

REVISED
CITY OF PHOENIX PLANNING COMMISSION
Regular Meeting/Public Hearing
Monday, June 08, 2020
6:30 PM at 220 N. Main St. (Phoenix Civic Center)

1. **Call to Order/Roll Call**
2. **Pledge of Allegiance**
3. **Approval of the Agenda**
4. **Approval of Minutes**
February 24, 2020, regular meeting (pg. 2)
5. **Public Comments:** Anyone wishing to speak about **non-agenda** issues or topics is encouraged to do so. Please step up to the podium, state your name and address for the record, and limit your comments to 5 minutes.
6. **New Business:**
 - a. Public hearing: Recommendation to City Council regarding Comprehensive Plan Urbanization Element, CP-20-002(Staff Report, Proposed Element, Existing Element) (pg. 4)
7. **Old Business:**
None
8. **Comments from the Commissioners**
9. **Planning Director's Report**
10. **Adjournment**

**City of Phoenix Planning Commission
Regular Meeting – Monday, February 24, 2020
220 N. Main St. - Phoenix Plaza Civic Center**

1. CALL TO ORDER and ROLL CALL

Vice-Chair Dickson called the regular meeting of the Planning Commission to order on Monday, February 24, 2020, at 6:47 p.m. at the Phoenix Plaza Civic Center.

ROLL CALL

PRESENT: Vice-Chair Dickson, Krista Peterson, Marcia Monceaux, Terry Helfrich

ABSENT: Micki Summerhayes, Jason Couch and Leigh Naumann

STAFF PRESENT: Ryan Nolan, City Planner
Bonnie Pickett, City Recorder

2. PLEDGE OF ALLEGIANCE

3. APPROVAL OF AGENDA

4. APPROVAL OF MINUTES

Motion: To Approve January 27, 2020, Meeting Minutes. **MOVED BY PETERSON, SECONDED BY HELFRICH.** No further discussion.

MOTION APPROVED BY UNANIMOUS VOTE

5. PUBLIC COMMENT

None

6. NEW BUSINESS

a. Public hearing: Recommendation to City Council regarding Comprehensive Plan Land Use Element, CP-20-001

Ryan Nolan, City Planner summarized his staff report for the commission.

Matt Brinkley, Red Arrow Planning and Development gave a presentation on the Land Use Element of the Comprehensive Plan. Mr., Brinkley went over the comments from DLCD regarding the Land Use Element of the Comprehensive Plan.

There was no public comment.

Motion: I move that the Planning Commission recommend approval of File CP20-001 to adopt the City of Phoenix Comprehensive Plan Land Use Element. My Motion

incorporates the findings of fact recommended by staff in its report January 13, 2020.
MOVED BY PETERSON, SECONDED BY HELFRICH. No further discussion.

ROLL CALL VOTE AS FOLLOWS

**Ayes: Peterson, Helfrich, Dickson, Monceaux,
MOTION APPROVED WITH FOUR EYES**

b. Presentation – Comprehensive Plan Urbanization Element

Mr. Brinkley gave a presentation on the Urbanization Element of the Comprehensive Plan. He explained the process of expanding the Urban Growth Boundary. Mr. Brinkley asked if the commission had any efficiency measures that they would like to see.

c. Discussion – Section 5.18.050 Standards for Review and Facility Operations

After some discussion, the commission has decided to take no action.

7. OLD BUSINESS:

None

8. COMMENTS FROM COMMISSIONERS:

None.

9. PLANNERS REPORT:

Mr. Nolan noted there has been one official resignation by Leigh Naumann due to health reasons. Also, Jason Couch announced before the meeting started that he was going to be resigning as well. Mr., Nolan noted that Ms. Summerhayes was unable to attend the meeting due to the passing of her husband. He noted that the posting for the Assistant Planner closed and no one has been hired anyone at this time.

10. ADJOURNMENT

The meeting adjourned at 8:00 p.m.

Bonnie Pickett
City Recorder



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1 **Exhibit 1**
2 **Staff Report**
3 **&**
4 **Findings of Fact and Conclusions of Law**
5

6 **File Number:**

7 **Date of Report:** May 27, 2019

8 **Type of Action:** Type IV Legislative Action

9 **Action Requested:** Comprehensive Plan Amendment—applicant is requesting that the current
10 Urbanization” of the City’s Comprehensive Plan be replaced in its entirety.

11 **Street Address:** N/A

12 **Date of Application:**

13 **Applicant:** City of Phoenix, Phone: 541-535-2050 ext. 316

14 **Applicant Address:** 112 W. 2nd Street

15 Phoenix, OR 97535

16 **Information Reviewed:** Application file; City of Phoenix Comprehensive Plan

17 **Attachments:** Proposed Urbanization Element

18 Urbanization Element approved August 20, 1984

19 **Related permits:** N/A

20 **Date of 1st Evidentiary Hearing:** Monday, June 8, 2020

21 **Date of 2nd Evidentiary Hearing:** TBD

22 **Staff Recommendation:** Adopt Findings of Fact and Conclusions of Law as presented in this staff
23 report and recommend adoption of the updated Urbanization Element by the Phoenix City Council.

24
25 **I. Introduction**
26

27 The City of Phoenix (the City) adopted the current Urbanization Element on August 20, 1984,
28 Ordinance Number 576.

29 The City has prepared a new Urbanization Element that will replace the current Element in its entirety.
30 The Element has been prepared in order to address development that has occurred over the last twenty
31 years; the adoption of the Regional Plan Element by the City in 2012, an updated Transportation
32 System Plan in 2016, an updated Parks and Recreation Master Plan in 2017, an updated Housing
33 Element in 2018, and an updated Economic Element in 2019; and to direct future development of



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1 the City in a manner that is consistent with community development goals and various regulatory
2 requirements.

3 This Urbanization Element evaluates the current state of development within the City and considers
4 and recommends policy needed to affect changes that will be required in order to ensure the
5 provision of urban land that will meet the needs of the community over the next 20 years (2019
6 through 2039).

7 The Urbanization Element examines the current development status of land within the City's UGB:
8 lands that have been developed, those that are not able to be developed, and those that are available
9 for development. It considers the future need for land that can be developed for housing,
10 employment, and urban infrastructure and amenities (roads, parks, etc.). These considerations are
11 based on conclusions drawn from other adopted Elements within its Comprehensive Plan, most
12 notably its Housing, Economic, Land Use, Parks and Recreation Elements (aka Parks Masterplan),
13 Regional Plan, and Transportation System Plan (TSP). Several other long range planning documents
14 contribute significantly to the factual basis of this Urbanization Element including a Regional
15 Economic Opportunity Study, completed in 2016, and a Local Economic Opportunity Analysis,
16 completed in 2017.

17 Based upon factual information and the analytical conclusions drawn therefrom, the Urbanization
18 Element recommends modification of Phoenix's UGB in a configuration depicted in Exhibit A.
19 According to the Urbanization Element, the proposed modification of the UGB would provide XX
20 acres of land for residential development and XX acres of land for employment development. The
21 proposed UGB would, based on the information found in the aforementioned Comprehensive Plan
22 Elements and supporting long range planning documents, would meet Phoenix's need for
23 urbanizable land over the next 20 years, from 2019 – 2039.

24 The proposed amendment to the City's current Comprehensive Plan would replace, in its entirety,
25 the Urbanization Element.

26
27 **II. Review Procedure**
28

29 Amendments to the comprehensive plan require a Type IV Legislative review process according to
30 Table 12: 4.1.2 Summary of Development Decisions/Permit by Type of Decision-making Procedure.
31 Section 4.1.6 of the Phoenix Land Development Code defines that procedure.
32

33 Type IV actions require a "minimum of two hearings, one before the Planning Commission and one
34 before the City Council [...]". The Department of Land Conservation and Development (DLCD)
35 must be notified of the first public hearing of an amendment to the Comprehensive Plan "at least 35



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1 days before” the hearing. At least 20 days, but no more than 40 days before the first hearing, the
2 following notices must be issued:

- 3
4 1. Each owner of property that would undergo a zone change as a result of the action;
5 2. Any affected government agency;
6 3. Recognized neighborhood groups affected by the action;
7 4. Any person who requests notice in writing; and
8 5. All mailing addresses within a manufactured home park, pursuant to ORS 227.175.
9

10 At least 10 days before a scheduled City Council public hearing, notice must be published on the City’s
11 website, at City Hall, and “other locations as appropriate.”
12

13 **Findings of Fact:**

- 14 1. Notice of the proposed comprehensive plan amendment was provided to the DLCD on
15 _____, and notices of revised submittal were provided on
16 _____ and again on _____.
17 2. External agencies including Fire District 5, Jackson County Roads and Parks, ODOT, Jackson
18 County Planning & Development Department, Rogue Valley Sewer District, RVTD, and
19 RVCOG were provided notices and asked to provide written comments on XXXX, 2020.
20 3. A notice was posted on the City’s website, at City Hall, the community information kiosk, and
21 post office and further publicized through the City’s social media outlet(s).
22 4. This action does not constitute a zone change, and no zone changes pertaining to individual
23 properties currently in the Urban Growth Boundary or the City’s jurisdictional boundaries are
24 recommended for further action by the Urbanization Element.
25 5. There are no recognized neighborhood organizations that will be affected by the proposed
26 amendment. In fact, the City has only 1 active neighborhood organization that is located in the
27 Phoenix Hills/Meadowview subdivision.
28

29 **Conclusions of Law:**

30 The noticing requirements for a Type IV land use action have been duly performed for the first
31 public hearing. The application **CONFORMS TO THE REQUIREMENTS OF PHOENIX**
32 **LAND DEVELOPMENT CODE** for comprehensive plan amendments.
33

34
35 **III. Standards of Review**
36

37 Section 4.1.6.G of the PLDC defines “Decision-Making Considerations” or Standards of Review for
38 Type IV land use actions. This section requires that the Statewide Planning Goals and Guidelines
39 promulgated under ORS 197 must be met. These include
40



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- 1 Goal 1: Citizen Involvement. To develop a citizen involvement program that ensures the opportunity
2 for citizens to be involved in all phases of the planning process.
3
- 4 Goal 2: Land Use. To establish a land use planning process and policy framework as a basis for all
5 decision and actions related to use of land and to assure an adequate factual base for such decisions
6 and actions.
7
- 8 Goal 3: Agricultural Lands. To preserve and maintain agricultural lands.
9
- 10 Goal 4: Forest Lands. To conserve forest lands by maintaining the forest land base and to protect the
11 state's forest economy by making possible economically efficient forest practices that assure the
12 continuous growing and harvesting of forest tree species as the leading use on forest land consistent
13 with sound management of soil, air, water, and fish and wildlife resources and to provide for
14 recreational opportunities and agriculture.
15
- 16 Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces. To protect natural resources
17 and conserve scenic and historic areas and open spaces.
18
- 19 Goal 6: Air, Water, and Land Resources Quality. To maintain and improve the quality of the air, water
20 and land resources of the state.
21
- 22 Goal 7: Areas Subject to Natural Hazards. To protect people and property from natural hazards.
23
- 24 Goal 8: Recreational Needs. To satisfy the recreational needs of the citizens of the state and visitors
25 and, where appropriate, to provide for the siting of necessary recreational facilities including
26 destination resorts.
27
- 28 Goal 9: Economic Development. To provide adequate opportunities throughout the state for a
29 variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.
30
- 31 Goal 10: Housing. To provide for the housing needs of citizens of the state.
32
- 33 Goal 11: To plan and develop a timely, orderly and efficient arrangement of public facilities and
34 services to serve as a framework for urban and rural development.
35
- 36 Goal 12: Transportation. To provide and encourage a safe, convenient and economic transportation
37 system.
38
- 39 Goal 13: Energy Conservation. To conserve energy.
40



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1 Goal 14: Urbanization. To provide for an orderly and efficient transition from rural to urban land
2 use, to accommodate urban population and urban employment inside urban growth boundaries, to
3 ensure efficient use of land, and to provide for livable communities.

4
5 Section 4.1.6.G.2 of the PLDC requires that comments from state, local, and federal agencies are
6 considered.

7
8 Section 4.1.6.G.3 requires that the impacts of any intergovernmental agreements are considered
9 during the review of an amendment to the Comprehensive Plan.

10
11 Finally, Section 4.1.6.G.4 requires that amendments to the Comprehensive Plan must comply with
12 the standards of review established in Chapter 4.7 – Land Use District Map and Text Amendments.
13 According to Section 4.7.2.B, these criteria include

- 14
- 15 1. The proposed amendment is consistent with the purpose of the subject section and article.
- 16
- 17 2. The proposed amendment is consistent with other Provisions of this Code.
- 18
- 19 3. The proposed amendment is consistent with the goals and policies of the Comprehensive
- 20 Plan, and most effectively carries out those goals and policies of all alternatives considered.
- 21

22 **Findings of Fact:**

- 23
- 24 1. The State of Oregon, Jackson County and six cities in Southern Oregon approved the Regional
- 25 Problem Solving Plan. Following this, all of the cities incorporated the agreement into their
- 26 Comprehensive Plans as a Regional Plan Element.
- 27
- 28 2. The City has solicited comment and guidance from the public throughout the process of
- 29 updating its Comprehensive Plan, including informal public meetings (open houses), focused
- 30 stakeholder meetings, and formal Public Hearings. Numerous public engagement events have
- 31 occurred since the City began updating its Comprehensive Plan's Transportation System Plan in
- 32 2014. The City created a citizen advisory committee (CAC) that worked directly with staff to
- 33 prepare Conceptual Land and Transportation plans for Urban Reserve Areas PH-5 and PH-10.
- 34 The City also coordinated stakeholder outreach meetings for property owners in PH-10 and PH-
- 35 5 during that process. A Citizen's Advisory Committee was also convened to review and advise
- 36 staff and consultants during the preparation of important technical documents that provided the
- 37 basis for the amendment of the Housing and Economic Elements. The Parks Commission, an
- 38 advisory body comprised of citizens, worked closely with a consultant to update the City's Parks
- 39 and Recreation Masterplan (the Parks Element). Altogether, these various planning initiatives
- 40 that provide the basis for the amendment of the Urbanization Element have involved scores of
- 41 public meetings and hundreds of hours.



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1 A publicly noticed study session with the City Council was conducted on May 6, 2020. Staff
2 received no public comments at the study session. The City has also directly contacted property
3 owners in unincorporated portions of the City's UGB concerning future development plans for
4 those lands. Specifically, the City has contacted property owners on the south side of Camp
5 Baker Road, in the immediate vicinity of the intersection of Camp Baker and Hilsinger Road,
6 and property owners in the extreme southeast corner of the City's current Urban Growth
7 Boundary, in order to ascertain interest in the future development of these properties at urban
8 densities. The City received several responses from property owners in the vicinity of Camp
9 Baker Road and Hilsinger roads, all expressing a desire to remain in the City's UGB. Given these
10 responses and the fact that many of these properties are no longer suitable for resource land, the
11 current UGB proposal does not remove these lands from the UGB. It is understood, however,
12 that many of these properties are unlikely to develop to urban intensities during the 20-year
13 planning period.

14
15 As of this writing, the City had not received comments on the proposed Urban Growth
16 Boundary from owners of properties in the Hillside Residential-designated lands north and east
17 of I-5. These lands are proposed to be removed from the UGB.
18

19 **Conclusions of Law: THIS APPLICATION CAN BE FOUND TO COMPLY WITH**
20 **GOAL 1.**

- 21
22 3. Goal 2 **Findings of Fact:** The Urbanization Element is derived from other comprehensive plan
23 elements, including the recently adopted Land Use Element, that provide "a land use planning
24 process and policy framework" in accordance with OAR XXXX.
25

26 This update of the Urbanization Element addresses several policy recommendations made by the
27 City's recently adopted Land Use Element. Goal 4 of the Land Use Element requires the City to
28 "Maintain adequate land within the City's Urban Growth Boundary to provide for needed urban
29 development as determined by other Comprehensive Plan Elements [...]" (p. 25). Specifically,
30 Policy 4.3 directs the City to "Plan for future land uses in areas that are likely to be included in an
31 amended Urban Growth Boundary and implement changes to the City's land development code
32 as needed to ensure efficient, fiscally sustainable land development." (p. 25) This Urbanization
33 Element identifies parcels to be included in and removed from Phoenix's UGB and assigns those
34 lands Comprehensive Land Use Plan (future land use) designations.
35

36 Goal 2 of this Urbanization Element establishes a decision-making process and standards of
37 review for annexation of lands included in Phoenix's UGB from Urban Reserve Areas. It requires
38 that "neighborhood or special area plans shall be submitted to and approved by the City using a
39 Type IV Land Use decision process prior to or simultaneously with a request to annex any lands
40 that have been designated as Urban Reserve Areas by the Regional Plan." (p. XX).
41



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1 This Urbanization Element also addresses Land Use Element Goal 6. Policy 6.1 directs the City
2 to “Develop implementation measures and land use regulations for PH-5 in accordance with the
3 Economic Element and such that large assemblages of employment land are preserved in order
4 to accommodate the development needs of large, traded-sector employers.” (p. 26) Employment
5 land designations depicted in Exhibit A are consistent with Table 4-1 in the Regional Economic
6 Opportunity Study that is reproduced in Policy 6.1.
7

8 This Urbanization Element further addresses Goal 2 in Policies 2.2, 2.3, and 2.4, all of which
9 provide specific guidance for the future use of lands within PH-5.
10

11 **Conclusions of Law: The Urbanization Element provides a framework for land use**
12 **decision-making, and is consistent with and relies on the Comprehensive Plan Land Use**
13 **Element, which itself provides a foundation for land use decisions. THIS APPLICATION**
14 **CAN BE FOUND TO COMPLY WITH GOAL 2.**
15

- 16 4. Goals 3 and 4 **Findings of Fact:** Goals 3 and 4 govern resource lands that do not exist within the
17 City’s current Urban Growth Boundary. As documented in the Regional Plan, there are no Forest
18 Lands within Phoenix’s current UGB, nor are there any within the proposed expansion area in
19 either PH-10 or 5.

20 PH-5 and 10 are currently agricultural resource lands. However, the Regional Plan investigated
21 very closely the agricultural resource land impacts of potential future urbanization of resource
22 lands over a very large area surrounding Phoenix’s UGB, including 1,220 acres in the “northern
23 part of PH-A” which includes the PH-5 and 10. PH-5 and 10 were selected for further
24 consideration and ultimately designated as Urban Reserves due to the relative benefit of
25 urbanization of these lands as opposed to urbanization of other candidate lands. The Regional
26 Plan concludes, “Urban growth in this area is not expected to adversely effect the long-term
27 viability of other resource land in the area, provided the Region’s agricultural buffering standards
28 are implemented in conjunction with future urban development” (p. 33). Phoenix adopted the
29 buffering standards in its Regional Plan Element and into its Land Development Code.

30 Regarding PH-10, specifically, the Regional Plan found that “Because of the close proximity to I-
31 5 and the Fern Valley Interchange, traffic resulting from future urbanization of this area would
32 not likely extend eastward into nearby farm land” (p. 14). Development of the Hillside Residential
33 lands removed from the modified UGB proposed by the Urbanization Element would, by
34 comparison, extend additional traffic east of the City’s current UGB and well into agricultural land
35 and active agricultural operations. The Regional Plan also observes that “PH-10 contains three
36 undersized agricultural parcels [...] it is unlikely these would ever be consolidated into a single
37 agricultural unit. As such they each represent a small contribution to the regional supply of high
38 value agricultural land and are well located from an impacts standpoint to other land when
39 compared to the growth impact and pressures that would be expected on alternative lands on the



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1 west side of Phoenix where much larger blocks of high value soils and intensive cultivation are
2 present” (p. 14).

3 In addition, the modified UGB delineated by the updated Urbanization Element would remove
4 37 acres of employment land from the UGB on the west side of the City and preserved for
5 agricultural use. The same is true for approximately 50 acres of Hillside Residential land on the
6 east side of the City that would be removed from the UGB and preserved for agricultural use
7 (Urbanization Element, p. 14).

8 **Conclusions of Law: The Urbanization Element and the modified UGB that it presents**
9 **considers the impact of urbanization on resource lands and avoids, the greatest extent**
10 **possible, those impacts. The location of the modified UGB, furthermore, preserves nearly**
11 **90 acres of resource land by removing them from the City’s UGB.**

12 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 3.**

13 **GOAL 4 CAN BE FOUND NOT TO APPLY TO THIS APPLICATION.**

- 14 5. Goal 5 and 6 addresses a wide variety of natural and other resources, ranging from wildlife habitat
15 to historically and culturally significant places and features. The City of Phoenix maintains a
16 Natural and Historic Resources Elements within its Comprehensive, as well as implementing
17 regulations that identify Resources and Resource Sites, as defined by OAR 660-0023. Portions of
18 the City’s 2017 Parks Master Plan directly address one of the City’s most significant natural
19 resources, Bear Creek. The City’s Land Development Code currently affords substantial
20 protection of riparian areas, wetlands, and other surface bodies of water. The Urbanization
21 Element does not recommend amendment of these land use management measures or propose
22 changes to policies that would undermine or prevent the City of Phoenix from managing
23 environmentally sensitive lands and cultural resources in a manner that is consistent with Goal 5.

24 Payne Creek runs along southern edge of PH-10. Both the Urbanization Element and the Regional
25 Plan Element conclude that development impacts on the stream can be managed through
26 application Phoenix’s Land Development Code which provides for robust protections of riparian
27 areas (see Urbanization Element, p. 14).

28 A wetland in the southeast corner of PH-5 is identified by the National Wetlands Inventory. The
29 modified UGB would include this wetland (really a pond with wetland surrounding its edges) in
30 its entirety in PH-5. The wetland would be surrounded by designated Open Space, creating the
31 opportunity for a unique community park, approximately 25 acres in size.

32 Other environmental impacts are discussed below in ESEE Considerations, which draws heavily
33 from analysis performed during preparation of the Regional Plan. On balance, urbanization of
34 PH-5 and 10 was found to provide relatively fewer negative environmental impacts compared with
35 other lands considered for urbanization during Regional Problem Solving. In addition, removal of
36 both the “Helicopter Pad” and certain Hillside Residential lands can be found to provide net
37 environmental benefits. Development of both of these lands, one for employment and the other



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1 for residential, would have involved increased vehicle miles traveled due to their relative
2 remoteness and inaccessibility.

3 To the extent that the Urbanization Element is consistent with and supportive of the City's
4 Comprehensive Plan Parks Master Plan, Historic Resources, and Natural Resources Elements, the
5 Urbanization Element can be found to be comply with Statewide Planning Goals 5 and 6. **THIS**
6 **APPLICATION CAN BE FOUND TO COMPLY WITH GOALS 5 AND 6.**
7

- 8 6. Goal 7: The City has a Natural Disasters and Hazards Element within its Comprehensive Plan
9 that was adopted by the City on August 20, 1984 and acknowledged by DLCD on August 17,
10 1984. Adoption of the updated Urbanization Element would not amend this document.
11

12 The Natural Disasters and Hazards Element addresses steep slopes and floodplains. The
13 Urbanization Element includes several policy recommendations supportive of the Natural
14 Disasters and Hazards Element's policies pertaining to development on steep slopes. Most
15 significantly, a little more than 50 acres of Hillside Residential-designated land is proposed to be
16 removed from the City's UGB. Potential residential development displaced by this action would
17 be allocated to PH-10, which is relatively flat and potentially much less vulnerable to natural
18 disasters in particular earthquake and landslides. PH-10's superior access to the City's existing
19 transportation network would also facilitate better emergency access and response to future
20 development. Evacuation of residents and workers in the event of a natural disaster such as
21 wildfire would also be much more direct and efficient relative to the development of existing
22 Hillside Residential lands.
23

24 The Urbanization Element, furthermore, does not itself amend the City's Land Development
25 Code that regulates development on steep slopes or within floodplains. The implementing
26 regulations would continue to function as they have in the past, restricting development on lands
27 that are known to be vulnerable to the effects of landslides, flooding, etc.
28

29 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 7.**
30

- 31 7. Goal 8: The City recently (2017) adopted an updated Parks and Recreation Master Plan pursuant
32 to this Goal. The Urbanization Element implements one of its recommendations by identifying
33 25 acres of Open Space designated land in PH-5 that could eventually be developed as a large
34 community park serving new residential development in PH-10 and on the east side of PH-5 as
35 residential land is eventually developed in that area.
36

37 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 8.**
38

- 39 8. Goal 9: Over the past 6 years, the City has worked diligently to address Goal 9 through a series of
40 planning studies that culminated in the recent adoption of an updated Economic Element. The
41 Urbanization Element incorporates important information and policy recommendations found in



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1 that document as basis for the proposed configuration of its UGB. Most notably, it identifies
2 significant employment land deficiencies and proposes corrective land use policies that have been
3 carefully considered in the configuration of the proposed Urban Growth Boundary. These include
4 Policies 4.3, 6.1, 6.2, 6.3, 6.4, 6.5, and 6.6.
5

6 The recently adopted Land Use Element and Comprehensive Land Use Map (aka “Future Land
7 Use Map”) preserve existing employment land that is suitable for development while seeking
8 greater efficiency in the use of that land. Drawing on the Economic Element and the two studies
9 upon which its is based, the Urbanization Element and Land Use Element identify a “local” need
10 for roughly 22 acres of Industrial land and 18.44 acres of Public Employment land (p. 22). The
11 need for “local-serving” Industrial land is assumed to be satisfied coincidentally with inclusion of
12 employment land in Phoenix’s UGB to meet “regional” employment in PH-5.

13 A Regional Economic Opportunity Study was completed to measure the need for regional
14 employment land in PH-5, aka the “South Valley Employment Area.” It identified a need for all
15 of the employment in PH-5 for the primary purpose of accommodating large footprint traded
16 sector industries.

17 The Urbanization Element and Regional Economic Opportunity Study acknowledge both the
18 need for this land to provide unique economic development opportunities within this region, while
19 tempering the urgency of that desire with the challenges of realizing such an ambitious vision.
20 Funding needed public infrastructure will be challenging, and it is likely that development will
21 follow an incremental path as one project is completed and the SDC’s and other revenues it
22 generates can be invested in infrastructure needed to support subsequent development. Rather
23 than including all of the employment land in PH-5 with this update of the Urbanization Element,
24 it proposes to include enough employment land to accommodate at least one large footprint traded
25 sector employer and several smaller sites developed for supportive industries identified in the
26 Regional Economic Opportunity study. In this way, the modified UGB meets the requirements
27 of Goal 9 while laying the foundation for the long term economic viability and benefit of
28 developing the South Valley Employment Area in PH-5.

29 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 9.**
30

- 31 9. Goal 10: The City recently updated its Housing Element (2018) along with the completion of a
32 Housing Needs Analysis and Residential Buildable Land Inventory (RBLI). These long range
33 planning documents provide, in large part, the factual basis for Goal 10 compliance of the
34 Urbanization Element. Based on the Housing Element, Housing Needs Analysis, and (updated)
35 Residential Buildable Land Inventory, the Urbanization and Land Use Elements report
36 deficiencies in the City’s supply of residential land. The Urbanization Element proposes changes
37 to the Urban Growth Boundary, pursuant to OAR 660-008-0000 which requires “the provision
38 of adequate numbers of needed housing units, efficient use of buildable land within the urban
39 growth boundaries [...]”.



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1 First, the proposed boundary removes roughly 50 acres of Hillside Residential land. According
2 to the RBLI, 47.37 acres of the total 65.82 “Vacant” acres can be found to be “Unbuildable” due
3 to slope greater than 25%. Another 3.72 acres have slopes between 15 and 25% and are
4 considered to be “Constrained”, that is they can be developed but at lower than average
5 densities:

6 Staff calculated that the City has built single-family dwellings at an average rate of 4.89
7 dwelling units per net acre on non-sloped land. [Based on analysis of subdivisions developed
8 on sloped land it was found that] Land with slopes of 15-20% developed at an average
9 density of 3.9 dwelling units per net acre [approximately 3.12 dwellings per acre] (or 80% of
10 average density) and 3.2 dwelling units per acre (or 65% of average density) on land with
11 slopes [of] 21-25%.” 2016 RBLI, p. 19

12 The remaining 14.73 acres are, in reality, further constrained by inadequate access to
13 transportation, water, and sanitary sewer facilities. Access to these lands crosses resource land
14 (zoned Exclusive Farm Use) which is not in the City’s current UGB, and improving the existing
15 narrow dirt road would require acquisition and dedication of public right-of-way, which in turn
16 would require a Goal 14 Exception. Providing sanitary sewer and water would be difficult and
17 expensive, if not logistically impossible due to the location and elevation of Phoenix’s east side
18 water reservoir and the location of sanitary sewer collection and main lines which are located on
19 the west side of I-5 and Bear Creek. In both cases, Goal 14 Exceptions may be required casting
20 uncertainty on the likelihood that these lands would be developed to urban densities during the
21 20-year planning period and beyond.

22 In addition to the practical and regulatory challenges posed by the Hillside Residential designated
23 lands in question, it is worth noting that residential development in this area would be the least
24 connected to Phoenix’s transportation network and the most distant of any of the City’s
25 residential development from services and amenities. This would impose additional, hidden
26 housing costs for all households as it forces dependence upon one mode of transportation—the
27 automobile—and would increase the average length of trips. The cost of maintaining and
28 operating automobiles would disproportionately affect lower and middle income households,
29 increasing the likelihood that housing would be developed for higher income households. The
30 2017 Housing Needs Analysis identified surpluses of housing for households earning more
31 \$75,000/year, but a significant deficit of 129 homes for households earning less than
32 \$75,000/year (p.40). This does not account for future population growth. The following table,
33 which is based on one found on page 51 of the HNA, depicts housing need by household
34 income:

Household Income Category	<30%	30-50%	50-80%	80-120%	>120%
Percent of Total	23%	14%	20%	21%	22%
Attainable housing types	Subsidized apartment	Apartments, duplex, triplex,		All	All



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		quadplex, ADU, cottage, mfg.	SFR attached & detached		
--	--	------------------------------------	-------------------------------	--	--

1 The table supports the idea that greater housing variety is needed in Phoenix in order to meet
 2 the needs of 57% of its current residents. The proposed UGB is built around the assumption
 3 that Phoenix’s historical housing development pattern which has strongly favored single family
 4 detached homes over all other types of housing must shift in order to provide more housing
 5 options that meet the needs of Phoenix’s changing population. Residential development in the
 6 portion of the UGB that is expanded into PH-10 and 5 would provide a housing mix that is 50%
 7 single family (both attached and detached), 25% medium density (single family attached,
 8 duplexes, triplexes, quadplexes, and cottage clusters), and 25% high density (quadplexes and
 9 larger multi-unit buildings developed in complexes).

10 Concerning Goal 10, development of Hillside Residential lands are less likely to provide housing
 11 for households that need it most. For these reasons, it can be found that removal of Hillside
 12 Residential land and allocation of its development potential on lands within the City’s Urban
 13 Reserve Areas, PH-10, is consistent with Goal 10 and ORS 197.303-307.

14 Removal of constrained land from the City’s UGB and allocation of that development potential
 15 to lands that are relatively free of such constraints and therefore more readily developed is a
 16 more efficient use of buildable land. Thus it is consistent with and supportive of Goal 10.

THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 10.

17
 18
 19 10. Goal 11: The City of Phoenix has a Public Facilities Element in its Comprehensive Plan that was
 20 adopted on March 2, 1998. That plan was partially updated in 2016 with the adoption of the City’s
 21 new Transportation System Plan. The TSP includes two high-level public improvement projects
 22 for PH-5 and 10. Neither “S-8” nor “S-9” is included in the TSP’s tier-one (funded) project list.
 23 In addition, full buildout of PH-5 in its entirety will add congestion to several intersections in the
 24 vicinity of southeast Medford and Phoenix. Those impacts will need to be mitigated as
 25 development occurs. This is addressed in greater detail under “Goal 12” below.

26 Many of the needed improvements to the City’s water system that were identified in the Public
 27 Facilities Element have been constructed to address the needs of Phoenix’s current population.
 28 In particular, the Medford Water Commission Intertie project and construction of a 1MG
 29 reservoir on the City’s east side were completed more than 10 years ago. The City also recently
 30 completed a new water system master plan that will need to be incorporated with any future update
 31 of the Public Facilities Element. That plan accounted for planned growth in PH-5 and 10.

32 Rogue Valley Sewer Services provides sanitary sewer for the City of Phoenix. A trunkline exists
 33 on the west side of Bear Creek. A connection under I-5 provides service to properties on the east



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1 side of I-5. Capacity of the system, according to RVSS, is adequate to meet the needs of PH-5 and
2 10 at complete buildout.

3 Serving Hillside Residential lands on the east side of I-5 would be difficult given topography and
4 access issues. Removal of these lands from the UGB avoids the construction of costly public
5 infrastructure that would have been difficult and expensive to maintain over the long term.
6

7 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 11.**
8

- 9 11. Goal 12: The City's recently updated Transportation System Plan directly addresses and satisfies
10 the requirements of Goal 12. The Urbanization Element is consistent with that plan and
11 supportive of its goals and objectives. Urbanization Element recommends certain measures that
12 would improve the efficient operation of the City's transportation network and protect its capacity
13 over the long term. Higher density residential development, for example, that is concentrated
14 closer to public transportation and other transportation options reduces single occupant vehicle
15 trips when compared to the development of Hillside Residential lands that are further from
16 existing services and by their very location increase the number of vehicle miles traveled. This is
17 in part due to the fact that the Regional Plan Element requires substantial residential and
18 employment development occur in "activity centers."

19 Although an internal road network for PH-5 and 10 has not yet been planned, the Conceptual
20 Land Use and Transportation Plans that support the Urbanization Element depict a rudimentary
21 network of local streets that provide connections within these areas and to regional transportation
22 facilities like North Phoenix Road, I-5, and OR-99. Discussion of transportation system adequacy
23 and the potential impacts of vehicular traffic generated by the development of PH-5 and 10 are
24 addressed under the Public Facilities section and more thoroughly in the "Conceptual Land Use
25 and Transportation Plans" section of the Element. The development of PH-5 and 10 were
26 analyzed by ODOT's Transportation Planning Unit which determined, generally speaking, that
27 development in these areas would not impair the function of regional and state transportation
28 facilities. Complete buildout of PH-5 will likely require construction of the South Stage
29 Overcrossing at some point during the planning period in order to mitigate traffic generated by
30 that development. This is addressed by Policy 3.2 which commits Phoenix to identifying funding
31 mechanisms for all capital improvements associated with development of PH-5 and 10. Much of
32 the cost will be borne by developers, either through direct investment in needed infrastructure or
33 through payment to the City of System Development Charges that are used by the City to fund
34 capital improvements.

35
36 The Urbanization Element is consistent with and supportive of the Transportation System Plan.

37
38 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 12.**
39



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1 12. Goal 13: The Energy Conservation Element in Phoenix's Comprehensive Plan was adopted on
2 August 20, 1984 and acknowledged by DLCD on August 17, 1984. The Urbanization Element
3 does not amend or recommend the amendment of the Energy Conservation Element.
4

5 The Urbanization Element presents a development pattern in PH-5 and 10 whereby various land
6 uses are located in a manner that makes more efficient use of the City's infrastructure, particularly
7 its transportation network. By concentrating higher density residential development and more
8 intensive employment land uses closer to existing public transportation and regional
9 transportation facilities, the development pattern embraced by the Urbanization Element reduces
10 the length of trips made by all modes of transportation from origin to destination and provides
11 higher efficiency travel options to more residents and visitors. This is one of the central tenants
12 of the City's Regional Plan Element, which is directly supported by the Land Use Element.
13

14 The City's City Center comprehensive plan land use designation emphasizes and accommodates
15 a walkable, mixed use urban form that reduces dependency on trips that might otherwise be made
16 by vehicle. This more compact, efficient urban form reduces on a per unit basis the resources
17 required to construct and maintain public infrastructure and utilities, thereby conserving energy
18 that would otherwise be consumed in those processes.
19

20 Urban services themselves can be more efficiently delivered through a development pattern that
21 thoughtfully considers efficient utilization of resources. The Land Use Element's recommendation
22 to consider reduction in the amount of slope constrained land, for example, would result in urban
23 development that requires less expenditure of energy and resources in the development process
24 and future operations and maintenance of those facilities upon which development depends. The
25 City has experienced the challenges imposed by hillside development in the past. As the explained
26 in the City's Public Facilities Element, the Amerman Pump Station requires continuous draw on
27 the City's resources, including energy consumption. Energy efficient deliver of urban services is a
28 key consideration in development of the City's current Urban Growth Boundary and any future
29 amendment.
30

31 The Urbanization Element is consistent with and supportive of Goal 13.
32

33 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 13.**
34

35 13. Goal 14: The Comprehensive Plan Urbanization Element was adopted by Ordinance
36 Number 576 on August 20, 1984 and acknowledged by the DLCD on August 17, 1984. This
37 element established the City's Urban Growth Boundary, and has not been amended since its
38 original adoption. Minor changes have been made to UGB, but only to address mapping
39 discrepancies and errors that were discovered over time.

40 The Urbanization Element is meant to satisfy OAR 660-015-0000(4) which requires communities
41 to "provide for an orderly and efficient transition from rural to urban land use, to accommodate



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1 urban population and urban employment inside urban growth boundaries, to ensure efficient use
2 of land, and to provide for livable communities.”

3 Consistent with OAR 660-24-0040, Phoenix has adopted a Housing Element and Housing Needs
4 Analysis that evaluates need for residential land to provide an adequate supply of housing for its
5 residents over a 20-year planning period, from 2019-2039, based on the most recent population
6 projection prepared by Portland State University’s Center for Population Research. The City has
7 also adopted an Economic Element for the same planning period, completed in accordance with
8 OAR 660-009. Buildable Land Inventories described in OAR 660-024-0050 have been completed
9 during the preparation of these documents, consistent with OAR 660-007-0045 and OAR 660-
10 009-0015. The Residential Buildable Land Inventory was recently updated with the preparation of
11 this Urbanization Element. These plans evaluated capacity of the current UGB to provide
12 adequate land for needed housing, employment and other urban uses. Having completed this
13 analysis, the Urbanization Element finds a need for approximately 35 gross acres of residential
14 land and 165 gross acres of employment land.

15 Pursuant to OAR 660-024-0050(4), prior to expanding its Urban Growth Boundary, the City will
16 “demonstrate that needs cannot reasonably be accommodated on land already inside the urban
17 growth boundary.” This is primarily addressed by the Urbanization Element in “Urbanization
18 Factors, Need to Accommodate Residential Land Uses” and “Urbanization Factors, Need to
19 Accommodate Employment Land Uses”, pages 4-10. Demand for residential land is found to
20 exceed buildable residential land available for future development within the City’s current UGB.
21 Deficits are identified for all categories of residential development, with an overall deficiency of
22 35 to 36 acres, depending on density assumptions made in calculating land demand. The
23 Urbanization Element presents two residential development scenarios, advancing a “preferred”
24 scenario or option that would provide a greater range of housing types than that observed
25 historically. It should be noted that using the higher density assumptions in the “preferred”
26 scenario has the affect of reducing the amount of needed residential land, however modestly.
27 According to its 2017 Housing Needs Analysis, historically 75% of the City’s housing inventory
28 have been single family detached homes, with very little middle density housing (single family
29 attached townhomes, for example, account for less than 1% of its total dwelling units). The
30 Urbanization Element proposes a significant change in this development pattern by proposing
31 that 50% of future residential development would be single family detached; 25% of future
32 residential development would be middle density housing such as duplexes, townhomes, and
33 cottage clusters; and the final 25% of future residential development would be higher density
34 housing types like quadplexes and larger multiplex buildings (pp. 5-6). The shift toward more
35 medium and higher density residential development creates somewhat of paradox: residential land
36 use would become more efficient by several measures, but would require more Medium Density
37 Residential and High Density Residential designated land that is particularly scarce within the
38 City’s current UGB. As the updated Residential Buildable Land Inventory finds, there are only
39 0.75 acres of buildable High Density Residential designated land; 7.71 acres of Medium Density
40 Residential designated land; and 20.28 acres of developable Low Density Residential designated



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1 land. Much of this inventory are, in fact, vacant remnants of Partially Vacant properties. Although
2 infill development can be a way for cities to achieve greater land efficiency and density of
3 development (which has occurred recently in Phoenix), these opportunities are relatively few and
4 an unreliable mechanism for achieving a dramatic shift in the mix of housing types. A modified
5 UGB achieves greater efficiency in residential development by facilitating a shift away from
6 Phoenix's reliance on single family detached housing.

7 "Efficiency Measures" are, nevertheless, addressed in the Urbanization Element and its supporting
8 plans. Phoenix, the Element explains, has recently amended its Land Development Code in a
9 manner that encourages development of a broader range of housing types. That development,
10 however, must occur on a relatively small number of infill lots and is unlikely to achieve the
11 Committed Residential Densities required by the Regional Plan. The Element proposes to remove
12 approximately 50 acres of Hillside Residential designated land from the UGB, and allocate its
13 holding capacity to lands in PH-10 and 5. In doing so, Phoenix will be able to achieve the
14 residential density targets established by the Regional Plan. Achieving those densities in the current
15 unincorporated UGB, which is dominated by Hillside Residential land, is unrealistic given the
16 much lower densities at which Hillside Residential land is developed.

17 Evaluation of employment land need also relies on the assumption that future development will
18 occur at a higher number of jobs on a per acre basis. Even with higher than average job densities,
19 Phoenix will still experience a 22 acre shortage of "local-serving" industrial employment land and
20 an 18 acre shortage of "local-serving" public employment land. Although it has a surplus of 39
21 acres of commercial employment land, much of this land consists of small parcels and the vacant
22 portions of Partially Vacant properties. The exception is Interstate Business designated
23 employment where several large, vacant parcels are readily available for development. For the
24 purposes of calculating need for employment land, the "local-serving" employment land (that is
25 employment land demand generated by Phoenix's local economic growth as opposed to "regional"
26 demand discussed below) are assumed to be met by the employment land allocated to PH-5 to
27 meet demand for regional employment. One hundred and sixty-five (165) acres of employment
28 land would be added to meet demand for regional and "local-serving" employment land.

29 The Urbanization Element also removes 33 acres of employment land from the City's existing
30 UGB. Known as the "Helicopter Pad" due to its lack of access, it can be found that this
31 employment land cannot be efficiently developed.

32 Finally, roughly 25 acres of Open Space designated land will be added to Phoenix's UGB in
33 fulfillment of Regional Plan requirements that 12% of PH-5 be devoted to Open Space. With
34 close to half of PH-5 coming into the UGB, this amount of Open Space enables future inclusions
35 of land from PH-5 into the UGB to maintain the required percentage.

36 The Urbanization Element demonstrates compliance with the remaining Urbanization Factors.
37 Public facilities and services are available to serve development on these lands or it can reasonably
38 be assumed that these facilities can be provided during the planning period. These facilities and



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1 services include roads, drinking water, and sanitary sewer. Each of these are addressed on pages
2 10-11 of the Element.

3 ESEE Considerations were analyzed at length during the Regional Plan process, and many are
4 referenced and relied upon by the Urbanization Element. They have, however, been updated to
5 address several new considerations including the adoption of a new Parks Master Plan, a new
6 water system masterplan, and a new Transportation System Plan and subsequent work that
7 evaluated the transportation issues associated with the complete build-out of PH-5 and 10.

8
9 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH GOAL 14.**

10
11 14. The Application has been provided to relevant state and local reviewing entities for comment.
12 These included the Department of Land Conservation and Development (DLCD), Rogue Valley
13 Transit District, Rogue Valley Council of Governments, and Jackson County. No federal
14 reviewing entities were identified.

15
16 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH THE**
17 **REQUIREMENTS OF SECTION 4.1.6.G.2 OF THE PLDC TO SOLICIT**
18 **COMMENT FROM APPROPRIATE LOCAL, STATE, AND FEDERAL AGENCIES.**

19
20 15. UGMA/URMA
21 **SECTION 4.1.6.G.3 OF THE PHOENIX LAND DEVELOPMENT CODE DOES**
22 **NOT APPLY TO THIS APPLICATION.**

23
24 16. The amendment proposed by the Application is consistent with the purpose of the
25 Comprehensive Plan; it is consistent with other provisions of the Phoenix Land Development
26 Code; and it is consistent with the goals and policies of the Comprehensive Plan, and most
27 effectively carries out those goals and policies of all alternatives considered.

28
29 **THIS APPLICATION CAN BE FOUND TO COMPLY WITH THE**
30 **REQUIREMENTS OF SECTION 4.1.6.G.4 AND 4.7.2.B OF THE PHOENIX LAND**
31 **DEVELOPMENT CODE.**

32
33 **Conclusions of Law:**

34 1. **THE REQUESTED ACTION IS CONSISTENT WITH STATE PLANNING GOALS**
35 **AND GUIDELINES AND CONFORMS TO THE REQUIREMENTS FOR**
36 **APPROVAL OF AN AMENDMENT TO THE CITY'S COMPREHENSIVE PLAN AS**
37 **ESTABLISHED BY THE PHOENIX LAND DEVELOPMENT CODE.**

38 2.

39 **IV. Staff Recommendation**



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Planning Commission should recommend that the City Council adopt the proposed Comprehensive Plan amendment with findings of fact and conclusions of law as presented in this staff report and supporting documents.

Planning Director
City of Phoenix
Department of Planning & Building

Date

DRAFT

City of Phoenix Urbanization Element

CP 20-002

Study Session

City Council

April 6, 2020



Statutory Requirements

OAR 660-015-0000(14)

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.



Statutory Requirements

OAR 660-015-0000(14)

(1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments, [...]; and



Statutory Requirements

OAR 660-015-0000(14)

(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2). . . .



Statutory Requirements

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.



Statutory Requirements

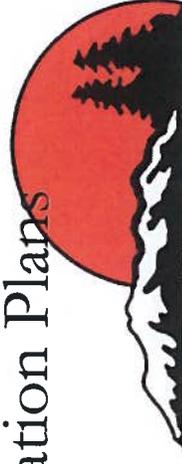
Boundary Location

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



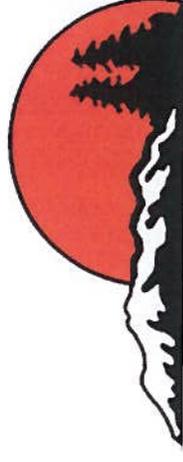
Urbanization Factors

1. Need to Accommodate Demand for Residential Land Uses
2. Need to Accommodate Demand for Employment Land Uses
3. Orderly Provision of Public Facilities
4. ESEE Considerations
5. Regional Plan Element & Land Use and Transportation Plans



Residential Land Needs

- 902 projected new residents by 2039
- 25 – 35 acres needed
- Need to finalize RBLL, determine available land
Note: not feasible to remove residential exception land on south side of Camp Baker/Hilsinger



Residential Land Needs

Discussion points:

- Proceed with removal of “Hillside Residential” lands outside of city limits?
- Suggestions for efficiency measures within existing UGB?





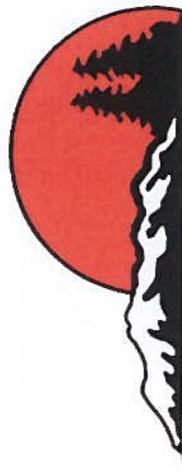
Employment Land Needs

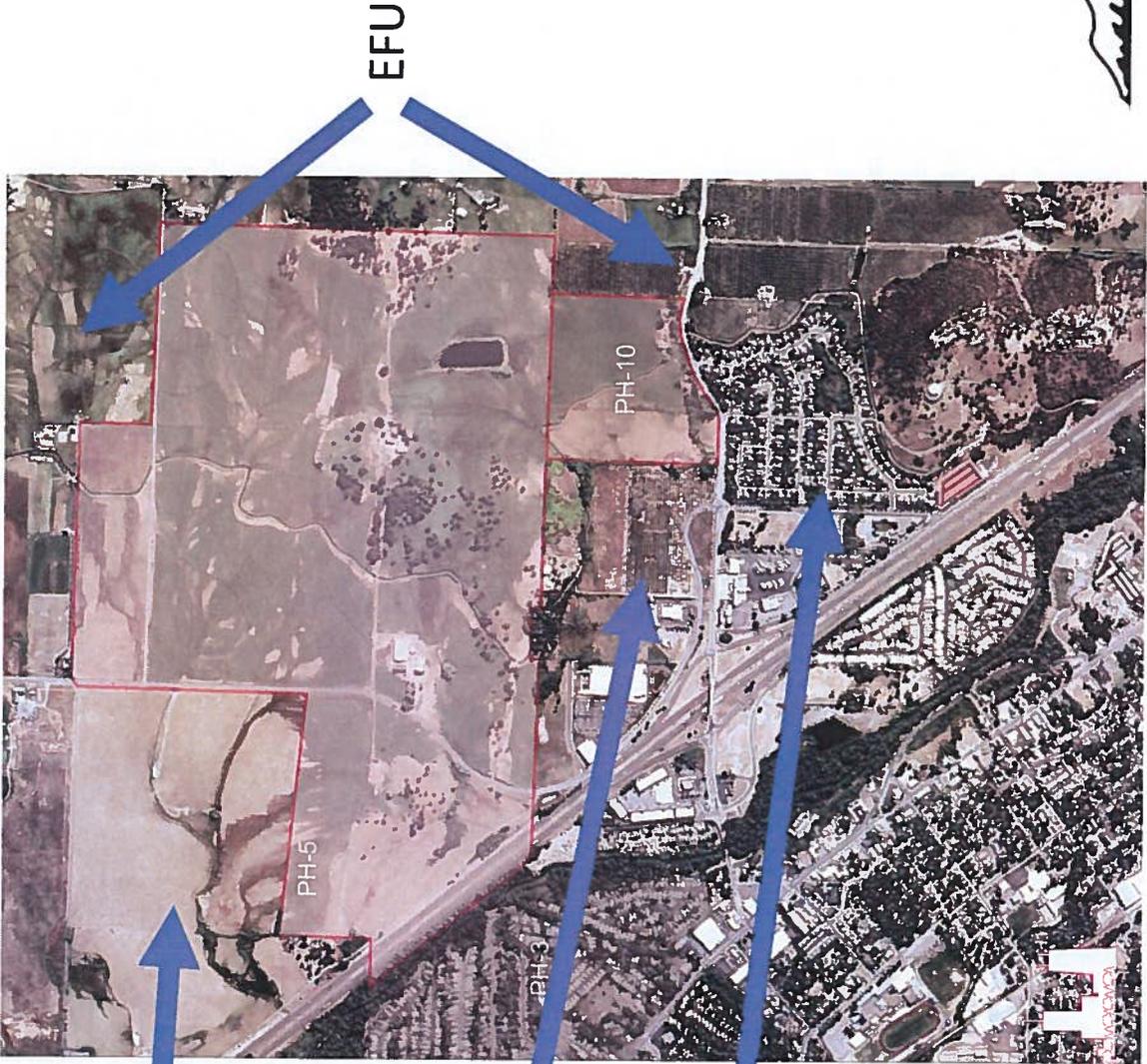
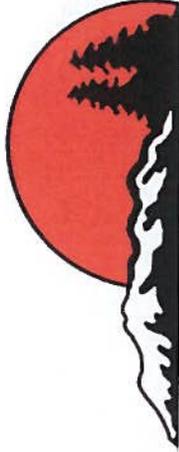
- 1,106 “local” jobs (consistent with Economic Element Scenario 3)
- 20-year deficiency of 22 acres industrial, 18 acres public employment
- Relatively little “Industrial” or “Commercial” land with the exception of I-B



Employment Land Needs

- +/- 5,000 regional jobs in the South Valley Employment Area over a 50-year period
- 270 acres of employment land needed for regional demand over a 50-year period
 - +/- 200 acres over the next 20 years





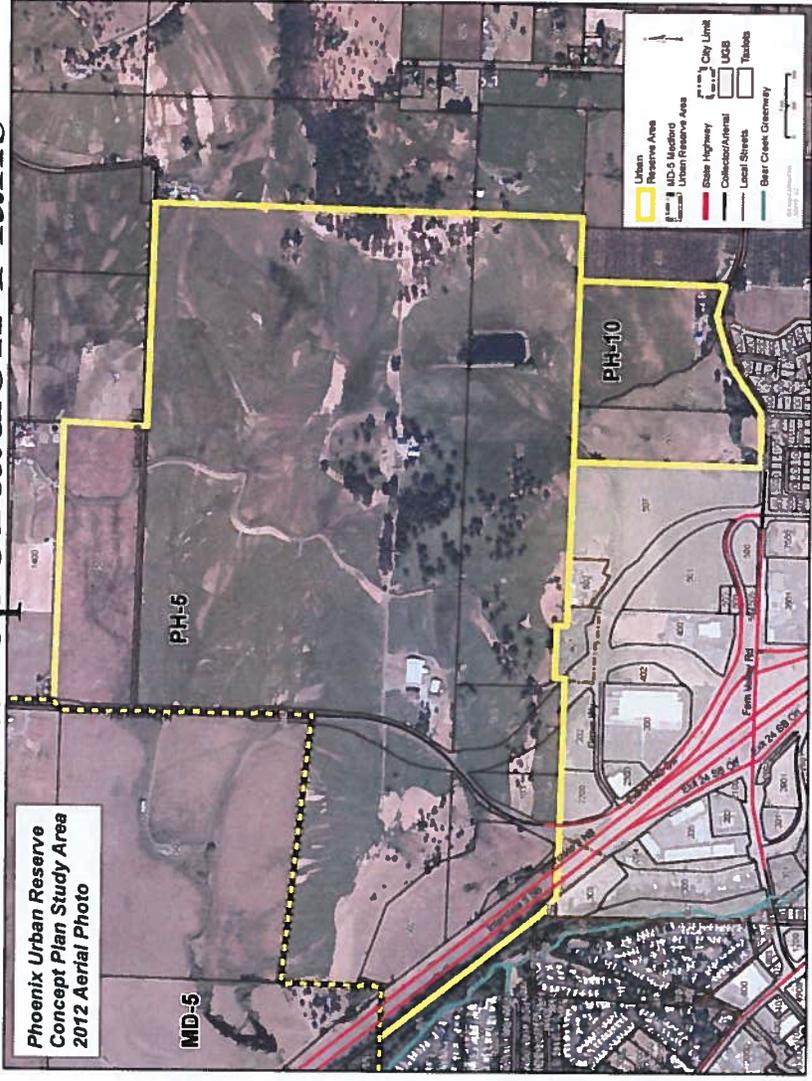
MD-5

Vacant
Commercial
Land

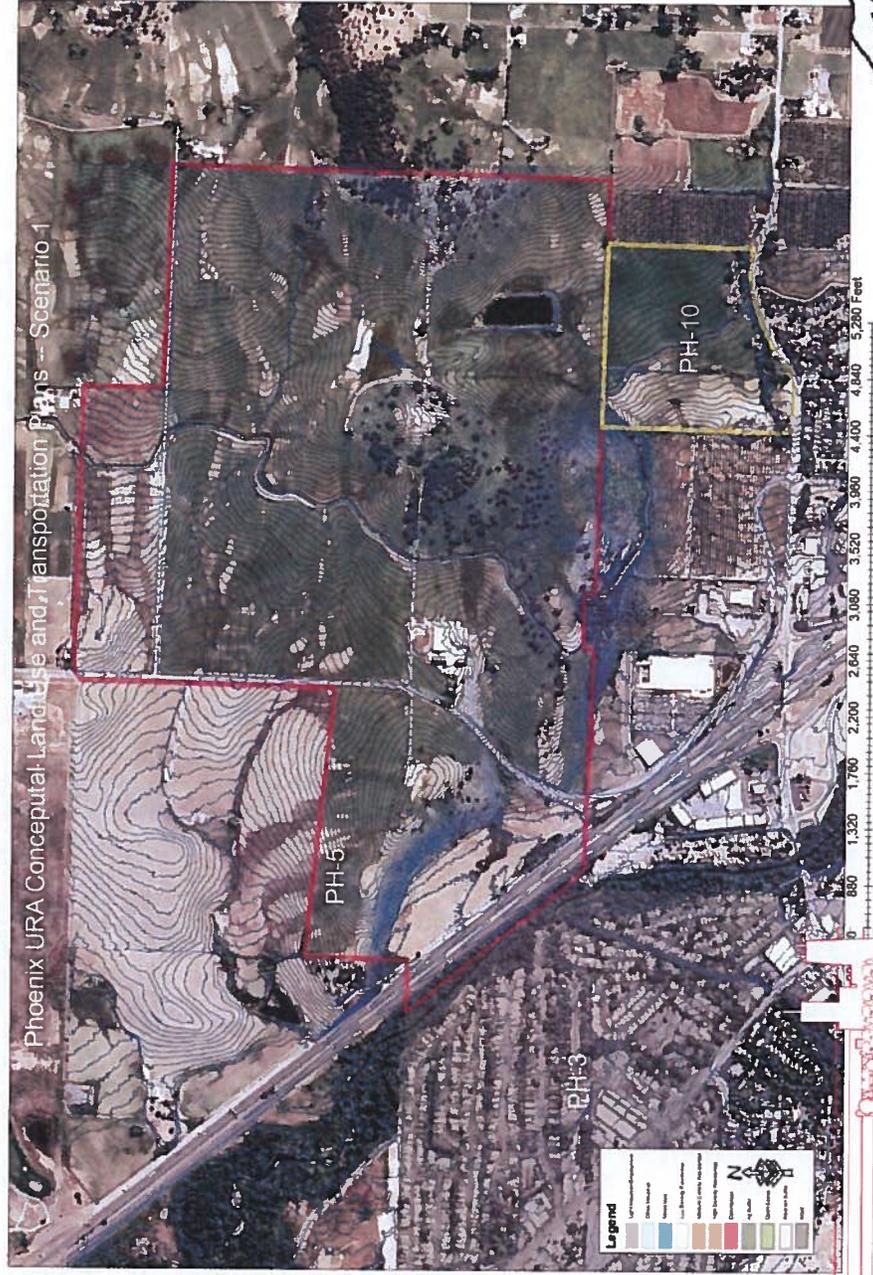
Phoenix
Hills

EFU

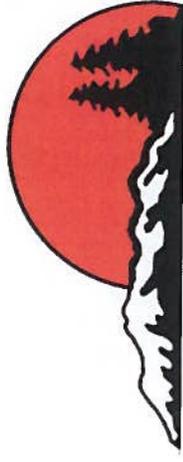
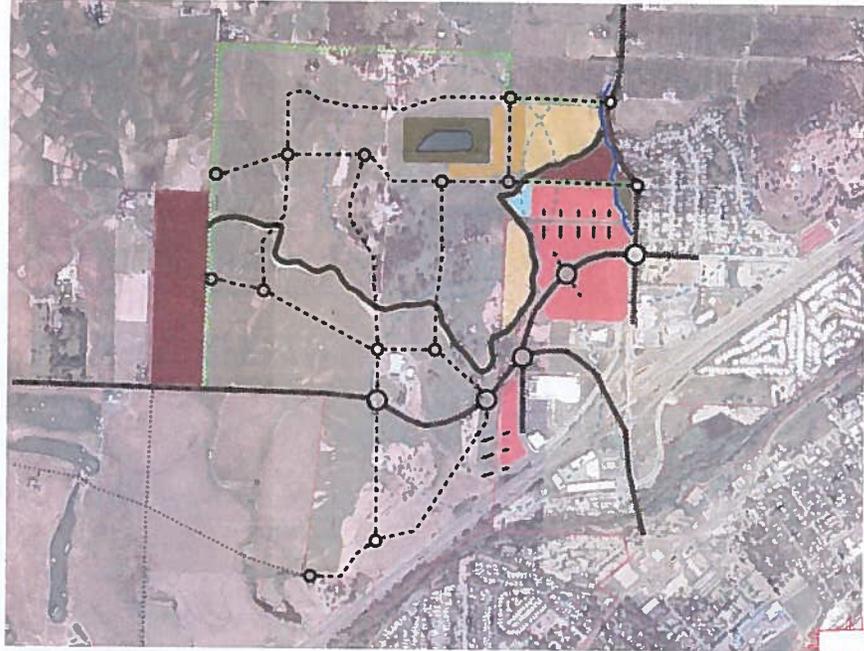
PH-5 & PH-10 Conceptual Land Use and Transportation Plans



PH-5 & PH-10 Conceptual Land Use and Transportation Plans

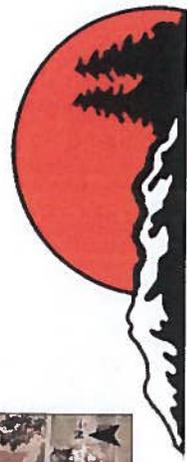
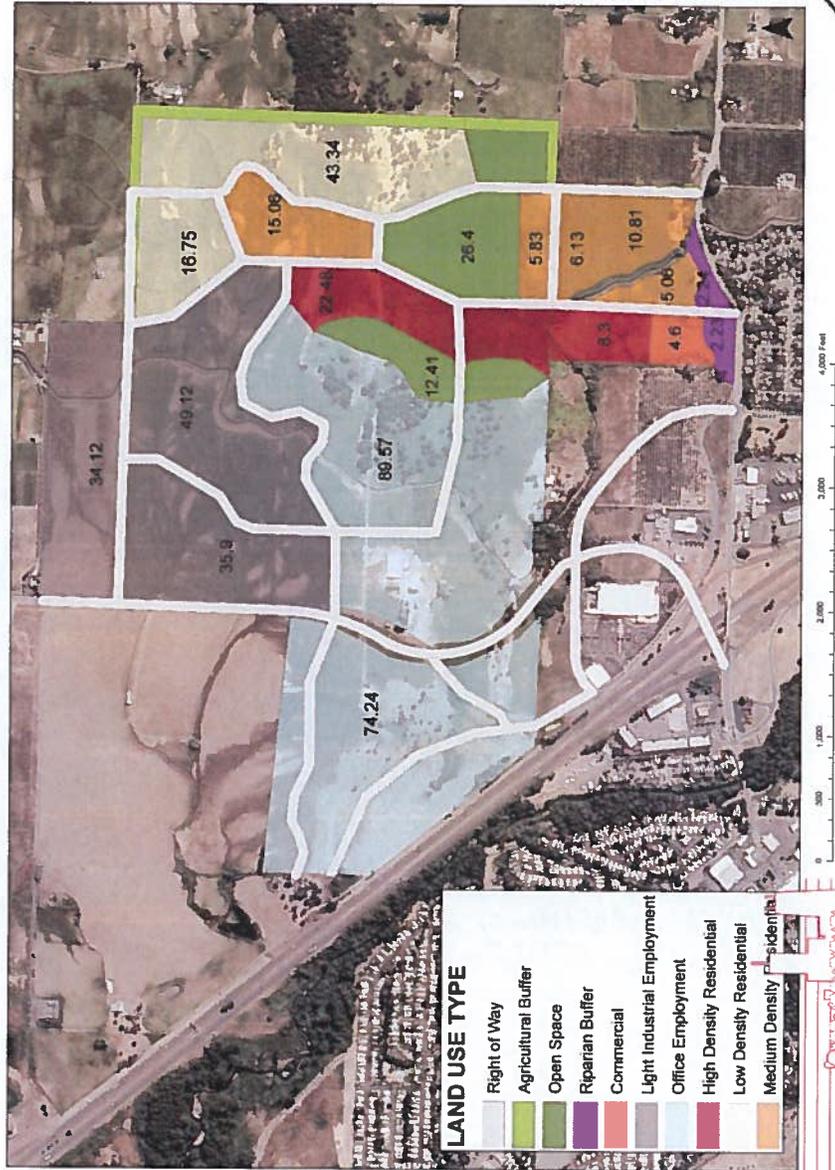


PH-5 & PH-10 Conceptual Land Use and Transportation Plans



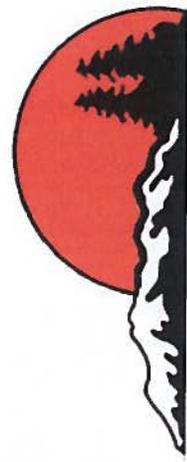
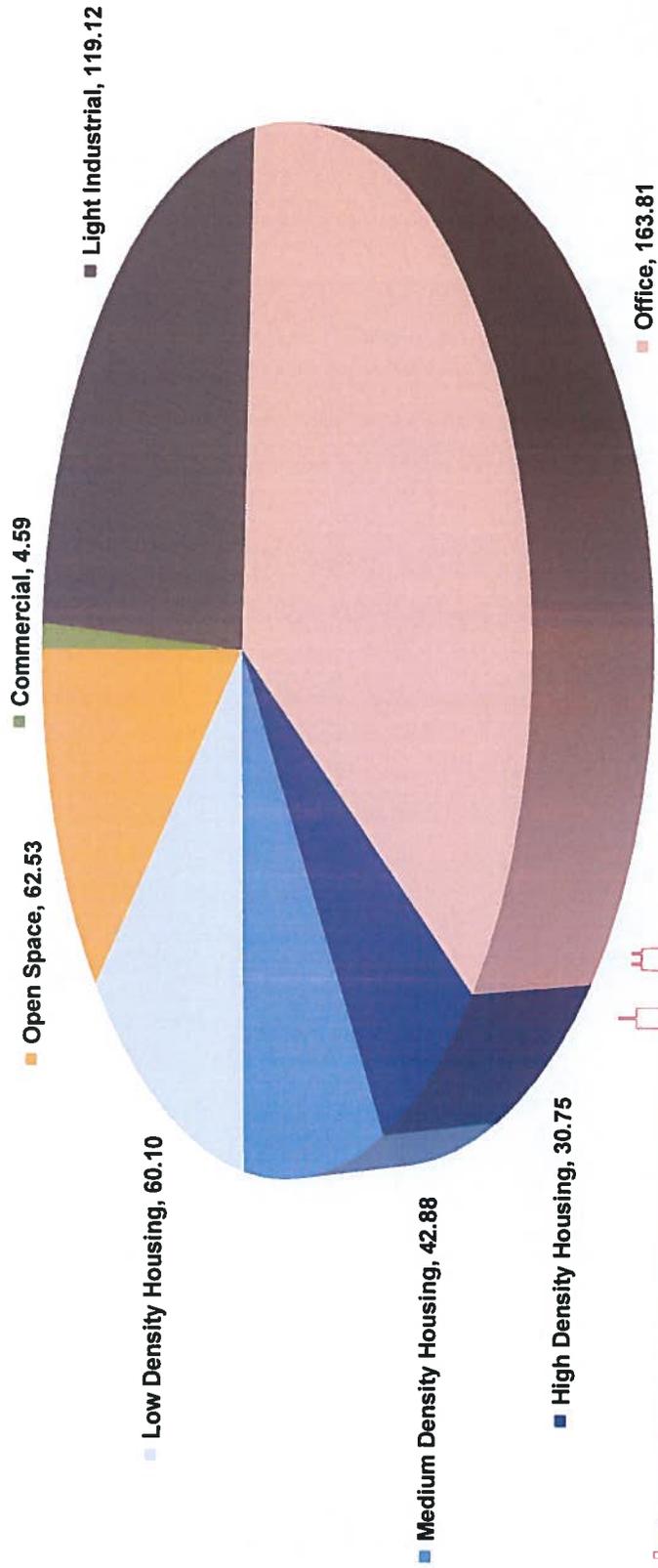
PH-5 & PH-10 Conceptual Land Use and Transportation Plans

Phoenix URA Conceptual Land Use and Transportation Plans--Scenario 2



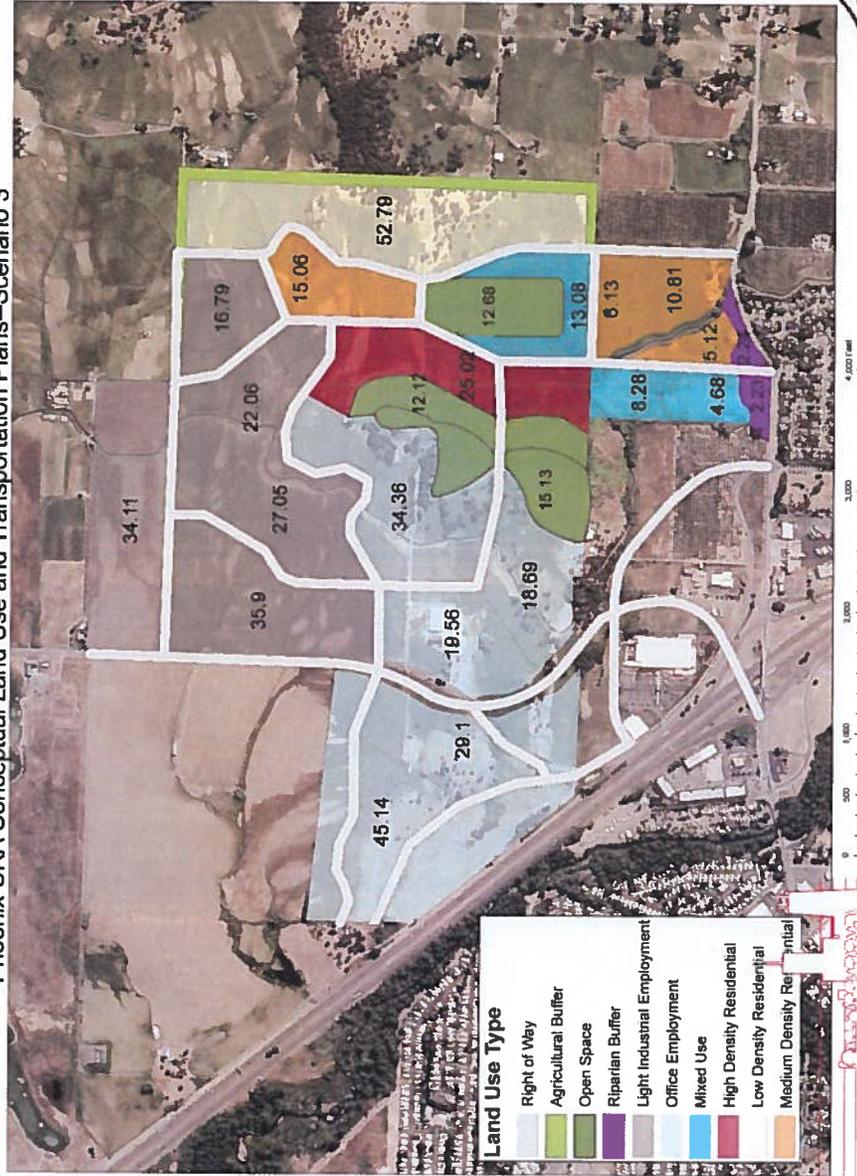
PH-5 & PH-10 Conceptual Land Use and Transportation Plans

SCENARIO 2



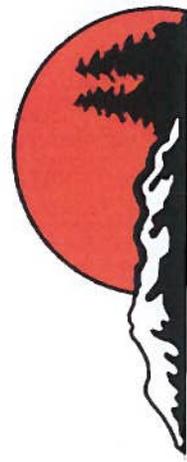
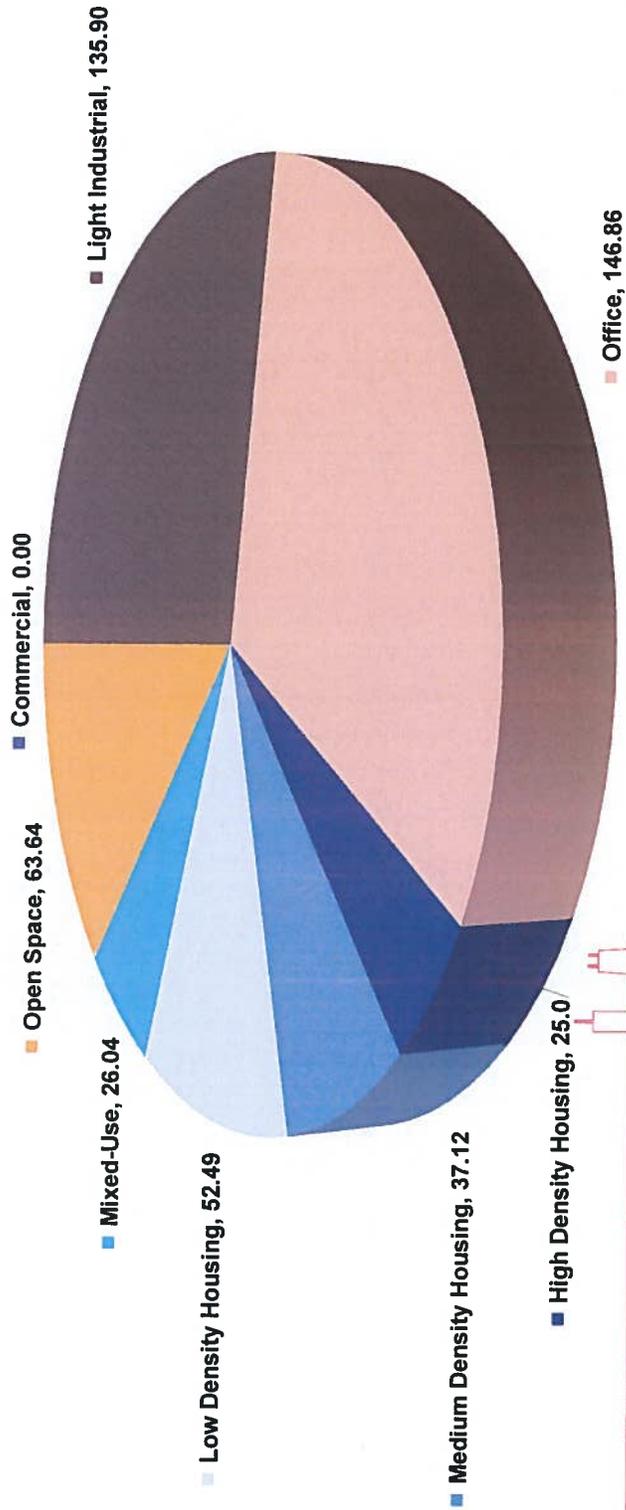
PH-5 & PH-10 Conceptual Land Use and Transportation Plans

Phoenix URA Conceptual Land Use and Transportation Plans—Scenario 3



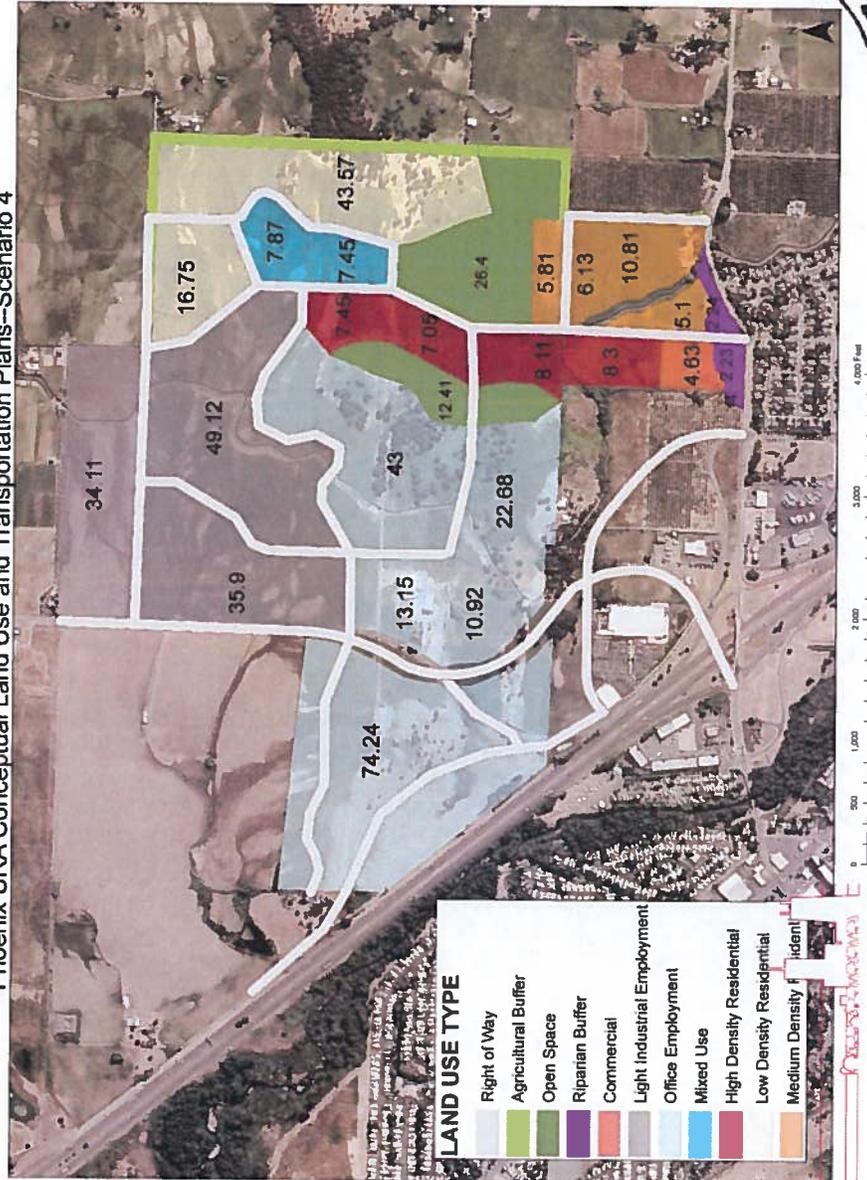
PH-5 & PH-10 Conceptual Land Use and Transportation Plans

SCENARIO 3



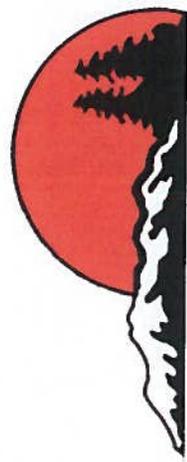
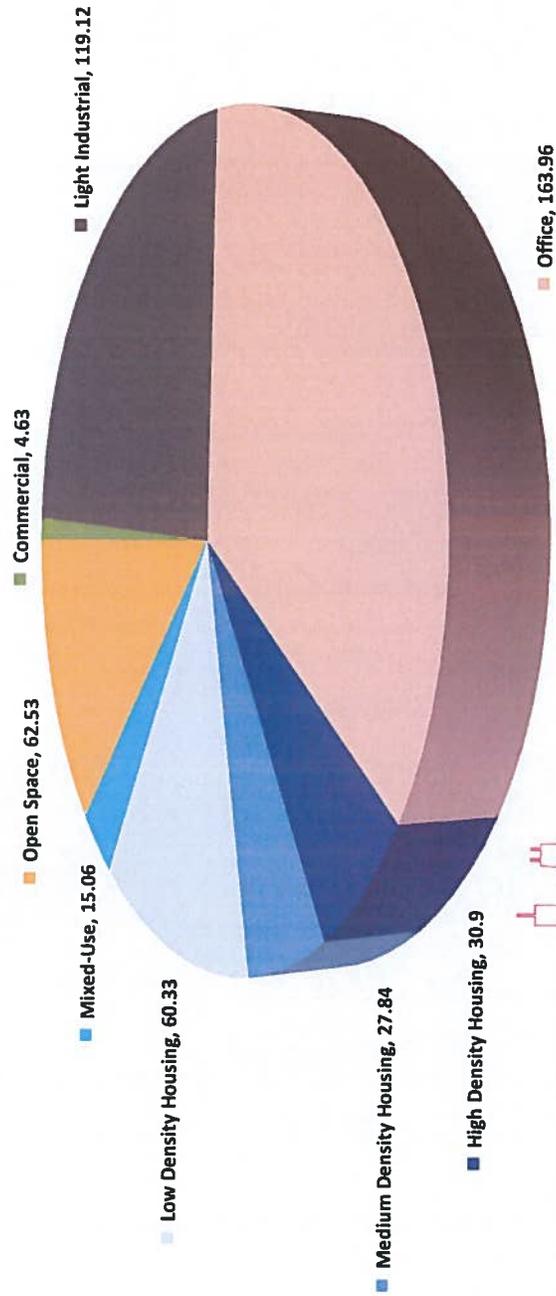
PH-5 & PH-10 Conceptual Land Use and Transportation Plans

Phoenix URA Conceptual Land Use and Transportation Plans--Scenario 4



PH-5 & PH-10 Conceptual Land Use and Transportation Plans

SCENARIO 4



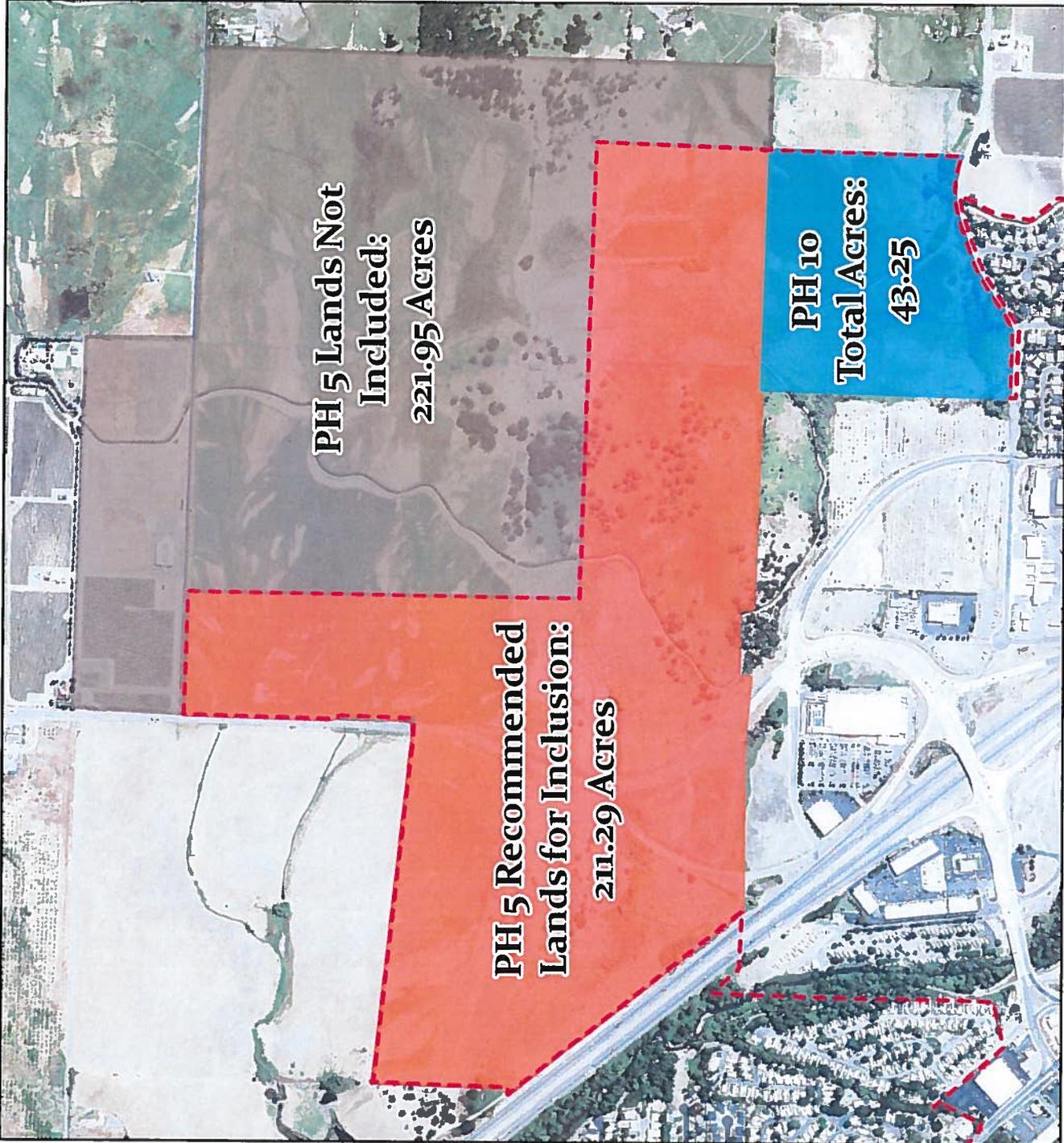
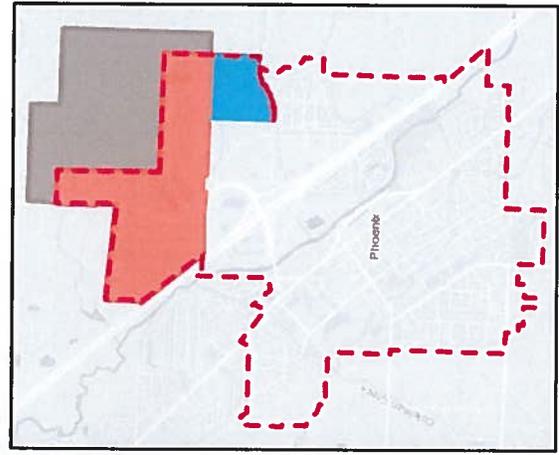
Proposed PH 5 Addition to UGB

Proposed Urban
Growth Boundary
1,296.78 Acres Total

PH 5 Lands Not
Included

Proposed PH 5
Addition to UGB

Proposed PH 10
Addition to UGB



Created: 06/2020, N. Hart-Brinkley
 Sources: Oregon State Imagery Program, DCGAMI, ODTW, Jackson County
 Spatial Reference: NAD 1983 StatePlane
 Oregon South FIPS 3602 Feet

CITY OF PHOENIX URBANIZATION ELEMENT

City of Phoenix
Heart of the Rogue Valley



Comprehensive Plan

URBANIZATION ELEMENT

July XX, 2020 (Ordinance No. XXX)
Acknowledged by DLCD XX, 2020
DLCD Approval Order #XXXXXX

DRAFT

CITY OF PHOENIX URBANIZATION ELEMENT

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CITY OF PHOENIX URBANIZATION ELEMENT

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 Farm 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

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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.

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 below, 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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Urbanization Factors

Need to Accommodate Residential Land Uses

Summary

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 2018 population projections from Portland State University’s Population Research Center, Phoenix can expect 902 new residents by the year 2039. At an average household size of 2.22 people/household, Phoenix will need to develop 417 dwelling units.¹

With Phoenix’s current inventory of buildable land (which has been updated in the process of drafting this Urbanization Element) this will require roughly 35 acres of residential land in a modified UGB that will contract at its extreme southeast corner and expand into the Urban Reserve Area known as PH-10 and PH-5. PH-10 will be included in Phoenix’s UGB in its entirety.

The proposed configuration of the UGB presented in Exhibit A relies on several important considerations:

1. Roughly 50 acres of Hillside Residential land will be removed from the current UGB. The holding capacity (that is the number of homes that could have been constructed on these lands) is re-allocated to residential lands in a modified UGB;
2. Housing mix and associated Comprehensive Plan Designations have been shifted to achieve a range of housing options that better fits household income patterns and enables compliance with Regional Plan Performance Indicator 5 Committed Residential Densities, for 6.6 dwelling units/gross acre until 2035, and 7.6 dwelling units/gross acre thereafter. The planning period for this Urbanization Element crosses into this later period, and therefore the higher average minimum residential density was addressed.

Two scenarios were evaluated in order to determine how best to provide adequate housing for Phoenix’s residents over the next 20 years. The first scenario provides a “baseline” and relies on assumptions that are more consistent with historical residential development patterns in Phoenix. The following table summarizes future deficiencies in Phoenix’s inventory of buildable residential lands during the 20-year planning period, from 2019-2039, based on the residential density assumptions used in the 2017 Housing Needs Analysis:

Comp Plan Designation	Capacity of Existing Buildable Residential Land	Needed Dwelling Units	Surplus or Deficit of Dwelling Units by Comp Plan Designation	Gross Acres Surplus or Deficit
Low Density Residential	97	255	-135	-28.04
61%				
Medium Density Residential	56	63	-7	-0.98
15%				
High Density Residential	14	79	-55	-7.68
19%				

¹ The 2017 HNA used the previous PSU projection which was significantly higher than the 2018 projection. All calculations for residential land need and sufficiency were updated with the newest projection. Calculations replicated the methods used in the HNA.

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Residential Hillside	44	21	23	7.71
5%	167	417	-174	-36.41

4.77

Avg density (DU/gross acre)

Density assumptions DU/gross acre: LDR	4.80	Gross to net factor	0.25	6
Density assumptions DU/gross acre: MDR	7.20		0.25	9
Density assumptions DU/gross acre: HDR	18.40		0.25	23
Density assumptions DU/gross acre: HSR	3.00		0.25	3.75

Table 1: Phoenix Residential Land Capacity and Housing Sufficiency, Baseline Scenario
Data and analysis by Red Arrow PDR LLC and RVCOG, 2020

The figures in Table 1 were generated based on the housing mix and “needed” average densities described in the Housing Needs Assessment which promoted modest increases to historical average densities and shift in housing type mix. Several important conclusions can be drawn from this approach, some of which are discussed in greater detail in the next subsection which addresses the update to the 2016 Residential Buildable Lands Inventory.

1. The current inventory of buildable residential land is inadequate to meet demand for housing that would typically be found in any of its residential comprehensive plan designations except for Residential Hillside where there is a surplus.
2. The needed average residential densities used in the calculations will not result in development that meets Regional Plan Performance Indicator 5 Committed Residential Density for the period between 2010-2035 or the period between 2036-2060. As shown in Table 1, the residential density for development across its residential comprehensive plan designations would average 4.77 dwelling units/acre, far below the committed average residential densities proscribed by the Regional Plan.

A “preferred” scenario was developed to address these problems. It is summarized in following table:

Comp Plan Designation	Capacity of Existing Buildable Residential Land	Needed Dwelling Units	Surplus or Deficit of Dwelling Units by Comp Plan Designation	Gross Acres Surplus or Deficit
Low Density Residential	97	209	-111	-18.53
50.00%				
Medium Density Residential	56	104	-49	-4.87
25.00%				
High Density Residential	14	104	-91	-4.53
25.00%				
Residential Hillside	44		-44	-7.33
0	167	417	-250	-35.26

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Avg density (DU/gross acre) 7.10

Density assumptions DU/gross acre: LDR	6.00	Gross to net factor	0.25	7.5
Density assumptions DU/gross acre: MDR	10.00		0.25	12.5
Density assumptions DU/gross acre: HDR	20.00		0.25	25.00
Density assumptions DU/gross acre: Re-Allocated Hillside	6.00		0.25	7.5

Table 2: Phoenix Residential Land Capacity and Housing Sufficiency, Preferred Scenario
Data and analysis by Red Arrow PDR LLC and RVCOG, 2020

The figures in this table were generated based on the housing mix that more closely fits the needs and the resources of Phoenix’s changing population as described in the 2017 Housing Needs Assessment. Fifty (50) percent of future residential development is assumed to be lower density (LDR), most likely detached single family homes with some attached single family homes. The average density for this category was also increased from 4.8 du/gross acre to 6 du/gross acre. More homes would be built in the Medium Density Residential-designated land. According to the “preferred scenario”, twenty-five (25) percent of future residential development would consist of single family attached townhomes, small single family detached homes (e.g. cottages), duplexes, triplexes, and quads. Average density is assumed to be slightly higher than has been observed of existing medium density development in Phoenix (increasing from 7.2 dwelling units/gross acres to 10 dwelling units/gross acre), but consistent with medium density development that has occurred in Phoenix over the last 5 years. The final twenty-five (25) percent of future residential development would occur on High Density Residential-designated land. Again, it is assumed that average density for this category would increase slightly too, moving from 18.4 to 20 dwelling units/gross acre. The increased average densities are consistent with more recent development in Phoenix, and are similar to those found in other communities throughout the region. With an average planned density of 7.2 dwelling units/acre, this scenario would meet the Regional Plan performance indicator for committed residential density for the 2015-2035 period, nearly meeting the minimum committed residential density for the following planning period from 2036-2060. For these reasons, which are discussed in greater detail below, this scenario was used to determine the geography of the modified UGB.

Residential Buildable Land Inventory 2020 Update

Phoenix’s Residential Buildable Land Inventory was completed in 2016 and incorporated into the Housing Needs Analysis completed by ECONorthwest in 2017. Although the pace of development has been slower in Phoenix than in some other communities in the region, residential construction has continued and less land is now available for residential development than in 2016. The Land Use Element also found a dwindling supply of developable land in most land use categories—residential and employment. Even in 2016, Phoenix lacked any single large tracts of developable residential land that were relatively free of development and environmental constraints. Nearly all of its undeveloped residential land is located east of I-5 and is difficult to develop for a variety of reasons that are discussed below. Other than its inventory of Hillside-Residential designated land, Phoenix’s developable residential land consisted primarily of the vacant portions of “Partially Vacant” properties. This in itself is problematic, because although state statute and administrative rules require that cities include the “vacant” portion of partially vacant land in residential buildable land inventories, such properties do not often subdivide and accommodate additional dwellings. For many homeowners with larger residential lots (larger than half an acre) enjoying additional private open space or the opportunity to construct accessory buildings is usually more appealing than acting as a developer to subdivide their property and build another home in what was once their larger than average backyard. Unsurprisingly, the vacant portion of a partially vacant property often remains just that—vacant. Those lands are, nevertheless, accounted for in the original RBLI and its 2020 update.

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Planning Department staff at the City of Phoenix began the process of updating the RBLI in 2018, but work was only completed recently. Further analysis and parcel-by-parcel review of 2016 data revealed several important things:

1. Not including Hillside Residential properties east of I-5, the availability of “Partially Vacant” property for development has declined. In fact, 13 of 37 Partially Vacant (Unconstrained) properties have been further developed to the point where any vacant portion of the property is now insufficient to accommodate further development or have been determined to be “developed” upon closer inspection of site development configuration and constraints. Configuration and constraints in this instance include large accessory buildings, insufficient access, etc. All told, the updated RBLI identified roughly 26 acres of Partially Vacant residential property (the 2016 RBLI identified roughly 28), of which 15 acres were identified as the vacant or “buildable” portion. Roughly 21 acres were “vacant” according to the 2016 RBLI, representing a 29% loss in developable land in this category.
2. Very few vacant residential properties (that are not the “vacant” portion of a Partially Vacant property) are available for development. In fact, there are only about 6 acres of Vacant Low Density Residential (LDR) designated land available for development, and virtually no High Density Residential land (0.40 acres in fact). There are only 6.70 acres of Medium Density Residential land are available for development.
3. Excluding Hillside Residential land, only 28.74 acres of developable residential land remain within Phoenix’s current UGB. This figure includes all Vacant and Partially vacant land with a residential comprehensive plan designation. This also accounts for any development constraints like steep slopes or riparian areas that may reduce the amount of development that can occur on these lands or prevent it entirely. Based on “needed” average residential densities used in the Housing Needs Analysis (see pages 49-50), these lands could accommodate 97 dwellings on LDR land; 56 dwellings on MDR land; and only 14 dwellings on HDR land. This leaves significant deficiencies in each category.

Residential Land Development Efficiency

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 its Comprehensive Plan. 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 types has long been contemplated within the City’s long-range planning documents.

With the adoption of its Housing Element, the City of Phoenix 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 Comprehensive Plan or “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 R-1 zone will remain relatively lower density at around 4 units/gross acre or 5 units/net acre; the medium density R-2 residential zone will remain relatively medium density at around 10 units/gross acre or 12 units/net acre; and the high density R-3 residential zone will remain relatively high density at 18 units/gross acre or 23 units/net acre. Although these policies may not appreciably increase the City’s overall density and the overall number of dwelling units 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 a broader range of the City’s residents.

The recently adopted Land Use Element also established 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”

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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.

The configuration of the UGB depicted by Exhibit A assumes fulfillment of Land Use Element Policy 5.2 and removes approximately 50 acres of Hillside Residential designated land from the City's UGB. This will achieve several benefits including a more efficient land development pattern and supports Land Use Element Policy 5.1 and Housing Element Goals 1, 2, and 3.

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" associated with the Fern Valley Interchange project). 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 vacant remnants of "Partially Vacant" land 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 (again, these lands are mostly located on "Interchange-Business" designated lands).

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 20 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

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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.

In addition to “local-serving employment land,” that is the 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:

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

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 1 site in the 20-50 acre 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). This parcelization plan is based on average land consumed by employment land development within each category. It is understood that a single large site developer might only use 75 acres, rather than 100 acres leaving the remaining 25 acres for development of another large site by combining it with another 50 of the total 165 acres. The remaining 25 acres could also be used to accommodate the development of a site in the 20-50 acre category.

The total acreage of employment land within PH-5 would not exceed 165 acres in the proposed Urban Growth Boundary. 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. The 12% Open Space allocation required by the Regional Plan is not included. It is discussed below.

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	1	25
5-20	10	3	30
<5	5	2	10

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

Public Utilities and Services

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)

On the other hand, connecting to the City's transportation network to the "Helicopter Pad" (Maplots XXXXX) would be highly problematic. The City has only two options: extend Dano Drive across the CORP railroad with a new railroad crossing or obtain an exception to Goal 14 and construct a road north from Houston Road (4th Street) to its south property line. The first option is unlikely to be approved by the railroad due to minimum

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spacing requirements between improved crossings. There are already improved railroad crossings at Houston Road/West 4th Street and West 1st Street. The crossing would be extremely costly (several millions of dollars) and would place heavy freight traffic on a residential street in close proximity to Phoenix High School and established residential neighborhoods. The second option depends on the outcome of a complicated land use process under the jurisdiction of Jackson County. Assuming that the City, or a private party, were successful in obtaining the exception, access would need to be secured from Houston Road through private property and a road would need to be constructed just to serve the Helicopter Pad. For these reasons, the Helicopter Pad property is removed from the UGB in favor of more easily and efficiently developed employment land in PH-5.

Hillside Residential lands that are removed from the UGB with this Urbanization Element update would also require a Goal 14 exception if they were to be developed. Several hundred feet of road would need to be constructed just to reach any future residential development. Residential development in PH-10 and the southeastern corner of PH-5, by contrast will not require a Goal 14 exception and would be much more efficient by serving more individual residences than could ever be built on the Hillside Residential land.

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 in the vicinity of Home Depot and the Lazy Boy Showroom furniture store 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.

Access and capacity for the Hillside Residential land that is proposed to be removed from the UGB with this Urbanization Plan update is questionable, but would likely be more expensive given the lack of nearby connections. Long term operations and maintenance would also likely be more expensive.

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 others. Many of the recommended improvement projects, including the Medford Water Commission Water intertie project, have been completed. The City also completed upgrades to its SCADA system in 2016, improving its ability to efficiently manage its existing storage facilities.

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).

CITY OF PHOENIX URBANIZATION ELEMENT

Providing water to the Hillside Residential land removed with this Urbanization Element update would be difficult and expensive given the location and size of the current east side reservoir and the topography that any new supply lines would cross. Long term operations and maintenance would likely be more expensive when compared with residential development of PH-10 and the southeastern corner of PH-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. All of these facilities are required to meet the standards and specifications of the Rogue Valley Stormwater Design Manual, which strongly encourages the use of Low Impact Development stormwater management measures. This approach, which seeks to minimize disruption to the natural hydrological cycle, can reduce stormwater runoff and improve water quality. Stormwater collection, conveyance, and storage facilities are always constructed with the development that these improvements serve.

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 these URAs.

Efficient Use of Land within the Existing Urban Growth Boundary

Land use efficiency can be measured in several different ways. Most obviously, it can be measured in the density or intensity of the use a given area of land. In this sense, development that concentrates more economic activity and provides more services and amenities on each and every square foot of land is more efficient. Land use efficiency might also be measured in terms of economic efficiency; efficient land use is that which generates the most benefits at the least cost. Both of these concepts are considered here.

As mentioned above, the City of Phoenix has taken actions over the past several years to improve land use efficiency with its UGB. These measures are described above in "Need to Accommodate Residential Uses". Following a steady trend toward greater residential density that has been observed over the past several decades, the City has amended its Land Development Code to allow for greater range of housing types within its residential zones.

The UGB as modified by this Urbanization Element would also shift residential development in Phoenix from a pattern that has favored single family detached homes to the exclusion of other housing types. According to the 2017 Housing Needs Analysis, "only about 1% [of Phoenix's housing stock] is single-family attached (e.g., townhouses). In comparison, these housing types account of 22% of Jackson County's housing stock, and 34%

CITY OF PHOENIX URBANIZATION ELEMENT

of Medford's" (p. 11). The HNA concludes, "One of City's key challenges in future housing development will be to encourage multifamily development, as a way to provide a wider range of housing options" (p. 11). As demonstrated by Table 2, residential development in PH-10 and PH-5 would be 50% Lower Density Residential (which will include some single family attached housing), 25% Medium Density Residential (townhouses, duplexes, triplexes, cottage clusters, and quadplexes), and 25% High Density Residential (quadplexes and higher number unit multifamily buildings). Density in each of these comprehensive plan designations will also need to move a little higher in order to meet Regional Plan Committed Residential Density targets.

As discussed throughout this document, the proposed UGB removes certain employment and residential lands from its UGB in order to develop more efficiently. Specifically, approximately 50 acres of Hillside Residential is removed from the UGB, replaced by a little more than 7 acres of land in PH-10 (Table 2). The same number of dwellings will be constructed on much less land, preserving more land for agricultural uses, and ensuring that the City is responsible for maintaining no more infrastructure than is necessary to support development. In these ways, removing the Hillside Residential lands from the City's UGB is more efficient than that offered by the UGB's current configuration.

Similarly, removing the Helicopter Pad and its 37 acres of employment land from the UGB and allocating its capacity to accommodate employment development to PH-5 is a more efficient use of land.

Environmental, Social, Energy, and Economic (ESEE) 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:

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.

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).

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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).

Environmentally sensitive lands in PH-5 and 10 include wetlands identified in the National Wetland Inventory and Payne Creek. The UGB’s proposed configuration does not include any wetlands identified in the NWI. It is possible, and even likely, that wetlands will be discovered as more thorough investigation is conducted through future development processes. The will, as it has in the past, work closely with the Department of State Lands and the Department of Environmental Quality to ensure that development complies with state and federal wetland regulations. One wetland identified in the NWI that is located at the southeastern corner of PH-5 will be included in the modified UGB. The wetland, which is 3.32 acres including a 25-foot buffer, and XX acres of surrounding land have been included in the modified UGB to partially meet the 12% minimum open space requirement in the Regional Plan. The Regional Plan Element requires 52 acres of open space throughout the entirety of PH-5. The modified UGB includes almost XX acres, or 40% of the total 52 acres required. This coincides with the fact that almost XXX acres (168.05 acres of employment land, 6.5 acres of residential land, and XX acres of open space) of PH-5 are included in the modified UGB.

Payne Creek, which runs through portions of Phoenix’s current jurisdictional boundaries, is protected by the City’s Land Development Code that prohibits development within 50 feet of a classified stream’s top of bank. This loss of developable land due to environmental constraint has been accounted for in determining the amount of land needed for inclusion in the City’s UGB. The Regional Plan identified this as an environmental constraint, but only accorded 4 acres to the constrained area. Closer inspection of Payne using recent aerial photography and geospatial analysis finds that with a 25 foot buffer as required by the City’s Land Development Code (which complies with state administrative regulations and statutes protecting fish bearing streams) the constrained area is much larger and will consume 7.1 acres of land along Fern Valley across the southern border of PH-10.

Removal of Hillside Residential land the Helicopter Pad will ensure that nearly 90 acres of resource land does not urbanize and will continue to provide wildlife habitat and other ecological services like stormwater runoff storage and management.

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). The Economic Element, one of the long range planning documents upon which the Urbanization Element is built, advocates for “employment/population parity” (p. 104).

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Conceptual Land Use and Transportation Plans

Regional Plan Performance Indicators 7 and 8 require that prior to expansion of an Urban Growth Boundary into an Urban Reserve Area, a city must first prepare “Conceptual Land and Transportation Plans” (p. 16). Pursuant to this requirement, the City of Phoenix prepared such plans with the assistance of RVMCOG and ODOT’s Transportation Planning Unit (TPAU) under a Transportation and Growth Management grant.

The Conceptual Land Use and Transportation Plans for PH-5 and 10 presented and analyzed three individual scenarios, each slightly different in configuration. They were adopted by Phoenix City Council resolution on February 21, 2017 (Exhibit XX). The modified UGB presented with this updated Urbanization Element is substantially consistent with these plans. The plans considered development impacts on “regionally significant transportation corridors” (Regional Plan Element, p. 16). The plans were prepared in collaboration with “the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County and other affected agencies” (p. 16). Documentation of this is provided in a letter from the RVMPO Policy Advisory Committee dated January 24, 2017 and addressed to then City Manager, Jamie McLeod-Skinner. Importantly, the letter states that

All scenarios include a network of higher-order streets connecting of North Phoenix Road and Fern Valley Road. An RVTD transit stop is proposed in PH-5 that will be reached from Fern Valley Road. The transportation plans appear to have no significant impact on the regional transportation system. ODOT’s Transportation Analysis Unit (TPAU) reviewed three scenarios and concluded that there were no capacity or queuing issues in the I-5 interchange area. The report acknowledges that traffic growth will be substantial, but the reconstructed North Phoenix Road from OR99 to Grove Road and the I-5 interchange are projected to still operate acceptably through 2038. Exhibit XX, RVMPO Comments on Future Growth of Areas PH-5 and PH-10.

Despite the fact that these conclusions were based on the assumption that the South Stage Overcrossing, the letter notes that “the RVMPO anticipates eventual construction of the connection”.

Regarding land use, and Committed Residential Densities specifically, the letter states that

Phoenix’s target density is 6.6 units per gross acre through 2035, increasing to 7.6 units per acre thereafter. Using a mix of low-, medium-, and high-density residential zoning, the targets will be met. The City’s high density residential designation permits up to 26 units per acre, which will balance the lower densities.

The letter continues by stating that the Conceptual Land Use plans also comply with Performance Indicator 6, Mixed-Use/Pedestrian-Friendly Areas. The letter concludes that

The Policy Committee finds that the conceptual plans create no barrier to inter-jurisdictional connectivity and are consistent with other Regional Plan performance indicators. These comments are provided to affirm that Phoenix followed the requirements of the Regional Plan to prepare its conceptual plans in collaboration with the RVMPO.

The three scenarios are attached to the Urbanization Element as Exhibit XX.

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CITY OF PHOENIX URBANIZATION ELEMENT

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.

Policy 1.1

In order to meet residential, employment, and other urban land development needs in the most efficient manner possible, certain lands have been removed from the City's UGB. These include approximately 50 acres of Hillside Residential land and 37 acres of Industrial land.

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, and adopted into the City's Comprehensive Plan as a separate Element, 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 (URA) 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.

Policy 2.2

The City shall develop land use regulations that ensure the availability of tracts of land within PH-5 suitable for development by larger, traded-sector employers consistent with the findings and conclusions of the Economic Element, the Local Economic Opportunity Analysis, and the Regional Economic Opportunity Analysis.

In particular, these regulations shall be consistent with the parcelization depicted in Policy 6.1 of the Land Use Element, reproduced from Table 4-1 of Regional Economic Opportunity Study. Amendments of its Land Development Code necessary to effectively implement this policy shall be adopted by the City prior annexation of any lands in PH-5.

Policy 2.3

Upon annexation, lands in PH-5 with an employment comprehensive land use plan designation, such as "Industrial", shall receive "Light Industrial" or similar zoning consistent with Regional Plan Performance Indicator **XX**.

Policy 2.4

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All proposed amendments to the Comprehensive Plan or Land Development Code that would have the effect of altering the commitment of employment lands in PH-5 for the purpose of creating the South Valley Employment Area as described by the Regional Plan and the City's Regional Economic Opportunity Study shall require amendment of the Regional Plan in accordance with Section 11. Corrective Measures and Plan Adjustments, Regional Plan Amendments.

Policy 2.5

The City shall review its Land Development Code to identify barriers to compliance with Regional Plan Residential Committed Densities and consistency with the projected densities and dwelling units as described in Table 2: Phoenix Residential Land Capacity and Housing Sufficiency, Preferred Scenario. The City shall adopt any necessary amendments of its Land Development Code prior annexation of any residential designated lands in PH-10 or 5.

Goal 3

Provide urban infrastructure sufficient to meet the needs future development of the next 20 years.

Policy 3.1

The City shall update the Comprehensive Plan Public Facilities Element in order to incorporate the findings and recommendations of its recently completed Water System Master Plan.

Policy 3.2

The City shall investigate funding mechanisms for capital improvements and ongoing operations and maintenance of public facilities and infrastructure required for planned development within its UGB, especially infrastructure supporting development of PH-5.

CITY OF PHOENIX URBANIZATION ELEMENT

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 modified UGB will only include lands from PH-5 and PH-10 Urban Reserve Areas.
2. 50.5 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 acres

Table 3: Hillside Residential Lands to be Removed from Phoenix UGB

3. 33 acres of employment land, commonly known as the "Helicopter Pad", are removed from the modified UGB. These lands were determined to be "unbuildable" in the Employment Buildable Land Inventory (EBLI). Parcels removed from the UGB are identified in the following table:

Jackson Co. Map Taxlot #	Total Acres (Jackson Co. Assessor)
381W09CA3000	9.04
381W09C200	11.83
381W09B4901	5.01
381W09B4900	5.52
381W09C300	1.61

33 acres

Table 3: Hillside Residential Lands to be Removed from Phoenix UGB

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

Jackson Co. Map Taxlot #	URA	Residential Total Acres	Employment Total Acres	Open Space Total Acres	Total Acres Included in Modified UGB
381W10800	PH-10	19.06	0	0	19.06
381W10700	PH-10	6.27	0	0	6.27
381W10600	PH-10	7.93	6.54	0	14.47
381W10100	PH-5	6.55	33.61	20.3	60.46
381W10101	PH-5	0	7.01	0	6.77
381W031600	PH-5	0	57.25	5.47	62.72
381W04500	PH-5	0	42.9	0	42.9
381W04502	PH-5	0	9.03	0	9.03
381W09A103	PH-5	0	4.55	0	4.55
381W09A100	PH-5	0	3.07	0	3.07
381W10103	PH-5	0	2.64	0	2.64
381W09A105	PH-5	0	1.0	0	1.0
381W09A101	PH-5	0	9.2	0	9.2
		39.81	177	25.77	

Table 4: Land Included in Modified UGB by General Land Use Category

5. Lands included in Phoenix's modified UGB will be assigned City of Phoenix Comprehensive Land Use Plan designations upon adoption of the new UGB in the manner depicted in Exhibit A.

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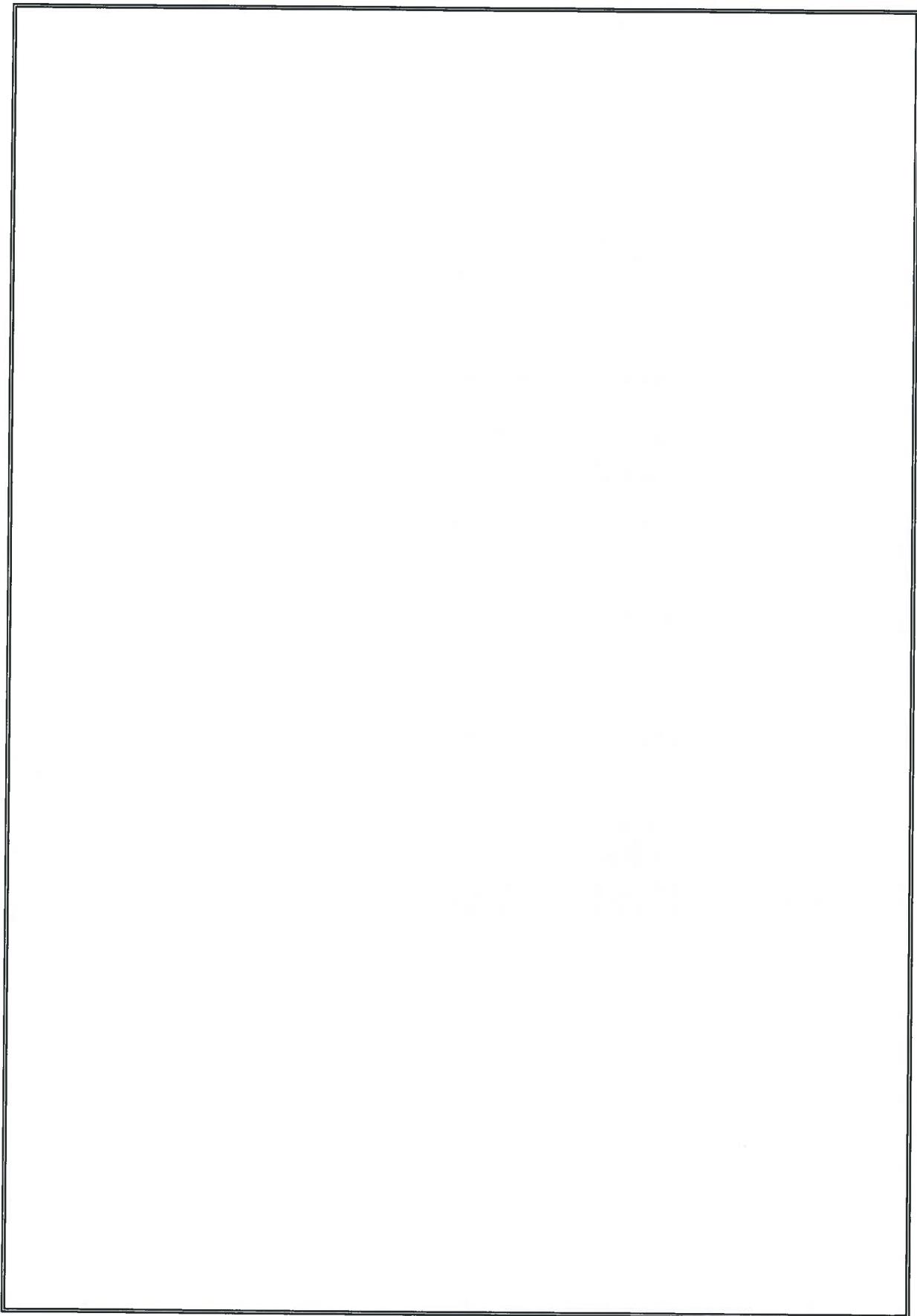
Exhibits

Exhibit A: City of Phoenix Urban Growth Boundary, Adopted XX, 2020

DRAFT

URBANIZATION ELEMENT

ORDINANCE NO. 576
AUGUST 20, 1984



SECTION XIII
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, 1982, 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, 1983, 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 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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