

# CITY OF PHOENIX URBANIZATION ELEMENT

City of Phoenix  
*Heart of the Rogue Valley*



## Comprehensive Plan

# URBANIZATION ELEMENT

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# CITY OF PHOENIX URBANIZATION ELEMENT

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## Summary

### Statewide Planning Goal 14 and Urbanization

According to Oregon's Statewide Planning Goals and Guidelines, urbanization is process by which rural lands are developed for urban uses at greater intensities and densities than are found in rural areas outside of population centers. Urban land uses are familiar to anyone, and the concept of urban density or intensity of those uses is as well. This is particularly true for communities throughout Oregon, which manage the process of urbanization through the use of "Urban Growth Boundaries" (UGB).

The mechanism itself is quite simple to understand, even if the process for establishing and changing UGBs is not: lands within a UGB are intended to be developed for housing, employment, and other functions that we would expect to find in towns and cities; lands outside of a UGB are intended to be used for agriculture, forestry and other resource-based activities (known collectively as "Resource Lands") or preserved as natural wildlands. Statewide Planning Goal 14: Urbanization is intended to

*[...] provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

According to OAR 660-015-0000(14), establishing or amending an Urban Growth Boundary must be based on several factors:

1. "Demonstrated need to accommodate long range urban population, consistent with a 20-year forecast [...]" and
2. "Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space [...]"

The location of the UGB itself must address

1. "Efficient accommodation of identified land needs";
2. "Orderly and economic provision of public facilities and services";
3. "Comparative environmental, energy economic, social consequences" of the boundary's location; and
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB."

Consistent with OAR 660-015-0000(14), this Urbanization Element addresses the City's need for urban land during the 20-year period from 2019 to 2039.

### History of Urbanization in Phoenix

Phoenix devised its first Urban Growth Boundary in July 1978 followed by its first Comprehensive Plan and Land Development Code several years thereafter. At the time, it was estimated that 1,033 acres were in the Urban Growth Boundary, of which less than half were in the City's political boundary. Both the 1998 Land Use Element and the recently adopted updated Land Use Element found the number of acres within Phoenix's UGB to be around 1090 acres. Both of those documents utilized more accurate Geospatial Information Systems and methods to measure Phoenix's UGB.

The original UGB has been amended several times, but only to address very minor discrepancies. The Boundary has not been modified in any substantial way to address a demand for urban land for residential, employment, or other urban uses in 40 years. Phoenix has changed during this period of time. Although population growth

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has slowed considerably from its average annual growth rate of 5.5 between 1960 and 1980, it has nevertheless continued to grow, and its supply of developable residential land has steadily diminished—particularly residential land better suited to medium and higher density housing types. This is documented in the recently updated Housing and Land Use Comprehensive Plan Elements. This is true for employment land as well. The Land Use Element found that, “between 1998 and 2019, 72% of Phoenix’s nearly 200 developable employment land acres were developed leaving only 55.6 acres [...]” (p. 8).

The portion of urban land committed to the various land use categories has remained relatively stable since the UGB was established, but the development status of that land has changed significantly. According to the Land Use Element, 34% of the UGB was considered to be “developable” in 1998. That shrank to just under 10% by 2019 (Land Use Element, p. 7). As stated in its recently adopted Economic Element, Phoenix has no developable industrial-designated land remaining within its UGB, and readily developable (land that is not “partially-vacant” or “redevelopable”) commercial land close to the center of the community (Commercial and City Center designated land) is in short supply as well.

Prior to updating many of the components of its Comprehensive Plan, the City of Phoenix participated in Regional Problem Solving along with six other cities and Jackson County. The resulting long range plan considered regional population and employment growth over a 50 year planning period and prescribed a number of ways to manage that growth. In doing so, that plan (which was adopted by Phoenix and other participating jurisdictions into their own comprehensive plans) identified Urban Reserve Areas in accordance with OAR 195.137-145. The Urban Reserve Areas were assessed based on the relative superiority of their characteristics for urbanization compared to other lands. Lands designated as URAs were found to be generally better suited to more efficient urban development, while their conversion from resource land (or lands that were underdeveloped in some instances) posed fewer and less severe negative consequences. Similar to the locational criteria for Urban Growth Boundaries, each URA was analyzed using the following criteria:

1. Efficient Accommodation of Identified Needs: relatively speaking, could the URA better accommodate needed housing and employment land development than other candidate lands.
2. Orderly and Economic Provision of Public Facilities and Services: relatively speaking, could the URA be reasonably served by urban infrastructure and services.
3. ESEE Consequences: what is the overall impact of urbanization of a URA given all of the economic, social, environmental, and energy benefits and costs of urbanization.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farmland and Forest Land Outside the Urban Growth Boundary.

Having completed this process, lands within URAs are considered to be “first priority lands” according to OAR 660-021-0060. These are the lands into which a city would expand its Urban Growth Boundary.

The Regional Plan also establishes several “Performance Indicators” that govern development of existing unincorporated UGBs and any URA lands that become a part of an expanded UGB. Most notably, the performance indicators establish minimum residential densities; a minimum amount of development in “mixed-use/pedestrian-friendly areas”; and preparation of conceptual transportation and land use plans demonstrating consistency with preferred land use distributions. Consistent with Performance Indicator 9, the City of Phoenix also completed a Regional Economic Opportunity Study that is the “mechanism” which provides the justification for expansion of employment lands to meet regional employment needs. This study was used to prepare conceptual land use and transportation plans. Altogether, these plans describe three different scenarios for the urbanization of URAs PH-5 and PH-10.

Comparisons with present, future trends and community preferences

## Urbanization Factors

### Need to Accommodate Residential Land Uses

Demand for residential land was determined through the 2017 Housing Needs Analysis, adopted by the City in 2018 along with an updated Housing Element. That report analyzed the need for different types of housing based on Phoenix's community profile. Based on the most recent population projections from Portland State University's Population Research Center, Phoenix can expect 902 new residents by the year 2039. This will require between 25 to 35 acres of residential land, depending on the preferred growth scenario. This does not account for residential development that could be accommodated on Hillside Residential designated lands or Medium Density designated lands. The Housing Needs Analysis concluded that enough land currently exists within the City's UGB to meet estimated demand for these types of housing.

Demand for residential land can be met through greater land use efficiency within the City's current Urban Growth Boundary and/or through its modification (expansion). Efficiency has been a goal for the City of Phoenix and is mentioned throughout the original Urbanization Element. The shift from a housing inventory dominated by single family detached housing to one that better balances that housing type with medium and higher density housing options has long been contemplated within the City's long-range planning documents. With the adoption of its Housing Element, the City of Phoenix has committed itself to further pursuing strategies to achieve these objectives and promote more efficient use of developable residential land within its existing Urban Growth Boundary. Most notably, the Phoenix Land Development Code was amended in 2018 to allow the development of any type of residential building in each of its three residential zones. The three zones implement each of the three residential Future Land Use designations. Although the City now allows any residential building type to be constructed within any of its three residential zones, minimum and maximum densities still apply which ensures that the lower density residential zones will remain relatively lower density at around 4 units/gross acre or 5 units/net acre; medium density residential zones will remain relatively medium density at around 10 units/gross acre or 12 units/net acre; and the high density residential zone will remain relatively high density at 20 units/gross acre or 25 units/net acre. Although these policies may not appreciably increase the City's overall density because there are relatively few infill opportunities remaining within the Phoenix UGB and (especially) its current jurisdictional boundary, they will allow for incremental improvements in diversity of housing options available to the City's residents.

The Land Use Element also establishes several policies that further support a wider range of housing options and greater land use efficiency including

- 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. 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 5.4. 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.

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Each of these scenarios, it should be noted, would meet the overall average residential densities required by Regional Plan Performance Indicator 5 Committed Residential Densities. According to that standard, residential development in currently unincorporated portions of the City's UGB must achieve a minimum residential density of 6.6 dwelling units/gross acre. Each of the three scenarios would achieve overall average densities of 13-15 dwelling units/ gross acre.

## Need to Accommodate Employment Land Uses

As documented by the Land Use Element, land designated for employment uses by the Comprehensive Plan has remained relatively stable since the 1998 update of that element. Approximately 21 acres have been lost through conversion to other urban uses (probably "Roads"). Most of the City's developable employment land is designated "Interchange Business" and located around the Exit 24 Interchange. The City has no developable land remaining for industrial employment development. There is also relatively little developable land remaining in "Commercial" and "City Center" categories: 2.70 acres in the City Center designation and only 11 acres in the Commercial designation. The amount of land in the "Commercial" designation includes the "partially vacant" remnants of developed sites that are unlikely to develop. Only 1.50 acres of Commercial-designated land is vacant and developable. For the purposes of comparison, this amount of land would accommodate a small office building, freestanding retail commercial building (e.g. a restaurant), or a contractor's office with shop and storage space.

The City's Economic Element concludes that even after applying the most ambitious land use efficiency measures, Phoenix will not have enough employment land, neither commercial nor industrial, to meet future "local" demand. More specifically, Phoenix will experience an approximately 22 acre shortage of industrial designated employment land. It will also experience an approximately 18 acre shortage of "Public Employment" designated land. It will have a surplus of 39 acres of commercial designated employment.

Across the entire UGB, Phoenix will be short 1.82 acres of employment land, the deficit attributable to the lack of Public Employment and Industrial land. At first glance, it would seem that Phoenix could accommodate the supply deficiencies in its Public Employment and Industrial lands by simply re-designating its Commercial land. That strategy, however, is not feasible in reality due to two factors. First, Industrial land uses tend to require larger sites, and the Economic Element and Employment Buildable Land Inventory (EBLI) finds that

*[...] Phoenix will need 89 employment sites to accommodate the projected 1,106 jobs that Phoenix could capture over the next 29 years. In an ideal world where the land development needs of an employer are met perfectly by available, Phoenix would be able to meet most of that overall needs (sic) within its current UGB. A closer look, however, reveals that even under such ideal circumstances, the current supply of employment land within the City's UGB is deficient approximately 10 employment sites in the 1-2 acre category. (p. 30)*

Second, Phoenix's supply of available employment land is located around the Fern Valley Interchange and designated "Interchange Business." Lands within this designation are intended to "provide services and goods for the traveling public [...] 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" (p. 15). Rather than replace these uses with lower traffic generating industrial uses, and eventually create a development pattern where higher traffic generating retail uses are located further away from the interchange, the existing location of I-B lands is comparatively more efficient. It is, therefore, not recommended that Industrial and Public Employment lands assume the location of lands that are currently designated I-B. This leaves Phoenix with a 20-year projected deficit of 22 acres of Industrial employment land and 18.44 acres of Public Employment land.

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In addition to “local-serving employment land,” that is land needed to meet the needs for economic development generated by the City of Phoenix itself, the Regional Economic Opportunity Study (REOS) also identified a 50-year need for 272 acres of employment land (the entire allocation of employment land allocated to PH-5). Based on the Economic Element and the REOS, the Land Use Element recommends in Policy 6.1 that Phoenix

*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:*

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

p. 26

The Economic Element demonstrates a need for at least one 100-acre site and several smaller sites. In order to meet the employment land needs identified in the REOS and Economic Element over the next 20 years, while recognizing that PH-5 was planned to meet a 50-year need for regional employment land, the UGB should be configured so as to accommodate up to 2 sites in the 20-50 acres range (with the assumption that each site will average 25 acres); 3 sites in the 5-20 acre range (with the assumption that each site will average 10 acres); and 2 sites under 5 acres (with the assumption that each of these sites will average 5 acres). Needed local-serving Industrial employment land is assumed to be absorbed within these lands, total acreage of which should not exceed 190 acres during the 20-year planning period from 2019-2039. These are gross acres, as assumed in the underlying analysis in the Regional Economic Opportunity Study, and include land needed for roads and other public facilities.

Site Size (Range)	Avg. Assumed Size Based on REOS Table 4-3	Proposed Number of Sites 2019-2039 Planning Period	Total Gross Acres
100+	100	1	100
20-50	25	2	50
5-20	10	3	30
<5	5	2	10
			190

Table 1: Proposed Parcelization of Employment Lands in PH-5 During the 2019-2039 Planning Period

## Orderly Provision of Public Facilities

The Comprehensive Plan includes a Transportation System Plan that was recently updated in 2016; a Public Facilities Element, adopted in 1998; and a Parks Master Plan, adopted in 2017. These three comprehensive plan components (supplemented by several other long-range infrastructure and land use planning documents) address the provision of urban infrastructure and services essential to land development at urban intensities.

In the context of the previous two sections of this chapter (Need to Accommodate Residential Land Uses and Need to Accommodate Employment Land Uses), two types of infrastructure will be most affected by projected population growth and economic development: the transportation system and drinking water.

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Other infrastructure is sufficient to meet the needs of residents and businesses currently and in the future (over the next 20 years).

## Public Utilities

### Transportation

Phoenix updated its Transportation System Plan in 2016. This document assessed the current condition of the City's transportation network and identified capital improvement and other projects to accommodate projected transportation needs of its residents and businesses. It did not consider the urbanization of rural lands as they are included in an expanded Urban Growth Boundary, but did identify two "tier-two", unfunded projects for PH-5 and 10. That work, which focused specifically on the future urbanization of PH-5 and PH-10, was conducted separately when the City, supported by a Transportation and Growth Management grant, contracted with the Rogue Valley Council of Governments to develop Conceptual Transportation and Land Use plans. Those plans were intended to ensure regional coordination of transportation facilities and to measure the adequacy of existing facilities in meeting the transportation needs of an urbanized PH-5 and 10. North Phoenix Road is the only "higher order" street that directly serves PH-5; Fern Valley Road provides access to PH-10. I-5 Exit 24 and OR-99, which is the primary commercial corridor that currently serves Phoenix, were also addressed by these plans. Five different preliminary land use development and transportation scenarios were analyzed by ODOT's Transportation Analysis Unit (TPAU). Two of the three scenarios were found to impact existing transportation facilities to the extent that they were not considered further (Phoenix URA Screening Level Analysis Technical Memorandum, May 27, 2016). The three remaining scenarios were analyzed in greater detail.

Modeling demonstrated that under existing conditions, the buildout of PH-5 with a projected employment base of approximately 5,000 workers and the addition of approximately 1,000 households would create significant traffic impacts on several facilities. Mitigation was identified for each of these impacts, and most impacts and mitigation strategies were shared by all three scenarios. Technical Memorandum #5 also evaluated the consequences of building out each of the three scenarios if the proposed "South Stage Extension" were not constructed. If SSE were not built, Grove and Fern Valley Road would experience additional congestion, requiring mitigation (mostly construction of additional dedicated righthand turn lanes at intersections). The SSE was not found to significantly impact freeway area traffic. In the other words, not building the SSE will not significantly increase congestion within the freeway area (p. 11)

### Sanitary Sewer

Phoenix is served by the Rogue Valley Sanitary Sewer district which provides for the collection of wastewater and transmission of that wastewater to a regional treatment facility. The collection system (which in this document means "collection" pipes, "trunk lines", and "interceptors") is considered to be adequate for the amount of effluent generated by existing residences and businesses. While developing the Conceptual Land Use and Transportation plans for PH-5 and 10, representatives from RVSS stated that the collection system has enough capacity to serve urban development in those areas as well. Existing collection infrastructure is available to the edge of the existing Urban Growth Boundary and could be extended in order to service development that occurs in an expanded UGB. Existing collection systems serving development on the east side of I-5 cross the highway, flowing west to the 36 inch RVSS regional interceptor that runs along Bear Creek.

### Drinking Water

The 1998 Comprehensive Plan Public Facilities Element assessed Phoenix's water system under 2008 demand projections. It summarized improvements that had been made to the system while identifying need for

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others. Many of the recommended improvement projects, including the Medford Water Commission Water intertie project, have been completed.

The City completed a “Water Master Plan Update” in 2019. This study evaluated conditions in 2025, 2040, and 2070. Future growth areas (Urban Reserves Areas) were included in the analysis. Based on these assumptions, the study provides a number of recommendations to address identified system deficiencies. Development in northeast Phoenix (PH-5 and 10) and/or inclusion of PH-3 in its UGB and, eventually, its political jurisdiction would enable the City to eliminate one of its two pump stations (Experiment Road) and associated legacy transmission line, thus eliminating significant ongoing operations and maintenance expenses (ES-3). The City has sufficient storage capacity, but should construct a new 3.0MG reservoir to meet future demand conditions by 2040. Ideally, this reservoir would be located in PH-5, but there are other options. The new reservoir would simplify operations and reduce operations and maintenance expenses associated with the Shop Reservoirs and Experiment Station Road supply system (ES-4, 5).

## Stormwater

The City of Phoenix owns and operates its own stormwater management system. In older parts of the City, the collection and conveyance system consisted of open roadside ditches and former irrigation channels. Over time, the City has constructed new collection and conveyance facilities, usually as it constructs and reconstructs roads. Phoenix now manages stormwater under a joint Municipal Separate Storm Sewer System (MS4) that is administered by RVSS. Water quality treatment features (bioswales, detention/retention basins, etc.) are typically installed during development and located onsite. In some cases, however, stormwater treatment facilities are regional in nature, serving an entire residential subdivision, for example.

## Private Utilities

### Electric

Phoenix is served by Pacific Power and Light. Service is adequate for the needs of development within the City’s current UGB and could accommodate the full buildout of PH-5 and 10.

### Natural Gas

Avista provides natural gas to Phoenix and other communities in the Rogue Valley. A large transmission line connecting the Rogue Valley with the supplies in eastern Oregon runs in close proximity to the eastern boundary of PH-5 but does not encroach into it. Avista has been upgrading service lines to individual properties throughout the City over the past several years. Natural gas is available in sufficient quantities to serve development in PH-5 and 10 and is easily accessible to the these URAs.

## Efficient Use of Land within the Existing Urban Growth Boundary

### AMENDMENTS TO RESIDENTIAL ZONES

### I-B COMMERCIAL BUSINESS LAND

## Environmental, Social, Energy, and Economic Considerations

The Environmental, Social, Energy, and Economic considerations for the potential urbanization of PH-5 and 10 were addressed through Regional Problem Solving and the Regional Plan. The process and its findings are documented in Appendix 2 of the Regional Plan. The subject lands are a part of Area PH-A and, along with PH-B and PH-C, comprised a broad study area of 3,720 acres of which 1,872 acres passed a “course filtering” process and were included “for further study” (p. Regional Plan Element, p. 32). The conclusions reached through further consideration of ESEE Consequences for PH-5 and 10 are summarized in the following:

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1. Selection of lands within a quarter mile of the City's existing UGB and lands within ½ mile of North Phoenix Road is "expected be positive as this land is well situated to service regional economic development needs [...] Such economic development would also have beneficial impacts on general fund revenues that would accrue to the City of Phoenix" (p. 33). These conclusions are further supported by the Regional Economic Opportunity Study that determined that PH-5 presents a singular economic development opportunity along the I-5 corridor, from at least Redding, California to Eugene, Oregon. Considering various factors including interstate transportation access, site size and development characteristics and conditions, that study found that there simply is no alternative for the development of large site employment development within this geography and probably beyond.  
The Regional Plan also contemplates a transportation network within PH-5 and 10 "which includes an urban transportation corridor which, through PH-10, will ultimately connect Fern Valley Road to North Phoenix Road as an alternative connection to southeast Phoenix from Medford that is separate and distinct from North Phoenix Road" (p. 12). This network could better improve trip distribution that might otherwise focus impacts on highway interchanges and the segment of I-5 between Phoenix and Medford (in particular the).
2. Positive social consequences "will also result from employment land generating needed fund revenues" (p. 33). Additionally, the Conceptual Land Use and Transportation plans propose a development pattern of mixed use, walkable neighborhoods. All three scenarios locate housing in close proximity to employment, recreation, and urban service destinations, thus promoting opportunities for active transportation and a full-service community. According to the Regional Plan, "efficient arrangements of urban land residential and employment opportunities support community vitality over time [...] This area has a great opportunity to integrate proximal residential and employment opportunities which will enable people to walk and bicycle from home to work" (p. 12).
3. "The comparative environmental consequences of Urban Reserves in this area are not expected to be appreciably different than other potential areas" (p. 33). More efficient transportation systems and networks and the efficient arrangement of urban land uses is expected "to be positive, primarily from an air quality perspective" (p. 12).
4. Due to its location and immediate access to the regional transportation network, the development of PH-5 for employment "can be expected to have comparative energy benefits over other potential urban reserve areas" (p. 33). Efficient urbanization and development patterns "can translate into positive energy consequences through job-housing balance and alternative transportation opportunities over time" (pp. 12-13).

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## Urban Growth Boundary Locational Criteria

OAR 660-024-0065 defines the criteria that must be applied in determining the location of an Urban Growth Boundary. The process described in this administrative rule requires that cities identify a “preliminary study area” and, subsequently, a “study area.” The preliminary study area must include

- Urban reserves;
- Lands within one-half a mile of the City’s acknowledged UGB; and
- Exception lands “contiguous to exception” lands within one-half mile of the acknowledged UGB.

In this case, Phoenix (along with five other cities in the “Greater Bear Creek Valley”) established urban reserves through Regional Problem Solving. According to OAR 660-021-0030(2), lands designated as urban reserves have been selected “based upon the locational factors of Goal 14 [...]” Division 21-0060 further defines urban reserves as the first lands to be included in a city’s Urban Growth Boundary. Appendix 2 of the Regional Plan Element of the Phoenix Comprehensive Plan thoroughly and comprehensively documents the process and factors considered in designating Phoenix’s Urban Reserve Areas (URAs). The preliminary and final study areas were identified and evaluated through this effort. ADD A LITTLE MORE?

Having identified Urban Reserve Areas and completed the analysis required to establish first priority lands for inclusion in its UGB, Phoenix will use the following criteria when determining exactly which parts of which Urban Reserve Areas are most consistent with the “Urbanization Factors” described above, and best meet the City’s need for urban land that will provide housing, employment, and other urban services and amenities for its residents and businesses. These factors include

- Contiguity with the Phoenix’s acknowledged political boundary or acknowledged UGB;
- Suitability of particular lands to meet the unique requirements of particular types of needed urban land. Suitability means the ability of natural features and characteristics of land to accommodate and support a particular urban use, such as its parcelization at the time of inclusion into the City’s UGB and the degree to which it can achieve parcelization that best accommodates an urban land use or uses through lawful land division and other land use entitlement processes.
- Access to existing urban infrastructure and facilities, and the relative benefit of inclusion of particular lands for the future orderly provision of public facilities and the extent to which inclusion supports further long term economically sustainable operation of those facilities. Relative benefits include consideration of the extent to which inclusion of lands within the City’s UGB will avoid unnecessary costs in the future; and
- Consistency with Conceptual Land Use and Transportation Plans and all applicable Regional Plan Performance Indicators and other relevant comprehensive plan elements.

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## Conceptual Land Use and Transportation Plans

As signatory to the Regional Plan (aka “Regional Problem Solving” or “RPS”), Phoenix has committed itself to 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.

Under a Transportation and Growth Management (TGM) grant provided by the Oregon Department of Transportation and the Department of Land Conservation and Development between 2015 to 2016, Phoenix and its consultant, the Rogue Valley Council of Governments, completed Conceptual Land Use and Transportation Plans in accordance with Performance Indicator 7 and 8 of the Regional Plan. Five separate scenarios were considered, and three (Scenarios 2,3, and 4) were included in the final document that was presented to the Rogue Valley Metropolitan Planning Organization Technical Advisory Committee (RVMPO TAC) on XXXX, 2016. The function of the transportation network under each of the three final scenarios was modeled and analyzed by ODOT’s Transportation Planning Analysis Unit (TPAU). Discussion of the results of the results presented in that report are presented above under “Urbanization Factors.”

In order to prepare those plans, the City also completed a Regional Economic Opportunity Study (REOS), satisfying Performance Indicator 9 which required that “Prior to the expansion of the city of Phoenix Urban Growth Boundary into any Urban Reserve Area to accommodate employment land need, the region shall agree on a mechanism (such as Regional Economic Opportunity Analysis) to assist the city of Phoenix in justifying the regional need for urban reserve PH-5” (p. 17).

The REOS provides the basis for the designation of different employment land uses within PH-5. Ideal parcelization of those uses is detailed in several long range planning documents including the Comprehensive Plan Economic Element and the Land Use Element. Policy 6.1 of the Land Use Element states

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

Table XX: PH-5 Employment Land Ideal Parcelization

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Each of the Scenarios was designed to accommodate these parcelization assumptions as well as comply with all of the other Regional Plan Performance indicators which are summarized in the following:

- Committed Residential Density. Residential development in unincorporated portions of Phoenix’s acknowledged UGB and any land included in its UGB in the future from its Urban Reserve 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.
- 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.”
- Land Use Distributions. Each of the three scenarios demonstrates compliance with Regional Plan requirements that certain portions of URAs are developed for certain general purposes (housing, employment, and open space).

Compliance with these requirements is presented in further detail separately for each of the three scenarios.

## Goals and Policies

### Goal 1

**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.**

### Goal 2

**Ensure efficient urban development patterns that comply with Regional Plan performance indicators.**

#### Policy 2.1

Neighborhood or Special Area Plans shall be submitted to and approved by the City using a Type IV Land Use decision process prior to or simultaneously with a request to annex any lands included in the City's UGB that have been designated as Urban Reserve Areas by the Regional Plan. At minimum, these plans shall demonstrate the following:

1. Consistency with the arrangement of proposed land uses and urban infrastructure (e.g. transportation network) depicted by applicable Conceptual Land Use and Transportation plans that have been adopted for that particular URA;
2. Compliance with applicable Regional Plan performance indicators, especially indicators 3-10.
3. Conformance with all other applicable goals and policies of the City's Comprehensive Plan.

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## Conclusions

Based on underlying long range planning documents, including but not limited to its Housing Element, Economic Element, and Parks and Recreation Master Plan, the City of Phoenix Urban Growth Boundary will need to be modified in order to meet the needs of its residents and employers for urban land. The amended Comprehensive Land Use Map, included in this Urbanization Element as Appendix A, depicts the City's Urban Growth Boundary modified to meet these needs.

The changes from the current, acknowledged UGB to the UGB depicted by the map in Appendix A are summarized in the following:

1. The UGB only includes lands from PH-5 and PH-10 Urban Reserve Areas.
2. **XX** acres of Hillside Residential-designated land in the southeast corner of its current UGB are removed from the modified UGB and their estimated residential holding capacity is transferred to new UGB areas in PH-10. Parcels removed from the UGB are identified in the following table:

Jackson Co. Map Taxlot #	Total Acres (Jackson Co. Assessor)
381W10 1800	22.31
381W10 1801	20.72
381W15A 1400	1.45
381W15A 1500	5.18
381W15A 1300	0.39
	50.05

Table XX: Hillside Residential Lands to be Removed from Phoenix UGB

Jackson Co. Map Taxlot #	Urban Reserve Area	Residential Total Acres	Employment Total Acres	Open Space Total Acres	Total Acres Included in Modified UGB
381W10800					
381W10700					
381W10600					
381W10100					
381W10101					
381W031600					
381W04500					
381W04400					
381W04501					
381W04300					

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381W04502					
381W09A103					
381W09A100					
381W10103					
381W09A105					
381W09A101					

- The following amounts of urban land are included in the modified UGB to meet demonstrated demand for residential and employment development and open space:

Table XX: Land Included in Modified UGB by General Land Use Category

- Lands included in Phoenix’s modified UGB will be assigned Comprehensive Land Use Plan designations.

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