developing southwest portion of the community. The city has a park commission, budget, maintenance crew, and five percent of all annexation fees go toward the City's park system to ensure that future residents will be adequately served with recreational facilities.
- E. All other major public facilities and services needed to serve the City are provided for in the Public Facilities & Service section of this plan and will be adjusted appropriately as growth occurs. All public facilities and services will be monitored throughout the planning period to ensure the appropriate level of service at all times. The City's Site Review process also helps to ensure that facilities and services are provided at adequate levels.

4. MAXIMUM EFFICIENCY OF LAND USE WITHIN AND ON THE FRINGE OF THE EXISTING URBAN AREA:

- A. The City/County Urbanization Agreement provides for a coordinated transition for rural to urban development as the City grows. Land that is currently within the City will be developed first, if possible followed by lands adjacent to the City limits to avoid "leap-frogging".

- B. All areas within the proposed UGB can be provided with urban level services and facilities. These will be adequately in condition and capacity to serve the new growth prior to or concurrent with any land use changes or annexations, in accordance with City development and annexation policies.
- C. The existing framework of highways, arterial streets, and other transportation facilities will provide the basis for future growth, which will avoid costly and unnecessary acquisition and construction. Other utility systems will also be extended in a coordinated manner to avoid duplications and ensure that the proper capacities are maintained for further extensions of the systems.
- D. The development of potential in the downtown (core) area of the community will be maximized by providing adequate opportunities for commercial development and expansion, and by locating higher density residential areas within easy walking distance of shopping and employment. A total of 190 multi-family dwellings are proposed to be added within the present City limits and all will be within walking distance (not more than four blocks) of the business district and shopping.
- E. The City has been careful to plan for fringe-area land uses that will be the most compatible with agricultural uses outside the UGB, where they occur. Only low-density single-family residential lands will abut agricultural lands to minimize the numbers of dwellings and people that will be exposed to any potential conflicts.
- F. Concept illustrations are included in the Land Use Plan section (XIV) to show ways by which land use compatibility can be increased, both within the central portions of the community and along the fringes.

5. ENVIRONMENTAL, ENERGY, ECONOMIC AND SOCIAL CONSIDERATIONS:

- A. The Phoenix Comprehensive Plan is based, in part, on the concept of urban-centered growth, while ensuring the protection of existing environmental features, such as the Bear Creek Greenway which will become a major focal point of the community
- B. With the exception of the Bear Creek corridor, there are no significant environmental features within the Phoenix UGB that would be adversely impacted by urban development. In fact, the concept of providing for growth within existing urban areas such as this one, will help ensure the protection of more valuable natural environments elsewhere.
- C. Energy conservation has been incorporated into the Phoenix Plan through the use of existing transportation facilities, the clustering of high densities near the City's business/shopping districts, and by other plan proposals that will promote walking and bicycling. The Greenway's bicycle facilities will also help promote energy-efficient forms of transportation, such as walking, jogging, or bicycling.
- D. Industrial areas are proposed in locations that will make the most efficient use of the rail and freeway facilities with minimal impact on residential areas.

- E. Phoenix is in need of an economic boost. The UGB is designed to include key sites for economic development, both commercial and industrial, utilizing both the freeway and the railroad for transportation. The City has proposed approximately 160 acres for commercial development and about 100 acres for industrial development by year 2000 (including existing development, which will allow new opportunities for much needed economic development.
 - F. Social concerns include the City's emphasis on quality residential neighborhoods which are provided with an adequate level of park and recreational opportunities, public schools, police and fire protection, water, sewer, and all facilities and services needed to ensure a high quality residential environment.
 - G. The City's efforts to provide a greater balance of housing within the community will have a positive social impact in the areas of affordability and adequate choice of housing type, size, density, location, and other factors that are important to the residents.
 - H. The location of Phoenix in relation to the region also provides numerous social advantages, including opportunities for college education, arts, music, recreation, entertainment, and other cultural and social opportunities available locally or in nearby cities or areas. Thus, Phoenix is a very desirable location for new development and an attractive community in which to live.
6. RETENTION OF AGRICULTURAL LAND AS DEFINED, WITH CLASS I BEING THE HIGHEST PRIORITY FOR RETENTION OF CLASS VI THE LOWEST PRIORITY:
- A. Because of limited available and buildable lands within the City limits, Phoenix must expand outward to accommodate future growth. Areas least suitable for agricultural use are in the extreme southeastern portion of the UGB and could not be served by facilities until growth has occurred to that point. Therefore, any expansion of Phoenix will unavoidably occur on Class I-IV soils.
 - B. The long-term environmental consequences of including agricultural lands in the UGB will be the conversion of these lands to urban uses. The application was given to areas during the establishment of the boundary, it was found that most of the subject lands have already been committed to non-farm uses by past land divisions into parcels that are no longer economically viable as agricultural units. Also, this past partitioning has created a suburban environment that is not conducive to continued to continued agricultural activities, although the soil classification may be appropriate.
 - C. In establishing the UGB, Phoenix and Jackson County included only those lands necessary to provide for the projected land needs of the community and avoided larger blocks of viable farmland.
 - D. It is the City's policy that all lands within the UGB that are still in agricultural uses will be encouraged to continue those uses, until such time as the land is needed for urban purposes. Even at that time, the decision to annex and convert the land to urban uses will be at the discretion of the property owner, with City approval.

- E. The Comprehensive Plan propose only the lowest residential densities along the periphery of the UGB to minimize any potential impact on nearby farmlands. Buffering guidelines are included in the Land Use Plan section of this document to guide residential neighborhood planning and to minimize urban/rural conflicts.
- F. Urbanizable lands in the southwestern portion of the UGB consist of many small “rural-residential” home sites of one or two acres, or less. There are no major farm units in this area and most agricultural that exists is being pursued for personal use or as a hobby for extra income. This area, because of its density and need for public facilities, such as water and sewer, will benefit by eventual annexation to the City.
- G. Areas within the UGB on the east side of the freeway are, for the most part, not considered high priority agricultural areas. A small proportion of the area is actually in agricultural use of any kind with the remainder consisting of vacant land, some of which is swampy, and rocky hillside lands that are used for limited grazing.
- H. The Phoenix Plan and UGB have been designed to retain and avoid those agricultural areas of highest quality and potential and to include only those areas of marginal agricultural potential, but greatest need for urbanization. All affected property owners have been included in the planning efforts and have provided their expert opinions on the agricultural issues. The present UGB, therefore, is considered to be the most suitable and realistic boundary in which to accommodate the City’s future growth, at least through the year 2000.

7. COMPATIBILITY OF THE PROPOSED URBAN USES WITH NEARBY AGRICULTURAL ACTIVITIES:

- A. Agricultural areas east of the freeway are very limited, with the exception of scattered orchards. Urban development in that area will be low-density residential, oriented away from the agricultural operation. New residential streets will not follow the UGB, but will be within the boundary so that the subdivisions can be oriented inward, which will minimize access to agricultural lands.
- B. Buffering concepts are included in the Land Use section of this Plan to guide development along the periphery of the UGB in the most suitable manner. In addition, the City/County urbanization agreement states that plans (and implementation measures) for areas on the periphery of the UGB may include provisions for:
 - Acquisition by public agencies;
 - Lower densities than allowed elsewhere in the City;
 - Use separators, such as setbacks;
 - Establishing criteria for determining compatibility of certain urban and certain rural uses; and
 - Other techniques deemed to be suitable by the City and County.
- C. Southwest of the City, the area is already divided into many small rural-residential lots. The proposed low-density development will have no adverse impact on these areas, or larger farm units to the west.

PLAN FOR URBANIZATION

The Urban Growth Boundary for Phoenix was designed to accommodate the City's year 2000 population projection and related development needs. All major land uses have been projected into the future, as have residential uses by housing types and anticipated densities. These figures are included in the Housing section and Land Use Plan section of this document.

At the present time, Phoenix is accommodating a population of 2,309 on about 475 acres. The year 2000 projections show a population of 6,465 and 1,032 acres. According to the City's Plan, the year 2000 overall density would be about 6.3 persons per acre, compared to the present 4.9 persons per acre in the present City limits. The overall density will increase even with additional lands provided for non-residential purposes. The reason is that the year 2000 projections do not allow for vacant land being "left over" after the planning period, and there will also be a higher overall residential density.

The Urban Growth Boundary is shown on the Comprehensive Plan Map, which is included in the Land Use Plan section (XIV).

Annexation and amendments to the urban growth boundary are governed by state law and by the policies and procedures of the City/County urbanization agreement, which is contained in the appendix of this document. Provisions for periodic review and amendment of the Plan and UGB are contained in the Land Use Plan (Section XIV) of this document

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