



CITY OF PHOENIX

Comprehensive Land Use Plan

August 17, 1984
Salem

As Amended

August 20, 1984 (Ordinance No. 576)

Approved by DLCDC August 17, 1984

Contents

This Plan document contains 14 individual sections, each of which is preceded by its own table of contents. An appendix follows the text of the Plan. The following is the order of presentation:

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Section VII Natural Disasters & Hazards

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Section IX Energy Conservation

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Section XI Housing

Section XII Recreation & Open Space

Section XIII Urbanization

Section XIV Phoenix Land Use Plan

----- Appendix

Note: In addition to the maps and tables contained in this document, the following maps are available for review at Phoenix City Hall:

Comprehensive Plan Map – Color-coded presentation map at a scale of 1” = 400’.

Zoning Map – Color-coded presentation map at a scale of 1” = 400’.

Agricultural Soils Map – Colored

Existing Land Use Map – Color-coded presentation map of Land Use Inventory at a scale of 1” = 200’

Flood Plain Maps – Flood insurance maps for areas within the City and the urbanizable area

Section I
Introduction

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SECTION IINTRODUCTIONTHE PLANNING PROCESS

The Phoenix Comprehensive Plan was originally adopted by the City Council in September 1980. Included in the adoption were the land use laws of the City in the form of the Zoning Ordinance and map. However, because the Plan was missing some important maps and inventories, it was not reviewed by LCDC for compliance with statewide planning goals.

In August, 1982, the City of Phoenix contracted with the Rogue Valley Council of Governments for planning assistance to assist the Planning Commission and to complete the Comprehensive Plan and related maps.

Through this Comprehensive Plan, the City of Phoenix has established a number of goals and related policies that will help guide future land development in a manner that is in the best interests of the community as a whole. The Plan is also an educational document available to anyone who wishes to know more about Phoenix, and will also be important in educating new Planning Commission and Council members as to the opportunities, problems, goals and policies of the community. Thus, this document will provide a sound basis for decision-making.

STATE PLANNING LAW

In 1973, the 57th Legislative Assembly adopted Senate Bill 100 (ORS 197), which created the Land Conservation and Development Commission (LCDC). This commission and its staff were charged with the responsibility of developing statewide planning goals and guidelines to guide local comprehensive planning. At the present time there are 19 planning goals. However, only 13 of these pertain to the Phoenix area and need to be addressed in the Comprehensive Plan. These 13 goals are listed on the following page.

Each city and county has the responsibility of setting its own approach and work schedules to complete its plan. Although compliance with the statewide planning goals is important, and necessary for State acknowledgement, even more important is that the plan that is prepared for the City of Phoenix is workable, educational, realistic in its scope and proposals, and is supported by the community.

STATEWIDE PLANNING GOALS

(Addressed in this Plan)

GOAL #1 CITIZEN INVOLVEMENT

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

GOAL #2 LAND USE PLANNING

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

GOAL #3 AGRICULTURAL LANDS

To preserve and maintain agricultural lands.

GOAL #5 OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

To conserve open space and protect natural and scenic resources.

GOAL #6 AIR, WATER AND LAND RESOURCES QUALITY

To maintain and improve the quality of the air, water and land resources of the state.

GOAL #7 AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

To protect life and property from natural disasters and hazards.

GOAL #8 RECREATIONAL NEEDS

To satisfy the recreational needs of the citizens of the state and visitors.

GOAL #9 ECONOMY OF THE STATE

To diversify and improve the economy of the state.

GOAL #10 HOUSING

To provide for the housing needs of citizens of the state.

GOAL #11 PUBLIC FACILITIES AND SERVICES

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to swerve as a framework for urban and rural development.

GOAL #12 TRANSPORTATION

To provide and encourage a safe, convenient and economic transportation system.

GOAL #13 ENERGY CONSERVATION

To conserve energy.

GOAL #14 URBANIZATION

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

Plan development guidelines and implementatin procedures haven been prepared by the State for each of these goals and have been utilized in the preparation of this Comprehensive Plan. The use of these goals and guidelines will help ensure that the Phoenix Plan is complete and “comprehensive” and that it is consistent with the plans of neighboring jurisdictions.

CITIZEN PARTICIPATION

Statewide Planning Goal #1 (Citizen Involvement) is

“to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”

The City of Phoenix is required to prepare and adopt a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going planning process.

The City of Phoenix has provided opportunities for citizen involvement in the planning process throughout the preparation of its comprehensive plan and implementing ordinances. The City’s Planning Commission has been designated committee for Citizen Involvement (CCI) and has primary responsibility for plan preparation, review, revision, and recommendations to the City Council for actions.

The Phoenix Citizen Involvement Program was adopted on November 21, 1983 and ensures involvement opportunities in accordance with statewide planning goal #1. This program is presented on the following pages, along with Ordinance No. 571 adopting the program.

Citizen Involvement Program

GOAL *“To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”*

It is the responsibility of the City of Phoenix to adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The Citizen Involvement Program described herein, is intended to be appropriate to the scale of the community and the planning effort. It provided for the acquisition of needed information, dissemination of information, and opportunities for citizen awareness and involvement in all phases of the planning process.

CITIZEN INVOLVEMENT

POLICY: *“The citizen Involvement Program shall involve a cross-section of affected citizens in all planning phases and shall include a recognized citizen advisory committee.”*

The City of Phoenix has a solid history of providing for citizen involvement. The City Council has established the Citizen Involvement Program had has designated the Planning Commission as the Committee for Citizen Involvement (CCI). The Planning Commission consists of seven members, appointed b the City Council, and represents a cross-section of the community. The Planning Commission has acted very effectively in the capacity of CCI since the mid-1970s and throughout the preparation and adoption of the City’s Comprehensive Plan. Among its duties are the implementation of this Citizen Involvement Program, evaluating the process, ensuring opportunities for citizen participation, and making planning-related recommendations to the City Council All planning issues that require a public hearing are first heard at the Planning Commission level to ensure citizen input prior to the City Council’s public hearing and adoption. This gives the public at least two opportunities to provide their input before a decision is made. The City intends to continue this already established program through the adoption of the completed Comprehensive Plan and through the adoption of the completed Comprehensive Plan and though subsequent evaluations and revisions to the Plan and implementing measures.

The Planning Commission (CCI) meets twice monthly, on the second and fourth Mondays. The City Council meets on the first and third Mondays. In addition, individual or joint study sessions are held, as necessary, providing additional opportunities for coordination and involvement.

COMMUNICATION

POLICY: “The City shall establish and utilize available mechanism to assure effective communication with citizens, including newsletters, posters, news releases to radio, television, and newspapers, questionnaires, and other media, as appropriate.”

The primary intention is to ensure two-way communication between the citizens of the community and those directly involved in the planning process and the development and adoption of plans. The City of Phoenix ensures that both major local newspapers (The Ashland Daily Tidings and Medford Mail-Tribune) as well as local radio stations receive copies of all agendas and notices of all public hearing. In addition, periodic news releases provide additional information to the media pertaining to planning progress and upcoming events at both the Planning Commission (CCI) and City Council levels. Additional communication tools will be utilized, as needed, in the planning process.

CITIZEN INFLUENCE

POLICY: “Whenever possible, citizens shall be given opportunities for involvement in all phases of the planning process, including (1) data collection, (2) plan preparation, (3) plan adoption, (4) implementation, (5) evaluation, and (6) revision.”

The above policy assures citizen participation in all phases of the planning process, as follows:

1. Data Collection The general public has the opportunity to work with staff and the Committee for Citizen Involvement in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of City plans. Due to time and staff limitations, such involvement is not only permitted, but is encouraged.
2. Plan Preparation The general public has the opportunity to actively participate in the development of a body of sound information to identify community goals, develop policy guidelines and evaluate alternatives in the comprehensive planning process. The majority of this work will be at the CCI level with staff assistance.
3. Adopting Process The public has ample opportunities for input into the preparation of plans and programs prior to final public hearings and adoption. The CCI encourages this input during the development phases and such input is accepted and considered by the City Council prior to adoption.
4. Implementation All land-use related legislation that is developed to implement the Comprehensive Plan, or other community purposes, follows essentially the same course as does the planning process. Initial proposals are developed and considered at the CCI level, where public hearings are held. A recommendation is then sent to the City Council where another public hearing is held prior to action.

5. Evaluation The Planning Commission, acting in its capacity as Committee for Citizen Involvement, has primary responsibility for periodic evaluations of the Citizen Involvement Program. The program shall be evaluated during an open meeting in January of each year. Additional evaluations may be made at the request of the City Council or whenever the CCI determines that an evaluation is necessary. The public will have the opportunity to participate in the evaluation process, which shall be appropriately advertised.
6. Revision Any proposed changes to the Comprehensive Plan will be discussed at the CCI level, where citizens will be encouraged to comment or offer their recommendations prior to the public hearings to formally consider and adopt such changes.

TECHNICAL INFORMATION

POLICY: *“The City shall assure that all information used in the preparation of the Comprehensive Plan or related documents, is made available for public review in an easy to understand form.”*

All basic information and land use planning data are maintained at Phoenix City Hall and are available for public review during normal working hours. The City contracts with Rogue Valley Council of Governments for planning assistance services and data that is being used by the planner will be available at the RVCOG office, if not at Phoenix City Hall. The City also solicits needed information from other jurisdictions and agencies and works with these entities during the plan preparation phases. Technical information that is available to the public for review includes, but is not limited to, energy, natural environment, political, legal, economic, social, cultural and historic, in addition to related photos and maps.

FEEDBACK MECHANISM

POLICY: *“The City shall be responsive to citizens and groups taking part in the planning process and all land use policy decisions will be documented in written form and available for public review at City Hall.”*

The City’s procedure has been to formally respond in writing to anyone providing written input or requesting a written response. Otherwise, input is documented in the minutes of meetings and the minutes are available for public review at City Hall. Citizen input is also provided to and reported by the news media.

FINANCIAL SUPPORT

POLICY: “Adequate human, financial and informational resources shall be allocated for the Citizen Involvement Program and such resources shall be an integral component of the City’s planning budget.”

The Citizen Involvement Program is an integral part of the planning process in Phoenix and has adequate support of the City Council. The City contracted with Rogue Valley Council of Governments in 1982 for planning assistance, which now provides the necessary technical support for the planning effort. The Planning Commission acts as the Committee for Citizen Involvement, which provides ongoing opportunities for citizens to participate in the planning process. The City provides the necessary informational resources, such as documents, maps, reports, etc., that are needed for the process. The City also provides support services for the planning function, including office space in City Hall, files, photo-copy services, phone and postage. The City Council chamber is made available for CCI meetings and can be made available for additional planning-related meetings, as necessary.

* * *

CITY OF PHOENIX
CITIZEN INVOLVEMENT PROGRAM
Adopted: November 21, 1983
Ord. No: 571

ORDINANCE NO. 571

AN ORDINANCE ADOPTING THE
CITIZEN INVOLVEMENT PROGRAM
FOR LAND USE PLANNING

WHEREAS, ORS Chapter 197 and Statewide Planning Goals developed and administered by the State Land Conservation and Development Commission require the local preparation and use of a comprehensive plan, and

WHEREAS, Statewide Planning Goal No. 1, Citizen Involvement, requires the governing body to adopt a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land use planning process, and

WHEREAS, City staff and the Planning Commission, in its capacity as Committee for Citizen Involvement, have prepared a Citizen Involvement Program in accordance with the LCDC guidelines, and

WHEREAS, a public hearing was conducted by the Phoenix Planning Commission to solicit and accept public testimony, now, therefore,

THE CITY OF PHOENIX ORDAINS AS FOLLOWS:

SECTION 1. The City Council finds that the attached Citizen Involvement Program is in conformance with the Goal No. 1 requirements of the State of Oregon, is in the best interests of the residents of Phoenix, and is necessary for the completion and acknowledgement of the Comprehensive Plan.

SECTION 2. The City Council hereby adopts the attached Citizen Involvement Program and directs its inclusion into the Comprehensive Plan.

Passed by the City Council and signed by me in authentication of its passage this 21 day of NOVEMBER, 1983.

City R. Crutcher
Mayor

ATTEST:

City Administrator
City Administrator

Approved by me this 21 day of NOVEMBER, 1983.

Mayor



Department of Land Conservation and Development

1175 COURT STREET N.E., SALEM, OREGON 97310-0590 PHONE (503) 378-4926

February 9, 1984

City of Phoenix
510 West First Street
PO Box 666
Phoenix, OR 97535

On February 2, 1984, the Land Conservation and Development Commission voted unanimously to adopt the recommendation of its Citizen Involvement Advisory Committee to approve the City of Phoenix's Citizen Involvement Program and use of the City's Planning Commission as the Committee for Citizen Involvement.

Should the City find it necessary to amend its Citizen Involvement Program or CCI designation, it will need to take that action as a plan amendment.

If you have any questions, please feel free to contact your DLCD field representative, Mel Lucas, at 776-6084.

Sincerely,

James E. Ross
James E. Ross
Director

JFR:FT:prs
74538-1

cc: Ron Hough
Mel Lucas

City of Phoenix
Heart of the Rogue Valley



Comprehensive Plan

LAND USE ELEMENT

Adopted April 6, 2020 (Ordinance No. 1008)

Amended June 7, 2021 (Ordinance No. 1014)

Acknowledged by DLCD July 2, 2021

DLCD File Number 002-02

CITY OF PHOENIX LAND USE ELEMENT

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CITY OF PHOENIX LAND USE ELEMENT

Summary

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

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

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

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

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

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

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

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

CITY OF PHOENIX LAND USE ELEMENT

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

Existing Land Uses and Development Patterns

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

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

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

CITY OF PHOENIX LAND USE ELEMENT

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

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

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

Plan Designation Sub Category	Total Acres 1998	% of Total UGB Acres 1998	Total Acres 2019	% of Total UGB Acres 2019	Difference 1998- 2019
Residential					
Low Density Residential	262.9	24.3%	243.2	22.4%	-19.7
Medium Density Residential	34	3.1%	33.0	3.0%	-1.0
High Density Residential	98.9	9.1%	102.7	9.4%	3.8
Residential Employment	4.3	0.4%	3.7	0.3%	-0.6
Residential Hillside	92.6	8.5%	90.5	8.3%	-2.1
	492.7	45.5%	473.1	43.5%	-19.6

Employment					
Commercial	91.2	8.4%	66.2	6.1%	-25.0
Interchange Business	139	12.8%	125.5	11.5%	-13.5
City Center	0	0.0%	23.8	2.2%	23.8
Industrial	54.1	5.0%	51.7	4.8%	-2.4
	284.3	26.2%	267.2	24.6%	-17.1

CITY OF PHOENIX LAND USE ELEMENT

Parks, Recreation & Open Space

Parks and Open Space	45.5	4.2%	44.7	4.1%	-0.8
Bear Creek Greenway	39.9	3.7%	42.6	3.9%	2.7
	85.4	7.9%	87.3	8.0%	1.9

Infrastructure

Railroad	29.8	2.8%	11.9	1.1%	-17.9
Road	159.2	14.7%	213.8	19.7%	54.6
	189	17.4%	225.7	20.8%	36.7

Institutional

Public	2.1	0.2%	4.6	0.4%	2.5
Schools	30	2.8%	29.6	2.7%	-0.4
	32.1	3.0%	34.2	3.1%	2.1
Total	1,083.50		1,087.46		4.0

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

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

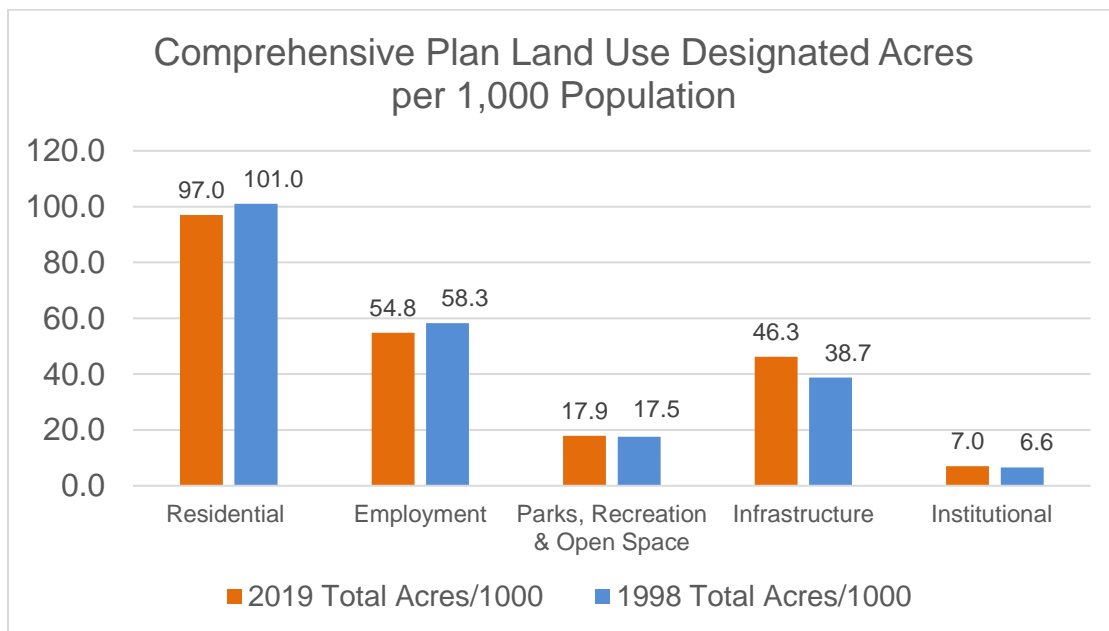


Figure 1: Urban land/1,000 population, 1998 and 2019
2019 Data by RVCOG, analysis by Red Arrow PDR LLC

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

CITY OF PHOENIX LAND USE ELEMENT

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

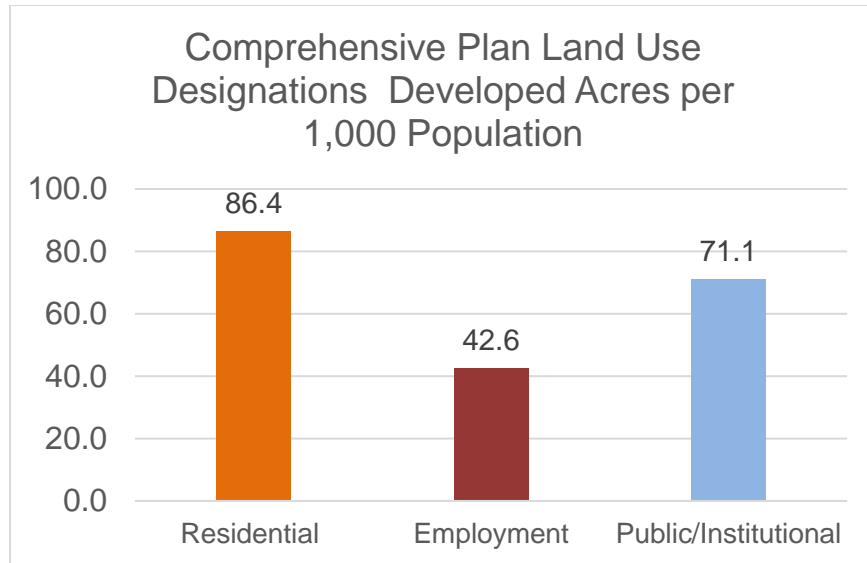
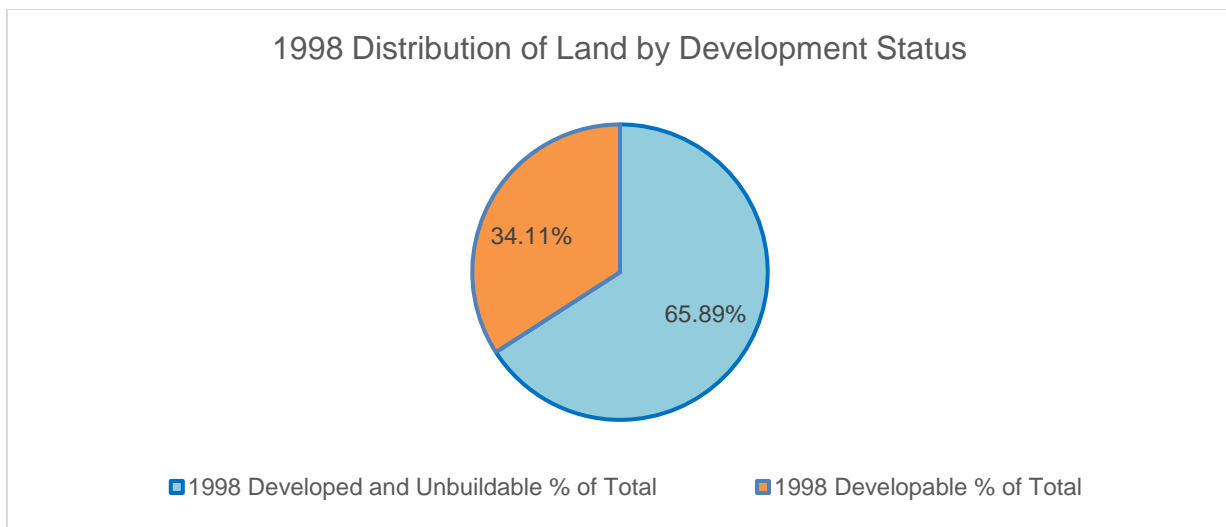


Figure 2: 2019 Developed Acres per 1,000 Residents by Broad Comprehensive Plan Land Use Categories
2019 Data by RVCOG, analysis by Red Arrow PDR LLC

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



CITY OF PHOENIX LAND USE ELEMENT

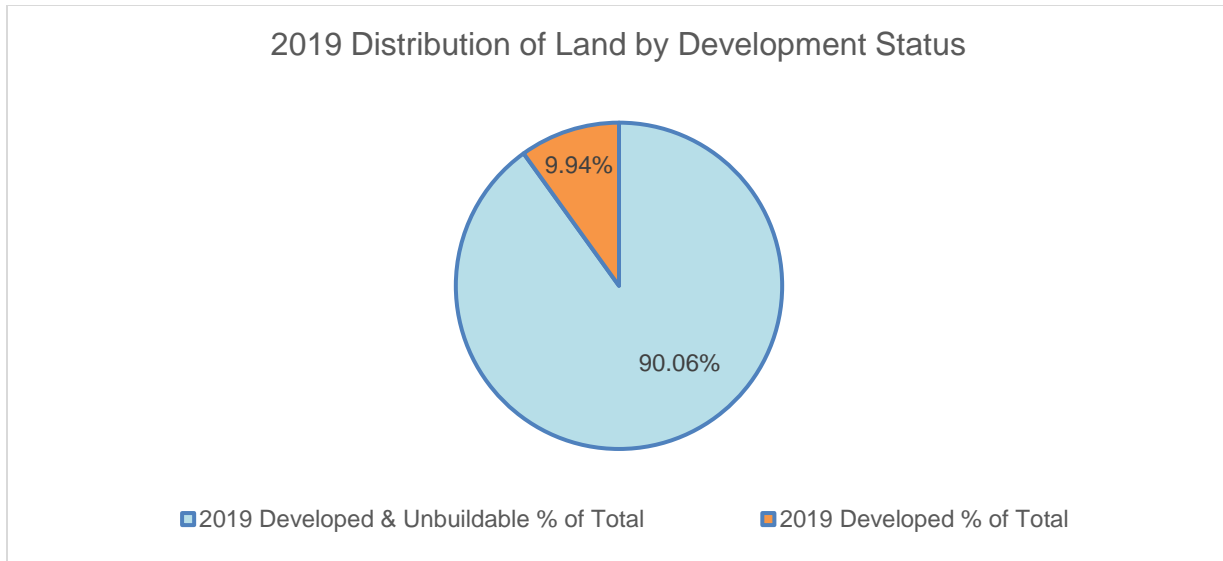


Figure 3: Change in Development Status of Land by Broad Category
2016 Residential and Employment BLIs, analysis by Red Arrow PDR LLC

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

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

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

CITY OF PHOENIX LAND USE ELEMENT

Plan Designations

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

Table 3. Plan Designation and Implementing Zones

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

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Residential

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

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

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

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

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

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

“In the 1980’s the typical dwelling unit (excluding mobile home parks) consumed an average of 0.21 net acres or 9,150 square feet (excluding lands set aside for roads and parks). Data for 1994

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

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

Low Density Residential

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

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

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

Medium Density Residential

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

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

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

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

High Density Residential

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

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

Residential Hillside

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

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

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

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

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

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

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

Residential Employment

See below in Employment Land.

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Employment Land

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

Plan Designation Sub Category	Gross Acres 1998	% of Total UGB Acres 1998	Gross Acres 2019	% of Total UGB Acres 2019	Difference 1998-2019
Commercial	91.2	8.4%		0.0%	-91.2
Interchange Business	139	12.8%	188.4	17.6%	49.4
City Center	0	0.0%	23.9	2.2%	23.9
Industrial	54.1	5.0%	51.3	4.8%	-2.8
Subtotal 1998	284.3		263.6		-20.7

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

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

City Center District

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

City Center lands are characterized by commercial uses which are connected to the adjacent residential areas through a traditional gridded street network. This network affords easy access by residents to the City Center by a variety of transportation modes including walking and bicycling. At this time the City Center is limited to the area surrounding the two-way couplet of Bear Creek Drive and Main

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Street, but discussions have considered the possibility of extending the district north to at least Bolz Road and possibly south as well.

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

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

Commercial

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

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

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

In the aftermath of the September 8, 2020 Alameda Fire, the City of Phoenix adopted Land Development Code text amendments to permit residential development in the Commercial Highway zone. This was done to help encourage the redevelopment of Commercial Highway properties located both north and south of the City Center District that were impacted by the fire; to provide an immediate supply of vacant land for high-density residential development; and to aide in addressing Comprehensive Plan goals for providing housing across all income levels. Although these changes will help to intensify uses within the existing Urban Growth Boundary – increasing the efficiency of land uses – as well as help in meeting the immediate need for housing in Phoenix, they are not likely to change the need for residential lands outside of the existing UGB to provide an adequate supply of housing over the next 20 years. As discussed in greater detail in the Urbanization Element, if Phoenix does not provide for high-density residential development within areas added to the UGB, these areas will struggle to meet regional obligations for both density and mixed-use/walkable neighborhoods.

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Interchange Business

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

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

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

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

Industrial

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

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

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Residential Employment

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

Other Categories

Roads

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

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

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

Like road rights-of-way underground utilities are considered an integral part of their function and purpose. Above-ground structures, other than those directly associated with the operation of the railroad, are inconsistent with the designation. Should the rail line be decommissioned, or space made available inside or adjacent to an existing railroad right-of-way, construction of a path or “rail-to-trail” for walking and bicycling inside or adjacent to a railroad right-of-way shall be considered consistent with this designation and with its intended use.



Bear Creek Greenway

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



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Parks

The Parks designation reflects specific park land needs identified within the Parks and Recreation Element. Designation of new parks and the addition of lands to existing ones, other than as may occur incidentally as a part of residential subdivision, can only be achieved through explicit identification and designation of park sites. Lands designated as parks will always be zoned, upon annexation, consistent with the most appropriate adjacent land use; often Residential. There is not now nor is there anticipated in the future a “park zone.”



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



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

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

Schools

Lands designated as “Schools” reflect a long-term commitment to their use and development for educational purposes. Most school sites will be zoned consistent with the surrounding zoning district. Like the Parks designation, there is not a “school” zone to implement this designation. Schools cover

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29.1 acres, all of which is located west of Rose Street, between Cheryl Lane and First Street. Conversations with staff from Phoenix-Talent School District indicate that a new middle school may be necessary in the not-too-distant future. A site and preliminary acreage need in the PH-5 Urban Reserve may need to be identified when the City begins the process to expand the UGB.



Public

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



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

The newly completed community facility and the east side water reservoir are not included. The City's existing Police Department building is a prefabricated building that does not meet Critical Facility standards. City staff and our elected leaders have expressed a desire to construct a new City Hall and Police Station, perhaps as a consolidated facility and site with a new Fire District 5 Phoenix station, which would allow all parties to share facilities and resources.

Holding Zone

Properties will receive the City zoning designation which most closely matches existing Jackson County zoning upon annexation. Where no generally equivalent zoning exists (e.g., Exclusive Farm Use (EFU) properties), properties will be assigned a "holding zone" designation upon annexation unless a concurrent application for Land Use District Map Amendment (zone change), meeting the standards of Phoenix Land Development Code (PLDC) Chapter 4.7, is submitted and approved.

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Regional Plan Compliance

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

Committed Residential Density

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

Mixed-Use/Pedestrian-Friendly Areas

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

Conceptual Transportation and Land Use Plans

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

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Restricted Land Uses in PH-5

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

The Land Development Code currently has two land use districts that can be assigned to lands designated Industrial: Light Industrial (L-I) and General Industrial (G-I). Neither of these existing zones is appropriate for ensuring that the development of PH-5 will meet the Comprehensive Plan commitments for a regional employment center while also providing for mixed-use, pedestrian friendly development, and therefore, a new “industrial” zone is needed. In addition, the Regional Plan Element, Performance Indicator 9, requires the City to adopt standards to create visual distinction between the City of Phoenix and the City of Medford in the area of PH-5. These standards - to create visual distinction between the two cities - should also be established within the new “industrial” zone. This new zone shall have the following characteristics:

- Permit employment-focused land uses which are consistent with the regional employment center vision for the area.
- Permit some limited uses to support the regional employment center and provide for mixed-use, pedestrian friendly development, such as mixed-use housing and retail and service commercial. These uses shall have size and siting criteria to ensure that they are internally focused to support the regional employment center rather than focused on serving external traffic from Interstate-5.
- Standards to create visual distinction between the City of Phoenix and the City of Medford.
- Zone changes are prohibited. The employment portions of PH-5 were added to the City’s urban reserve area and to the City’s urban growth boundary specifically to provide land for a regional employment center. Land cannot be changed from this new “industrial” zone to another zoning type without first amending applicable sections of the City’s and County’s Regional Plan Element, the Land Use Element, the Economic Element and the Urbanization Element. Furthermore, any future proposal to change the zoning on this land or alter the lot size allocations from what was established in the Regional Economic Opportunities Study shall need to be justified based on a substantive change in the regional need for large industrial sites as well as the justification for the need for the zoning type to be converted to.

CITY OF PHOENIX LAND USE ELEMENT

Goals & Policies

Goal 1

Foster sound community growth and development through effective management of public land use policy.

Policy 1.1

Provide a structured process for the review of amendments to the Comprehensive Land Use Plan and Map.

Policy 1.2

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

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

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

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

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

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

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

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

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

CITY OF PHOENIX LAND USE ELEMENT

Goal 2

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

Policy 2.1

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

Goal 3

Manage annexations to achieve the objectives of the Plan by ensuring that the cumulative effects of annexation decisions are considered.

Policy 3.1

Pursuant to applicable laws of the State of Oregon, the City Council may approve annexations, without referral to the City's electorate, when findings and facts show that development of the property or properties proposed for annexation would be consistent with the Plan and that development on the land proposed for annexation can be served with all urban services and facilities without adverse impact on the availability, quality, quantity, or reliability of City services provided to or likely to be needed by;

1. Existing development within the incorporated area, and
2. Undeveloped, partially vacant, or redevelopable incorporated land (considering approved development plans or permissible densities as set out in the Plan).

Policy 3.2

The City Council may, at its discretion, refer to the City's electorate any annexation that does not fully comply with Policy 3.1. The procedures described within ORS 222.130 regarding annexation elections shall be followed. A simple majority of votes cast shall determine the outcome.

Policy 3.3

The Council may annex territory to the City and dispense with the requirements of Policy 3.1 and 3.2 where the Oregon Health Division has issued a finding that a danger to public health exists because of conditions within the territory (ORS 222.840).

Policy 3.4

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

CITY OF PHOENIX LAND USE ELEMENT

Policy 3.5

The City shall initiate proceedings to annex “islands” of unincorporated area within the City Limits immediately following their creation or as soon thereafter as practical when deemed to be in the overall best interest of the City. Such annexations are required to ensure orderly and equitable provision of public improvement, utilities, and community services, and to further growth and development of the community in accordance with this Plan (ORS 222.750).

Goal 4

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

Policy 4.1

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

Policy 4.2

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

Policy 4.3

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

Policy 4.4

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

Goal 5

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

Policy 5.1

Continue to implement residential land use regulations that allow for different housing types within residential neighborhoods while focusing higher density housing types in closer proximity to existing

CITY OF PHOENIX LAND USE ELEMENT

and future public infrastructure and facilities, public transportation, and activity centers. Apply “transect” planning and similar principles in order to identify areas best suited for lower density and higher density residential development.

Policy 5.2

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

Policy 5.3

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

Policy 5.4

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

Goal 6

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

Policy 6.1

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

Site Size (Range)	Avg. Assumed Size Based on Economic Element Table 4-3	Assumed # Sites Based on Economic Element Table 4-3	Total Gross Acres
50+	67	1	67
20-50	25	4	100
5-20	10	8	80
<5	5	5	25

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Policy 6.2

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

Policy 6.3

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

CITY OF PHOENIX LAND USE ELEMENT

Policy 6.4

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

Policy 6.5

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

Policy 6.6

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

Policy 6.7

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

Goal 7

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

Policy 7.1

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

Policy 7.2

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

Policy 7.3

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



CITY OF PHOENIX

Comprehensive Land Use Plan

POPULATION ELEMENT

October 7, 1996

As Amended

October 7, 1996 (Ordinance No. 769)

Approved by DLCD Letter dated December 21, 1999

DLCD Approval Order #001107

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**Population,
Community
Development and
Comprehensive
Planning**

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

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

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

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

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

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

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

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

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

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

Population Trends

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

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

Table 1

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

Source: U.S. Census

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

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

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

Table 2

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

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

Table 3

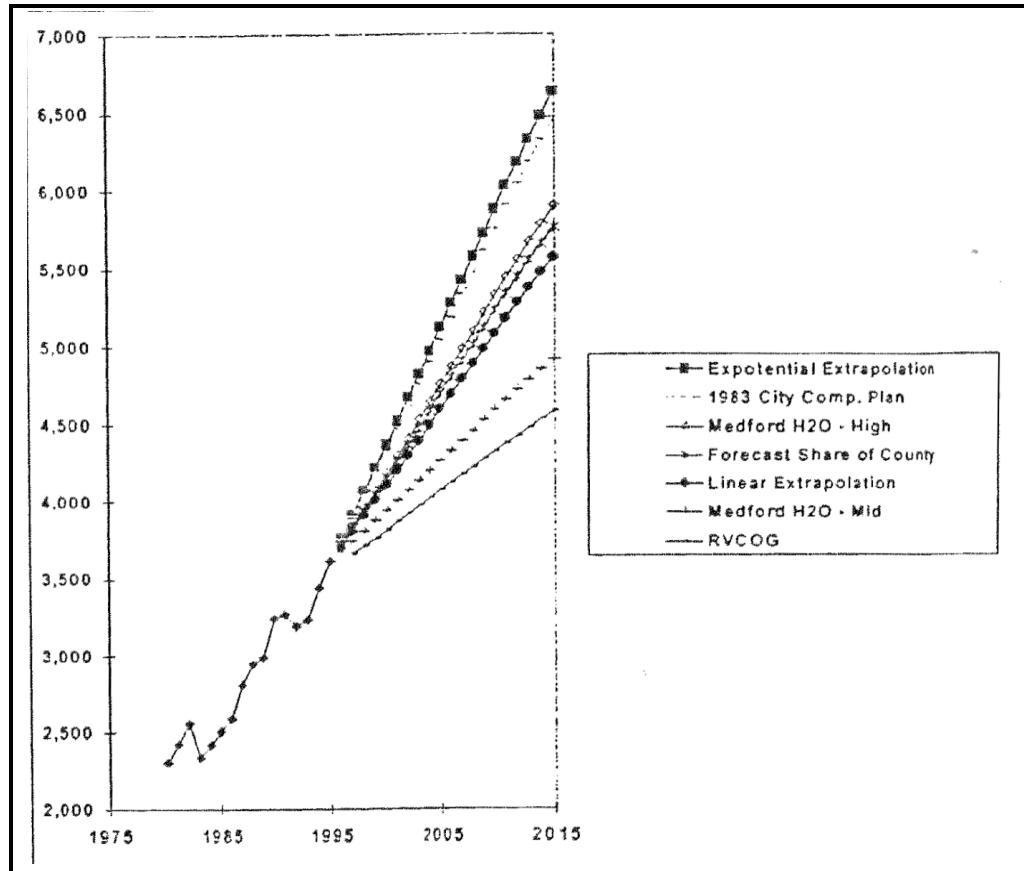
Population by Year		
Year	Population	Annual Growth
1980	2,309	
1981	2,431	122
1982	2,559	128
1983	2,340	-219
1984	2,425	85
1985	2,510	85
1986	2,590	80
1987	2,810	220
1988	2,950	140
1989	2,990	40
1990	3,239	249
1991	3,265	26
1992	3,190	-45
1993	3,230	40
1994	3,440	210
1995	3,615	175
Average Growth (1980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

Source: Portland State University, Center for Population Research

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

Graph 1

Various Population Forecasts



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

Age of the Population

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

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

Table 4

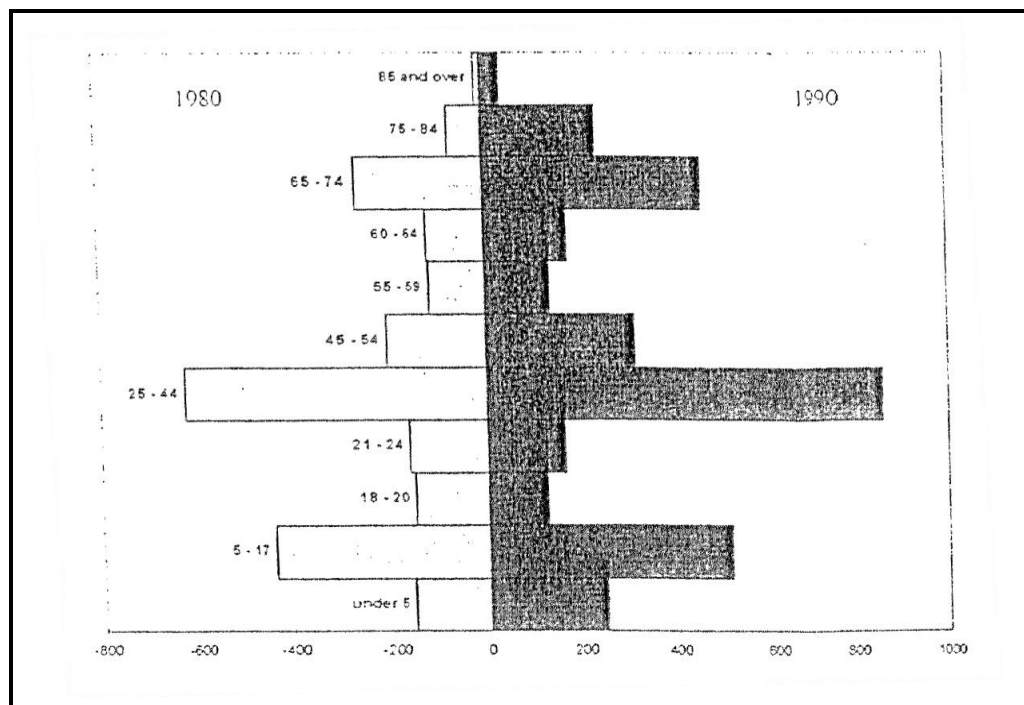
Median Age			
Year	Phoenix	Jackson County	Oregon
1980	31.4	31.1	30.2
1990	37.8	36.7	34.3

Source: U.S. Census

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

Graph 2

Population Distribution 1980 & 1990 by Age Group



Source: U.S. Census

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

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

Race and Hispanic Origin

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

Gender

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

Household Characteristics

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

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

Table 5

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

Serving Growth

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

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

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

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

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

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

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

Public Facilities Issues

Water System

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

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

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

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

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

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

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

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

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

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

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

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

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

Sewage Collection System

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

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

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

Transportation System

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

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

Paying for Growth

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

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

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

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

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

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

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

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

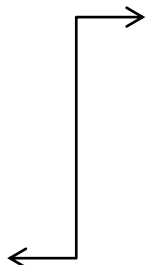
2016 Population

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

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

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

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

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

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

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

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

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

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

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

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

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

Goals & Policies

Goal 1

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

Policy 1A

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

Policy 1B

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

Policy 1C

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



COMPREHENSIVE
LAND USE PLAN

ECONOMIC ELEMENT

**Adopted
September 03, 2019 (Ordinance No. 1006)**

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1. EXECUTIVE SUMMARY

GOAL 9:
ECONOMIC DEVELOPMENT
 To Provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

The City of Phoenix has an interesting economic history and promising future. With its central location within the greater Bear Creek region, it is well-situated to provide locations that are desirable to a variety of commercial enterprises. Phoenix has substantial economic development opportunities that would support local and regional employment.

Nevertheless, an Economic Opportunity Analysis completed by Eric Hovee Associates in 2018 identified several challenges facing the City Phoenix. Generally speaking, Phoenix residents travel elsewhere to work, and Phoenix has remained a bedroom community. Nearly as many people live in Phoenix and work elsewhere within the region as do people who live outside of Phoenix but work within its city limits. The City’s share of total County population is larger than its proportionate share of total County jobs. Of the jobs that are located within the City, many are in industries with lower average wages.

Phoenix’s own economy is greatly affected by regional factors, but it is endowed with unique characteristics that could give it a competitive advantage in attracting new businesses to the City and the surrounding region. Through the Regional Problem-Solving process, Phoenix was allocated approximately 272 acres of land likely suitable for development as employment land within an Urban Reserve Area (URA) known as PH-5. This Urban Reserve Area was intended to provide a location for the long anticipated “South Valley Employment Area,” an employment center able to accommodate larger employers seeking campus-style development configurations.

A Regional Economic Opportunity Study that was completed in 2017 identified a substantial shortage of large tracts of employment land capable of traded-sector employment uses in an area stretching from Eugene to Redding, California. In short, there is very little land available for development of large, campus-style employment centers envisioned for the South Valley Employment Area. PH-5 is uniquely suited to this type of development:

- The land in question is owned by a relatively small number of property owners making land assembly much easier;
- Very little land has been subdivided, thereby allowing it to be developed according to market forces and the needs and desires of the local community, end-users, and other regional stakeholders;
- PH-5 has outstanding highway access to I-5 and is served by a new interchange that was completed in late 2016;
- Flat to gently rolling land lends itself to more efficient and cost-effective development;
- There is an opportunity to integrate residential and supportive commercial uses with traded-sector employment uses to achieve a true mixed-use district.

In addition to the opportunity to accommodate regionally significant economic development, Phoenix is already home to a diverse array of employers. Several smaller companies produce essential oils, gluten-free baked goods, robotics educational equipment, and novelty gifts and memorabilia. Larger employers, like the Phoenix-Talent School District are also located in Phoenix.

The 2018 Local Economic Opportunity Analysis (Appendix A) evaluated several different job growth scenarios based on a number of assumptions. Some of these assumptions are matters of policy and reflect community preferences and aspirations. Most notably, the LEOA considered the potential impact of achieving employment to population parity. In other words, it pondered the question “What would happen if Phoenix’s share of Jackson County total employment was equivalent to its share of population?” Other policy issues affect the extent to which Phoenix may need additional employment land in order to meet short-term and long-term demand. These issues include the intensity to which employment lands should be developed. How many jobs can, or should an acre of land accommodate? How much additional land is needed to support economic development?

In consultation with its Planning Commission, Phoenix’s City Council has elected to pursue a policy of employment to population parity. It has also endorsed a general policy of more efficient land use, concluding that more jobs, rather than fewer, can and should be accommodated by each acre of employment land that is developed to support economic enterprise. In summary, based on the findings of the Local Economic Opportunity Analysis and its own public policy goals,

- According to “Adjusted Scenario 3,” presented in Section 4 of this document, Phoenix is planning to accommodate 1,106 new jobs over the next 20 years as Phoenix’s employment achieves parity with its projected 2.18 percent share of Jackson County’s total population in 2038;
- Based on this projected job growth, 72 net acres (nearly 90 gross acres) of employment land will be needed to meet “local” demand for industrial, commercial, and public/institutional land uses over the next 20 years;
- Based on the analysis provided in the Regional Economic Opportunity Study, there is “regional” demand for the entire employment land allocation of 272 acres in PH-5;
- Although the City currently has approximately 88 acres of land “suitable” for employment land development, it has no vacant, developable employment land that would accommodate industrial uses. In other words, the City cannot currently meet its statutorily mandated obligation to provide a five (5) year supply of industrial employment land. Industrial employment land need could be met in PH-5;
- The City currently has an adequate supply of land zoned for commercial (broadly understood as non-industrial employment land uses), although much of this land consists of smaller acreage infill development opportunities that may in reality not be desirable for short term development;
- The City has established a policy to plan for employment development at higher job densities than may be typical of older employment development in Phoenix and surrounding communities. Consistent with the City’s public policy goals, it has been assumed in this Economic Element that each acre of industrial land will accommodate 12

jobs, each acre of commercial land will accommodate 20 jobs, and each acre of “government” or institutional land will accommodate 12 jobs.

Phoenix has an opportunity to grow and further develop and diversify its local economy. In doing so, the City can facilitate additional economic development that will benefit surrounding communities—indeed the entire region. In order to do this, the City will need to identify more land for employment and aggressively pursue policies that support further development of existing businesses and attract new ones.

2. ECONOMIC ACTIVITY AND PLANNING IN PHOENIX

Local Economic History

More recently, Phoenix’s local economy has begun to diversify, and Phoenix is now home to several unique, regionally (and even nationally) recognized businesses. In its downtown, small, specialty food preparation and processing businesses produce organic gluten-free baked goods and donuts, natural essential oils, roasted coffee, educational robotics, and novelty accessories that are distributed throughout the region and nationally.

Outside of downtown, existing businesses are growing and Phoenix has attracted several new ones. Summit Beverage Distribution, one of the largest distributors of beer and wine in the region, relocated from Medford to Phoenix in 2016. In doing so, Summit Beverage improved and occupied the former Associated Fruit packing and distribution facility located at the corner of South “C” Street and West 1st Street. This 55,000 square foot industrial property had been empty and unused for several years preceding Summit’s relocation.

A small car repair cluster continues to thrive south of downtown. Vintage Sportscar Restorations owner Freddie Hernandez has completed restorations of vintage Porsches for clientele from around the world. Other shops include Henry’s Foreign Auto Sales and Service, Aaron’s Autowerks, and Pete’s Certified Transmission. Phoenix Industrial Studios, a multi-unit flex-space commercial project including space for food trucks adjacent to the Bear Creek Greenway, is also located south of downtown and was under construction as this document was written.

Several national retailers, including Home Depot and La-Z-Boy, are located around the Exit 24 “Fern Valley” Interchange. DSU Peterbilt recently expanded its operations and completed significant site improvements. The presence of these businesses, and the recent addition of the 150,000 square foot Exit 24 Self Storage facility demonstrate the desirability of land in the vicinity for commercial development.

With the recent completion of the Fern Valley Interchange, development of commercial land has witnessed steady growth. Anchored by a new Rite Aid Pharmacy, Circle K gas station / Dutch Bros. Coffee, and Ray’s supermarket, the intersection of OR-99 and North Phoenix Road now provides substantial opportunities for neighborhood shopping.

Phoenix is served by the Central Oregon & Pacific Railroad, Inc. (CORP), which provides freight service from a connection with UP at Eugene, Oregon, and to another UP connection at Black Butte, California, (303 miles). Connections are also made with Rogue Valley Terminal Railroad at White City, Oregon, and with Yreka Western at Montague, California. Traffic is primarily forest products, chemicals, steel and LPG. The only on/off loading site in Phoenix is a small spur serving the Summit Beverage property industrial area on C Street. No known extensions into the South Valley Employment Center (PH-5) are contemplated at this time, and would be extremely difficult given the need to cross both Interstate 5 and Bear Creek.

Regional Problem Solving and the Greater Bear Creek Regional Plan

The Greater Bear Creek Regional Plan, or Regional Plan as it is more commonly known, was adopted by the cities of Phoenix, Talent, Central Point, Eagle Point, Ashland, and Medford and Jackson County between 2010 and 2012. That plan included a “Regional Economic Opportunity Study” that projected the addition of approximately 96,000 jobs throughout the Rogue Valley over a 50-year time span.

The Regional Plan also established Urban Reserve Areas into which the urban growth boundaries of individual cities are to expand. One of those URAs, known as PH-5, contains one of the single largest tracts of land designated for employment uses of any URA established within any of the six RPS cities. PH-5 is also known as the “South Valley Employment Area,” and was primarily created to address the need within the region and beyond for large-tract employment land uses and/or “campus-style” employment development.

At the end of 2016, Phoenix completed conceptual land use and transportation plans that analyzed different development scenarios for PH-5 and the predominately residential URA, PH-10, located to the east of PH-5. Although the Regional Plan restricts the type of employment land uses to traded sector industries like light industry and advanced manufacturing, limited ancillary and supportive commercial development has been planned for and is anticipated to develop in PH-5 in order to achieve other Regional Plan objectives such as creating mixed-use “activity centers” that allow for less use of automobiles (Regional Plan, Chapter 5, Performance Measure 2.6).

Having completed Regional Problem Solving with the adoption of the Regional Plan into its own Comprehensive Plan in 2012, the City of Phoenix began to explore economic development policies and programs. The City established an Urban Renewal district in 2009, with the intention of supporting redevelopment within its downtown. The Phoenix Urban Renewal Agency (PHURA) has provided façade improvement grants and supported efforts to enhance the appearance of its downtown. Most recently, PHURA and the City have worked to assemble land for redevelopment, construct public infrastructure improvements, and construct the Phoenix Plaza community events and meeting facility in the heart of downtown. This project is intended to help Phoenix establish a stronger sense of place and community while providing a downtown destination for residents and visitors.

Local Economic Opportunity Analysis and Regional Economic Opportunity Study

The City of Phoenix last updated the Economic Element of its comprehensive plan in 1996. That amendment was acknowledged by the Department of Land Conservation and Development in 1998. At the time, the Economic Element identified 18 acres of developed industrial land. Economic conditions have changed significantly over the intervening decades, and with the conclusion of Regional Problem Solving in 2012 the City began to explore its current economic state and its future.

Pursuant to statewide planning Goal 9 as defined by Oregon Administrative Rule 660, Division 9 and the Regional Plan Element of its Comprehensive Plan, the City began two separate but complementary studies to better understand these issues. A Local Economic Opportunity Analysis (LEOA) and Regional Economic Opportunity Study (REOS) were initiated and largely completed from 2015 through 2017. These two documents provide the technical foundation for this 2018 amendment to the Economic Element of the City’s comprehensive plan and are incorporated into this Economic Element as Appendices A and B.

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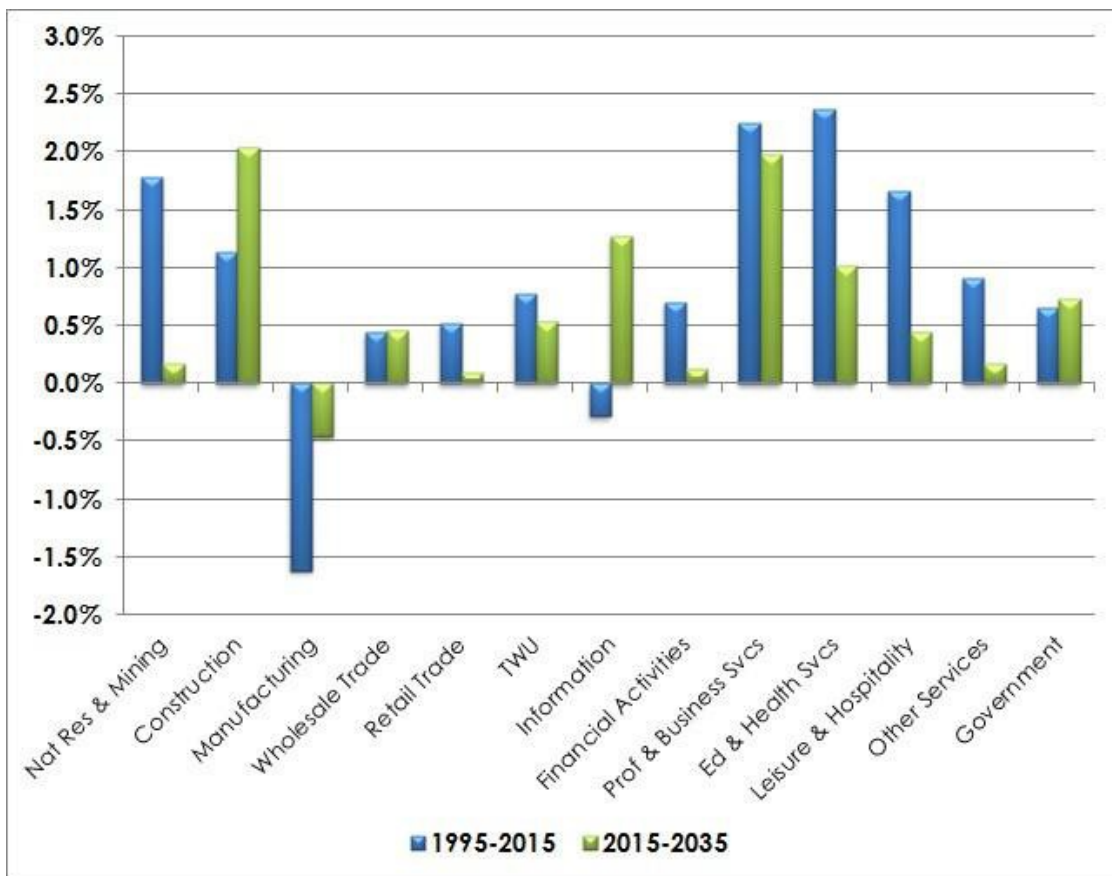
3. NATIONAL, STATE, REGIONAL & LOCAL ECONOMIC CONDITIONS AND TRENDS

OAR 660-009-0015(1) requires that economic opportunity analyses review “national, state, regional, county, and local” economic trends. The following section considers each of these and assesses implications for economic activity and planning in the City of Phoenix.

National Economic Conditions and Trends

According to the LEOA, IHS Global Insight projects that national employment will grow at a rate of 0.8% annually between 2015 and 2035.

Figure 3-1: U.S. Annual Average Job Growth by Sector (1995-2035)

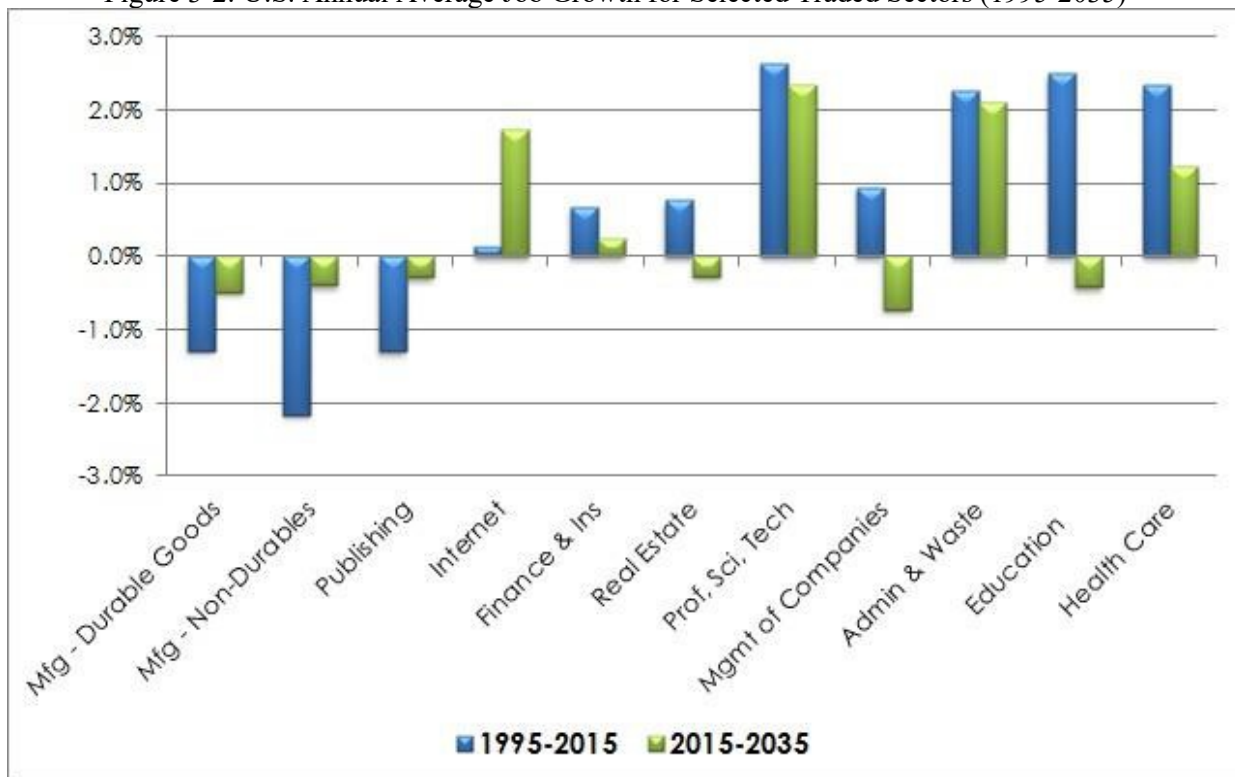


Sources: IHS Global Insight as compiled for Metro, November 2013.

Growth industries over the last two decades include education, health, professional and business services, leisure and hospitality, and natural resources and mining. However, all of these sectors, with the exception of professional and business services, are expected to decline. Not surprisingly, manufacturing has declined but that decline may slow as this sector continues

to become more efficient. The Information sector has undergone a radical transformation as print continues to give way to digital media. Information is expected to recover as job gains in digital media offset job losses in conventional print publishing.

Figure 3-2: U.S. Annual Average Job Growth for Selected Traded Sectors (1995-2035)



Sources: IHS Global Insight as compiled for Metro, November 2013.

Forecasts for job growth within broader industrial sectors are more nuanced, and gains can be highly sensitive to a variety of factors. The LEOA therefore concludes that “the rocky and often unpredictable pattern of job growth and decline of the last two decades should be expected to continue, but with a somewhat different mix of winners and losers going forward. Communities seeking to maintain strong local economies with robust employment will be those that can adapt to continued change – both short- and long-term” (LEOA, p. 15).

Based on projections by IHS Global Insight, the Local Economic Opportunity concludes that:

- Job losses in durable and non-durable manufacturing will slow, provided that onshoring of US manufacturing (particularly advanced technologies) continues;
- Job growth in knowledge-based industries like financial services and real estate will slow and remain highly sensitive to business cycles;
- Job growth in professional/scientific & administrative/waste industries will remain strong;
- Job growth in education may slow as the population ages and public spending on education continues to shrink;
- Job growth in health care will continue to be positive, but may slow as cost-containment initiatives are implemented.

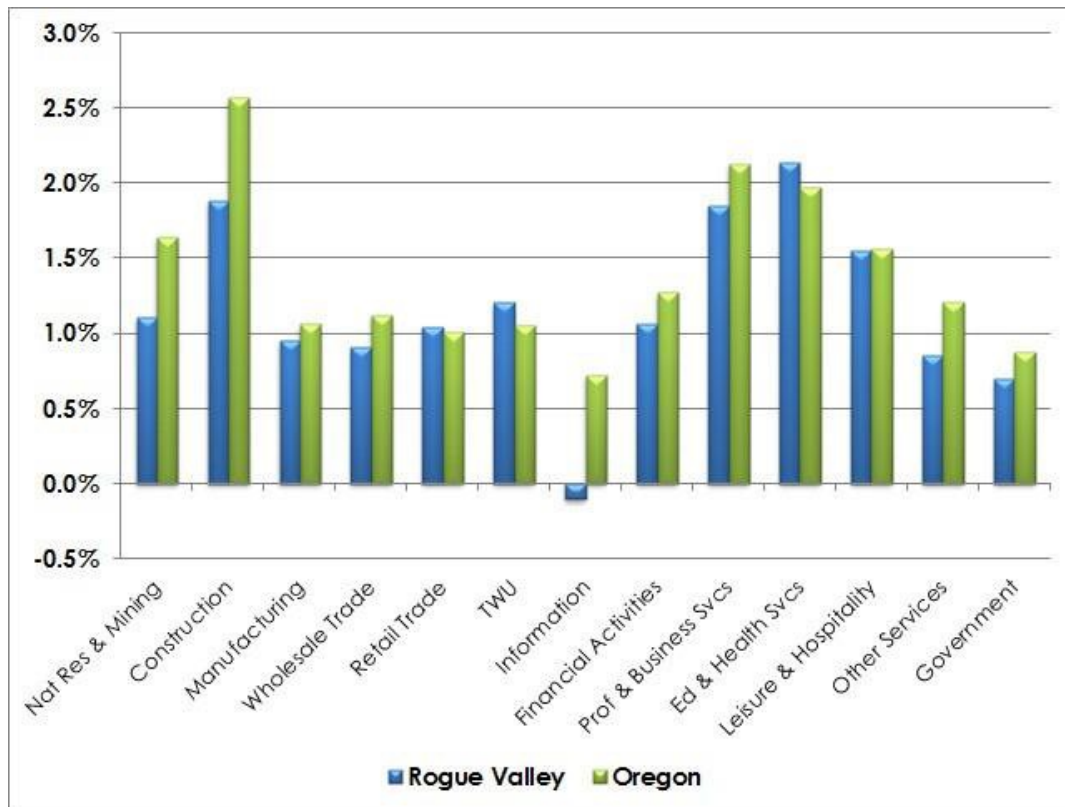
These are important considerations for the City of Phoenix as it charts its own economic future. With enormous opportunities for development of employment land in its Urban Reserve Areas, the community and its policymakers will need to make wise decisions about which industries to retain, support, and attract for the benefit of the City of Phoenix, surrounding communities, and the region at-large well beyond the planning horizon of the next 20 years.

As discussed in the next section, Oregon and the Rogue Valley are poised to grow faster than the national average.

Statewide and Regional Economic Conditions and Prospects

The Local Economic Opportunity Analysis considered the Oregon Office of Economic Analysis 20-year economic projections for the state and the Rogue Valley.

Figure 3-3: Rogue Valley & Oregon Overview Forecast (2012-22)



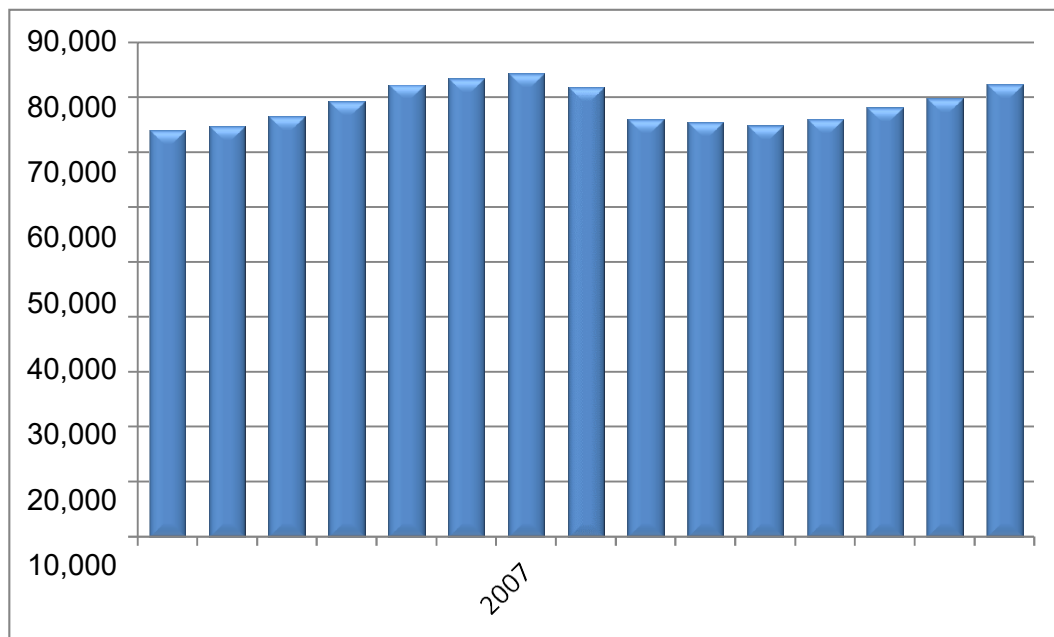
Source: OED

Over the next decade, the OEA forecasts annual growth in the number of jobs in the region at 1.3%, versus 1.4% for the entire state. Job growth, which probably peaked in 2014 and 2015, will settle into “a more sustainable, long-term rate” (Oregon Economic and Revenue Forecast, Nov. 29, 2017, p. 22). Agreeing with IHS Economics, the OEA is optimistic about Oregon’s economic prospects through 2022 noting that:

The state’s Real Gross State Product is projected to be the fifth fastest among all states across the country in terms of growth with gains averaging 2.8 percent through 2022. Total employment is expected to be the eighth strongest among all states at an annualized 1.4 percent, while manufacturing employment will be the second fastest in the country at 2.0 percent. Total personal income growth is expected to be 4.6 percent per year, the twelfth fastest among all states. (p. 18)

The LEOA reports that “As of 2015, there were 82,740 persons employed in Jackson County” (p. 8). That amounts to 2% fewer employed than before the recession in 2007, but employment does appear to be recovering steadily with a 3.4% increase in employment between 2014 and 2015. Nevertheless, the recession affected Jackson County much more severely than it did the state of Oregon on average (p. 9).

Figure 3-4: Jackson County Employment (2001-2015)



Quarterly Census of Employment and Wages (QCEW), Oregon Employment Department.

Like the national economy, certain industrial sectors are forecasted to perform better than others. For the Rogue Valley, three sectors are expected to grow at a rate faster than the state as a whole: Retail Trade; Transportation, Warehousing, and Utilities; and Education and Health Services. Only the Information sector is expected to experience a slight reduction in job growth.

Several traded sector industries (industries that produce goods and services primarily for export outside of the state) are expected to grow at rates of 2% or more annually. These include professional, scientific and technical services, administration, waste management, and health services. This is noteworthy for the City of Phoenix, which has an Urban Reserve Area (PH-5) that is planned to accommodate traded-sector employment development.

Local Economic Conditions and Prospects for the City of Phoenix

Like many of the smaller cities within the Rogue Valley, Phoenix’s economy is regional in nature. That is to say, it is closely linked to economic activity in other jurisdictions from Grants Pass to Ashland, and particularly the largest city in the region, Medford.

As of 2014, the LEOA reports, 137 employers were located in Phoenix (specifically the 97535-area code) employing 1,329 employees at an average wage of \$30,721 (p. 9). The top five sectors ranked by number of employees were:

1. Retail with 343 employees;
2. Government with 217 employees (likely Phoenix-Talent school district faculty, support staff, and administrative personnel);
3. Natural resources with 202 employees, though these jobs are likely to be located in unincorporated Jackson County outside of city limits but within the 97535-area code;
4. Accommodations/food service with 128 employees;
5. Wholesale trade with 58 employees.

On average, businesses in Phoenix are relatively small employing 10 or fewer people. The best-paying jobs in Phoenix seem to be in wholesale trade. Employees in this sector earned, on average, \$52,400/year. Although it is still a smaller employment sector, wholesale trade has grown faster than any other sector in the local economy (p.10).

Table 3-1: Phoenix Employment by Industrial Sector

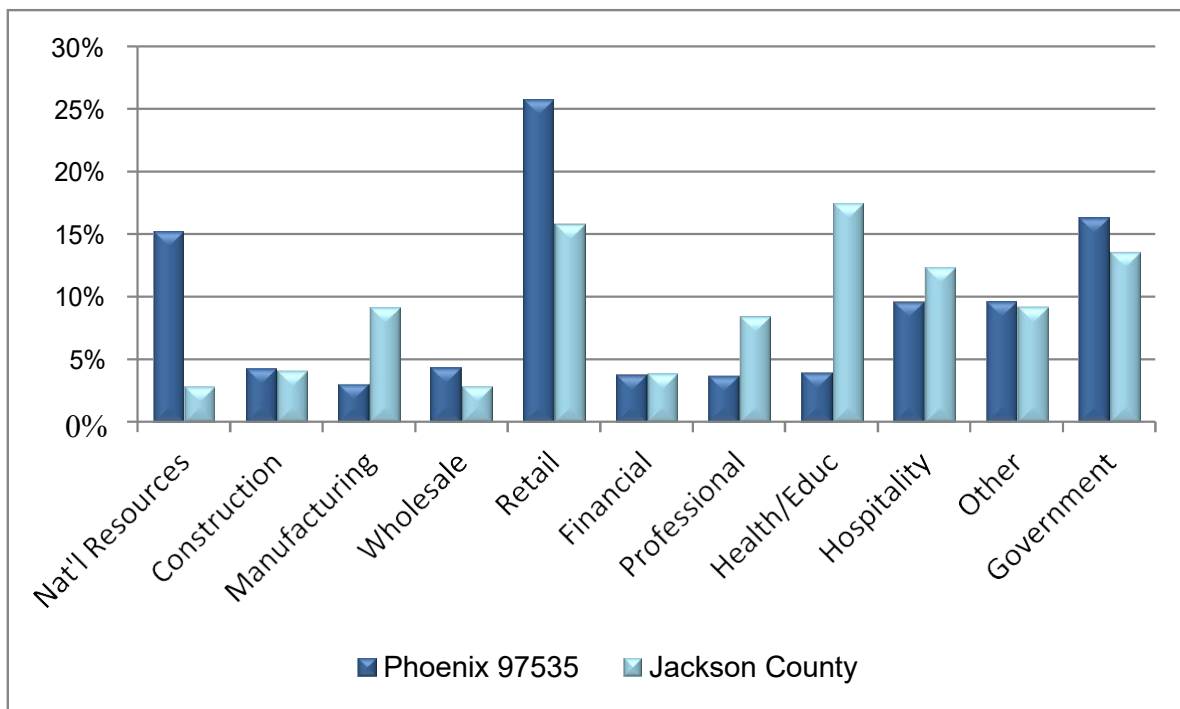
Phoenix 97535 Zip Code Employment by NAICS industrial sector 2014					
NAICS Employment Sector		Firms	Jobs	Payroll	Wage
All	Total All Sectors	137	1,329	\$40,813,104	\$30,721
11	Natural Resources	3	202	\$7,237,068	\$35,812
23	Construction	14	57	\$2,135,963	\$37,309
31-33	Manufacturing	5	42	\$1,361,021	\$32,730
42	Wholesale Trade	5	58	\$3,032,519	\$52,435
44-45	Retail Trade	21	343	\$8,087,992	\$23,586
52	Finance & Insurance	3	17	\$752,407	\$43,830
53	Real Estate	8	33	\$1,269,210	\$38,558
54	Professional Services, etc.	4	11	\$259,418	\$23,946
56	Administrative, etc.	8	39	\$636,837	\$16,294
62	Health & Social Services	7	54	\$1,427,127	\$26,675
72	Accommodations/Food Service	17	128	\$2,163,168	\$16,856
81	Other Services (e.g., personal)	32	89	\$2,383,247	\$26,778
Other	Non-Disclosed Sectors (2014)*	5	39	\$1,976,551	\$50,681
Govt	Government**	5	217	\$8,090,576	\$37,284

* For 2014, includes warehousing, utilities, information, educational services
 ** Total of private, federal and local government (including government educational services.
 Source: Quarterly Census of Employment and Wages (QCEW), Oregon Employment Department.

The LEOA also addresses the effect of the recession and subsequent economic recovery. That study found that, like Jackson County as a whole, Phoenix remains below pre-recession employment by 300 jobs (as of 2014). It should be noted that this figure does not account for new business activity in Phoenix since 2014 which includes the relocation of Summit Beverage Distribution from Medford in 2015 and the addition of several small retail and service commercial businesses in downtown Phoenix, including two successful cannabis dispensaries.

Figure 3-5 compares employment within 11 core industrial sectors between the City of Phoenix and Jackson County. Phoenix has more jobs (as a percentage of the total) in Natural Resources, Retail and Government than the County. Phoenix is relatively underrepresented in Manufacturing, Professional, and Hospitality. Workers in Phoenix are also paid less than the county-wide average. This is probably attributable, according to the LEOA, to the fact that Phoenix has nearly twice as many retail jobs as the county average. These jobs tend to pay less—often the least—of any of the major industrial sectors. One exception is Wholesale Trade where employees earn 9% more than the County-wide average.

Figure 3-5: Comparative Distribution of Employment (As % of Total Employment 2014)



Source: QCEW, Oregon Employment Department.

Finally, Phoenix has a lower share of total county employment relative to its population. Although Phoenix is home for 2.2% of county residents, it provides only 1.6% of all jobs in Jackson County (p. 9). In other words, Phoenix is a “bedroom community.”

Addressing Phoenix’s smaller share of total county-wide employment and the growth of lower-paying retail sector jobs will be important for Phoenix as it considers future development patterns and the economic opportunities provided to its residents.

However, Phoenix is well-positioned to confront this and other challenges. As the Regional Economic Opportunity Study (REOS) concludes, Phoenix has several characteristics that position it for beneficial economic growth over the planning period. Much of this has to do with the fact that, through the Regional Problem-Solving process and resulting Regional Plan, Phoenix has been allocated a 427-acre area known as PH-5 or the “South Valley Employment Campus” or “Area” (see Chapter 5 of the Regional Plan, Performance Measure 2.9.9). These lands are centrally located within the Rogue Valley and along a 320+ mile stretch of I-5, from Eugene to Redding, to serve as a regional center for traded-sector employment. Jackson County is also the only county within the six-county, Eugene to Redding market analyzed by the study that has experienced any significant economic growth over the last 20 years (REOS, p. 14). Even when the effects of the recession are taken into consideration, Jackson County and the Rogue Valley region has experienced an average of more than 1% net job growth in Transportation, Warehousing, and Utilities (TWU), education and health services, and leisure and hospitality (REOS, p. 15).

The REOS evaluated the comparative advantages that PH-5 (and Jackson County and the Rogue Valley region more generally) may have in certain industries (p. 16 – 21). It found that Jackson County, the Rogue Valley, and the entire Eugene-Redding corridor all show a relatively strong comparative advantage [...] vis-à-vis Oregon for the employment sectors of retail trade, education and health and leisure and hospitality” (p. 18). In looking at trends toward changes in comparative advantage, it found that “While still under-represented relative to the state of Oregon, the three geographies of the Eugene-Redding corridor have all experienced improving comparative advantage in wholesale trade and financial activities” (p. 18). The REOS then goes on to suggest, based on current and changing competitive advantage, which industries are emerging, declining, ascending, and stabilizing.

The REOS concludes that, rather than seek only opportunities to attract and retain industries that are “strong and growing,” a more “diversified portfolio approach” could be pursued to the economic benefit of Phoenix. Policy suggestions include:

1. Continued strategic business development for “strong and growing” industries
2. Repositioning mature sectors
3. Targeted business recruitment and workforce training in “emerging” industries
4. Limited for “weak and declining industries”

Within this context of a local economy in transition, PH-5 represents a unique opportunity to promote “strong and growing” and “emerging” industries. PH-5 is located within one mile of the recently completed Exit 24 interchange, and along North Phoenix Road, a designated freight corridor. The land is currently divided among a relatively small number of property owners. The land is relatively flat and likely easier and less costly to develop. The land that constitutes PH-5 is configured in relatively large tracts—a characteristic that allows for large traded-sector employers to develop campus-style facilities. As the REOS found through a

What is a traded-sector industry?

According to ORS 285B.280, traded sector industries are those “in which member firms sell their goods or services into markets for which national or international competition exists.”

comparison of other employment land sites along the I-5 corridor from Eugene to Redding, “only two counties--Douglas in Oregon and Shasta in California—appear to have any significant inventory of large shovel-ready (100+ acre) vacant sites served from an I-5 interchange at present” (p. 27). Of these, however, only one 140-acre site in Roseburg and one 50-acre site in Shasta Lake, provide immediate access to an I-5 interchange. The City of Springfield recently completed an Urban Growth Boundary amendment that will provide it with 132 acres of developable employment land with immediate access to I-5 (p. 29).

It should be understood that this Economic Element does not intend to focus on regional employment and economic development opportunities that could be located in PH-5 to the exclusion of other community economic development opportunities and needs. Rather the intention of this Element and the challenge for Phoenix will be to integrate future development of the regional employment center (the South Valley Employment Area) with local economic development considerations.

The Local Economic Opportunity Analysis identifies “lead” and “supportive” industrial sectors best suited for each of these. Industrial sectors that represent the greatest potential for local (as opposed to regional) job creation and growth include:

- *Wholesale trade & transportation services – as with smaller, independent local delivery, specialty wholesaling operations and transportation service firms.*
- *Subassembly manufacturing – focused on small specialty/customized manufacturers serving larger manufacturers locally or regionally.*
- *Financial services – providing banking, credit, lending and investment services to an expanding local business and population base.*
- *Retail trade – catering to needs of regional employers and their employees whether as suppliers or workforce retail and to needs of a growing population for full service, competitive local retailers.*
- *Vehicle & repair services – oriented to service transport vehicles, major PH-5 and support firms as well as the traveling public using the I-5 and Highway 99 corridors. (p. 20).*

Lead sectors for regional employment that would occur in PH-5 include:

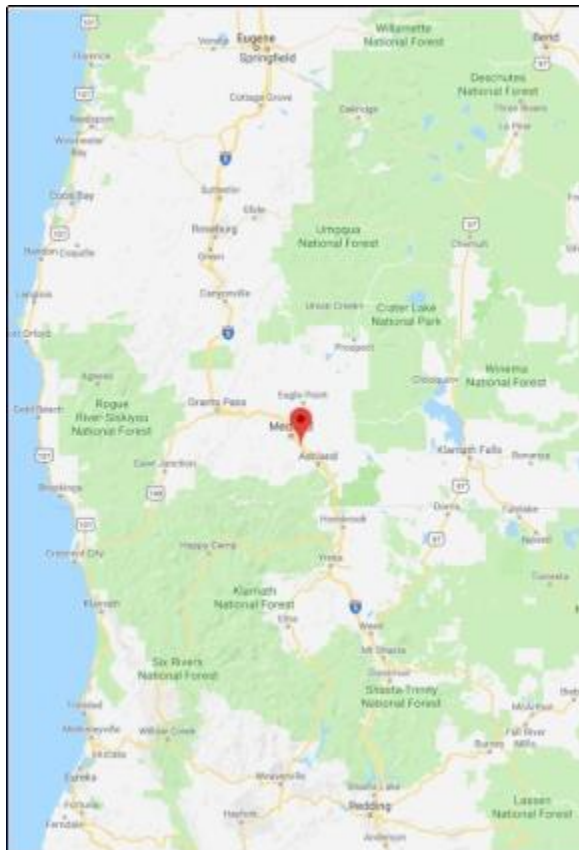
- *Distribution and transportation services – with PH-5 properties oriented toward small to mid-sized firms not requiring extensive outdoor vehicle and equipment storage but including operations in multi-tenant business parks and end-user sites of 5-20 acres*
- *Advanced manufacturing – focused on high value, technology-forward companies and including value-added, specialty foods including Rogue Valley agricultural products/wines and supporting industries*
- *Financial, professional, scientific, technical and health services – emphasizing firms that serve customers regionally and globally*

According to the Local Economic Opportunity Analysis, supportive sector industries include:

- *Construction services – ranging from site preparation to building construction and infrastructure for the regional employment center coupled with commercial and residential development throughout the greater Phoenix community.*
- *Hospitality – with overnight lodging readily accessible to I-5 travelers and to business clients and customers of the South Valley regional employment center.*
- *Professional & business services – covering business and population needs ranging from information technology to accounting, engineering and marketing services.*
- *Health & Education (workforce) services – as for local health clinic satellite facilities and also the possibility of an education/workforce center in proximity to the PH-5 regional employment center. (p. 20)*

Supportive sectors for regional employment include:

- *Construction services – including suppliers of specialty materials, engineering and design services to the construction industry together with possible showroom function.*
- *Government and education / workforce services – oriented to the PH-5 traded sector employment base.*
- *Retail and hospitality – providing small- to mid-scale amenity services supporting lead sector firms and benefitting from direct I-5 access. (p. REOS, p. 42)*



As previously noted, the City of Phoenix exists in a region comprised of multiple cities where residents and employees routinely cross jurisdictional boundary lines traveling between home, work, shopping, dining and leisure. There is no clearly defined boundary of the Rogue Valley. It extends generally from Eagle Point at the north to Ashland at the south, and to Grants Pass at the west. Some would argue it also includes the communities of Shady Cove and Cave Junction as well as the Applegate Valley. All told, the Rogue Valley region, including Jackson and Josephine Counties, is home to roughly 295,000 people, many of whom cross multiple jurisdictional boundaries between home, work and play. Establishing a clear boundary between local and regional employment is therefore both impossible and impractical. Regardless of the final outcome, new employment (lands) in Phoenix will enable job creation that serves and benefits both the local and regional population.

4. EMPLOYMENT LAND NEEDS ANALYSIS AND REQUIRED SITE TYPES

Pursuant to OAR 660-009-25 (4), the Local Economic Opportunity Analysis estimates “the amount of serviceable industrial and other employment land likely to be needed during the planning period” (p. 21). As advised in “The Goal 9 Industrial and Other Employment Land Analysis Guidebook,” the LEOA uses the Oregon Employment Department’s 10-year job forecast for the Rogue Valley and incorporates previous employment projections presented in the 2007 Economic Opportunity Analysis completed for the Regional Plan. It also takes into account the findings of the Regional Economic Opportunity Study, which “has been prepared to identify and quantify regional traded sector Rogue Valley and Jackson County employment opportunities that can be uniquely served by UGB inclusion” (LEOA, p. 1).

This section compares several different scenarios that rely on different assumptions concerning the factors that drive employment land development. Typically, the demand created by the local economy of an individual city is evaluated in order to calculate the need for employment land within that City’s Urban Growth Boundary. To evaluate local demand for employment land in Phoenix, three separate scenarios were considered: one in which the amount of employment occurring in Phoenix remains a consistent share of total County employment (1.67%); one in which the amount of employment occurring in Phoenix becomes consistent with its proportional share of total County population residing within 1.5 miles of the geographic center of the City (3.69%); one in employment occurring in Phoenix becomes consistent with its proportional share of total County population residing within its Urban Growth Boundary (2.18%). It is this last scenario, as known as “Adjusted Scenario 3,” that has been selected to provide the basis for determining need for employment land over the next 20 years; discussion of the other two scenarios is provided because they were evaluated in the Local Economic Opportunity Analysis and to provide an understanding of the process and policy considerations leading to the development of the “Adjusted Scenario 3”.

Local Demand for Employment Land

Based on OED projections, the LEOA estimates that at an average annual employment growth rate of 1.3%, 29,250 jobs will be added in the two-county Rogue Valley region between 2016 and 2036 (p. 23). Historically, Jackson County has captured 77% of these jobs. Therefore, Jackson County can reasonably be expected to add 22,525 (net) jobs during the planning period. Jackson County’s projected employment in 2038 is 111,720. Under current conditions, wherein Phoenix captures a smaller percentage of total county employment (1.67% of total jobs in the county) relative to its share of total county population, Phoenix could be expected to capture 375 additional jobs over the planning period. However, if Phoenix’s share of County employment matched its share of total County population including residents within 1.5 miles of its current UGB, it could be expected to capture 2,790 new jobs. These two scenarios were considered in the Local Economic Analysis to address the City’s stated policy preference to achieve greater parity between jobs and population. Such an increase would, however, be

inconsistent with previous economic growth for the City of Phoenix. It would, as noted in the Local Economic Analysis, require the City of Phoenix to implement policies that aggressively support this outcome. A third scenario was developed in order to find a plausible middle ground between an extreme where Phoenix grows very modestly over the next 20 years and remains a bedroom community and a future of uncharacteristically fast growth.

A third scenario that is perhaps more realistic, but still addresses the community’s desire to achieve jobs to population parity, uses the share of the County’s population that reside within the City’s Urban Growth Boundary. According to the PSU population forecast, 2.18% of Jackson County residents are anticipated to live within Phoenix’s UGB. Using the same assumptions as the two other scenarios described above, Phoenix could expect to capture 1,106 new jobs by 2038. Of these jobs, 321 would be industrial, 609 would be commercial, and 177 would be public. **The City Council has expressed a desire to pursue “Scenario 3.”**

The LEOA provides a Goal 9 compliant Employment Forecast on page 26. The Forecast for the three population to employment parity scenarios has been updated to account for revised population projections released by Portland State University in 2017. Employment resulting from each of these scenarios is summarized in the following table:

Table 4-1: Phoenix Employment Forecast, Scenarios 1,2, and 3

	Phoenix Job Capture Scenario 1	Phoenix Job Capture Scenario 2	Phoenix Job Capture Scenario 3
Total Jackson County Jobs 2038	111,720	111,720	111,720
Phoenix Share of Jackson Co. Population/Employment 2038	1.67%	3.69%	2.18%
Total Phoenix Employment 2038	1,866	4,122	2,435
Current Phoenix Job Base (2014)	1,329	1,329	1,329
Phoenix Job Growth 2018-2038	375	2,793	1,106

Source: E.D. Hovee & Co., based on Housing Needs Analysis, Nielsen, and OED-QCEW, summary by City staff

The Local Economic Opportunity Analysis then calculates employment land demand by “dividing” employment growth by employment density expressed in terms of number of jobs per unit of land—in this case employees per acre (p. 25). The LEOA utilizes employment densities that are consistent with guidance provided by the DLCDC Goal 9 Guidebook and the Regional Economic Opportunity Analysis performed in 2007. These densities are presented in a table on page 26 of the LEOA.

The LEOA provides 4 possible forecasts based on: 1) a shift from underrepresentation in total County employment to proportional representation; and 2) whether the current job mix continues a strong decline of industrial employment as a share of total forecasted employment in Phoenix (p. 26). In other words, the LEOA answers the questions, “What if the number of jobs in Phoenix matched its proportion of total County-wide residents and 2) “What if the employment base in Phoenix continues as it is at this moment in time or if industrial employment sectors decline as rapidly as they have been over the last decade or more (p. 26).”

The implications for each of these scenarios are very significant insofar as they represent vastly different needs for employment land. If, for example, Phoenix maintains its 2014 percentage of jobs relative to its share of total county population, but its job mix shifts consist with a trend toward de-industrialization (“Employment Scenario 1, Option B”), the City will need 29.9 additional net acres of employment land. On the other hand, if Phoenix achieves jobs-population parity, it would need 221.9 net acres of employment land (LEOA, p. 29).

Due to the City’s stated desire to improve its jobs to population parity while promoting a jobs mix with more higher paying, family-wage jobs, the scenarios summarized in the following table assume that Phoenix will maintain a job mix that favors employment in industrial rather than retail and service commercial industries.

Table 4-2: Three Scenario Employment Land Demand Summary

	% of Total Jobs Added	# Jobs Added	Job Density (/Acre)	Land Needed (Net)	Land Needed (Gross @25%)
Scenario 1 - Maintain 2014 Percentage of Jackson County Jobs					
Industrial	0.29	110	10.00	11.00	13.75
Commercial	0.55	205	18.00	11.40	14.25
Public Employment	0.16	60	8.00	7.50	9.38
Total Jobs Added	Total Jobs Added	375	Total Emp. Land Needed	29.90	37.38
Scenario 2 - Achieve Jobs-Population Parity within 1.5 miles of center of Phoenix					
Industrial	0.29	810	10.00	81.00	101.25
Commercial	0.55	1,535	18.00	85.30	106.63
Public Employment	0.16	445	8.00	55.60	69.50
Total Job Added	Total Job Added		Total Emp. Land Needed	221.90	277.38
Scenario 3 - Achieve Jobs-Population Parity w/UGB population					
Industrial	0.29	321	12.00	26.74	33.43
Commercial	0.55	609	20.00	30.43	38.04
Public Employment	0.16	177	12.00	14.75	18.44

Total Job Added	1,106	Total Emp. Land Needed	71.92	89.90
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Source: E.D. Hovee & Company, LLC, and City of Phoenix

Total employment land needed under Adjusted Scenario 3 is 72 net acres, and 90 gross acres. Scenario 3 was also calculated using higher job densities than the first two scenarios, again reflecting the City’s stated desire to use its employment in a more efficient manner.

Regional Demand for Employment Land

It is very important to note that this does not include jobs created through the development of regional employment in the “South Valley Employment Area.” Job creation described above is attributed solely to employment opportunities that can reasonably be expected to occur based on historical economic activity and expansion within the City of Phoenix. Job creation within PH-5, on the other hand, can be attributed primarily to the unique opportunity to locate regionally significant employers that currently have no other options in Southern Oregon.

The REOS evaluated two different scenarios to determine employment land need attributable to opportunities to create regional traded-sector employment in PH-5. “Alternative A” considered “Proven Winners”— industries that have “already proven as sources of significant Rogue Valley regional employment growth since 2000” (p. 39). “Alternative B” included “New Market Niches”— industries that “have been underrepresented locally and regionally but that offer good national or statewide growth prospects” (p. 39). Based on stakeholder comment and further analysis, the Regional Economic Opportunity Analysis recommended that Phoenix pursue a “hybrid approach that combines elements of a strategy involving both proven winners (per Scenario A) and new market niches (Scenario B)” (p. 41). The “combined approach offers advantages” over either Scenario A or B, including (and perhaps most importantly from a regional economic development standpoint) avoidance of intra-regional competition for business development and job creation opportunities. Other benefits include:

- *Greatest focus on traded rather than service sector uses*
- *Maximum market flexibility and pace of space absorption to build-out*
- *Complementary rather than competitive role with respect to the Central Point (CP-1B) freeway site which is anticipated to be oriented to large scale, land-extensive transportation and distribution uses*
- *Also complementary to Medford’s MD-5 area (directly adjoining PH-5) which is anticipated to be developed for a greater mix of commercial office and retail as well as institutional uses and possibly phased to follow and build-on initial PH-5 absorption due to closer proximity to the I-5 Exit 24 (North Phoenix Road) interchange*
(Lead and supportive sectors identified for the “hybrid approach” are described above toward the end of Section 3 “National, State, Regional and Local Economic Conditions and Trends-- Economic conditions and prospects for Phoenix”).

The need for employment land identified in the Local Economic Opportunity Analysis (LEOA) and the Regional Economic Opportunity Study (REOS) are distinct from one another. Although some limited employment in supportive industries is expected to occur in PH-5, employment land demand identified in the REOS is based entirely on regional need. Conceptual Planning conducted by the City of Phoenix during development of the REOS assumes development of limited retail and service commercial uses that would enable the South Valley Employment Area to be developed as a mixed-use neighborhood or district where employees working within the South Valley Employment Area could have convenient multimodal access to commercial businesses like restaurants, grocery stores, pharmacies, financial institutions, etc. Most of the local-serving commercial activity is anticipated to occur

in PH-10, in the available commercial lands adjacent to Grove Road inside the existing UGB, and in downtown Phoenix. PH-5 would, as required by Performance Measure 2.6 of the Regional Plan, be developed as an activity center—albeit one dominated by traded-sector employment land uses. Non-traded-sector employment would support these uses, enabling those working in traded-sector industries to take care of daily needs in close proximity to their places of employment. “Horizontal” mixed use neighborhoods, where land uses that tend to be more service and retail commercial oriented exist adjacent to traded-sector employment land uses, have been conceptually planned for PH-5 through a TGM grant-supported initiative completed in late 2016.

The REOS forecasts traded-sector employment land need by:

1. Establishing a preferred or desirable parcelization plan for PH-5 that would most efficiently serve the needs of industries identified by the recommended “hybrid approach”;
2. Calculating the total regional job creation for employment based on a 20-year extrapolation of 10-year employment forecasts for the Rogue Valley;
3. Assigning an average number of jobs per employment land development size category (e.g. “50+ acres,” “20-50 acres,” etc.);
4. Assigning the average number of jobs for each employment land development category (or “Firm”);
5. Calculating the total number of sites needed, based on these averages;
6. Consequent demand for employment land development sites of various sizes based on this forecast;
7. Allocating to a number of such sites “captured” by PH-5;
8. Assigning an average site development size to these sites;
9. Calculating the total land area needed to accommodate the number of employment sites of various sizes.

The OED forecast, for example, suggests that 4,680 jobs will be added within the Rogue Valley for employment sites of fifty (50) or more acres. With an average of 572 employees working for “firms” that typically use more than 50 acres, the consultant concludes that 6, 50 acre+ sites will be needed. The average amount of land use by such a firm is 67 acres. Therefore, Phoenix can and should identify at least 67 acres that can be devoted to this type of development. The outcome of this methodology is reproduced here in the following table:

Table 4-3: Recommended Parcelization of Regionally Demanded Employment Land

Site Size (acres)	% of Jobs*	Added Jobs**	Average Jobs/Site*	# of sites needed	PH-5 Site Allocation			Gross Site Average
					#	Capture	Avg. Size	
50+	16%	4,680	572	6	1	17%	67	67
20-50	14%	4,095	147	20	4	20%	25	100
5-20	14%	4,095	71	41	8	20%	10	80
< 5	56%	16,380	7	1742	5	0.30%	5	25
Total (All Sites)	100%	29,250	797	1,809	18			272

Notes: * Added jobs are extrapolated over a 20-year time frame from the 10-year OED Rogue Valley forecast.
 ** Job distribution and average number of jobs per firm are per the 2007 Bear Creek Valley EOA which also indicates an average of 1.43 firms per site. Source: E.D. Hovee & Company, LLC

The REOS provides further recommendations for the preferred development pattern and eventual land division of PH-5. It notes that **at least one site larger than 50 acres should be “allocated for a large traded sector use, as for advanced manufacturing, financial, professional, scientific, technical or health services employers”** (p. 43). The report further recommends that PH-5 include four (4) sites between 20 and 50 acres. In order to attract and accommodate large traded sector employers, Phoenix should maintain at least 130 acres that could be developed for larger employers desiring campus-style developments. Ideally, however, it should preserve between 170 to 200 acres for these purposes. This would leave between 70 to 100 acres for medium and smaller size employers, many of which would provide supportive and ancillary services to larger employers. Smaller employers could include a limited number of retail commercial business serving the needs of employees working at the South Valley Employment Area.

Additional information was obtained late in the process of creating this document, which points to an **immediate need for at least one site of 100 acres or more. No such site exists in the entire Rogue Valley region as of August 2019**, which means entities looking for such a site are avoiding Southern Oregon entirely. This issue is discussed in greater detail under the section titled **For Further Consideration** on page 30 of this document.

5. EXISTING LAND SUPPLY AND SUITABILITY ANALYSIS

Current Employment Land Supply

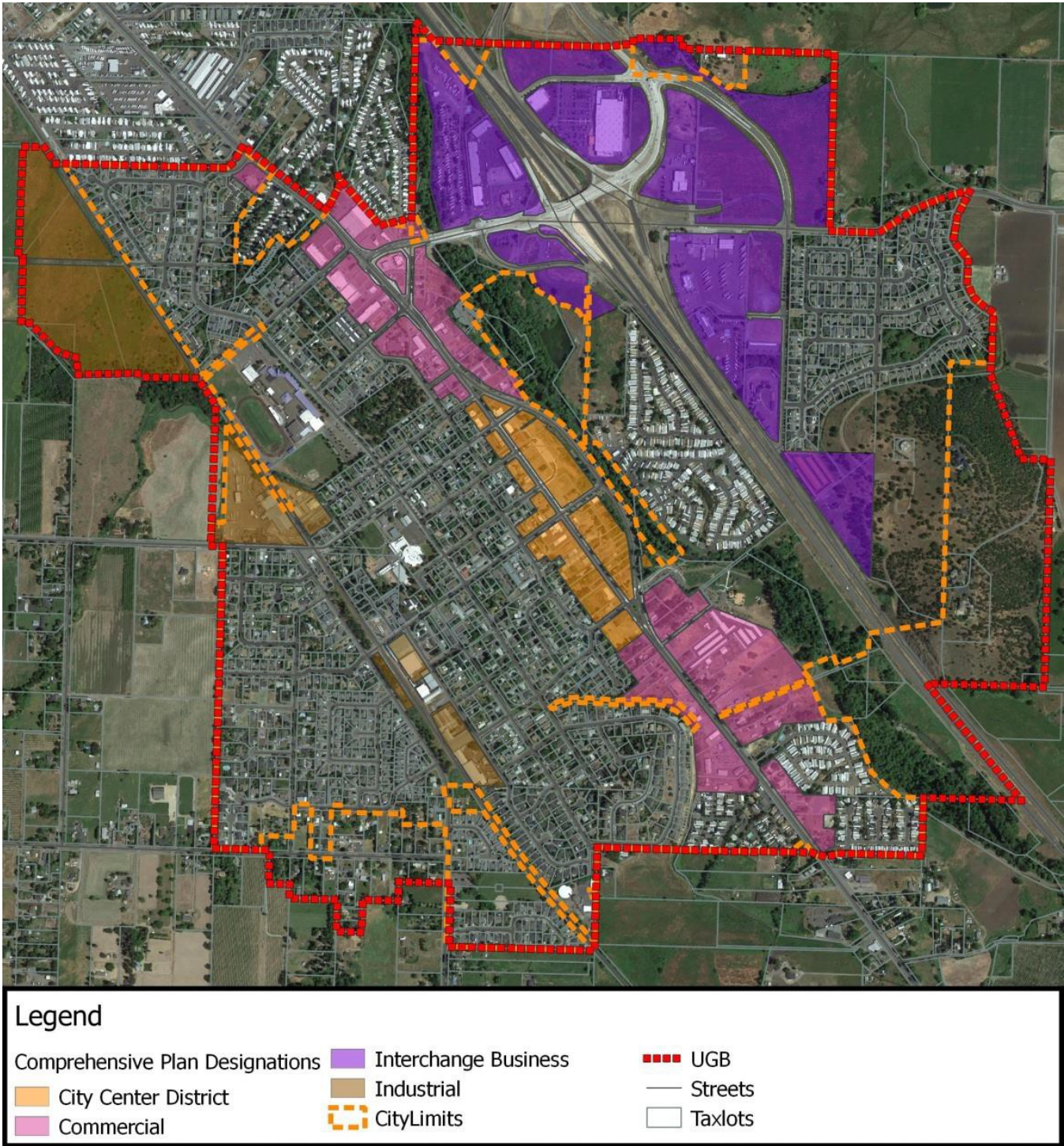
Pursuant to Goal 9, an Employment Buildable Lands Inventory (EBLI) was completed to determine the current availability of Employment Land for future development. In order to complete this analysis, a BLI analyzes the development status of land designated for employment uses by the City's comprehensive land use map. It then assesses the ability of those lands to be developed. The Employment Buildable Lands Inventory explains the process used in reaching these determinations in great detail.

The inventory was assembled and analyzed using the Geographic Information Science (GIS) technologies. Output was further reviewed by City staff on a parcel-by-parcel basis to verify the validity of these analytical results. The inventory is aggregated by comprehensive plan designation in accordance with OAR 660-009-0015.

As reported in the 2018 BLI, there are 1,582 individual parcels within Phoenix's current political boundary, covering 867.6 acres. There are an additional 69 tax lots outside of this boundary but within its Urban Growth Boundary (UGB) covering an additional 185.4 acres (p. 6). The City of Phoenix currently utilizes four categories to designate employment land:

1. City Center (CC);
2. Commercial (COM);
3. Industrial (IND); and
4. Interchange Business (IB)

Of the 1,053 acres of land within its current UGB, almost 264 acres or 23.3% fall into one of these categories (depicted in Map 3, found on page 9 of the BLI and reproduced below). The most prevalent is Interchange Business, with nearly 104 acres representing 9.8% of all employment land; the least prevalent is City Center with nearly 24 acres representing only 2.3% of all employment land (p. 6-7). As the BLI notes, "The difference between employment land in the incorporated and unincorporated portions of the UGB is almost entirely attributable to the landlocked tract (items 8 -12 in the table at the end of this document) commonly known as the 'Helicopter Pad'" (p. 7). Once owned by the City, ownership of this tract of land has reverted to its former owner, Jackson County. Due to its inability to be serviced by public infrastructure and lack of access to Phoenix's transportation system, the City will seek to have this land removed from its UGB prior to or concurrent with any UGB expansion efforts.



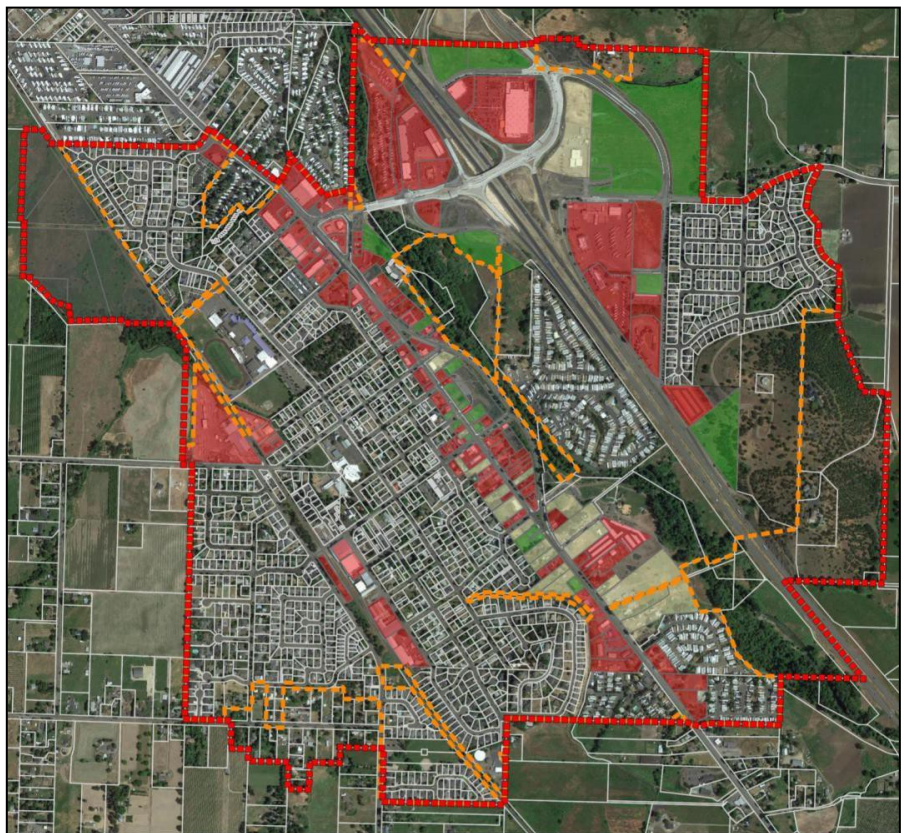
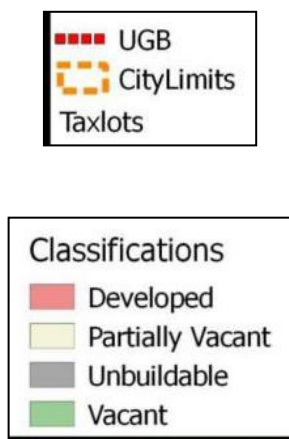
Suitability Analysis

Of the employment land within the UGB, the BLI found that 132 acres have been fully developed; nearly 31 acres are “partially vacant;” nearly 51 acres are “vacant;” and almost 50 acres are unsuitable for development due to environmental, regulatory, and other development constraints (p. 10). This information is summarized in Table 4 of the BLI, reproduced here:

Table 5-1: Employment Land by Comprehensive Plan Designation and Development Status

Plan Designation	Tax Lots	Acres	Developed	Partially Vacant	Unbuildable	Vacant
City Center	73	23.88 Ac.	12.11 Ac. (40 TL)	4.54 Ac. (8 TL)	3.60 Ac. (7 TL)	3.63 Ac. (18 TL)
Commercial	94	66.75 Ac.	40.26 Ac. (64 TL)	19.46 Ac. (11 TL)	4.62 Ac. (15 TL)	2.41 Ac. (4 TL)
Interchange Business	34	121.63 Ac.	61.43 Ac. (14 TL)	6.95 Ac. (1 TL)	8.57 Ac. (5 TL)	44.68 Ac. (14 TL)
Industrial	19	51.28 Ac.	18.37 Ac. (14 TL)		32.91 Ac. (5 TL)	
Total	220	263.54 Ac.	132.17 Ac. (132 TL)	30.95 Ac. (20 TL)	49.70 Ac. (32 TL)	50.72 Ac. (36 TL)
Percent of Total		100%	50.15% (60%)	11.75% (9%)	18.85% (15%)	19.25% (16%)

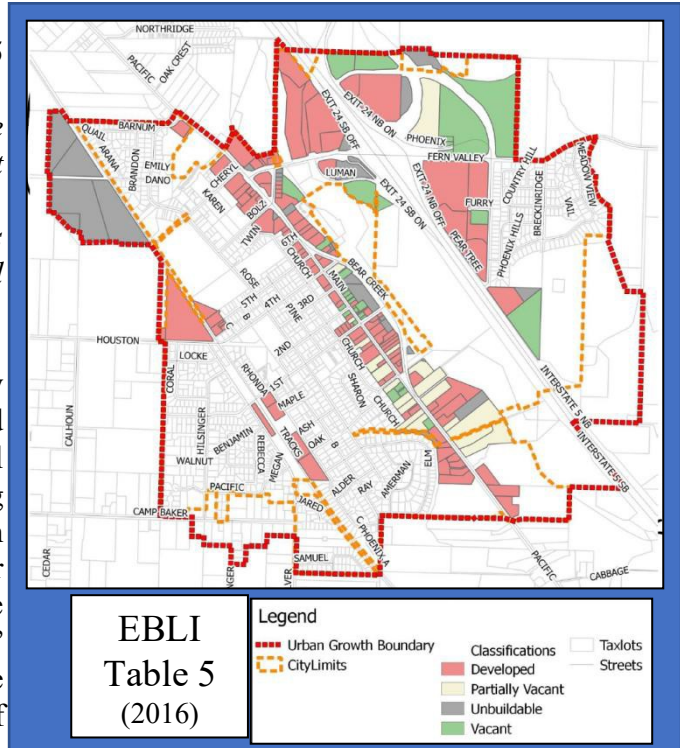
The development status of employment land with Phoenix’s UGB is depicted in Map 4 on page 11, and reproduced here:



The designation “partially vacant” is a term of art defined by OAR 660-009-0005 as [...] a lot or parcel:

- (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or
- (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.

Phoenix is small enough geographically for this assessment to be performed through visual assessment of aerial imagery and areal measurement using GIS. This is an important step in determining total land available for development for employment uses. The remnant, “undeveloped” or “vacant” portion of “partially vacant” land must be included in the final summation of developable employment land. According to Table 5, on page 10 of the Employment Buildable Land Inventory, roughly 14 acres of the partially vacant land is developable—before removing land that is constrained (undevelopable) due to environmental, development, and regulatory factors. One example of this discrepancy is the 1.32-acre parcel owned by PHURA adjacent to Blue Heron Park. The property is zoned C-C but a wetland precludes access to the developable portion of the property. This parcel should be labeled Unbuildable. Another 1.11-acre parcel, the site of a church that has been under construction for several years, is also shown as Partially Vacant even though development is proceeding. These two parcels on their own reduce the “Partially Vacant” total to less than 12 acres.



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Removing constrained lands from the inventory of vacant and partially vacant land leaves a little more than 55.58 acres available for development (41.14 acres of vacant “unconstrained” employment land + 14.44 acres partially vacant “unconstrained” land). Table 7 on page 12 of the EBLI delineates the amount of land suitable for development within each Comprehensive Land Use Map category:

Table 5-2: Employment Land by Comprehensive Plan Designation

Development Status	Plan Designation (acres)				Total	Percent of Total
	C-C	COM	I-B	G-I		
Partially Vacant	2.45	9.35	2.64	0	14.44	25.90%
Vacant	2.69	1.49 Ac.	36.96	0	41.14	74.10%
Total	5.14	10.84	39.6	0	55.58	100%
Percent of Total	9.20%	19.50%	71.30%	0.00%	100%	

Source: Phoenix Planning Department

As the table demonstrates, the vast majority (71%) of developable employment land is currently designated as “Interchange Business.” Lands with this designation “[surround] the Fern Valley Road / Interstate 5 interchange. They are intended to provide services and goods for the traveling public, as well as business locations serving the community and the region. Uses typically include truck stops, auto repair / service stations, restaurants, motels, other tourist accommodations, vehicle sales and service, product manufacturing, storage and distribution facilities, offices, and retail.” (Comprehensive Plan Land Use Element, p. 10)

The “Interchange Business” uses range from service commercial to light industrial. As mentioned previously, there is no developable land designated for industrial uses. There are nearly 11 acres available for development in the COM Commercial designation and a little more than five acres available for development are designated CC City Center.

In addition to the 55.58 acres of buildable vacant/partially vacant employment land, the EBLI estimates that “about 32.5 acres (or 39 Tax Lots) [are] potentially redevelopable.” (p. 18) For the purposes of the EBLI, “redevelopable” lands are those with higher land values relative to the value of improvements. More specifically, lands where the value of improvements was less than 50% of the land were considered to be more likely to be redeveloped than not within the 20-year planning horizon. A property, for example, with a small commercial building valued at \$100,000 located on one acre of commercial land valued at \$200,000 is considered to be redevelopable. To a prospective developer, acquiring this property which would have a total value of \$300,000 may be represent a feasible investment opportunity.

Redevelopment Potential

Not all development sites are suitable for the types of land uses planned for by the City’s Comprehensive Plan. In Table 12, the EBLI demonstrates that 21 of the 39 total redevelopment properties are smaller than ¼ acre in size. Most contemporary, freestanding commercial and industrial buildings require at least 1 acre to accommodate an adequately sized building and site improvements (off street parking, landscaping, and stormwater management facilities, for example). If only properties over one acre in size were considered to be “potentially redevelopable,” as of 2016 the amount of potentially redevelopable land falls from 39 to 7 parcels (Table 11, p. 18). The EBLI was completed in December of 2016; since that time and August of 2019, several projects have been initiated and completed, meaning the City’s actual inventory is less than stated in the EBLI.

In conclusion, Phoenix has a total of nearly 63 acres of land (vacant + partially vacant + potentially redevelopable >= 1 acre) that may accommodate future need for employment land.

Needed local-serving employment land

The Local Economic Opportunity Analysis contemplates two different employment scenarios: one in which Phoenix continues to have a smaller share of county-wide employment relative to its share of county-wide population, and one where its share of county-wide employment reaches parity with its share of county-wide population. A preferred third scenario was proposed in order to provide a more achievable and realistic opportunity for Phoenix to pursue

improved jobs to population parity. In the first scenario, Phoenix would remain a “bedroom” community with “substantial out-commuting” (p. 35). Many of our residents would continue to drive elsewhere for work. Currently, 1.67% of Jackson County jobs are located in Phoenix. To reach employment to population parity for population within a 1.5-mile radius of Phoenix’s geographic center (this includes all of Phoenix’s current UGB and some surrounding lands), the percentage of county-wide jobs would need to increase to 3.69%—an increase of 2,790 jobs (LEOA, p. 27). Presented with the choice between these scenarios, Phoenix’s Planning Commission and City Council both preferred a scenario that would approach employment/population parity, but do so in a more reasonable manner. Scenario 3 assumes that Phoenix achieves a jobs-to-population parity based on its projected percentage of total County population residing within its Urban Growth Boundary—2.18%.

The City of Phoenix has a deficit of employment land for both the 20-year and 50-year time horizons, as demand will be much greater than the current supply. PH-5 and PH-10 are intended to meet this demand. However, as noted later in this document, neither the LEOA nor the REOS accounted for a need not met anywhere else in Southern Oregon today – a large employment site in the 100-acre-plus range.

Assuming, as the LEOA did, that public employment uses (for instance schools and municipal facilities) were to be located on residentially designated land, Phoenix would need an additional 120 acres of employment land in order to satisfy the projected demand under Scenario 2 A wherein the Phoenix would achieve “100%” jobs-population parity with its current mix of jobs. (The “current job mix” is the preferred scenario due to its higher proportion of family-wage jobs in industrial sectors like manufacturing vs. much lower paying jobs in service industries.) This land need may decrease slightly under the preferred alternative of Scenario 3, and in reality, may be even less due to the fact that some public and institutional uses such as schools, churches, etc., tend to be located on residentially zoned land. These uses do tend to have a low jobs per acre figure, but will result in jobs that do not occur in commercial or industrial zones and thus slightly decrease the total land need to accommodate new jobs.

As noted in the LEOA, reaching employment/population parity will require significant resources and political commitment, including coordination with both Jackson County and the City of Medford as the two cities eventually meet. While this goal may be desirable, it is also aspirational. At least in terms of local-serving employment, achieving employment to population parity for the County share of population within Phoenix’s UGB (Scenario 3, 2.18%) is a realistic goal. The following table summarizes the amount of employment land needed over the next 20 years in order for the City of Phoenix to provide enough jobs for each of the three scenarios:

Table 5-3: Land Need Scenario Comparison

Scenario	Land Type	Land Needed (Net)	Land Needed (Gross @25%)	Available Suitable Land	Remaining Land After 20 Years
1	Industrial	11	13.75	11	2.75
	Commercial	11.4	14.25	77.08	62.83
	Public Employment	7.5	9.38	0	9.38
					50.71
2	Industrial	81	101.25	11	90.25
	Commercial	85.3	106.63	77.08	29.55
	Public Employment	55.6	69.5	0	69.5
					189.3
3	Industrial	26.74	33.43	11	22.43
	Commercial	30.43	38.04	77.08	39.04
	Public Employment	14.75	18.44	0	18.44
					1.82

Source: E.D. Hovee & Company, LLC and City of Phoenix

Short Term Need Determination

The LEOA provides an analysis of land available for development within one year “of a building permit or request for service extension” based on the Employment Buildable Land Inventory (EBLI) previously completed by the City in accordance with OAR 660-009. That document concluded that “all of the land supply currently included within the Phoenix city limits is considered to be served with adequate public facilities and within the short-term land supply” (LEOA p. 36). This represents 74% of the vacant and partially vacant land supply within Phoenix’s current Urban Growth Boundary, easily satisfying state requirements that 25% of total employment land supply within a UGB meets this criterion.

Parcel Size and Suitability

Parcel size is an important factor in predicting the suitability of a property to accommodate development. An abundance of relatively small parcels, for example, may not accommodate the needs of employment land uses that are most likely to locate on developable lands, let alone meet a community’s economic development goals.

The LEOA notes that the 88 acres of employment land suitable for development consist of 89 individual parcels with a mean size of about an acre. More importantly, only 13 parcels are larger than two acres, and only one parcel is larger than 10 acres. The majority of these parcels have a Comprehensive Land Use Map designation of Interchange Business. Although this designation allows for some light industrial uses, none of these parcels are actually zoned LI Light Industrial. Only two of the “2+ acre properties” have General Industrial Comprehensive Land Use Map designations. Neither of the properties with an Industrial Comprehensive Land Use Map designation is vacant or partially vacant; both are considered by the EBLI to be “redevelopment” properties, and therefore may not be readily available for new industrial development and uses—particularly in the short term as defined by OAR 660-009.

According to the third scenario described in Section 4, 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 land, Phoenix would be able to meet most of that overall needs 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.

For Further Consideration

All background information the City has relied on to develop this document, including both the LEOA and REOS, point to a regional land need for industrial/employment parcels in the 20-50-acre range. There are very few commercial or industrial parcels in the Rogue Valley that exceed 50 acres. The 2016 EBLI documented an existing supply of less than 60 acres within the City of Phoenix UGB, including all Commercial and Industrial designations. The development of Exit 24 Storage, completed in 2018, reduced the inventory in the C-H zone by 4.65 acres. The Phoenix Industrial Studios project south of downtown Phoenix, which is under construction as this document is being written, has reduced the supply in C-H by another 4.69 acres. The only remaining greenfield sites are located on Grove Road east of Interstate 5, the largest containing less than 15 acres of developable commercially zoned land.

Discussions in late July 2019 with Southern Oregon Regional Economic Development, Inc. (SOREDI), the agency that works to promote economic development for and on behalf of all of the communities in the Rogue Valley (including both Jackson and Josephine Counties), indicate that the largest parcel available in the region as of July 2019 is the "Airport One" site in Medford, which has FAA height restrictions due to its proximity to the airport. The second is the "Avenue G site" in White City. This site is six miles from Interstate 5 Exits 33 and 35, and seven miles from Exit 30. There is not a single site or even a tract of available land in the 100-acre range in the entire Rogue Valley.

Discussions with Business Oregon staff indicate that site selectors are looking for sites larger than 70 acres all over Oregon, and in fact sites larger than 100 acres. If no such sites exist in the Rogue Valley, those site selectors are not even seeing Southern Oregon on their list. If Phoenix's PH-5 Urban Reserve is indeed intended to be the "Southern Oregon Employment Center," and it is the only place between Eugene/Springfield and Redding that can satisfy this need, we must consider whether or not a portfolio consisting of 20-50-acre sites will be sufficient to accomplish our regional goals. We should assume that we will need at least one 100+ acre site in addition to the smaller sites already identified.

Issues identified by our local partners as barriers to attracting large investments include:

- 1) No sites in the 100+ acre range
- 2) Largest available site in the region (Airport One in Medford, 81.26 acres) is inside FAA height restriction zone for Rogue Valley International-Medford Airport

- 3) Next largest site (Avenue G in White City, 64.95 acres) is not in close proximity to Interstate 5 and is oddly shaped (approx. 4,000x700 feet)
- 4) No other sites in this size range, even counting constrained sites.

These figures do not neatly fit into Oregon's Statewide Goals for the 20- and 50-year planning horizons, because it would appear that at least 100+ acre site is needed in Southern Oregon today. Because we cannot anticipate exactly what type of development will be proposed or when, it is our duty under Goal 9 to ensure that we have land available to meet that need. Neither can we predict where development interest will come from – be it expansion of existing employers who are already here, or entirely new projects for firms expanding or relocating from elsewhere. This unpredictability makes it essential for us to be able to offer flexibility to accommodate a wide variety of inquiries, provided of course that they are consistent with our directives under RPS.

Since September of 2017 SOREDI, the designated Economic Development District for Jackson and Josephine Counties, has received a total of 23 business leads from Business Oregon, 16 of which they could not respond to due to our region's inability to meet certain criteria. Of those, three specifically required more land than we could offer, and another three required existing buildings larger than anything we have available (upwards of 60,000 s/f). The argument that Southern Oregon does not need more industrial/employment property due to the relatively small number of projects we have successfully recruited is circular reasoning. Our success at recruiting is greatly limited by our ability to offer attractive options, whether greenfield sites, or standing industrial buildings. And, the advent of both cannabis and hemp has consumed what little we have in the way of industrial buildings without regard to cost.

Phoenix City staff is well aware of the issues surrounding development of PH-5. First and foremost, there are limitations on the amount of traffic that existing transportation infrastructure can handle. Trip generation will increase regardless of what is built. Construction of the "South Stage Overcrossing" in Medford has the potential to mitigate current and future trips that are contributing to capacity issues at I-5 Exit 27 in Medford and will surely increase traffic counts at Exit 24 in Phoenix. The Oregon Department of Transportation (ODOT) has the authority to limit trip generation (or more particularly, the development that results in new trip generation) if metrics for overall capacity and Level of Service (LOS) may be exceeded. The City is in a position to pursue aggressive policies regarding "active" transportation alternatives such as walking and bicycling, alternative transportation that might utilize bicycle and pedestrian infrastructure such as the increasingly popular electric "scooters," and of course local and regional transit. Any and all alternative transportation options, including demand management strategies such as offset working hours to reduce peak period loads will be considered to mitigate and perhaps reduce the impacts of new development and actually save our respective jurisdictions money by delaying or mitigating costly motor vehicle capacity improvements.

Second, and just as critical, is the lack of utilities in the area. The utility issue will likely require close coordination with the Medford Water Commission, as it may be more efficient to bring water service from the north than the south. Because the Medford Water Commission is the

supplier for the entire region, this should not present a major obstacle but it may require the City to utilize an additional master meter. Provision of sewer service is under the purview of Rogue Valley Sewer Service (RVSS). The topography in PH-5 is generally sloping, and sewer service is most efficient when gravity flow is utilized. This will likely influence where waste water is sent, which may not necessarily align with jurisdictional boundaries.

The prospect of a large, well-designed, industrial park that is close to I-5 and flexible enough to accommodate a variety of sizes and shapes is exciting and very much in line with Oregon Statewide Goal 9...even more so when we consider the fact that the City will commit to complementing new Employment development with nearby residential and mixed-use areas and link them all to each other and downtown Phoenix with multimodal connectivity from the start.

A project in the 100-acre range may also be the catalyst necessary to spur construction of new infrastructure that will then be available to serve smaller parcels and projects. A project of that scale will be in a better position to absorb the associated System Development Charges (SDCs) and other fees/costs associated with greenfield development, and may also enable the City and region to seek additional sources of outside funding. The City would be amenable to creation of a Reimbursement District and/or Local Improvement District to assist in the funding of new infrastructure, lessening the financial burden on the initial project/developer.

Conclusions

Assuming that Phoenix achieves closer regional employment/population parity (Scenario 3), Phoenix will not have enough employment land to meet projected local or regional commercial and industrial employment land need.

Adjusting several key assumptions used by the LEOA, for example increasing employment densities, greatly reduces this need. But more significantly, removing land need created by “Public Employment” results in a 23% to 25% reduction in total employment land need. Public Employment land is an important consideration in a community where the single largest public employer, the Phoenix Talent School District, is located on land designated and zoned for residential uses and has identified a need for a new middle school likely within Phoenix. Nonetheless, removal of Public Employment land from consideration, as well as assuming the highest average employment densities as defined by the Regional Plan’s own Regional Economic Opportunity Study, still yields a need for a significant amount of land.

Under the employment-to-population parity assumptions used in Scenario 3, the City of Phoenix will experience a deficiency (including land needed for “Public” employment), and that deficiency is much more pronounced within two of the three employment land categories. Phoenix could expect to need an additional 40.87 acres of land to accommodate industrial and public employment. The shortage of land for industrial employment—a sector that the City wishes to support and cultivate—would be deficient 33.43 acres in the short term. This is due to the fact that all of the “Available Suitable” employment land designated for industrial land uses would need to be redeveloped. Redevelopment can be complicated by a variety of factors, not the least of which is the added economic burden imposed on new development by the

current economic value of existing development, however meager that might seem. For this reason, redevelopable lands in the EBLI are not considered to be available for development in the short term.

In addition to land needed to satisfy locally generated demand for employment land, the REOS completed in 2017 has identified a need for 272 acres to meet regional demand for large traded-sector employers seeking larger sites that could accommodate light industrial uses such as advanced manufacturing and research and development in a campus or business park setting. According to the REOS, such uses would consume nearly 63% of this land; ancillary and supporting industrial sectors would consume the remainder. It should be emphasized that although the regional employment land need identified in the REOS is largely exclusive of need for local-serving employment, the need for local-serving industrial employment land identified in the LEOA will likely overlap with regional need. The LEOA did not differentiate between the need for local-serving industrial land and regional-serving industrial land. In other words, local-serving industrial employment land could be accommodated within PH-5, and need not be located elsewhere.

As noted under the final section, For Further Consideration, the City of Phoenix is in a unique position in the Rogue Valley, and indeed in the State of Oregon. This position puts the city outside of the traditional metrics for basing growth projections on previous or anticipated growth.

Through the Regional Problem Solving (RPS) process, the City was “assigned” an Urban Reserve that is significantly larger than local growth patterns could justify. This assignment was based on acknowledgment that the entire Southern Oregon region was deficient in its land supply for employment purposes; specifically, larger, traded sector enterprises. Local and Regional Economic studies both saw a lack of, and therefore a need for, parcels in the 20-50-acre size. However, all of these studies omitted a critical factor: the fact that the entire Rogue Valley region is unable to offer a large, 100+ acre site. Because no such site exists today, companies looking for such a site have not even been on their radar. The absence of demand for such a site is due to the fact that our own regional economic development organization (SOREDI) either does not receive inquiries for such a site, or responds that none are available if such inquiries are received. If the Rogue Valley had a 100-acre site available for development, our ability to attract investment would be instantly elevated, even if the site could not be classified as “shovel-ready.” Additionally, a project of this magnitude could be the catalyst for development of the smaller parcels identified as necessary to meet local and regional need.

6. VISION, GOALS, AND POLICIES

VISION

Expand economic opportunities for local residents and the entire Rogue Valley, while maintaining and improving the quality of life for existing and future residents and ensuring fiscal stability for the City.

GOAL 1 - ECONOMIC DEVELOPMENT

Foster economic development through the retention and expansion of existing employers and attraction of new employers.

Policy 1.1

Ensure that the City of Phoenix has an adequate supply of employment land for both short and long-term local employment needs over the next 20 years, and initiate efforts to expand the City's Urban Growth Boundary in order to accommodate that need.

Policy 1.2

Balance commercial and industrial land within the current UGB to accommodate industrial uses that utilize smaller tracts of land (<1 acre), that are compatible with and support local economic and community development goals like providing opportunities for small-scale, low intensity production.

Policy 1.3

Consider every possible design standard, alternative transportation mode, and demand management strategy to prolong the functional life and extend the carrying capacity of the Interstate 5 Exit 24 interchange.

Policy 1.4

Implement recommended improvements outlined in the Water Utility Master Plan in coordination with the addition of PH-3 and build-out of PH-5 and PH-10.

Policy 1.5

Pursue expansion of the City's current Urban Growth Boundary in order to accommodate demand for regional and local-serving employment land, and remove the "Helicopter Pad" property from the City's current UGB and the Phoenix Urban Renewal Agency boundary.

Policy 1.6

Consider adjusting the boundary of the City's Urban Renewal District to more closely align with properties likely to develop or redevelop.

Policy 1.7

Explore the benefits and feasibility of establishing a new Urban Renewal district within PH-3 in order to support redevelopment of underutilized lands.

Policy 1.8

Examine the relationship between housing affordability and availability and business retention and attraction. Pursue housing-related policies that address deficiencies that undermine the attractiveness of Phoenix and the surrounding region as a place for business expansion, talent attraction and retention.

Policy 1.9

Review and update implementing code language and other standards to identify where “green” and other Best Practices strategies can reduce construction and maintenance costs for public infrastructure, especially streets.

GOAL 2 - CITY CENTER

Continue to strengthen Phoenix’s City Center. Make downtown Phoenix not just a place to go, but a place to BE.

Policy 2.1

Develop incentives to attract “Third Place” businesses to downtown Phoenix.

Policy 2.2

Identify and implement an economic incentive program to support mixed-use development.

Policy 2.3

Evaluate the feasibility and benefits of expanding the City Center district north and possibly south along Highway 99; update the City Center Element of the Comprehensive Plan and implementing language in the Land Development Code to allow a larger area supportive of both horizontal and vertical mixed-use development.

Policy 2.4

Ensure that residents, employees and visitors can access and move within downtown Phoenix safely and comfortably via transit, on foot and by bicycle, which will encourage people to stay downtown longer and visit more local businesses.

GOAL 3 - SOUTH VALLEY EMPLOYMENT CENTER

Pursue expansion of the City’s Urban Growth Boundary into the PH-5 Urban Reserve, and development of the South Valley Employment Center as an economic development catalyst for the entire Rogue Valley.

Policy 3.1

Ensure that the City of Phoenix is positioned to accommodate regional employment needs that cannot be met elsewhere in Southern Oregon, including the entirety of Jackson and Josephine Counties.

Policy 3.2

Recognize that the City of Phoenix is in a position to accommodate a land need not met elsewhere in Southern Oregon, and that, due to a lack of available alternatives, transcends the traditional analytics for 20- and 50- year employment growth projections.

Policy 3.3

Recognize and ensure that any expansion of the City’s UGB into PH-5 for the South Valley Employment Center does not absolve the City and regional partners of our respective obligations to obtain funding for construction of necessary infrastructure, and to potentially limit trip generation until adequate infrastructure is constructed.

Policy 3.4

Recognize and ensure that any expansion of the City’s UGB into PH-5 for the South Valley Employment Center will be conditioned upon adoption of specific Comprehensive Plan and implementing ordinance language consistent with the City’s obligations under Regional Problem Solving (RPS).

Policy 3.5

Support development of multi-modal transportation infrastructure and demand management best practices to minimize motor vehicle trip generation, reduce vehicle emissions, and encourage “active transportation,” especially during peak demand periods.

Policy 3.6

Support development of regional transportation and other infrastructure needed to accommodate build-out of PH-5, including construction of the South Stage Overcrossing, through Public-Private-Partnerships and other collaborative policy initiatives.

Policy 3.7

Explore options for funding infrastructure construction and ongoing maintenance in PH-5, including but not limited to Local Improvement Districts, Reimbursement Agreements, System Development Charges, Frontage Fees, etc.

Policy 3.8

Review and update implementing code language to ensure that new development will use land as efficiently as possible.

Policy 3.9

Establish vigorous standards to identify and protect the large-lot employment lands in PH-5 identified as necessary to meet long term regional employment goals, including one parcel at least 100 acres in size, a minimum of one site of at least 50 acres, and multiple 20-acre sites for large, traded-sector employers.

Policy 3.10

Work cooperatively with staff from Jackson County, the City of Medford, Medford Water Commission, Rogue Valley Sewer Services, Rogue Valley Transportation District and other regional partners to ensure that as the two cities meet there will be a seamless transition from one city to another.



CITY OF PHOENIX

Comprehensive Land Use Plan

NATURAL RESOURCES

August 20, 1984
Salem

As Amended

August 20, 1984 (Ordinance No. 576)

Approved by DLCDC August 17, 1984

SECTION V.
NATURAL RESOURCES
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SECTION V.

NATURAL RESOURCES

INTRODUCTION

This section of the Comprehensive Plan is intended to address all major natural resources in the Phoenix area, establish related policies, and to satisfy the requirements of statewide planning goals #5 and #6.

GOAL #5 SUMMARY

Statewide Planning Goal #5 is:

“To conserve open space and protect natural and scenic resources.”

The City is required to provide programs that will (1) insure open space, (2) protect scenic and historic areas and natural resources for future generations, and (3) promote healthy and visually attractive environments in harmony with the natural landscape character. The City is also required to inventory the location, quality and quantity of all major resources found in the area. These resources are to be managed in a manner that will protect their original character. Where conflicting uses have been identified the economic, social, environmental and energy consequences of the conflicting uses shall be determined and programs developed to achieve the goal. Toward the end of this section is an assessment of these “ESEE consequences”.

The following definitions are important to this section of the Plan:

CULTURAL AREA – An area characterized by evidence of an ethnic, religious, or social group with distinctive traits, beliefs, and social forms.

HISTORIC AREAS - Lands with sites, structures and objects that have local, regional, statewide or national historical significance.

NATURAL AREA – Land and water that has substantially retained its natural character and land and water that, although altered in character, is important as habitats for plant, animal or marine life, for the study of its natural historical, scientific or paleontological features, or for the appreciation of its natural features.

OPEN SPACE – Lands used for agricultural or forest uses, and any land area that would, if preserved and continued in its present use:

- (a) Conserve and enhance natural or scenic resources;
- (b) Protect air or streams or water supply;
- (c) Promote conservation of soils, wetlands, beaches or tidal marshes;
- (d) Conserve landscaped areas that reduce air pollution and enhance the value of abutting or neighboring property;

- (e) Enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries, or other space;
- (f) Promote orderly urban development.

SCENIC AREAS – Lands that are valued for their aesthetic appearance.

WILDERNESS AREAS – Areas where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. It is an area of undeveloped land retaining its primeval habitation, which is protected and managed so as to preserve its natural conditions, etc...

GOAL #6 SUMMARY

Statewide Planning Goal #6 is:

“To maintain and improve the quality of the air, water and land resources of the state.”

The Goal #6 guidelines go on to state that “all waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards, and implementation plan, such discharges shall not (1) exceed the carrying capacity of such resources, considering long-range needs; (2) degrade such resources; or (3) threaten the availability of such resources.

PHYSICAL SETTING

The city of Phoenix is located along Bear Creek, on the valley floor of the bowl-shaped Bear Creek Basin. The elevation is approximately 1,500 feet with a hill rising to about 1,690 feet. With the exception of this hill, the topography of the community is relatively flat, but slopes gradually toward the northeast and Bear Creek.

SOILS & LAND QUALITY

Soils in the Phoenix area range from fine-textured and fairly well-drained loams to rocky hillsides. The best quality soils (for agriculture) are located on the valley floor. These soils have, to a great extent, washed down from higher elevations or have been deposited by floods along Bear Creek. Although this is the best soil for agriculture, it is also the best location for urban development and much of the land within the urban growth boundary is committed to the latter.

The following is a summary of the soil types found in the Phoenix area, as mapped by Jackson County:

Figure 1
Phoenix Area Soils

Soil Type	Slope	Agri. Class Irr/Nirr	Comments
1A Newberg Fine Sandy Loam	0-3%	IV/II	Typically wet soil with high water table and found in Bear Creek flood plain.
3A Evans Loam	0-3%	IV/II	Wet with high water table. Bear Creek flood plain area.
4A Medford Silty Clay Loam	0-3%	IV/I	Small amount along both sides of freeway.
75A Camas-Newberg-Evans Complex	0-3%	VI/IV	Low and wet soils found in vicinity of Bear Creek and within the Greenway area.
18D Brader-Debenger Loam 20D Brader-Debenger Loam	7-20%	VI-IV	Shallow soil to sedimentary rock. Found only on hill in southeast portion of UGB. Rock outcroppings. Used for limited grazing and partially covered with hardwoods and brush.
70B Manita Loam	2-7%	IV/II	Small area east of the freeway, partly in orchard use.
55B Ruch Silt Loam	2.-7%	IV/II	Much of the western urbanizable area consists of this soil and is in use as small hobby farms and home sites.
71B Selmac Variant Silty Clay Loam	3-7%	IV/III	Seasonally wet in spots. High shrink-swell clay substratum that will affect stability where exposed. Temporarily perched groundwater may need drainage. Found on hill at south City limits. North side of hill has been developed for low-density residential use.

Although there are existing agricultural uses within the present Urban Growth Boundary, these uses are marginal at best and all areas within the UGB have been determined to be needed for the City's future growth. Agricultural

Soils are adversely impacted by the effects of past development, by high ground water that has formed marshes and wet areas, and by urban encroachment. The few orchards that have survived are not expected to last long. They are older orchards and their economic feasibility is declining. Newer replacement orchards are being planted in better locations, often on hillsides that have better soil drainage and lower frost damage.

The soils in the Phoenix UGB are suitable for urban development. Even the hillside areas are fairly stable, according to the County's soil scientist, are suitable for low-density residential development of the type proposed in this Comprehensive Plan.

MINERAL & AGGREGATE RESOURCES

The only area having a significant potential for the mining of mineral resources or the extraction of aggregate is the floodplain of Bear Creek. This area is publicly owned and is within the Bear Creek Greenway, an area currently being developed by Jackson County and affected communities for recreation and natural preservation. Bear Creek has a history of mining and prospecting and these activities are continuing in accordance with state and federal regulations. The City of Phoenix has developed a BCG, Bear Creek Greenway, zoning district to include this area and to provide for mining and aggregate resource extraction, but in a manner that will have minimal adverse impacts on the natural environment.

FISH & WILDLIFE HABITATS

The Bear Creek Greenway corridor passes through the center of the Phoenix urban growth boundary area, paralleling Highway 99 and the Interstate 5 Freeway. This corridor is mostly wooded, not easily accessible in most areas, and is the only significant area of natural habitat that remains in the area. The City's BCG zone and the County's Bear Creek Greenway Plan are consistent in their efforts to manage this fragile area in a manner that will ensure the preservation of the natural environment for generations to come. These preservation efforts will also help to ensure the protection of existing wildlife habitats.

Large wildlife, such as deer, elk or bear, are not generally found in the Phoenix area, although it is not uncommon for black-tailed deer to venture into the area and wander through the Greenway area. Bear tracks have been found along Bear Creek in the Talent area, but this is very rare and there are no known bear habitats in the Phoenix area.

Upland game and waterfowl are prevalent in the Phoenix area, including the ringneck pheasant, valley quail, morning dove and ducks. Their habitats include the Bear Creek Greenway area and other brushy areas along Coleman and Anderson Creeks, other tributaries, and farm or orchard lands. Some of these species have been known to cause considerable damage to agricultural crops, as well as home gardens.

Water areas, particularly along Bear, Anderson and Coleman Creeks are the homes of such furbearing animals as the river otter, mink, muskrat, beaver and

raccoon. Small animals associated with the agricultural areas and wooded hillsides include skunks, foxes, coyote, weasel and an occasional bobcat. These types of animals are probably in the greatest danger of urban encroachment and will be forced to move further to the east into the most distant hills as urban development occurs. These are not considered endangered species and, in most cases, are also not compatible with the human habitat. Beaver cause considerable damage to streams and irrigation canals with their dams, which can block the normal flows and result in flooding. Beaver also destroy fruit and ornamental trees that are placed near these waterways for purposes other than dams. Skunks and raccoons often visit domestic gardens and lawns and prey on fowl. Muskrats sometimes tunnel into the banks of irrigation canals, damage yard areas and dams for private ponds. These and other animals, such as moles, gophers, etc., will not be significantly threatened by the gradual expansion of Phoenix. They will have to place to live within the Bear Creek Greenway and, if that isn't sufficient, there are miles of open agricultural and natural areas surrounding the community.

The Bear Creek Valley is considered a significant stop-over area along the north-south flyway of many bird species. The Bear Creek Greenway area is especially attractive as a place to stop, rest and feed and is an ideal habitat for many song birds. In addition to these, some Northern Bald Eagles, which are on the Oregon Threatened Species List, have made Bear Creek their home, although it is not known if any eagle habitats are specifically located in the Phoenix area.

According to the Bear Creek Greenway Plan, the suitability of any stream for fish production is dependent on (1) accessibility to adult fish, (2) spawning success, (3) food supply, (4) cover, (5) rearing areas, and (6) water quality. Bear Creek is sufficient in size and environmental quality to have all of these features and, therefore, also has fish, including a resident trout population. However, irrigation drawdown during the summer months makes trout habitation in the lower portions of the creek virtually impossible. To correct this problem, various affected agencies have been working together on policies and procedures related to minimum stream flows in attempts to stabilize the flows to ensure an improved fish habitat. Bear Creek and some tributaries support runs of Winter Steelhead, Fall Chinook and Coho Salmon, in addition to trout. However, these runs have declined. Fish are particularly sensitive to the quantity and quality of water. The fish habitats have been adversely affected over the past few decades by such activities as over-appropriation of water for irrigation, unregulated gravel removal, channel alterations, removal of damage to stream bank vegetation, sedimentation and erosion, and the use of pesticides and other chemicals. Also, as urbanization continues along Bear Creek, urban runoff increases and carries all sorts of contaminants into the creek, from chemicals to gasoline and oil from parking lots and streets.

The City has a long list of the many mammals, birds, wildlife, and fish that inhabit the area. This list is not included in the Plan because of its length, but is available for review at City Hall. According to the Bear Creek Greenway Plan document, Bear Creek and its riparian habitats include seventeen species of amphibians, eleven species of game fish, seven species of non-game fish, eighteen species of reptiles, seventy species of mammals, and at least 168 species of birds. By far the majority of these reside within the Bear Creek Greenway, which makes this environmental corridor the primary focus of attention for protection and preservation in the Phoenix area.

Figure 2

HYPOTHETICAL LIST OF
MAMMALS, REPTILES AND AMPHIBIANS
FOUND ALONG BEAR CREEK

<input type="checkbox"/> Possibly Present <input checked="" type="checkbox"/> Likely to be Present		
MAMMALS		REPTILES
<input checked="" type="checkbox"/> Shrew Mole	<input checked="" type="checkbox"/> Botta Picket Gopher	<input checked="" type="checkbox"/> Western Pond Turtle
<input checked="" type="checkbox"/> Broad-footed Mole	<input type="checkbox"/> Pacific Jumping Mouse	<input checked="" type="checkbox"/> Western Fence Lizard
<input type="checkbox"/> Townsend Mole	<input checked="" type="checkbox"/> House Mouse	<input type="checkbox"/> Sagebrush Alligator Lizard
<input checked="" type="checkbox"/> Throwbridge Shrew	<input checked="" type="checkbox"/> Black Rat	<input checked="" type="checkbox"/> Southern Alligator Lizard
<input checked="" type="checkbox"/> Wandering Shrew	<input checked="" type="checkbox"/> Norway Rat	<input type="checkbox"/> Northern Alligator Lizard
<input checked="" type="checkbox"/> Pallid Bat	<input type="checkbox"/> Ringtail or Miner's Cat	<input checked="" type="checkbox"/> Western Skink
<input checked="" type="checkbox"/> Big Brown Bat	<input checked="" type="checkbox"/> Coyote	<input checked="" type="checkbox"/> Rubber Snake
<input type="checkbox"/> Silver-haired Bat	<input checked="" type="checkbox"/> Mountain Lion or Cougar	<input checked="" type="checkbox"/> Common Garter Snake
<input checked="" type="checkbox"/> Red Bat	<input checked="" type="checkbox"/> Bobcat	<input type="checkbox"/> Western Terrestrial Garter Snake
<input checked="" type="checkbox"/> Hoary Bat	<input checked="" type="checkbox"/> Long-tailed Weasel	<input checked="" type="checkbox"/> Western Aquatic Garter Snake
<input checked="" type="checkbox"/> California Myotis	<input checked="" type="checkbox"/> Mink	<input checked="" type="checkbox"/> Western Aquatic Garter Snake
<input checked="" type="checkbox"/> Long-eared Myotis	<input checked="" type="checkbox"/> River Otter	<input type="checkbox"/> Northwestern Garter Snake
<input checked="" type="checkbox"/> Fringed Myotis	<input checked="" type="checkbox"/> Raccoon	<input checked="" type="checkbox"/> Ring-necked Snake
<input checked="" type="checkbox"/> Long-legged Myotis	<input checked="" type="checkbox"/> Spotted Skunk/Civet Cat	<input checked="" type="checkbox"/> Sharp-tailed Snake
<input checked="" type="checkbox"/> Little Brown Myotis	<input checked="" type="checkbox"/> Striped Skunk	<input type="checkbox"/> Striped Whipsnake
<input checked="" type="checkbox"/> Yuma Myotis	<input checked="" type="checkbox"/> Black Bear	<input checked="" type="checkbox"/> Racer
<input type="checkbox"/> Townsend Big-eared Bat	<input type="checkbox"/> Red Fox	<input checked="" type="checkbox"/> Gopher Snake
<input checked="" type="checkbox"/> Mexican Free-tailed Bat	<input checked="" type="checkbox"/> Grey Fox	<input checked="" type="checkbox"/> Common King Snake
<input checked="" type="checkbox"/> Black-tailed Hare	<input checked="" type="checkbox"/> Black-tailed Deer	<input checked="" type="checkbox"/> Mountain King Snake
<input checked="" type="checkbox"/> Brush Rabbit		<input checked="" type="checkbox"/> Western Rattlesnake
<input type="checkbox"/> Mountain Beaver		
<input checked="" type="checkbox"/> Beaver		
<input checked="" type="checkbox"/> Porcupine		AMPHIBIANS
<input type="checkbox"/> Yellow-pine Chipmunk		<input checked="" type="checkbox"/> Western Toad
<input type="checkbox"/> Townsend Chipmunk		<input checked="" type="checkbox"/> Pacific Tree Frog
<input checked="" type="checkbox"/> Northern Flying Squirrel		<input checked="" type="checkbox"/> Yellow-legged Frog
<input checked="" type="checkbox"/> Western Gray Squirrel		<input type="checkbox"/> Red-legged Frog
<input checked="" type="checkbox"/> Muskrat		<input checked="" type="checkbox"/> Bullfrog
<input type="checkbox"/> Calif. Red-backed Vole		<input checked="" type="checkbox"/> Long-toed Salamander
<input checked="" type="checkbox"/> Oregon/Creeping Vole		<input type="checkbox"/> Pacific Giant Salamander
<input checked="" type="checkbox"/> Calif. Meadow Vole		<input checked="" type="checkbox"/> Rough-skinned Newt
<input type="checkbox"/> Townsend Vole		<input type="checkbox"/> Del Norte Salamander
<input checked="" type="checkbox"/> Dusky-footed Woodrat		<input type="checkbox"/> Ensatina
<input type="checkbox"/> Bushy-tailed Woodrat		
<input checked="" type="checkbox"/> Harvest Mouse		
<input checked="" type="checkbox"/> Deer Mouse		
<input checked="" type="checkbox"/> Pinon Mouse		
<input checked="" type="checkbox"/> Beechy Ground Squirrel		

Source: Stephen P. Cross

WATER AREAS

The Phoenix area does not include any lakes or other major water areas. The only natural water areas are Bear Creek, Coleman Creek, Anderson Creek and other minor tributaries. Bear Creek is discussed in several sections of this Plan and is considered the most significant water resource and environmental area within the UGB. Further discussion of the quality of water is contained later in this section.

ENERGY SOURCES

The Phoenix area does not contain any known quantities of fossil fuels such as coal, nor is the wind frequent or strong enough to make wind power feasible. Bear Creek runs fairly flat through Phoenix and the potential for hydroelectric generation is not considered feasible at this time. The only major energy source readily available to Phoenix residents is solar. The potential for solar usage is discussed in Section IX (Energy Conservation) of this Plan.

NATURAL AREAS

The Bear Creek Greenway is considered a natural environmental corridor of local and regional significance and passes through the center of the Phoenix urban growth boundary area. As discussed in other sections, the County has developed and adopted a master plan for the preservation and recreational use of the Greenway and the City has prepared a zoning district for local protection and management consistent with the County's plan. Further discussion of the recreational aspects of this area is included in Section XII (Recreation) of this Plan.

SCENIC VIEWS

Being located on the floor of the valley, Phoenix residents and visitors enjoy views of the surrounding mountains. Within the community itself, there are no particular views or vistas that are significant enough to warrant protection through City ordinances or visual easements of any kind. The City encourages the planting of landscaping and trees, which often block views of surrounding mountain views, which are readily available by walking a short distance in most cases anyway. There are no designated or potential scenic highways in the Phoenix area.

CULTURAL AREAS & HISTORIC SITES

Although it is known that Indians once frequented areas of the valley floor, especially along the Bear Creek corridor, no known Indian sites or other archeological sites exist in the Phoenix area. The City does have a number of historical buildings, which are described in Section VI (Historic Resources) of this Plan. Related policies are also included in that section of the Plan.

OPEN SPACE NEEDS

Section XII (Recreation) outlines the City's policies regarding the future provision of lands for open space and recreational needs. The only significant area proposed to remain in its natural state as protected open space is the Bear Creek Greenway. Since this natural corridor will pass through the center of Phoenix, it will provide a visual relief from the urban environment in a very centralized and effective location. Rural agricultural lands, hills and mountain surround the community and will provide additional open space opportunities for pleasure walking, bicycling, jogging, sightseeing and other activities of Phoenix residents who may desire to be in that type of rural "open space" environment. Parks, school fields and playgrounds, and other urban open areas will also be available within easy reach of all residents.

CLIMATE

The climate should be considered a very important natural resource of Phoenix and the entire Rouge Valley. This part of Southern Oregon enjoys a moderate but distinctive climate with marked seasonal characteristics. Late fall, winter and early spring months are generally damp, cloudy, and cool and under the influence of marine air from the west. Late spring, summer and early fall are generally warm, dry and sunny and make this area exceptionally attractive to tourists, as well as local residents who enjoy camping, hiking, boating, and the many other outdoor recreational activities that are available.

The rain shadow of the Siskiyou Mountains and Coast Range results in a relatively light annual rainfall, most of which falls during the winter season. Occasional light summer rainfall is brought by thunderstorm activity which primarily affects the mountain areas (and is often the cause of lightning caused fires). Snowfall is quite heavy in the surrounding mountains during the winter months, providing an adequate water supply for summer irrigation and domestic use during the dry summer months. Snowfall on the valley floor is very infrequent lasting only a few hours in most cases.

Annual precipitation throughout Jackson County ranges from a low of about 18 inches to a high in the mountainous areas of the Cascades of over 60 inches. The Phoenix area averages between 20 and 25 inches per year.

The temperature range is also moderate in the valley. Winter average daily minimum temperatures are slightly below freezing in December and January. Summer average temperatures are slightly below 90 degrees with occasional days of 100+ degrees. High temperatures are always accompanied by low humidity, and hot days in summer generally give way to cool nights as cooler air drains down the mountain slopes into the valley. This ensures fairly comfortable weather.

Winds are generally light in the valley and prevail from the south during the winter and from the north during the summer. The light winds, along with the surrounding mountains, contribute to the valley's air pollution problem, which will be discussed later.

WATER QUALITY

Water follows a never-ending hydrologic cycle of precipitation, evaporation, transpiration, and runoff. Water is used and re-used and changes its form, but continues through the cycle. Man uses water for both “consumptive” and “nonconsumptive” uses. Consumptive uses are those that take water for domestic use, irrigation, municipal or industrial uses and do not return it to the source. Nonconsumptive uses result in minimal damage to water resources, such as for hydroelectric power generation, fish ladders, water recreation, etc.

An important “consumptive” use of water has been the use of wells for domestic water and irrigation. Wells tap the groundwater that fills the open spaces in the soils and rocks beneath the surface, but is an unknown quantity and could be depleted. Groundwater is also adversely affected by human usage and polluting activities. This has been demonstrated throughout the County by many wells either going dry or being contaminated in various ways.

Water can become contaminated at any point in the hydrologic cycle. Acid rain is not yet a local problem, but is a good example of how the water cycle can be affected by pollutants in the air, or transmitted to the air through evaporation or other means. Pesticides, herbicides and other poisons that are commonly spread over the land for various reasons also affect the quality of water, particularly groundwater. These are often washed into drainage ditches, creeks, river, lakes, or percolate into the ground with rain water. Eventually they find their way into the groundwater system where they can remain for years, depending on the characteristics of the chemicals involved. As additional chemicals are used over the years, they too seep into the ground, compounding the problem underground where it is least visible but very damaging. A source of groundwater contamination that is most prevalent in the Phoenix area is that of failing septic systems and other methods of improperly disposing of wastes. Also, storm drain systems that are designed to carry rain water runoff into the nearby creeks are sometimes used for the dumping of waste liquids. They also carry urban runoff from streets and parking areas that often contains gasoline, oil, and other materials.

Water quality problems are usually classified as “point” or “nonpoint” sources. A “point” source is defined as a discharge into a stream, river, etc., by way of direct conveyance such as pipe, ditch, channel, or sewage treatment plant. A “nonpoint” source is less specific and includes discharges from timber and agricultural activities, construction, mining activities, urban storm drains, and other sources that cannot easily be pinpointed. Therefore, nonpoint sources of pollution are widespread and much more difficult to control than point sources.

The Department of Environmental Quality (DEQ) is the lead agency with the primary responsibility for managing water quality in the State under the authority of applicable federal and state statutes, rules, and standards. This includes long-range planning, current planning, permit procedures, regulation of waste discharges and other activities. The DEQ has established plans and objectives aimed at water quality, and programs for the prevention and control pollution.

Nonpoint sources of water pollution have been regulated by the DEQ under the authority of the Federal 208 Program in the past. Locally, the Rogue Valley Council of Governments is the agency responsible for the development and implementation of local programs. RVCOG has a water quality coordinator on its staff to develop and implement these plans and programs. Studies and related activities and local coordination have produced the “Agricultural Water Quality Management Plan for Jackson County”, which is the basis for improvement activities in the valley. In addition, this effort has continually monitored various creeks, tracked down pollution “point” sources, corrected those problems, and has worked toward general water quality improvement throughout the valley. Procedures have also been established to coordinate area emergency teams to deal with “spills” that occasionally occur and threaten waterways or groundwater.

Although the RVCOG water quality program has been federally funded, to a large extent, in the past, grant funds have dwindled and the continuation of this program will depend largely on local funding in the future. The Clean Water Act is currently being reviewed and modified. It is possible that this area could receive some federal funds in the future to continue this program, but there is no guarantee at the present time. Water quality is dealt with most effectively at the regional level and, in most cases, small cities such as Phoenix have neither the staff expertise nor the budget to deal effectively with such regional issues.

The quality and quantity of Phoenix’ domestic water supply is adequate to accommodate the needs of future development, as outlined in this Plan. More detail on the water supply is provided in Section VIII (Public Facilities and Services). The quality of the groundwater and water in local creeks is less safe from pollution and deterioration. The City’s efforts to cooperate with Jackson County in the implementation of the Bear Creek Greenway Plan will help to ensure the quality of Bear Creek and its natural vegetation and habitats. The extension of City sewer lines to provide for new and newly-annexed development will help to eliminate existing septic systems. Extension of water lines will reduce the area’s reliance of the groundwater supply and may allow it to gradually build back up. There are also other activities that the City can undertake, promote, or require of City residents that will also have positive effects on water quality and quantity. These are included in the policies at the end of this section.

AIR QUALITY

As previously discussed, Phoenix is centrally located within a natural basin surrounded by mountains which tend to restrict air circulation and the dispersal of contaminants that are generated within the valley.

A nationwide Environmental Protection Agency (EPA) survey of air pollution potential identified southern Oregon interior valleys as having one of the highest potentials for pollutant buildup in the United States. This is due to a combination of low wind speed, frequent inversions that limit vertical air circulation, and the topography of the valley. Problems in the forms of winter fog and summer “smog” result when contaminants cannot be dispersed and accumulate near the valley floor.

Vehicle emissions, industrial exhaust, wood and waste burning and soil disruption associated with urbanization all add to the air pollution problem. Several contaminants including carbon monoxide (CO), hydrocarbons (HC), and particulates are serious problems in the Bear Creek Valley. Another problem is “smog”, measured now as ozone, which results when sunlight reacts with HC and oxides of nitrogen (NOx). As a result of serious violations of State and Federal standards, the Bear Creek Valley has been designated an Air Quality Maintenance Area (AQMA) by the EPA, which has also directed that local steps be taken to reduce air pollution and to plan future growth in a manner that will not cause further deterioration of the air quality.

Air quality analyses are performed by Jackson County and the Department of Environmental Quality. A March 1980 update of the document entitled Background Information on Air Quality summarized the air quality of this area, listed adopted Federal, State and local standards and the degree of violation for each pollutant. Because of the locations of the air quality monitoring devices, a detailed analysis of the air quality in the Phoenix vicinity is not possible at this time. However, based on the data in the Air Quality report, the following conclusions pertain to the Phoenix area as well a other areas within the AQMA:

1. The Medford-Ashland AQMA has a high potential for air stagnation and the accumulation of air pollutants. Visibility reduction is a frequent and severe problem.
2. Total suspended particulate matter exceeds the State and Federal standards in the Medford, Central Point and White City areas, but not the Phoenix area. The primary sources of these particulates are industry, paved road dust, and residential wood burning.
3. All communities within the AQMA are affected by ozone. The primary sources are industry and motor vehicles, which are sources of nitrogen oxides and volatile organic compounds, which react in the presence of sunlight to form ozone.
4. The responsibility for controlling air pollution is shared by the local, state and federal governments. Jackson County is responsible for controlling mobile sources in County areas and the DEQ enforces all industrial pollution control rules in the County. The Federal government sets nationwide air quality standards and regulations; however, the states and local governments may adopt more stringent standards and regulations if they wish.
5. Air quality sampling is performed daily at locations within the AQMA. Additional air monitoring stations are needed to provide further information regarding the levels of air pollution, the transportation of air pollutants, and the effectiveness of air pollution control measures, including those at the local level.
6. Phoenix does not have the serious CO violations that re found in the downtown area of Medford. However, the standards are being exceeded occasionally in Phoenix also.

7. About 80 percent of CO is distributed by motor vehicles. It is anticipated that any increase in traffic associated with anticipated population or industrial growth will aggravate the existing CO levels.
8. Since we have no control over the weather, temperature inversions and resulting air stagnation will continue to occur in this valley.

Although it would be impossible to clean the air of all contaminants, a more practical goal of the community might be “to ensure the maintenance of existing air quality while striving to achieve federal, state and local air quality standards.” A number of air quality related policies are included in the policies of this Plan section.

It is expected that the implementation of air quality maintenance measures will involve primarily motor vehicle, burning, and industrial sources. Jackson County recently prepared an Inspection & Maintenance (I&M) Program for the inspection of automobiles. This program was submitted for voter approval and failed by a nearly 3 to 1 margin. Because of the failure on the part of local government in this area to effectively deal with air quality, the EPA may soon mandate certain actions and/or implement economic sanctions as a penalty for noncompliance. Motor vehicles will continue to be a target for new programs.

Industrial sources of pollution require evaluation and permits from the Department of Environmental Quality. In addition, the Jackson County Environmental Quality Commission adopted the Medford-Ashland Offset Rule in 1979. This rule requires a new source of emissions to provide and demonstrate proportional reductions in existing pollution in the air shed. Major increases in existing sources are also included and the rule applies to sources that have the potential to emit five tons per year, 50 pounds per day, or ten pounds per hour of particulate matter. The offset rule applies to sources that have the potential to emit 20 tons per year or 200 pounds per day volatile organic compounds as well. Phoenix may be able to make use of this system also, to ensure that new industries that may wish to locate here are either relatively emission-free or that they provide air quality improvements in proportion to anticipated increases by that new industry. The DEQ would approve such plans.

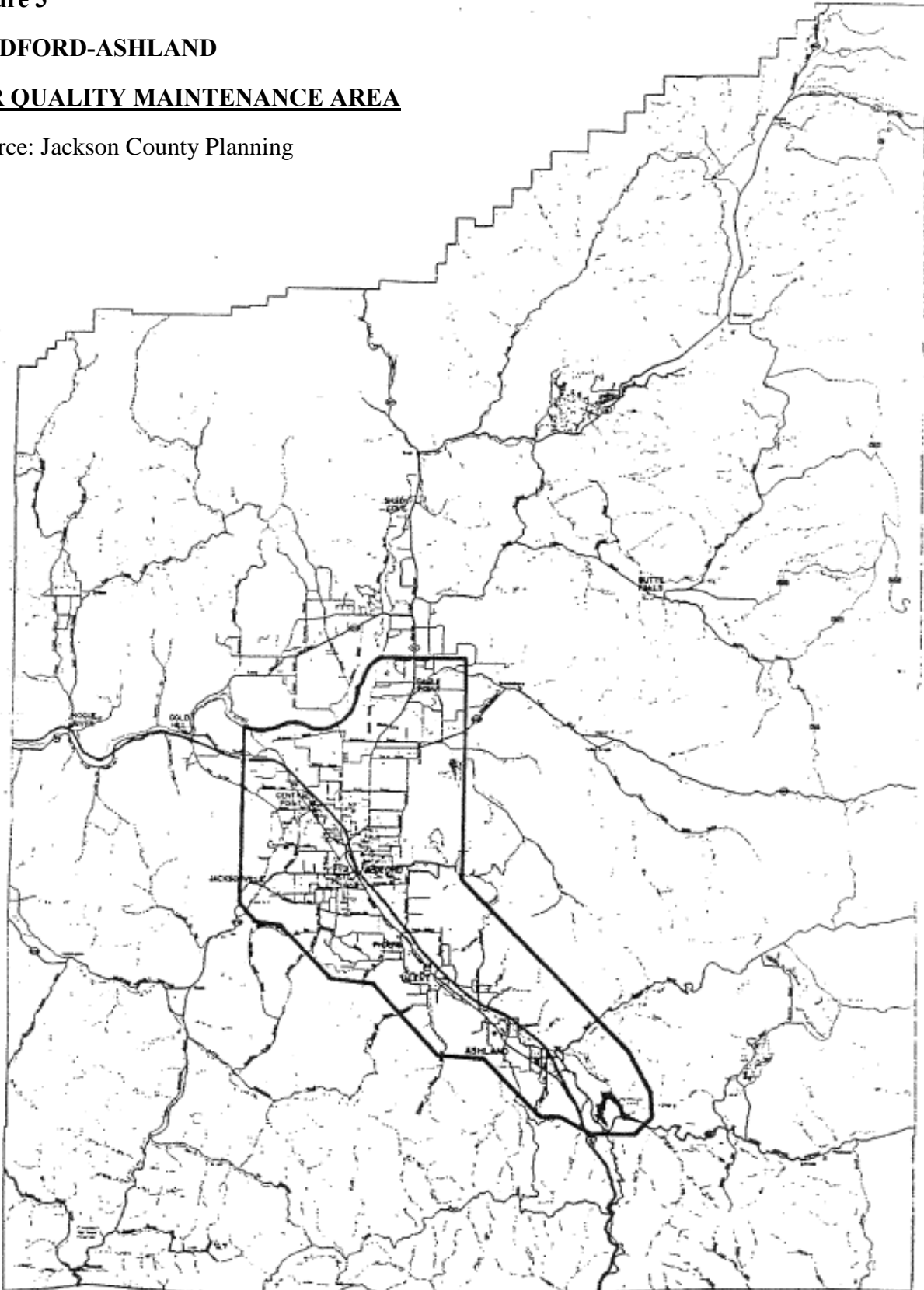
In conclusion, air quality improvements in the Phoenix area will require cooperative efforts between the City, County, DEQ, and possibly the EPA in order to make progress toward established standards. Since urban growth will have a long-range impact on our air-quality, the City’s land use planning decisions related to the types and densities of growth are very important, especially as they pertain to motor vehicle transportation. The City has designed the Comprehensive Plan to include an efficient circulation system of streets and highways, and has included the highest densities of residential development in loose proximity to mass transit (bus) routes and shopping areas. These and many other considerations will help to reduce the reliance on the private automobile, will increase mobility, and will result in the coordinated and efficient growth of the community.

Figure 3

MEDFORD-ASHLAND

AIR QUALITY MAINTENANCE AREA

Source: Jackson County Planning



ESEE CONSIDERATIONS

This section of the Plan has identified and described all the significant natural resources in the Phoenix area. In accordance with the requirements of statewide planning goal #5, the City must also identify any conflicting uses that may affect the management of these natural resources. Where conflicts are identified, the City is required to determine the economic, social, environmental and energy (ESEE) consequences of the conflicts and to develop programs that will achieve the goal. The following is this ESEE assessment.

CULTURAL AREAS

No specific areas characterized by evidence of an ethnic, religious, or social group with distinctive traits, beliefs, or social forms are known to exist in the Phoenix planning area.

HISTORIC AREAS

Section VI (Historic Resources) of this Comprehensive Plan includes the City's inventory and assessment of historic buildings and sites. Potential ESEE consequences are as follow:

Economic: There may be conflicts between the cultural or community value of a building or site and the economic value of that site for some other use, as proposed by the owner or potential developer. The City's intention is not to take away the economic potential of private property, but to ensure that all options are carefully considered prior to any action, including opportunities for preservation or relocation of the structure.

Environmental: No environmental conflicts noted.

Social: The importance of an historic building or site to the community, as a whole, might be considered a social conflict, if that structure is being threatened in some way. Historical ties are important to the social fabric of the community but are not vital to health and safety or other current considerations. It will not be known exactly how strongly the community feels about any one site or structure until that structure is threatened. The City is establishing the framework now to ensure that procedures exist when such actions take place.

Energy: In its efforts to weatherize and ensure energy-efficient construction, the City must be careful to make exceptions for some historical structures, when weatherization may affect the basic design or character of the structure. This is not a problem, considering the small number of affected structures in the community, and it will be at the discretion of the owner whether or not to weatherize.

NATURAL AREAS

The only significant natural area in the Phoenix UGB is the Bear Creek Greenway corridor which passes through the center of the area from southeast to northwest, parallel to Highway 99 and I-5 Freeway. As stated in this section, County has developed a Bear Creek Greenway Plan for the long-range protection and recreational develop-

ment of this corridor, and the City has developed a BCG, Bear Creek Greenway, zoning district which is consistent with the County's Plan. The Greenway is now well protected, but the following ESEE conflicts must be addressed:

Economic: All the land within the Greenway is owned (or being negotiated) by public agencies, primarily the County or State and these lands are designated for environmental preservation with minimal development. The protection and proper development of the Greenway could greatly improve the image of Phoenix and its recreational opportunities, and could result in economic benefits to the community. There are no apparent economic conflicts.

Social: The Greenway, and natural environmental areas in general, are important to the image of the community and also to the peace and mental health of its residents. It will provide an environment in which urbanites can "commune with nature", relax, or exercise, and do it within the community, within easy reach of all residents. There are no known social conflicts with the Greenway Plan.

Environmental: The Greenway is a natural environment and is proposed for preservation. There are no conflicts with property owners or other interests, although mining and aggregate removal will have to be closely monitored to prevent unnecessary damage.

Energy: No Conflicts.

OPEN SPACE

Open space includes a wide variety of uses throughout the Phoenix UGB. Within the UGB, agricultural lands and hillsides are the most obvious open spaces. Through implementation of the Comprehensive Plan, these areas will be needed for urban development and much of the "open space" character will disappear.

Economic: The transition from agricultural or undeveloped lands to urban development will be to the economic advantage of the land owner and to the City. Agricultural lands are currently marginal or unproductive and are poorly located in areas more suitable for urban development. The importance for urban uses far outweighs the importance for continued agricultural or "open space" land uses.

Social: Urbanization of open spaces within the UGB is planned and is needed to provide for urban opportunities, such as housing, commercial, jobs, schools, etc. These social benefits outweigh the loss of these open spaces.

Environmental: The City and UGB of Phoenix are surrounded by agricultural and open space lands with views of the surrounding mountains. The loss of agricultural open space within the UGB will have a very minimal impact and is not considered significant. Urban open space, in the form of school facilities, parks, etc., will provide for local open space needs in accordance with City standards.

Energy: The energy implications of urban centered growth are much more desirable than is the retention of those areas in open space rather than energy-efficient urban areas, as planned. There are no apparent energy-related conflicts pertaining to open space.

SCENIC AREAS

All lands that are of significant value for their scenic qualities lie outside the Phoenix UGB, with the exception of the Bear Creek Greenway, which has been discussed previously. There are no apparent ESEE conflicts pertaining to scenic areas.

WILDERNESS AREAS

The Bear Creek Greenway comes closest to the definition of wilderness area. The Greenway's development and protection plans are aimed at the preservation of its natural qualities, including animal, fish, and bird habitats and natural vegetation. As discussed under the heading of "Natural Areas", and ESEE conflicts are very minimal and already accommodated in the Greenway Plan and City zoning district.

WATER QUALITY

As discussed in the Water Quality portion of this section of the Plan, programs aimed at maintaining or improving water quality are most appropriately carried out at the County or regional level. The valley's groundwater and creek waters were identified as the most important targets of action and various programs are already under way to accomplish related objectives. At the local level, clean water is extremely important to the social and environmental interests of the community, and related activities should be higher priority than private economic interests.

Economic: It sometimes costs money to ensure clean water. Residents may be required to install sewer lines instead of septic systems, and storm drains, and water lines to replace wells. These will help to clean up the water, but will be costly. These requirements, however, have already been determined to be necessary and programs are in effect to mandate these types of improvements in efforts to ensure the highest possible quality of water.

Social: Clean water is vital to the public health and safety and is also important to future community growth. Efforts to clean the water sources will benefit society as a whole with few social conflicts.

Environmental: The quality of water in the local creeks is very important to the fish habitats, vegetation, and general quality of these waterways. Efforts to clean the water will benefit the environment considerably. No significant conflicts are expected.

Energy: There are no apparent energy conflicts related to water quality in the Phoenix area. An indirect benefit may result when farmers apply better management practices to irrigation procedures that prove to be more energy-efficient and cost-effective.

AIR QUALITY

As discussed, Phoenix is located within the Medford-Ashland AQMA and will be affected by future actions to reduce the levels of air pollutants. The City's land use plan is based, in part, on energy efficiency and reducing the reliance on the automobile, which will also help reduce the air pollution levels. There may be ESEE consequences of actions taken by the City or other entities in efforts to improve the air quality, as follow:

Economic: Clean air will mean economic costs to many, possibly including major industries and the owners of motor vehicles. Industries will be required to have expensive filters or other types of air cleaning systems. Programs such as “Inspection and Maintenance” (I/M) will force individuals to keep their cars tuned and properly maintained, which will cost them money but may also prolong the life of their automobiles. Another consideration is that some major industries may be prohibited from locating in this valley because they cannot meet air quality requirements. This could be considered an economic loss in terms of dollars and jobs, but is overshadowed by the importance of clean air to the health of the populace. No programs are necessary at this time in Phoenix to counteract any adverse economic consequences of actions to clean up the air.

Social: Although poor air quality could slow the rate of growth in this valley, there appear to be no significant social impacts related to air quality efforts.

Environmental: Poor air quality affects humans and the general environment in which we live, making the area less healthy than it could (or should) be. There are no apparent aspects of the air quality improvements efforts that would conflict in any way with the local or regional environment (natural). Clean air will benefit the natural environment and retention and improvement of the environment will, in turn, help to filter and clean the air.

Energy: Because of the topography and climate of this valley, it will probably take additional energy to clean the air and maintain its cleanliness. Industrial filters will require energy to operate; debris that might have previously been burned will have to be hauled to a landfill; dusty dirt roads will be paved to reduce particulates; and other efforts will require additional energy, at least over a short term. The expenditures of this energy is considered worthwhile if it accomplishes the objectives, since clean air is one of the highest priorities of this valley.

NOISE CONSIDERATIONS

As a community grows in size and density, it will also feel the gradually increasing effects of noise. Increasing numbers of people, motor vehicles, construction activity, and other characteristics of the urban environment tend to increase noise. Today, noise is one of the Country's major pollution problems and, if not controlled, can jeopardize the health and well-being of those affected. Although noise has not been a major problem in Phoenix (with one or two exceptions), it will become increasingly important in planning and development decisions as the City continues to grow.

Statewide Planning Goal #6 requires that the City address noise in its Comprehensive Plan. Since there are several major generators of noise in and around Phoenix, these sources of potential "noise pollution" will be discussed so that the City will be aware of the possible effects in the future. The primary intent of this section is to provide an informational discussion of noise and its impacts so that future land use and development decisions can be made in an appropriate and knowledgeable manner.

NOISE CHARACTERISTICS & MEASUREMENT

"Noise" might be generally defined as "undesirable sound" and is often a matter of taste or preference, which makes regulation difficult at times. For example, a loudly-amplified music recording that is very entertaining for one person, may be annoying to his neighbor. In efforts to deal with such problems, various agencies have developed standards for monitoring noise and have also expanded local ordinances to include noise restrictions.

Noise is measured with meters that come in various scales. Probably the scale used most often is the Community Noise Equivalent Level (CNEL) which is based on the noise measurement (decibel) as designated by the symbol "dB", and adjusted for the human ear. This is known as "A-weighting" (dBA), through which the acoustical signal is detected by the microphone and then filtered to heavily weight those portions of the noise which are most annoying to the human ear.

Typical noise levels in Phoenix generally range from a low of about 30 dBA (very low) to 100 dBA (very high) and occasionally higher. The Table of Sound Levels (Fig. 4) on the following page lists the decibel ranges and examples of the types of sources that might create each noise situation in a typical urban environment.

In contrast to the obvious noises with known sources, there is a large class of intermediate sounds, usually referred to as "ambient" or "background" noise. These sounds are not always noticed, but are usually present. Since ambient noise is a large mixture of individual noises from many sources, it is impossible to control effectively and often increases as the size and density of the community increases.

Sounds that exceed the ambient background noise levels are called

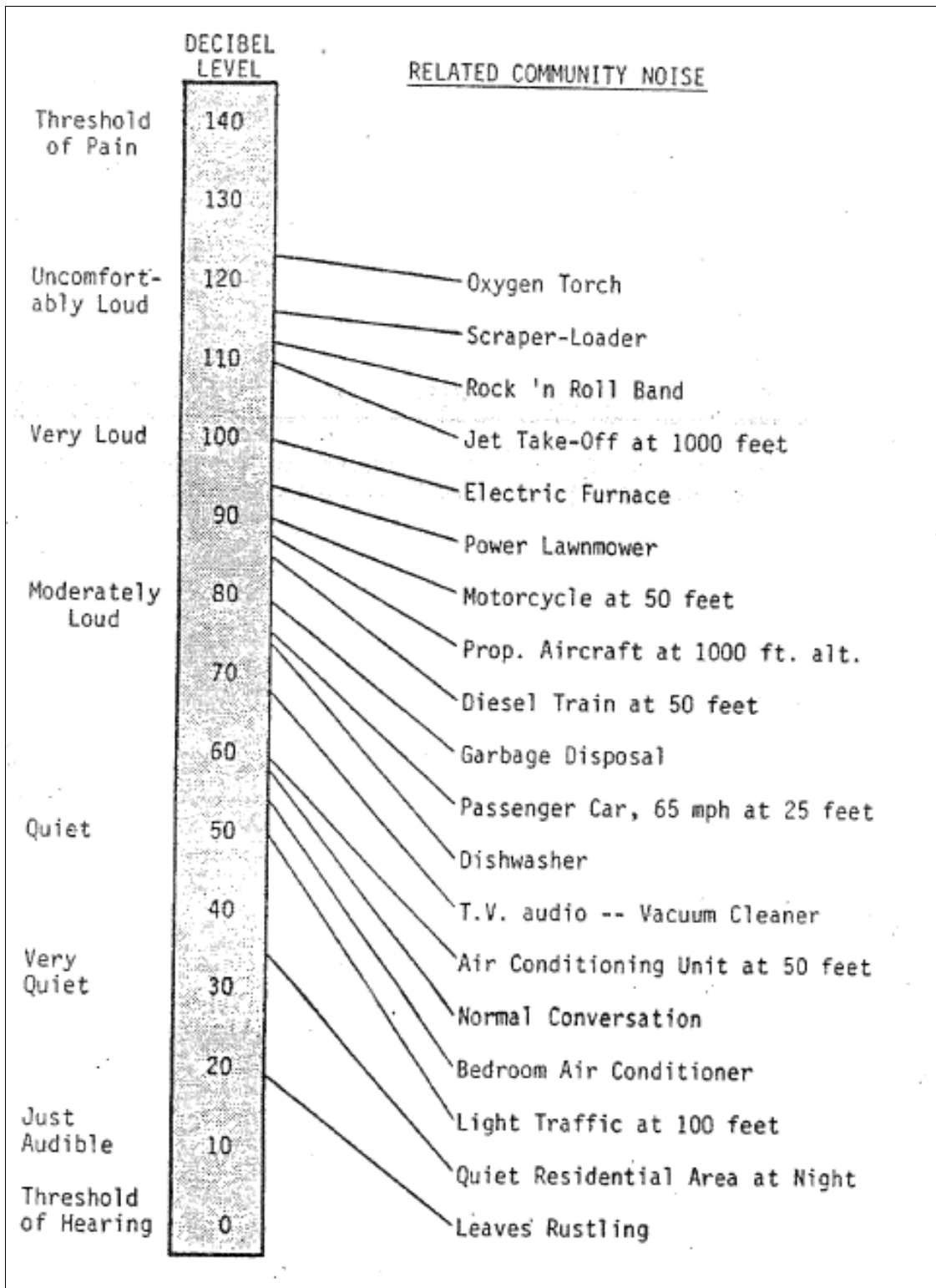


Figure 4
Table of Sound Levels

Source: U.S. Environmental Protection Agency

“intrusive” sounds. These intrude through the ambient levels and are usually easily to identify. Examples might include automobile horns, squealing tires, loudspeakers, construction equipment, a train going through a town, a police siren, etc. Although some of these sounds may already be prohibited in Phoenix by City or traffic codes, they are very difficult to control because of their temporary nature or lack of stationery source.

NOISE IMPACT

Noise is capable of causing detrimental physical and psychological effect and discomfort. Noise levels above 85 dBA can contribute to hearing loss when experienced for long durations. In 1972, Congress enacted the Noise Control Act which authorized the Environmental Protection Agency (EPA) to publish descriptive data on the effects of noise and establish levels of noise “requisite to protect the public health and welfare with an adequate margin of safety.” These “annoyance levels” are as follow:

Figure 5

MAXIMUM NOISE LEVELS FOR PROTECTION OF HEALTH AND WELFARE	
Effect	Level
Hearing Loss (health)	70 dB*
Outdoor Activity Interference and Annoyance	55 dB**
Indoor Activity Interference and Annoyance	45 dB**
* Averaged over a 24-hour period.	
** Averaged over a 24-hour period with a nighttime weighting of 10 dB (10 PM to 7 AM)	

The EPA has stated that millions of people are significantly impacted by noise and many are exposed to levels of noise that can damage their hearing or health. The World Health Organization estimated that more than \$4 billion is spent by United States industry each year for noise-related absenteeism, reduced efficiency, workman’s compensation claims, and mental illness. Obviously, noise levels in the workplace can be very important to the health of the worker as well as the economics of the company and its productivity.

Studies of sound have also determined that sound can affect body muscles and other organs. It has been found that sounds of short duration over 70 dB may cause changes in the muscles and glands which can affect the rate of heartbeat, constrict peripheral blood vessels, alter breathing, and affect digestion. Exceptionally intense noise levels (130 dB and greater) can result in vertigo and cardiovascular disorders and may also produce changes in the function of the brain, adrenal glands, and reproductive organs. Such noise levels are rarely reached in Phoenix.

More relevant to Phoenix are the problems related to sleep or speech interference, especially as they affect the young. Constant noise often adversely affects the development of speech patterns in children and may seriously hamper school programs. Therefore, it is especially important to ensure a noise-free environment around public schools, libraries, and other public facilities where people meet and communicate.

NOISE STANDARDS

Standards and guidelines for the control of noise have been developed by several State and Federal agencies, including the Federal Highway Administration (FHWA) and Department of Housing and Urban Development (HUD). In many cases, countries and individual communities have adopted noise ordinances that are more closely related to their specific environment and problems.

To aid in the evaluation of noise issues, the noise ranges included in the following table (Figure 6) are considered to be maximum acceptable for each of the various land uses. Although these are HUD standards, the City of Phoenix may determine that more restrictive levels should be placed on certain types of land uses, or that walls, fences, or other buffers be installed to “attenuate” the noise that results from a particular source.

MAJOR NOISE SOURCES IN THE PHOENIX AREA

Interstate 5 Freeway

The I-5 Freeway passes through the center of the urban growth boundary and parallels the east side of Bear Creek. The freeway is a very important transportation asset to the community, but it also generates noise, with a potential for increasing noise levels as traffic volumes continue to increase over the years.

The Federal Highway Administration has established “design noise levels” as a basis for determining noise impact along freeways. The FHWA design noise level for residences, motels, schools, parks, churches, hospitals, and recreation areas, is an hourly noise level of L_{eq} 67 dBA, which is an average or “equivalent continuous level”. Noise contours, based on this noise level, were plotted on aerial photographs and it was found that more than 4,000 residential dwellings are subjected to noise above the FHWA design levels along Oregon freeways.

Proper community land use planning can greatly reduce the number of noise conflicts. It will be to the benefit of Phoenix to ensure that land use planning takes into consideration the impacts of noise and to ensure that all new development in noise impact areas is properly noise insulated.

At the present time, the only residential development that may be impacted by freeway noise is Bear Lake Mobile Home Park. The Comprehensive Plan includes provisions for the future expansion of this development. When such expansion is proposed, the City should ensure that the development is designed in such a manner that freeway noise will have minimal impact and that any dwellings that may be within the present or future noise impact area are appropriately insulated for noise attenuation. The same provisions should apply when other residential lands are developed along the east side of the freeway, as proposed on the Comprehensive Plan map.

To a lesser extent, Holiday R.V. Park may be affected by freeway noise but is not as serious as permanent residential neighborhood. Also, the Pear Tree Truck Stop on the east side of the interchange may be within a noise contour-oriented facility and not adversely affected by noise.

SOUTHERN PACIFIC RAILWAY

The SPRR rail line passes through a portion of Phoenix, paralleling Colver Road. This line serves local industry and provides only freight service to the valley. The impact of railroad noise on the community has not been determined. However, freight traffic is generally light and the City has received very few complaints about train noise. Noise levels and resulting contour lines depend on a number of factors, including the number of trains per day, their average lengths and speeds, the gradient of the tracks, etc.

The Southern Pacific Railway Company has expressed a concern about the deficiency of suitable industrial sites in the valley that could use rail facilities. Much of the land along the railroad in Phoenix is planned and zoned for industrial use and most of that land is presently in various industrial uses. If additional industrial development occurs in Phoenix along the rail line, it is possible that railroad noise could increase somewhat over present levels. It may also be possible that the railroad could add passenger service through the valley at some time in the future, which could also result in more trains and higher noise levels.

The City of Phoenix realizes that railroad noise is unavoidable and that future development, especially residential, will have to be designed with noise attenuation in mind when within the critical noise contours of the SPRR line. Some existing residential neighborhoods may already be impacted by railroad noise to some extent, although it is not considered a serious problem at this time.

RECREATIONAL NOISE

Another source of community noise, especially during daytime hours, emanates from recreational sources, such as ball fields, school playgrounds, active parks and other facilities throughout the community.

Fortunately, the activities that take place in these areas are usually confined to daylight hours and do not often cause major problems. Recreational noise is usually not very irritating to most people, although some forms can produce a considerable amount of noise and can be very intrusive, such as off-road vehicles, gas-powered model airplanes, motorcycles, etc.

COMMERCIAL & INDUSTRIAL NOISE

Noise is often a part of the day-to-day operation of many commercial and industrial businesses and any restrictions on noise should take into consideration the characteristics of each particular use and be related to appropriate standards for that use.

During the early planning and design stages of new commercial and industrial developments, appropriate noise attenuation devices should be considered as an integral part of the design, especially if the facility could have a noise impact on residential or other noise-sensitive land uses nearby. The addition of a berm, wall, or other attenuator could result in greatly reduced noise levels as well as a more attractive development.

RESIDENTIAL NOISE

Typical residential noise might include power lawnmowers and other small power tools, air-conditioning units, excessively loud human voices, barking dogs, amplified music equipment, and motor vehicles. Large barriers or walls are generally not appropriate within residential neighborhoods to reduce noise. Probably the most effective way to deal with the residential noise problem is through the cooperation of the residents themselves and their consideration of their neighbors' rights to quiet and privacy. When this fails, a "noise regulation ordinance" or other appropriate codes are available to deal with the problem as a nuisance. Residential neighborhoods are generally the most quiet areas of the community and it should be the policy of the City to ensure that neighborhoods are not adversely impacted by noise from outside sources such as nearby commercial or industrial areas or major transportation facilities. The Land Use Plan for Phoenix was designed with noise impacts in mind and various procedures are included in the Plan for reducing adverse impacts of conflicting land uses, including buffering.

CONCLUSIONS

The City of Phoenix has several major sources of potential noise problems, as discussed above. However, noise is not currently a major issue and, with some specific exceptions, has not been a problem. As the community continues to grow, it can expect new noise-related problems brought on by higher densities, close proximity of conflicting uses, heavier traffic, and other factors. The City's Comprehensive Plan attempts to minimize these problems through good land use planning and overall balance of land uses in appropriate locations. The following policies are intended to further minimize noise problems and ensure a peaceful and healthy community.

NATURAL RESOURCES POLICIES

General Policy

1. The City of Phoenix shall require all new developments and land uses to comply with State and Federal environmental quality statutes, rules, and regulations.

Cultural Areas

1. The City shall maintain an awareness of any newly-discovered cultural or archeological sites of significance within the City and urbanizable area and shall notify the appropriate affected agency or organizations upon discovery to determine the value and to arrange for study or preservation.

Historical Areas

- Historic preservation policies are contained in Section VI, Historic Resources, of this Plan document.

Natural Areas

1. The City shall cooperate with Jackson County in efforts to preserve the natural environment of the Bear Creek Greenway
2. The City shall study the feasibility of developing recreational facilities related to the Greenway, or bicycle routes providing a linkage to the regional bikeway, in accordance with the Greenway Plan and with the policies of Section XII, Recreation.
3. The City shall complete the development and adoption of the BCG, Bear Creek Greenway zoning district to provide for the protection of the Greenway and to control those types of uses that will be permitted within the Greenway.
4. The City, through its Site Review process, shall continue to require the retention of trees, natural vegetation, and the general environmental preservation of areas along Coleman and Anderson Creeks, as appropriate.

Open Space & Scenic Areas

1. The City shall continue to provide for future public open space and recreation facilities, in accordance with the guidelines and standards contained in Section XII, Recreation
2. The City's UGB is designed to accommodate future "urban" growth and it is not the City's intention to preserve farmland or other non-urban lands within the UGB for open space purposes.

3. The Bear Creek Greenway is recognized as the City's most obvious and significant open space corridor and the City shall ensure that its open space potential or visual impact is not adversely affected by poorly-designed or inappropriate growth and development on adjacent lands.
4. The City shall continue to maintain all public lands within its jurisdiction in an attractive manner that will enhance the image and appearance of the community.

Water Quality

1. The City shall cooperate with the Bear Creek Valley Sanitary Authority (BCVSA) in its efforts to extend sewer service to health hazard areas of failing septic systems.
2. The City shall support the expansion of the Medford Regional Sewage Treatment Plant's capacity, as necessary to meet increasing flows from the increasing growth and development of the valley.
3. The City shall be selective in its choice of future industrial development and discourage those having unusually toxic effluent, unless such industries provide pretreatment prior to discharge into the sewer lines, as required by the Regional Treatment Plant.
4. The City will continue to monitor the condition of its existing sewer lines and strive to replace those sections that are badly deteriorated or leaking to prevent contamination of the groundwater.
5. The City shall support the efforts of the Rogue Valley Council of Governments to reduce nonpoint water pollution sources, including those aimed at the quality of Bear Creek and its tributaries.
6. The City shall support Jackson County and the State Department of Geology and Mineral Industries in their efforts to control pollution from mining, quarry operations, and aggregate removal activities, particularly within the Bear Creek Greenway
7. The City shall require the retention of the natural creek channels and vegetation along Coleman and Anderson Creek as a method of natural filtering of the water before it gets to Bear Creek.

Air Quality

1. The City shall consider further restrictions on open burning of debris within the City limits, particularly during seasons of higher than normal pollution levels.
2. The City shall enforce existing bans on illegal open burning of construction and agricultural wastes.
3. The City shall continue to encourage the use of efficient wood burning stoves, and shall discourage the use of open fireplaces and the burning of wet wood as a source of heat.

4. The City shall encourage the weatherization of homes to the highest level feasible to reduce overall heating requirements and to promote energy efficiency.
5. Since approximately one-third of suspended particulates originate from the tracking of dirt and mud onto public streets, the City shall require all new City streets to be paved and shall develop any necessary ordinances to reduce “track-out” from construction sites and agricultural areas onto public streets.
6. The City shall encourage efforts aimed at the production of solar applications for home heating as an alternative or supplement to the burning of fossil fuels or wood.
7. The City shall continue to encourage alternative modes of transportation including bus travel (RVTD), walking, bicycling, and car-pooling, and shall seek available grant funds for the development of related facilities.
8. To reduce the amount of parking lot area and to encourage the use of smaller cars, the City shall develop “compact car parking space standards” which may be included in the design of new parking lots.
9. The City will continue to support the Rogue Valley Transit District (RVTD) in its efforts to provide economical bus transportation within the valley, while reducing automobile trips and their related air pollution contributions.
10. The City will continue to monitor the AQMA pollution levels and be open to suggestions or newer programs dealing with the valley’s air quality.

Community Noise

1. The City will require all new residential or other “noise sensitive” developments to meet State and Federal noise standards through site design or orientation, noise insulation, barriers, or other measures.
2. The City will consider the noise impact of all proposals for new or expanded development and will require mitigation measures to minimize noise impacts, as appropriate.
3. The City will encourage RVTD bus usage, bicycling, walking, and other “alternatives” to the automobile that will reduce traffic noise.
4. The City will continue to utilize State and Federal noise standards and regulations, and the City’s nuisance ordinance until such time as a more specific local noise ordinance is needed and can be developed in accordance with the City’s ability to enforce it.

* * *

Note: *A “Natural Resources” locational map is not included in this section of the Plan. All major significant natural resources are located along Bear Creek within the Greenway area and, to a lesser extent, along the corridors of Coleman and Anderson Creeks. See the “Open Space” map in Section XII (Recreation) of this document.*



CITY OF PHOENIX

Comprehensive Land Use Plan

HISTORIC RESOURCES

August 20, 1984
Salem

As Amended

August 20, 1984 (Ordinance No. 576)

Approved by DLCDC August 17, 1984

SECTION VI.
HISTROIC RESOURCES
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SECTION VI.

HISTORIC RESOURCES

INTRODUCTION

The protection of historic resources is a requirement of statewide planning goal #5 (Open Spaces, Scenic and Historic Areas, and Natural Resources). The actual goal is “to conserve open space and protect natural and scenic resources.” Historic resources has been broken away from the other components of this goal in order to establish a separate Comprehensive Plan section that can be more easily modified and expanded as additional information is obtained.

The primary intent of this section is to provide an inventory of the historic sites and structures in the vicinity of Phoenix, which includes the City and its Urban Growth Boundary areas. The inventory includes both recognized historical buildings or sites and also sites or buildings that have not been officially recognized but may have historical significance that should be looked into further.

According to the State, “historical areas” are lands with sites, structures and objects that have local, regional, statewide or national historical significance.

HISTORIC INVENTORY

The following inventory of historic sites was completed with the assistance of the State of Oregon Historic Preservation Office, the Southern Oregon Historical Society, and long-time residents of Phoenix.

STATE OF OREGON INVENTORY

1. PHOENIX CITY JAIL CELL – An iron lattice-work cage that once held prisoners. Date of construction is unknown. The structure is now located in the City Park east of City Hall.
2. DR. MALMGREN HOUSE – Located at 203 W. 2nd Street, this is a Colonial Revival Style two story wood frame house, constructed in 1912.
3. MALMGREN OFFICE – Located at the southwest corner of W. 2nd and N. Church Streets, this building was constructed about 1915 as the offices of Dr. Malmgren, who lived next door (see above)
4. TOWNE HOUSE – Located at 120 W. 2nd Street, this was the home of William Francis Towne. The two-story wood frame hip-roof house was constructed in 1881.

5. FIRST PRESBYTERIAN CHURCH – Located on the southwest corner of W. 2nd Street and N. Church, this Colonial Revival Style church was constructed about 1928.

SOUTHERN OREGON HISTORICAL SOCIETY (Markers)

1. PATRICK F. MCMANUS HOUSE – 117 W. First Street (1855)
2. SAMUEL COLVER HOUSE – 150 S Main Street (1855)
3. PHOENIX GRANGE HALL (Woodmen of the World Hall) – Main at 2nd Street (1901)

OTHER SIGNIFICANT SITES

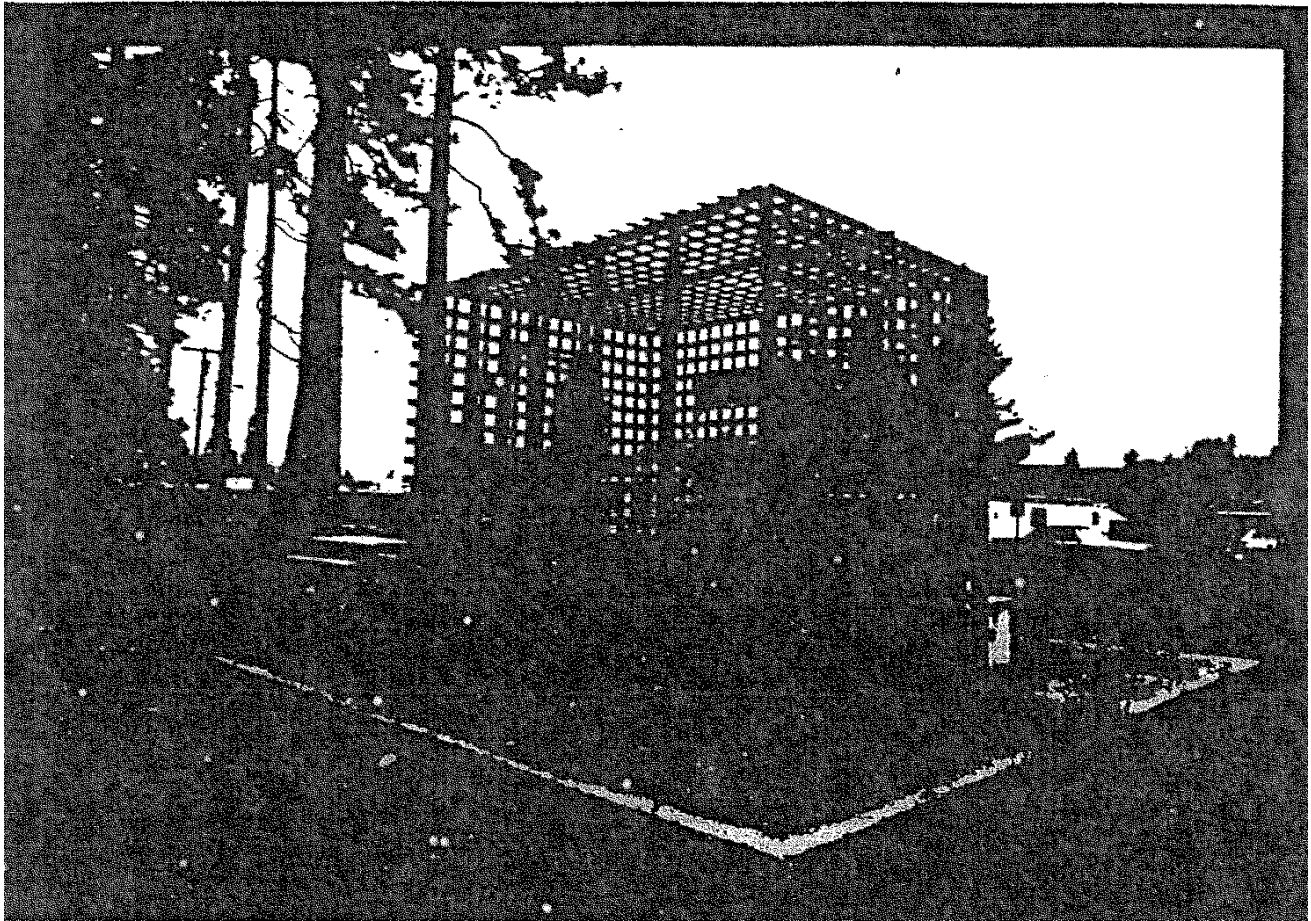
The following sites are based primarily of personal knowledge of the community, obtained from long-time residents and/or persons interested in the history of the community.

1. FURRY HOUSE – 4585 South Pacific Highway
2. COLEMAN (Carver) HOUSE – 138 South Main Street c. 1912
3. MINNIE SIMS HOUSE – 210 W. 2nd Street c. 1911
4. GUS NEWBURY (Nellie Rose) HOUSE – Northwest corner of 6th & Main Street c. 1893
5. PHOENIX PIONEER CEMETERY – 600 Block, between Church Street & Rose Street
6. BARNUM HOUSE – 943 N. Rose Street
7. STEDMAN HOUSE – 301 W. 2nd Street
8. CHARLES HOUSE – 3003 S. “C” Street c. 1911
9. PHOENIX MUSEUM – 110 W. 2nd Street – Former City Hall & Library

All of the sites and structures listed above are shown on the Historic Inventory Map in this section of the Plan.

The following pages provide additional information of the five sites that are included in the State Inventory of Historic Sites and Buildings, by the State Historic Preservation Office. According to a September 20, 1983 letter from Richard Engeman, Librarian and Archivist of the Southern Oregon Historical Society, the buildings and sites that appear on the State Historic Inventory are potentially eligible for the National Register of Historic Places. However, to achieve National Register status, formal applications must be prepared and submitted to the SHPO office in Salem. The three sites having Southern Oregon Historical Society markers are also listed in the State Inventory, making them eligible for National Register recognition. These sites are shown in the photos on Page 8.

Figure 1

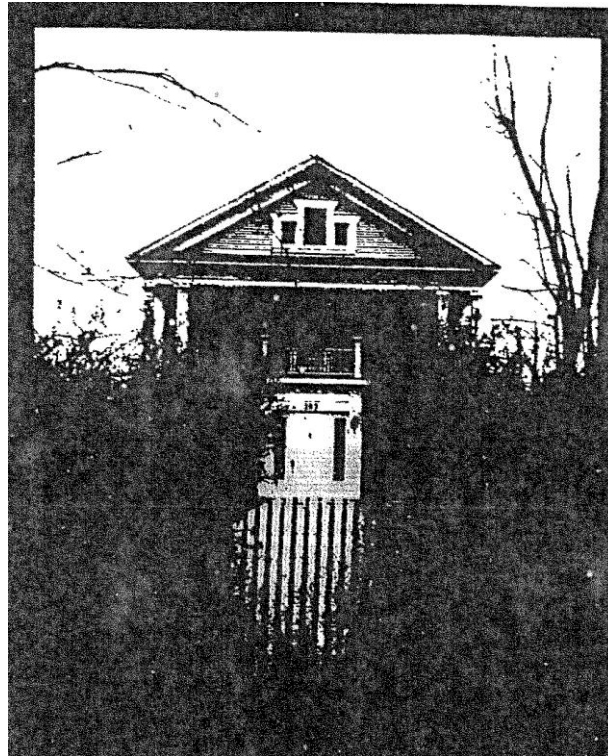


PHOENIX CITY JAIL CELL

Location: Phoenix City Park, northwest corner of W. 1st & N. "F" Street
Constructed: 1940s (exact year not known)
Owner: City of Phoenix

The Phoenix Jail Cell is an iron cage which once held prisoners incarcerated in this community. The cage consists of a lattice-work on all sides, except the floor and now occupies a permanent location in the City Park immediately east of the City Hall facility.

Figure 2



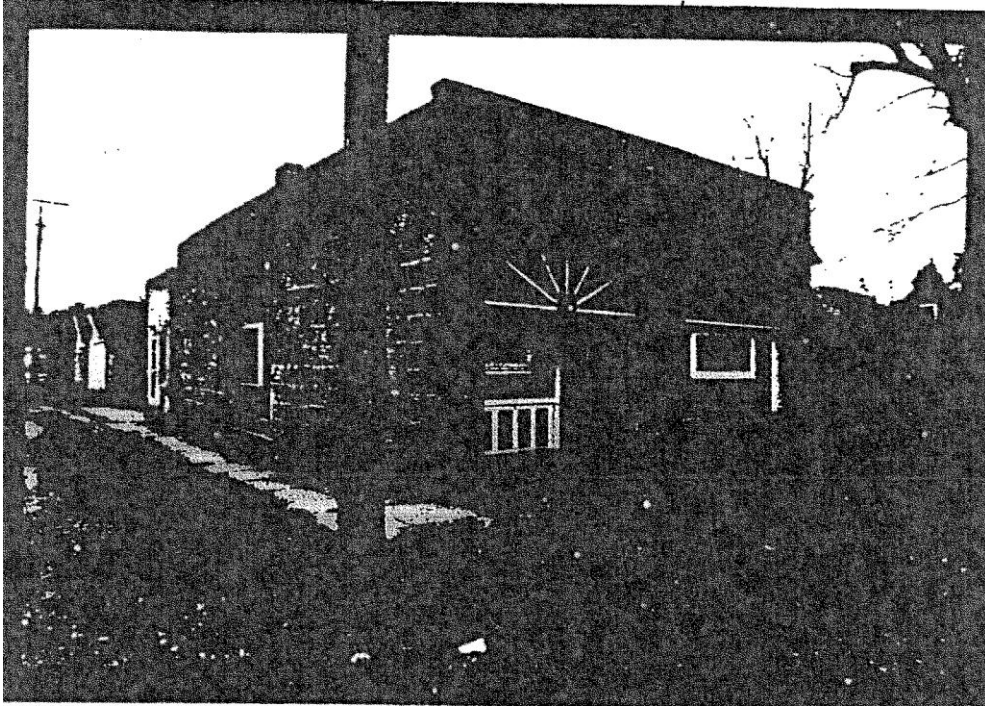
DR. MALMGREN HOUSE

Location: 203 W. 2nd Street
Constructed: about 1912
Owner: William O. Gibbs

The Malmgren House is a two-story, wood frame home in the Colonial Revival style. The building has a gable roof with boxed eaves and wide frieze boards. It has a full eave return on the gable ends and has a two-story portico on its north (front) elevation. The portico has a balcony which projects from a door in the center of the second story. The area below the balcony has been enclosed. The portico is supported by four posts and by pilasters. The windows are mostly one-over-one with the upper sections containing leaded glass. The exterior of the structure is narrow clapboards which may, indeed, be shiplap.

This house was erected by Dr. Malmgren, who was its occupant and who also built and operated the nearby medical office and drug store.

Figure 3



DR. MALMGREN OFFICE

Location: SW corner of W. 2nd & N. Church Streets
Constructed: 1915
Owner: William O. Gibbs

The Malmgren Building is a one-story, rectangular stone building, constructed of rough, dressed stone and is one of very few of this type in western Oregon. The building has two bays on its north (front) elevation and has a similar bay near the center of its east elevation. The bays on the front have both been altered in their window and entry treatments. The building has a flat roof.

Dr. Malmgren, originally from New York, build this building about 1915. According to a Medford Mail-Tribune article on Oct. 8, 1914, the building was built of stone quarried from Colver hill which, at the time, was being prepared for construction.

Dr. Malmgren first used the building as a drug store, with his medical offices in the rear. It was later used for other commercial businesses, including a butcher shop, and is presently a residence.

Figure 4



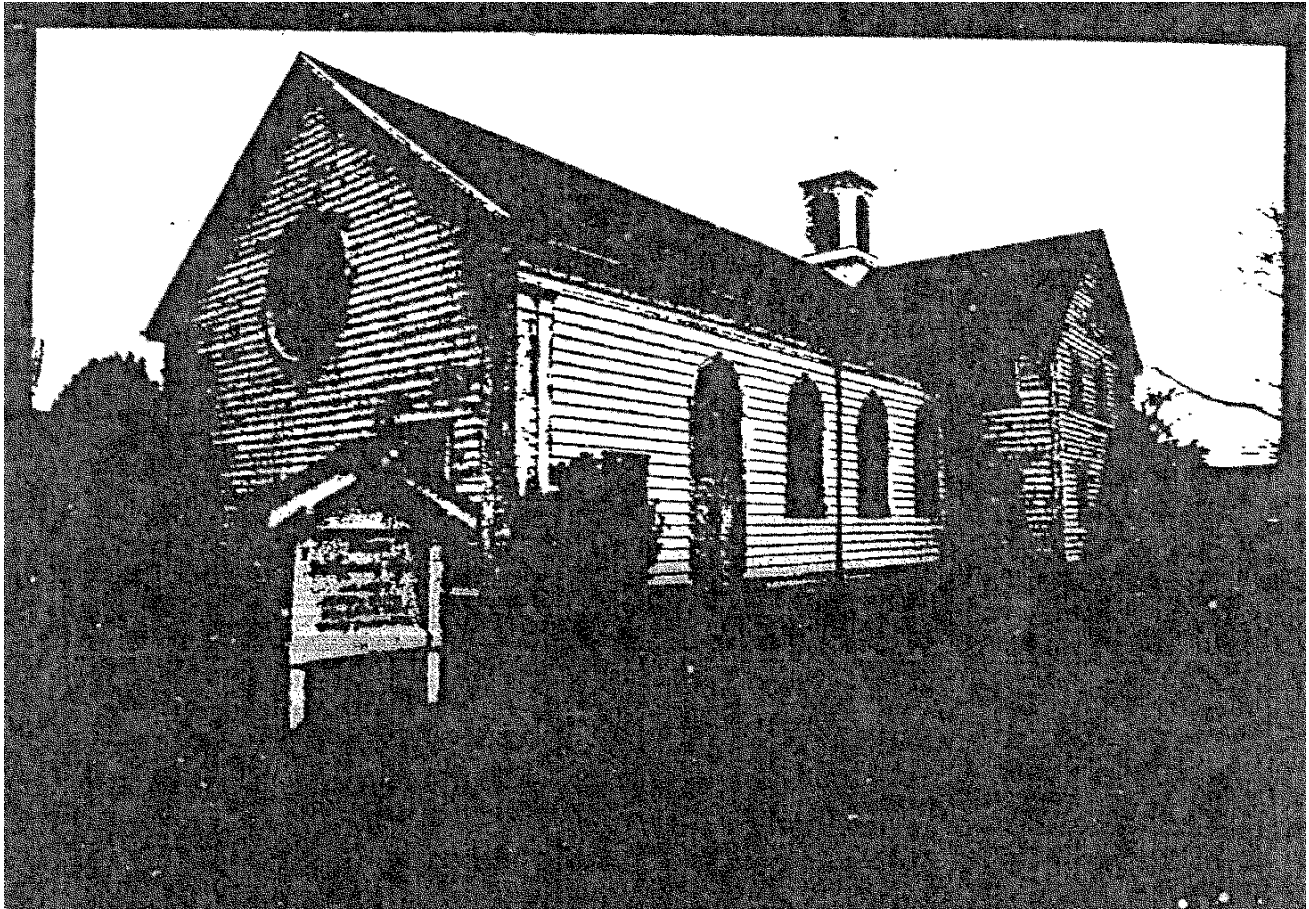
TOWNE HOUSE

Location: 120 W. 2nd Street
Constructed: 1881
Owner: George Dunford

The Towne House is a two-story, wood frame building with a rectangular shape that stands at the northeast corner of 2nd and Church Streets. The building has a hip roof and six-over-six, double hung sash windows. The exterior is clapboard siding. A verandah with lattice-like posts extends across the south (front) elevation and also along parts of the east and west elevations. The house has two brick chimneys. The windows on the first floor are French doors. A wing has been attached to the north (rear) elevation.

William Francis Towne was born in Kennebec Landing, Maine, on March 14, 1831, and died in Phoenix on August 25, 1909. He was a son of Jedediah and Sarah E. (Mitchell) Towne. At age 14, Towne went to sea, eventually arriving in California. He settled in Jackson County in the 1850s where he worked as a miner and carpenter. He moved to Phoenix and established the Phoenix Mercantile Company in 1879. He owned and operated this company until 1901. Towne was married in 1874 to Mary E. Stockberger. They had four children.

Figure 5

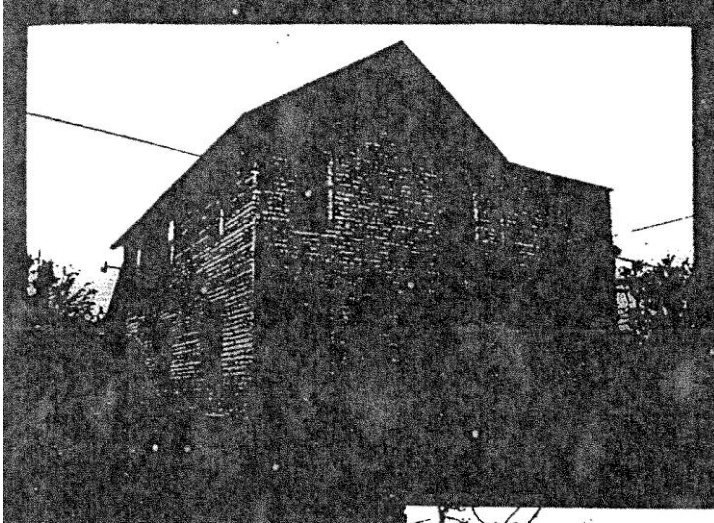


FIRST PRESBYTERIAN CHURCH

Location: SW corner of W. 2nd and N. Church Streets
Constructed: April, 1928 (dedicated)
Owner: First Presbyterian Church

The First Presbyterian Church of Phoenix is an “L”-shaped wood frame building in the Colonial Revival style. It has a gable roof, clapboard siding, boxed eaves, and wide frieze boards. The windows are six-over-six, double-hung sash windows, set in oval or Romanesque bays in the sanctuary. The building has a concrete foundation. A square belfry is mounted on the roof and has louvered covers. According to the State Historic Preservation Office inventory, the building is in excellent condition.

Figure 6
SOUTHERN OREGON
HISTORICAL SOCIETY MARKERS



Left: Phoenix Grange Hall
(Cor. Main & 2nd) 1901



Center: Patrick F. McManus House
(117 W. 1st St.) 1855



Bottom: Samuel Colver House
(150 S. Main St.) 1855

HISTORICAL IMPACT ASSESSMENT

Planning goal #5 requires that each historical site or building be reviewed of possible conflicts that may threaten the historical quality or preservation potential. If any conflicting uses are identified, the economic, social, environmental and energy consequences of the conflict must be determined and programs developed to achieve the preservation goal.

Most of the historical sites in the Phoenix area are residential structures that are presently used as residences. Those that are located in low-density residential zoning districts (R-1) are reasonably free from development pressures that might otherwise cause their replacement by newer homes. The older neighborhoods of Phoenix have not been particularly attractive to developers, other than those building individual homes on vacant lots. The economics of removing an existing structure, building a new house, and selling that house at a profit does not work well in existing Phoenix neighborhoods. It is more cost-effective to build on vacant land and in newer subdivision where the house will blend in with the newer architecture. For these reasons, those historic houses in the R-1 zones of Phoenix are well protected by today's economics, as well as their own historic value and basic quality and uniqueness. In 1983, the Phoenix City Council changed the zoning of a major portion of the older neighborhoods to R-1 in order to retain the present density and neighborhood character. This action has also helped to ensure the preservation of these buildings.

The jail cell has been moved to the City Park, just east of the present City Hall/Community Center facility. It now has a permanent location and marker and is well protected from any possible conflict.

The Phoenix Pioneer Cemetery is located near the center of the community between Church and Rose Streets. The cemetery itself is well-defined, is privately owned by the Phoenix Cemetery Board, and the Lions Club assists in maintenance.

The First Presbyterian Church is still used for that purpose and, according to the State Historic Preservation Office, is in excellent condition. There are no conflicts affecting its preservation.

The Phoenix Grange Hall on Main Street is owned and operated by the Phoenix Grange and is still used for community functions. Although it is located in a general commercial district of the City, it has not been affected by development pressures that might change its use or cause its demolition. However, as vacant commercial property on Main Street is gradually developed over future years, it is possible that this property may be considered for other "commercial" uses. This, however, is not an immediate concern.

Other houses located in commercial districts along Main Street (So. Pacific Highway) include the Samuel Colver House, the Fury House, the Coleman House, and the Newbury House. The Fury House is outside the City limits, but is within the UGB and will be zoned commercial when annexed, according to the City's Land Use Plan. The other three houses are within or close to already developed commercial areas and probably have the greatest concern for commercial conflicts. These houses should probably have the greatest potential for commercial conflicts. These houses should probably be of greatest concern to the City at this time. It is possible that they could be converted to commercial uses with adverse effects on their architectural integrity, or possibly by new commercial buildings.

Unlike some other natural resources, land use impacts on historical buildings, or any other conflicts, may not have a significant economic, social, environmental or energy consequence. It is doubtful that any economic impact would be felt on the community or state as a result of the removal of an historic building. Since the historical residential buildings were built 60 or more years ago, many of them are still poorly insulated, may be built to standards that would not meet present codes, and some are probably deteriorating structurally and cosmetically. Some would argue that replacement of these old houses by newer energy-efficient homes would be a good idea and would promote energy conservation. As an alternative, the City might consider targeting these historical homes for priority weatherization through energy company programs or other sources of weatherization funds.

Probably the greatest impact of losing a historical building would be the social effect on the community. These buildings are living pieces of the past and should be considered as much a part of the community as new modern buildings. With proper care, protection, and maintenance, these buildings can continue to serve their functions and be important elements of Phoenix' historic past.

HISTORIC PRESERVATION POLICIES

The City of Phoenix does not currently have an historic preservation ordinance or other means of ensuring that historic sites or structures will be considered for preservation. However, the City does recognize those sites and structures of significance that do exist and will remain aware of others to add to the list. Amendments are currently being prepared for the City's Zoning Ordinance that will address the issue of historical significance, and these should be in place in the near future. Meanwhile the following policies will assist the City in achieving its historical preservation objectives:

1. The City will continue to expand and update its list of historically significant sites and structures and will consider the preparation of a historical brochure that can be used for educational or informational purposes, possibly in cooperation with the museum.
2. The City will include specific procedures and guidelines for historical assessment and preservation in future amendments to its Zoning Ordinance or other appropriate land development ordinances to ensure that sites and structures will be adequately addressed in terms of their historic value to the community and state.
3. The City will encourage the library and local museum to include documents, photographs, and other information pertaining to the history of Phoenix, as available, or references to other material available from other sources, such as the Jacksonville Museum.
4. The City will encourage the formation of a local historical society, or similar organization, and assist in providing basic information, a place to meet, or other assistance, as appropriate.

* * *

Figure 7

HISTORIC INVENTORY MAP

▲ STATE OF OREGON INVENTORY

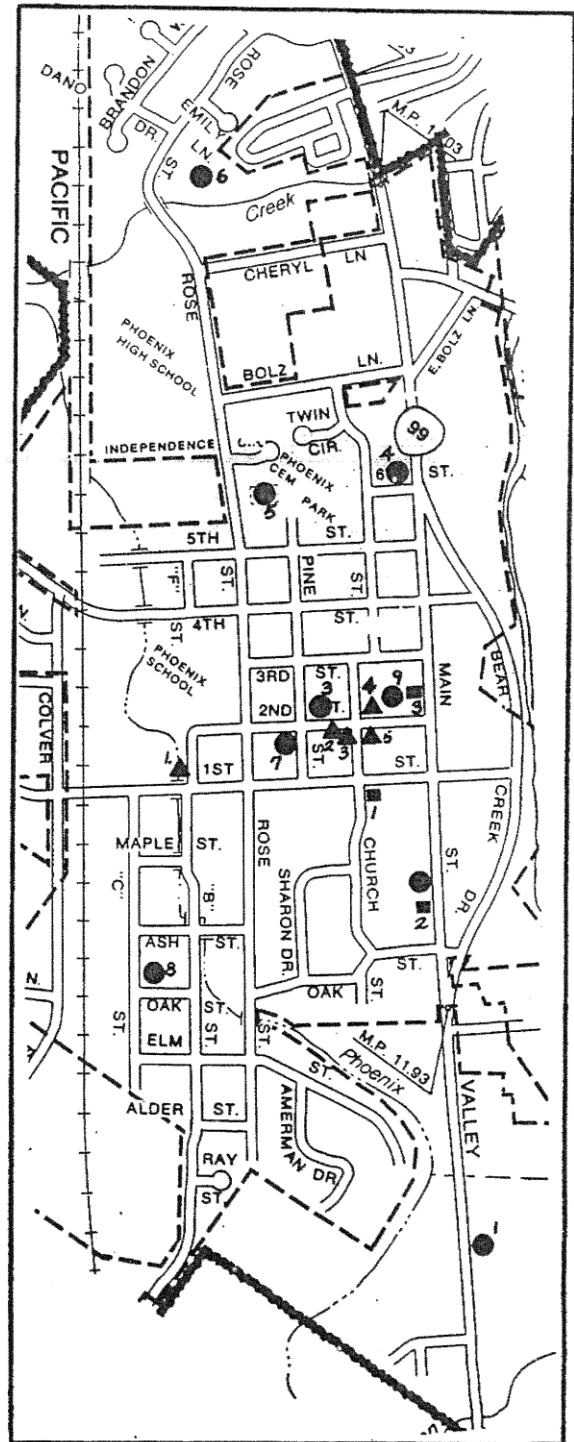
1. Phoenix City Jail Cell
2. Dr. Malmgren House
3. Dr. Malmgren Office
4. Town House
5. First Presbyterian Church

■ SO. OREGON HIST. SOCIETY MARKERS

1. Patrick F. McManus House
2. Samuel Colver House
3. Phoenix Grange Church

● OTHER SIGNIFICANT SITES

1. Furry House
2. Coleman (Carver) House
3. Minnie Sims House
4. Gus Newbury (Rose) House
5. Phoenix Pioneer Cemetery
6. Barnum House
7. Stedman House
8. Carless House
9. Phoenix Museum





CITY OF PHOENIX

Comprehensive Land Use Plan

NATURAL DISASTERS & HAZARDS

August 20, 1984
Salem

As Amended

August 20, 1984 (Ordinance No. 576)

Approved by DLCDC August 17, 1984

SECTION VII.
NATURAL DISASTERS & HAZARDS

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SECTION VII.

NATURAL DISASTERS & HAZARDS

INTRODUCTION

Statewide planning goal #7 is:

“To protect life and property from natural disasters and hazards.”

The State planning also guidelines also state, “Development subject to damage or that could result in loss of life shall not be planned nor located in known areas of natural disasters and hazards without appropriate safeguards. Plans shall be based on an inventory of known areas of natural disasters and hazards.”

Areas of Natural Disaster and Hazards are defined as:

“Areas that are subject to natural events that are known to result in death or endanger the works of man, such as stream flooding, ocean flooding, ground water, erosion and deposition, landslides, earthquakes, weak foundation soils and other hazards unique to local or regional areas.”

The only significant type of potential hazards in the Phoenix areas is flooding along Bear Creek and its tributaries. To a lesser extent, there are hillside areas in the Phoenix area that may have hazards associated with steep slopes. Flood and slope hazards are emphasized in this section of the Plan and the Plan will be updated later to include other hazards or potential natural disasters, if any are identified.

FLOOD HAZARDS

The primary area of potential flooding is the flood plain of Bear Creek. To a lesser extent, the flood plains of Coleman Creek and Anderson Creek have flooding potential, as may other smaller tributaries of Bear Creek. The Department of Housing and Urban Development (HUD) has delineated the flood plain areas of Bear, Coleman and Anderson Creeks and has identified the various hazard zones with respect to flooding potential. These maps are available at City Hall and are used during the site plan review process and for general planning purposes.

Flood plain areas are to be used in a manner which is consistent with the guidelines of the HUD Flood Insurance Program. Any property which is developed within the identified flood plain areas of these creeks must comply with the Flood Insurance Program’s requirements. Furthermore, the site plan review of the City helps to ensure that any development in the vicinity of other small creeks or drainages is designed and located to be safe from any potential flooding of those tributaries.

When a project is identified as being within a flood plain in the City of Phoenix, there is careful coordination between the City's engineer, planner, and building official in its review, and a determination is made as to whether or not the property is actually within the flood plain. If the property is found to be within the flood plain, mitigation measures must be provided to protect the structure(s) and to meet the requirements of the Flood Insurance Program.

The channel of Bear Creek itself is considered a floodway. No encroachment into this floodway area can be made by structures, fill, barriers, or any other obstacles that might restrict the flow of water through the channel. This potential problem has been minimized by the Bear Creek Greenway program which has brought about the public acquisition of nearly all lands that lie within the Bear Creek environmental corridor, including flood plains. Jackson County adopted a master plan for the Bear Creek Greenway in 1982 which provides for a variety of future uses, including recreation, open space, and natural preservation of the environment. Although the greenway is almost entirely in public ownership and not likely to experience any pressure for development, the City has included the Greenway area in a separate zoning district to provide additional protection and local control. The Bear Creek Greenway (BCG) zoning district is consistent with the County's recreational and preservation plans for the area and will allow limited use of the area in accordance with the Greenway master plan.

SLOPE HAZARDS

There are two areas within the Phoenix Urban Growth Boundary that contain slopes that are extensive enough to be included a potential hazards. One area, a portion of which is already within the City, is at the south end of the planning area. The majority of the north side of this hill has already been developed as a low-density residential neighborhood within the City limits. The remainder of the hill is very similar in its slope and geology and is planned for similar development. With proper engineering and construction, there should be no slope hazard in this area of any significance.

The other slope area is on the hillsides east of the freeway in the southeastern portion of the Urban Growth Boundary. This area is mostly undeveloped, consists of grasses, rock outcroppings, and is partially wooded. Two large single-family homes are located at the top.

The primary soil of type of these hillsides is Brader-Debenger Loam, which is shallow to sedimentary rock. According to Jackson County soil scientist Dave Mauer, these areas could be developed without too much hazard concern, provided the engineering is done properly, cut and fill is kept to a minimum, and roadways follow the contours of the hillsides as much as possible. These slopes are considered to be stable and not subject to slide, slump, undue residential land uses are proposed on these hillside areas and such development will occur at densities somewhat lower than normally found on flatter terrain. Larger lots or "planned unit developments" should be considered for the more severe slope areas and the property should be developed consistent with the environmental limitations found in these areas.

There are no known soils within the planning area of Phoenix that cannot be safely used for urban development. Clay soils exist in some locations and will require special consideration to meet foundation and construction requirements. The City's building official should require an engineered foundation when he feels the clay soils may have an adverse impact on the structure, or when they are encountered on hillsides. In nearly all cases, clay soils are not found on the hillsides in significant amounts and they are not expected to pose any obstacles to development.

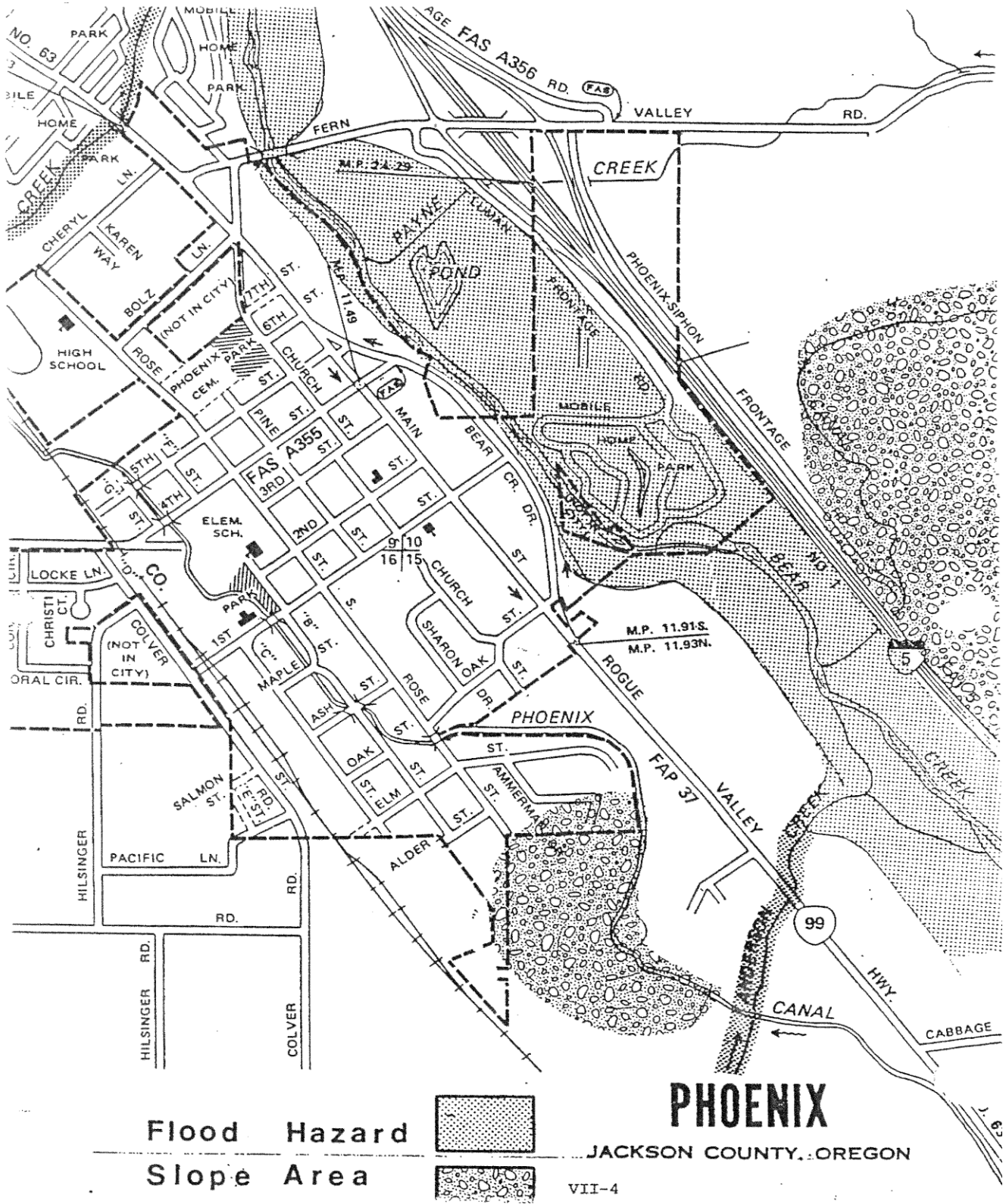
The map on the following page provides a general indication of areas having potential flooding or slope hazards.

HAZARD REDUCTION POLICIES

The following policies are directed primarily toward the identified "potential" hazards of flooding and steep slopes within the Phoenix UGB:

1. The City shall refer to the National Flood Insurance maps when evaluating any proposed development or land use that may be within a 100 year flood plain, or other area having flooding potential.
2. The City shall encourage land uses within the Bear Creek Greenway that are compatible with the floodplain and natural environment, and that are consistent with the intent of the Greenway program, as outlined in the County's master plan for the Greenway and are in accordance with the City's BCG zoning district.
3. The City shall encourage land uses in flood prone areas that do not include major structures or otherwise, and that will not require protection through the use of dams, dikes, levies, or other artificial means.
4. The City shall encourage and require, when necessary, the preservation of trees and natural vegetation along Coleman Creek, Anderson Creek and the smaller drainages in efforts to minimize erosion and sedimentation, to maintain animal and bird habitats, and to enhance the beauty and aesthetic quality of the community.
5. The City will continue to comply with the requirements of the Federal Flood Insurance Program and related City ordinances.
6. The City shall encourage any development on hilly terrain to take special care in the retention of natural vegetation, to minimize grading, to follow the contours of the land, and to take any other precautions that will ensure stability and minimize erosion hazards.
7. The City shall require a drainage plan for all hillside development to ensure adequate drainage with minimum hazard to downhill properties.
8. The City will continue to monitor community safety and periodically update this section of the Plan as new information is made available.

Figure 1





CITY OF PHOENIX

Comprehensive Land Use Plan

PUBLIC FACILITIES ELEMENT

March 2, 1998

As Amended

August 20, 1984 (Ordinance No. 576)

Updated November 4, 1996 (Ordinance No. 772)

Updated March 2, 1998 (Ordinance No 787)

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Introduction

The operation, maintenance and expansion of public facilities is a key responsibility of local government. These activities are crucial to meeting the community’s objectives for the future. These activities are crucial to meeting the community’s objectives for the future, and ensuring the health and safety of the City’s residents. The Public Facilities Plan provides the context in which decisions about the future development, management and expansion of the various systems; sewer, water, transportation, and storm drain, can be made.

Adam Smith wrote two centuries ago in *The Wealth of Nations* that the state is responsible for ‘erecting and maintaining those public institutions and those public works, which though they may be in the highest degree advantageous to a great society, are however, of such a nature, that the profit could never repay the expense to any individual or small number of individuals, and which it, therefore, cannot be expected that any individual or small number of individuals should erect or maintain.’

State law requires that the City develop and adopt a public facility plan for areas within its urban growth boundary. These provisions (OR197.712 and OAR660-11) require that the Plan include; a listing of future public facility projects, a description of the lands to be served, when the project(s) will be constructed, and agreements with other providers of urban facilities within the urban growth boundary.

A management plan for the unincorporated urbanizable area was jointly adopted by Jackson County and the City of Phoenix. These joint urbanizations policies are a part of the City’s and County’s acknowledged plans. These policies have recently been amended to reflect the City’s responsibility for public facility planning, and City/County responsibilities for contract annexation. Urbanized lands, those outside the City limits but within the urban growth boundary, are committed to urban uses but their conversion from rural to urban use is contingent upon the provision of urban services and facilities, and consistency with City comprehensive plan policies and standards.

The Public Facilities Plan includes a discussion of growth forecasts, an overview of key public facilities, and a description of required improvements (both maintenance and capital), review of intergovernmental agreements, and a financial review.

**Population and
Employment Forecasts**

The 1983 Comprehensive Plan population projection for the year 2000 was 6,465. This forecast was the basis of the urban growth boundary adopted at that time. The City’s 2016 population forecast is 5,250. (Note: Portland State University estimated the City’s 1997 population at 3,780).

Residential growth will be concentrated in areas already committed to development such as Meadow View and Avalon Subdivisions. These general

Areas, east and southwest, will account for the majority of the forecast's 1,635 new Phoenix residents. Specific distributions will be developed as a part of the Land Use Element.

Employment growth will be concentrated in the Fern Valley Road, OR99, Bear Creek Drive and the North Phoenix Road areas. Specific employment forecasts for these and other areas will be developed as a part of the Land Use Element.

**Waste Water (Sewer)
Treatment**

In 1957, in an effort to modernize the City and address widespread well-water contamination, the City embarked upon the development of a modern sewage collection and treatment system. Fourteen years later, as a part of the 1969 interagency agreement the City abandoned its own sewage treatment plant and joined with other local governments in the Bear Creek Valley to utilize Medford's Water Quality Control Plant located off of Kirkland road near White City. The Interagency Agreement provides that the City of "Medford will have responsibility for operating and maintaining the STP" (sewage treatment plant) "to serve the area within the Region. The Plant shall be enlarged or the capacity increased in timely increments to meet the needs of the participants. Medford's determination of need shall be conclusive upon the Participants unless overruled by a majority vote."¹ All participating agencies share in the cost of its operation. Medford, Central Point, Talent and Phoenix, as well as the Bear Creek Sanitary Authority (serving White City, Talent, Jacksonville and unincorporated areas of Jackson County) utilize the facility. The City of Eagle Point has recently initiated plans to have its effluent treated at the plant.

Because the City does not have any operations or management responsibilities for the Water Quality Control Plant a detailed discussion of the plant and its planned expansion are not included. The interested reader may want to review the Facilities Plan for the Water Quality Control Plant, Brown and Caldwell, August 1992 for more information. The key issue is discussed in the facilities plan is the discharge of treated effluent into the Rogue River, a nationally designated Wild and Scenic River.

The Facilities Plan includes treatment plant expansion projects, prioritized in five year construction periods, and extending through 2010 and beyond. The total cost to meet increased demand due to population growth is estimated to be \$21.7 million in 1993 dollars. The Plan's 2010 forecast population for the people to that total. This forecast is approximately 2,360 people higher than the most recent forecast for 2016.

¹ Regional Sewer Agreement, September 1985

**Waste Water
Collection**

The local collection system is composed of three main parts; collector pipes, trunk lines, and interceptors. The collector pipelines are generally eight inches in diameter and “collect” and transport waste-water from point sources (dwellings, industries, and businesses) to the trunk lines. More than 90 percent of the local system is composed of collector lines.

Trunk lines, generally 12 inches in diameter, transport waste from collectors to the interceptor lines. Interceptors transport the sewage to the Medford Water Quality Control Plant. The Bear Creek Sanitary Authority, has “the responsibility for operating and maintaining the Interceptor System to serve the area within the Region.”² The interceptor in the vicinity of Phoenix is 36 inches in diameter.

The effluent generated by the businesses and residents within the City (averaged 300,000 gallons per day in 1989 and forecast to grow to 800,000 in 2010³) is collected through a network of pipes largely owned, operated and maintained by the City. Much of the system, 38%, was constructed in 1957. The table below summarizes the City’s existing collection system.

Table 1

Sewage Collection System Construction Periods		
Year Constructed	Lineal Feet	Material
1957	18,250	Concrete
1963	6,400	Concrete
1966	3,050	Asbestos / Concrete
1974	900	Asbestos / Concrete
1979	13,375	Asbestos / Concrete
1985	375	PVC
1990	5,150	PVC
1995		PVC
Total	47,500	

Concrete and asbestos / concrete sewer pipe has a design life of 50 years. Without replacement before the end of its design life, pipes may collapse resulting blockage. Additionally, older pipes require higher levels of maintenance. Sections of the 1957 system were examined via remote television in late 1995 to assess their condition. Four major deficiencies were identified.

² IBID, September 1985

³ Facilities Plan for the Water Quality Control Plant, Brown and Caldwell, 1992, page 1-2

They include; ground water infiltration (inflow and infiltration), pipe deterioration, root intrusion, and line bellying. (Note: the interested reader may choose to view a video illustrating these problems – available for loan at the Planning Office). These problems plague the 1957 collection system. Based upon this evaluation, a systematic replacement schedule has been included in the finance section which would replace aging sewer pipe throughout the planning period.

The extent of infiltration and inflow (I&I) cannot be assessed through visual observation. Flow meters must be installed during dry and wet (rainy) periods and comparisons between the two flow measurements made to calculate I&I. I&I can easily double or quadruple flows. The increased volume of effluent increases the cost of treatment and can cause flows to exceed the capacity of transmission lines or treatment plant. The City of Medford, as the regional treatment plant operator, has placed specific limits on I&I. Wet weather flows cannot exceed three times dry weather flows (3:1). I& information was not available for inclusion in the Plan.

Capacity problems within the existing collection system cannot be made without I&I information. Consequently, a discussion of the need for capacity enhancements within the existing collection system is not provided. Currently there are not any know capacity problems based upon expert knowledge of the Public Works staff.

Sewers for Unserved Areas

Two largely undeveloped tracts of land within the City’s urban growth boundary are not served by sanitary sewers. The first lies west of the railroad tracks in the vicinity of Dano Drive. The lands, totaling 33 acres, are owned by Jackson County which acquired them through property tax foreclosure. The second set of properties lies along North Phoenix Road north of Fern Valley, excluding the Peterbuilt site. Both are within the Bear Creek Sanitary Authority’s service area.

The Dano west property is isolated from other served lands by the railroad tracks. This barrier substantially increases the cost of extending services to this site. Table 2 describes the project and its construction components.

Table 2

Dano West – Waste Water Collection Projects				
Construction Date	Construction Material	Total Lineal Feet	Cost per lineal foot	Cost
After 2006	Plastic 8”	900	\$25	\$22,500
After 2006	Bore under	75	\$200	\$15,000
				\$37,500

Water System

This section presents a summary and evaluation of the future Phoenix water system under year 2008 demand conditions. (Note: the Water master Plan included a year 2015 population of 4630. The City's adopted Plan year 2016 population is 5,250. Assuming even growth throughout the 20 year period, the City will reach 4,630 people by 2008. The Water System Master Plan's references to 2016 have been changed to 2008 in this summary to reflect the adopted 2016 population.)

Pumping

The Phoenix supply pump station was upgraded in 1996 with two 1,200-gpm pumps. If the Phoenix water supply continues to be fed solely from this pump station, the 1,200 gallons per minute (gpm) firm pump station capacity is adequate to meet year 2008 maximum daily demand (MDD).

The supply pump station is currently at its maximum 1,200 gpm capacity because of pressure limitations in the 12-inch PVC transmission main. The 12-inch PVC discharge piping is rated for a maximum operating pressure of 120 pounds per square inch (psi). The current discharge pressure at the pump station is about 115 psi with the 1,200 gpm pump operating. Therefore, to increase capacity of the pump station above 1,200 gpm capacity, the discharge piping would need to be upgraded. The capacity of the existing 1,200 gpm pumps could be increased to about 1,400 gpm by upgrading the existing 11,400 feet of 12-inch transmission piping with 16-inch piping.

The existing 12-inch PVC transmission main is in good condition; the main does not have a history of leakage problems. The transmission main was installed in 1982. The expected life of the PVC transmission main can be expected to vary between 30 to 50 years, depending on the conditions to which the pipeline is exposed. A factor that may affect the reliability of the transmission main is the proposed road improvement on the pipeline route. If construction on the roadway occurs, adequate cover must be maintained over the PVC transmission main.

It is important that waterhammer and surge pressures are controlled to prevent pressure surges in the transmission main. It is recommended that the air-release valves on the pipeline and the pump control, and surge-relief valves at the supply pump station, be periodically checked to ensure they are operating according to their intended function.

The supply pump station does not have emergency backup power. If a power outage occurred at the pump station, the City would have to rely on storage to serve demands. The current supply and distribution

Storage volumes can serve approximately 2.9 days of year 2008 average daily demand (ADD). If this supply pump station continues to be the sole water supply for Phoenix, it is recommended that emergency power capability be installed to operate one pump during emergency power outages.

Proposed MWC
Water intertie

The MWC and the Cities of Talent, Phoenix, and Ashland are planning a new water intertie that will convey water south from the MWC water system. The preliminary route of the intertie is in the Bear Creek Greenway / OR99 corridor. When this proposed water intertie is constructed, the intertie could provide a second water supply to Phoenix. The existing Phoenix Supply Pump Station has adequate capacity to serve projected 2008 MDD. A second supply would provide redundancy and increase the reliability of the Phoenix water source.

It is recommended that Phoenix pursue a second water supply through the new intertie to provide backup for the Phoenix water supply. The capacity of the new supply connection should be about 1,200 gpm to meet 2008 MDD needs; this will allow the existing supply pump station to be out of service for maintenance or emergency situations without affecting the water supply to the Phoenix water system. If the new intertie is used as a supply source, the distribution pump station should be controlled cycle-on periodically to prevent stagnant water in the supply reservoirs.

To serve Phoenix by gravity from the new intertie, the minimum hydraulic grade line in the intertie near the City would need to be about 1,680 feet, assuming the new distribution reservoir overflow elevation is at 1,670 feet. If this hydraulic grade is not available in the intertie, Phoenix would need a new booster pump station to pump water from the intertie to the City's distribution reservoir.

Distribution Pump
Station

The Phoenix distribution pump station has three identical 25-hp pumps capable of delivering 500 gpm each. The firm pumping capacity of the distribution pump station is about 1,000 gpm. The distribution pump station does not have adequate capacity to meet year 2008 demands if this pump is the sole water supply for Phoenix. The pump station would need to be upgraded to about 1,200 gpm firm capacity. The maximum sustained capacity of the existing 12 inch PVC transmission main from the distribution pump station is about 2,000 gpm. At this flow rate, the fluid velocity in the pipeline is about 6 feet per second (ft/s) and the discharge pressure at the distribution pump station is about 70 psi.

If Phoenix is able to secure additional water supply through the Talent transmission main, upgrading the existing distribution pump

Station to 1,200 firm capacity gpm would not be a high priority.

However, the pump station will need to be upgraded with higher head pumps if the proposed new distribution reservoir is constructed at a higher overflow than the existing distribution reservoir. The proposed reservoir is discussed in more detail below. Because the 1.85 million gallons (MG) of supply storage is dependent on this pump station, it is recommended that emergency power capability be installed at this pump station.

Amerman Pump Station

The Amerman Pump Station does not have additional capacity for growth. This pump station currently serves just eight houses. Any additional growth in this service would require increasing the capacity of the pump station. The capacity at this pump station should be upgraded when actual growth occurs in this area. The Amerman Pump Station currently does not have any emergency power. If a power outage occurred at the pump station, the eight houses would be supplied directly from the distribution reservoirs, but with static pressures below 20 psi. When the pump station is upgraded, emergency power capability should be added.

Storage

Based on the storage criteria described above, the existing storage will not be adequate to serve the year 2008 Phoenix storage needs. The existing storage is adequate to serve up to a population of approximately 4,000 projected to occur in the year 2000.

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

The additional storage needed to meet year 2008 demands, assuming the distribution reservoirs are abandoned, is 0.80 MG. It is recommended that a new 1.0 MG reservoir be constructed at an overflow elevation of 1,670 feet to serve Phoenix. The 1.0 MG

reservoir will increase the storage available in the distribution service level that is not dependent on the distribution pump station. This new reservoir will increase the overall service pressure in the Phoenix water system by about 15 psi. The service pressures in the Phoenix water system would range between 40 to 90 psi with the new reservoir overflow elevation. The 90 psi areas are near Bear Creek and Fern Valley Road. The 40 psi areas are in southwest Phoenix.

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

Currently all of the City's storage is located on the southwest side of the city. It is recommended that new reservoir be located on the east side of Phoenix because future development is anticipated in this area. This would distribute storage to the east and west sides of Phoenix. The west side would have 1.85 MG of storage with the supply reservoirs; the east side would have 1.0 MG of storage with the new distribution reservoir. The location of the reservoir site can vary as long as the elevation is adequate for the proposed overflow elevation.

Pipeline

New pipelines are needed for the new distribution reservoir and new development outside the existing water system grid. The areas east and west of the freeway are currently interconnected with one 12 inch pipeline crossing under the freeway. A second freeway crossing is recommended to provide reliability and capacity to the water system. A second freeway crossing would allow the new distribution reservoir to adequately serve the areas west of the freeway. The proposed pipeline sizes serving the new developments are preliminary, and assume residential development.

With the new distribution reservoir overflow elevation and proposed pipelines, the service pressures in the system during MDD will range between 40 to 90 psi. The 40 psi areas are in the southwest area of Phoenix, west of the railroads tracks. The 90 psi areas are near Bear Creek and Fern Valley Road. The piping network is adequate to serve MDD in the distribution system.

The future system is adequate for reservoir refilling during low demands. The discharge pressure at the distribution pump station can be expected to be about 60 psi during reservoir refill. The pump

Station was assumed to be supplying a future flow of 1,200 gpm during reservoir refill. The highest pressures occur near Bear Creek and Fern Valley Road at about 90 psi during reservoir refill.

Fire Flow

The proposed future system, as shown in the Water System Map, was analyzed for fire flows under MDD. Additional fire flow locations for future development were included in the analysis. The fire flows were analyzed assuming the water surface elevation in the new distribution reservoir is at 1,668 feet elevation. The distribution pump station was assumed to be not in use.

The results of the fire flow analysis for the proposed future system indicate that fire flows will be adequate in all areas except at the Associated Fruit Company. The available fire flow to this area is about 2,500 gpm without the distribution pump station operating. With the distribution pump station supplying 1,000 gpm during the fire flow, below the required amount. The Associated Fruit Company is served mainly by an existing 10 inch and 8 inch grid. No improvements are recommended at this time to the existing grid.

Capital Improvements

The improvements are prioritized according to the importance and immediacy of the needs. The high-priority improvements are those required to meet existing system needs and improve fire flow and overall reliability; this includes replacing polybutylene services, fixing leaks, installing emergency power to the pump stations, and increasing service pressures.

The improvements that are needed to meet future growth are lower priority. Improvements for future growth should be constructed by developers as the system grows; however, improvements that benefit the existing system and are needed for future overall growth, such as the new distribution reservoir, could be installed before development occurs.

The high-priority improvements should be implemented in years 1997 to 1999 under Phase I improvements. The lower-priority improvements are scheduled in 2-year increments from year 2000 to year 2008. The improvements were prioritized with input from Phoenix staff. Table 4 presents the first 2 year improvements from 1997 to 1999. Table 5 describes the recommended improvements for the 12 year period.

Table 3

1997 to 1999 Phase I Capital Improvement Plan

Priority	Proposed Improvement	Purpose	Money Allocated for Implementation Period (\$)				
			1997	1998	1999		
Pipeline							
1	Install 2,200 feet of 16-inch pipeline from intersection of Oak St. and Main St. across freeway to future 12-inch Winmar development main.	Reliability and future growth	254,000				
2	Install 1,200 feet of 18-inch pipeline from 16-inch main at freeway crossing to new distribution reservoir.	New distribution reservoir utilization and future growth					119,000
3	Upgrade 400 feet of existing 8-inch main to 12-inch main on Oak St. from Main St. to Church St.	Increase fire flow capability in existing system					31,000
	Subtotal Pipeline		254,000				150,000
Talent Transmission Main Connection							
1	Talent water transmission main supply connection, assume gravity supply with meter and vault.	Supply reliability					95,000
	Subtotal Controls						95,000
Pump Station Upgrade							
1	Install portable emergency power to operate one 100-hp pump at the supply pump station, assume mobile engine generator.	Reliability	60,000				
2	Install permanent emergency power to operate two future 600-gpm pumps at the distribution pump station, assume weatherproof engine generator on concrete pad.	Reliability			80,000		
3	Upgrade existing distribution pump station to firm capacity of 1,200 gpm; replace three existing pumps, assume minimal building modifications.	Future growth				162,000	
	Subtotal Pump Station Upgrade		60,000		80,000	162,000	
Reservoir							
1	Construct new 1.0-MG distribution reservoir.	Increase existing service pressure and for future growth					
	Subtotal Reservoir						
Maintenance							
1	Replace polybutylene services.	Reliability	24,000	24,000	24,000	24,000	24,000
2	Replace old asbestos cement mains.	Reliability	10,000	10,000	10,000	10,000	10,000
3	Conduct leak survey; conduct spot check every 5 years.	Reliability			10,000		
4	Conservation	Conservation	3,000	3,000	3,000	3,000	3,000
	Subtotal Source		37,000	37,000	47,000	37,000	37,000
	Total Phase I Capital Improvement Plan		97,000	291,000	127,000	199,000	282,000

Table 4

1997 to 2008 Capital Improvement Plan

Priority	Proposed Improvement	Purpose	Money Allocated for Implementation Period (\$)			
			Phase I 1997 - 1999	Phase II 2000-2002	Phase III 2003 - 2005	Phase IV 2006 - 2008
Pipeline						
1	Install 2,200 feet of 16-inch pipeline from intersection of Oak St. and Main St. across freeway to future 12-inch Winmar development main.	Reliability and future growth	254,000			
2	Install 1,200 feet of 18-inch pipeline from 16-inch main at freeway crossing to new distribution reservoir.	New distribution reservoir utilization and future growth	119,000			
3	Upgrade 400 feet of existing 8-inch main to 12-inch main on Oak St. from Main St. to Church St.	Increase fire flow capability in existing system	31,000			
4	Install 1,300 feet of 12-inch pipeline from Fern Valley Rd. north to new development.	Future growth		100,000		
5	Install 3,000 feet of 12-inch pipeline from Dano Dr. and Arana Dr. to new development.	Future growth			231,000	
6	Install 3,000 feet of 12-inch pipeline from B St. to south area development near Camp Baker Rd. and Colver Rd.	Future growth				231,000
7	Install 1,500 feet of 8-inch pipeline for south area development near Camp Baker Rd. and Colver Rd.	Future growth				81,000
8	Install 900 feet of 12-inch pipeline from new distribution reservoir to new East Hill development.	Future growth				69,000
	Subtotal Pipeline		404,000	100,000	231,000	381,000
Talent Transmission Main Connection						
1	Talent water transmission main supply connection, assume gravity supply with meter and vault and \$40,000 MWC SDC.	Supply reliability	95,000			
	Subtotal Controls		95,000			
Pump Station Upgrade						
1	Install portable emergency power to operate one 100-hp pump at the supply pump station, assume mobile engine generator.	Reliability	60,000			
2	Install permanent emergency power to operate two future 600-gpm pumps at the distribution pump station, assume weatherproof engine generator on concrete pad.	Reliability	80,000			

Priority	Proposed Improvement	Purpose	Money Allocated for Implementation Period (\$)			
			Phase I 1997 - 1999	Phase II 2000-2002	Phase III 2003 - 2005	Phase IV 2006 - 2008
3	Upgrade existing distribution pump station to firm capacity of 1,200 gpm; replace three existing pumps, assume minimal building modifications.	Future growth	162,000			
	Subtotal Pumping		302,000			
Reservoir						
1	Construct new 1.0-MG distribution reservoir.	Increase existing service pressure and for future growth		675,000		
	Subtotal Reservoir			675,000		
Maintenance						
1	Replace polybutylene services.	Reliability	120,000			
2	Replace old asbestos cement mains.	Reliability	50,000	50,000	50,000	50,000
3	Conduct leak survey; conduct spot check every 5 years.	Reliability	10,000	10,000	10,000	10,000
4	Conservation	Conservation	15,000	15,000	15,000	15,000
	Subtotal Maintenance		195,000	75,000	75,000	75,000
	Total Capital Improvement Plan		996,000	850,000	306,000	456,000

Finance

The Water System Master Plan identifies \$2.6 million dollars of projects over the twelve year planning horizon. Approximately, \$874,000 of the total is related to future growth. Those improvements that provide improve services for the existing residents (reliability and pressure) and provide for future growth total \$1.1 million. Finally, those improvements that are needed for the existing system, not considering growth, total \$686,000. The finance section assumes that the cost burden for projects that benefit existing residents and future growth are logically split 50:50.

It is likely that a portion of the capital improvement costs can be secured through grants from the federal or State government. However, those grants are growing increasingly rare. Most of the federal and State water system improvement programs are for loans. Those that do provide grants are targeted to low income or distressed communities, or based upon a private sector job creation (i.e. improvements must be related to the siting of a new or the expansion of an existing employer).

Based upon this overview and the City's relative wealth compared to other communities in the State and nation, only 20 percent of the total capital improvement cost is assumed to be in the form of grants. That places the balance of the costs, roughly two million dollars, on City revenue sources.

Transportation

The transportation system is described within the Transportation Element. The discussion here is limited to needed maintenance and capital improvements.

Pavement Management

In late 1995 the City initiated a pavement management program. Pavement management ensures that the quality of pavement is maintained and thus avoids the reconstruction of roadways. Each segment of the City’s system was evaluated for following defects; alligator cracking, transverse cracking, longitudinal cracking, and raveling. Through these ratings the appropriate remedy or pavement treatment was derived.

Like most maintenance, pavement management is much more cost effective than replacement. In fact, the cost to rebuild a roadway, once deteriorated, is roughly two and one-half times as expensive as maintaining the quality of the pavements through periodic overlay and sealing.

Map 1 details the results of the 1995 evaluation by overall condition. Only 0.14 miles of roadway are beyond maintenance treatments and require reconstruction. The objective of the pavement management program is to prevent deterioration to that extent in the future.

The pavement management program will help to identify specific pavement management projects on an ongoing basis. Overall program scope and funding should rely upon standard engineering pavement life and maintenance requirements. Based upon these standards and average conditions, thin lifts should be applied to minor roads every nine years. This approach yields an annual required expenditure for pavement management of \$94,569 (excluding reconstruction and periodic crack sealing). Table 6 details the mileage by treatment.

Table 5

Pavement Management Treatment Needs	
Pavement Treatment	Miles
Thin Lift (1 inch)	8.71
Thin Lift (1.5 inch)	1.65
Reconstruction	0.14

Existing funding is insufficient to cover the cost of maintaining existing roadways. The finance section itemizes the sources of funding available to cover the needed investment.

System
Improvements

Few roadway projects will be needed to increase capacity for motor vehicles during the planning period. The majority of roadway improvement projects included in the following sections focus on improving the network to serve other modes of transportation; particularly walking and biking. But the bulk of the money will go toward projects which improve motor vehicle operations (\$22 million of the \$29 million total).

The City, Oregon Department of Transportation and Jackson County each have responsibilities for segments of the local transportation system. This joint ownership provides an opportunity to share the cost of some needed roadway improvements. Projects where the City along with another jurisdiction would jointly fund the improvement are listed in Table 7. Projects shown in italics are needed but are not expected to be funded during the planning period.

These improvements will serve the entire City as well as an extensive area beyond the urban growth boundary. The regional function and their ownership by other agencies warrants that the cost of these projects be borne by State, County or regional sources. Additionally, the City has no jurisdictional authority or financial capability to schedule or initiate these projects. The City does advocate construction consistent with the time frames established within the Regional Transportation Plan.

Not included in Table 7 are improvements to the Fern Valley – Interstate 5 (I5) interchange. Three separate projects are planned for the interchange; Fern Valley and north bound on-ramps, Fern Valley and south bound on-ramps, and the Fern Valley interchange with I5. These projects will be fully funded through State and Federal funds. The ramps are considered short range projects (1996 – 2000) while the interchange reconstruction is long range (beyond 2008).

A key issue relating to improvement on State and County roads within the UGB is which jurisdiction will ultimately have responsibility for maintenance. It has been Jackson County's preference to transfer jurisdiction to cities upon improvement of County rural roadways to urban standards. In 1995 Medford accepted jurisdiction for parts of OR99 within its city limits in return for a direct State payment. Clearly, both the County and State are motivated, for financial reasons, to focus on their extensive countywide and statewide networks and leave urban streets to the cities. While improvement of all roadways within the UGB to urban standards is highly desirable, transfer of jurisdiction can place future financial burdens upon the City in the form of additional pavement management costs. Together, the State and County own almost 7.5 lane miles of streets within the UGB (42 percent of the total mileage within the UGB). If the City accepted maintenance responsibility for these

roads, and assuming that these pavements were in good or excellent condition the City would need to add approximately \$135,000 to its annual pavement management budget (not adjusted for inflation) excluding any operations costs (i.e. sweeping, pot hole patching, storm drain cleaning, etc). The costs associated with acceptance of jurisdictional responsibility for State and County roadways have not been included in the financial section.

Table 6

Project Location	Project Description
Bear Creek Drive (Phoenix), Oak St to 6 th St	Widen to provide curb, gutter, bike lanes and sidewalks
Houston Rd, Phoenix UGB to Colver St	Widen to two lanes with curb, gutter, bike lanes and sidewalks
Luman Rd and Fern Valley Rd	Install new traffic signal, realign four-way intersection
Main St (Phoenix), Oak St to 4 th St	Widen to provide curb, gutter, bike lanes and sidewalks
Rogue Valley Hwy and Bolz Rd	Install new traffic signal, right turn lane, modify turning radius
Rogue Valley Hwy and First St	Install new traffic signal, right turn lane, modify turning radius
Rogue Valley Hwy and Fourth St	Install new traffic signal, right turn lane, modify turning radius
Rogue Valley Hwy, Bear Creek Dr to Rose St	Widen to provide curb, gutter, bike lanes and sidewalks
Rogue Valley Hwy, MPO Limits to Bear Creek Dr	Widen to provide curb, gutter, bike lanes and sidewalks
<i>Rogue Valley Hwy, Rose St to Stewart Ave</i>	Widen to provide bike lanes
<i>Alford Frontage Rd, Fern Valley Rd to 2,600 ft north</i>	Realign and reconstructed three lane roadway
<i>Fern Valley Rd, bridge</i>	Widen bridge structure
Fern Valley Rd and Alford	Install new traffic signal
Rogue Valley Hwy and Fern Valley Rd/Cheryl Ln	Realign Intersection and Upgrade Signal
<i>Colver Rd, Pacific Ln to Pioneer</i>	Widen to provide curb, gutter, bike lanes and sidewalks
<i>Hilsinger Rd, Camp Baker Rd to Pacific Lane</i>	Widen to two lanes with curb, gutter, bike lanes and sidewalks

Improvements to City owned streets and roads during the planning period are estimated to total \$4,340,000. Projects are distributed throughout the City and largely focus on improving the utility of the roads for all modes of travel. Only improvements to Fern Valley Road provide for additional vehicle capacity in the form of new traffic lanes. Table 8 lists City system improvements, including the type of projects, benefits, time frame, and cost. (Note: Overlap between improvement projects included in Table 8 and reconstructions of poor pavements have not been identified. The double counting would have the effect of reducing the needs set out in the financial section).

Besides being the only project which would add lanes to the City's transportation system, Fern Valley Road is uniquely costly. It represents almost 45 percent of the total outlay for improvements on the City's network. Due to the extraordinary expense and its regional function, the financial section assumes that only 20 percent of the total project cost will be borne by the City. The balance will be paid through either region, State or Federal grants. (Note: The City will also use region, State, or Federal grants for other local projects if available although it is assumed, within the financial section, that they will be unavailable).

With only 20 percent of the Fern Valley Road improvements being the responsibility of the City, the distribution of costs through the planning period is more even. Yet even still, the long-term projects account for slightly more than 40 percent of the improvement needs. The Table 9 summarizes projected improvements costs by time period (including only 20 percent of the Fern Valley Road project).

Table 7

Phoenix Street System Project List ⁴																	
Project Location	Impvt. Category	Project Description	Vehicle	Bicycle	Pedestrian	Transit	Freight	Access	Economic	Safety	Operations	Trk Tffc	Urb Upgrd	Project Phasing	Proj. Dist. (mi.)	Unit Cost (per mile)	Project Cost
Cheryl, Rose to rogue Valley Hwy (Hwy 99)	Urban upgrade	Widen to provide curb, gutter, bike lanes and sidewalks		\$	\$					#			#	Short range	0.3	\$1,000,000	\$300,000
Bolz, Rogue Valley Hwy (Hwy 99) to Fern Valley Rd	Urban upgrade	Widen to provide curb, gutter, bike lanes and sidewalks		\$	\$					#			#	Short range	0.1	\$1,000,000	\$100,000
Colver Rd, Houston St to First St	Urban upgrade	Widen to provide curb, gutter, bike lanes, sidewalks and storm drain	\$	\$	\$					#			#	Short range	0.2	\$1,300,000	\$260,000
Oak St, Rose to Bear Creek Dr (Hwy 99)	pedestrian	Add sidewalks			\$					#				Short range	0.2	\$100,000	\$20,000
First St, Colver Rd to Bear Creek Dr (Hwy 99)	Urban upgrade	Widen to provide curb, gutter, bike lanes and sidewalks	\$	\$	\$					#			#	Medium range	0.5	\$1,300,000	\$650,000
Fourth St, Colver to Bear Creek Dr (Hwy 99)	Urban upgrade	Widen to provide curb, gutter, bike lanes and sidewalks	\$	\$	\$					#			#	Medium range	0.4	\$1,300,000	\$520,000

⁴ Preliminary Draft Reginal Trnsporatatin Plan, David Evans & Associates, October, 1995
 Cheryl Lane project – City of Phoenix addition to Regional Plan list
 As Amended Ord. No. 787
 March 2, 1998

CITY OF PHOENIX

PUBLIC FACILITIES ELEMENT

Table 7 (continued)

Hilsinger Rd, Pacific Lane to first St	Urban upgrade	Widen to two lanes with curb, gutter, bike lanes and sidewalks	\$	\$	\$		#	#	#	Long range	0.2	\$1,300,000	\$260,000		
Fern valley Rd, Rogue Valley Hwy to UGB (east)	Major	Widen to five lanes with curb, gutter, bike lanes and sidewalks	\$	\$	\$	\$	\$	#	#	#	#	Long range	0.6	\$3,200,000	\$1,920,000
Colver Lane, First St to Pacific Lane	Urban upgrade	Widen to provide curb, gutter, bike lanes and sidewalks		\$	\$			#		#	Long range	0.4	\$1,000,000	\$400,000	
Hilsinger Rd, First St to Colver Rd	Urban upgrade	Widen to two lanes with curb, gutter, bike lanes and sidewalks	\$	\$	\$			#	#	#	Long range	0.2	\$1,300,000	\$260,000	
												Total cost of Short term Projects	\$680,000		
												Total cost of Medium term Projects	\$1,170,000		
												Total Cost of Long term Projects	\$2,840,000		
												Total Cost all Projects	\$4,690,000		

Table 8

Local Roadway Improvement Costs by Improvement Period			
Time Period	Years	Projected Cost	Percent of Total
Short-term	1996 to 2001	\$680,000	22%
Medium-term	2002 to 2008	\$1,170,000	37%
Long-term	2009 & beyond	\$1,304,000	41%
Total		\$3,154,000	

Note: Long-term projects include only 20% of the cost of Fern Valley Rd.

The needs outlined in Table 8 are included in the financial section of the Plan.

The only area not served by streets is Dano West, previously described within the Sanitary Sewer Section. One proposed improvement would extend Cheryl Lane west from its existing terminus, over the railroad tracks and to a point approximately 1,000 feet west of the existing tracks.

Streets for Unserved Areas

With the realignment of Cheryl and Fern Valley Road, the extension of Cheryl to serve this area represents one of several alternatives. Table 9 below summarizes the costs of the Cheryl Lane extension.

Table 9

Cheryl Lane Extension					
Project Name	Construction Date	Major Phase	Total Lineal Feet	Cost per Lineal Foot	Cost
Dano West	After 2005	Railroad Crossing	75	\$1,000	\$75,000
Dano West	After 2005	Collector Street Const.	1700	\$560	\$952,000

Storm Drain System

Most of the City is not served by storm drain system. Consequently, storm water runoff is not contained or managed. Those areas served by storm drain systems (subdivisions constructed after 1979) are based upon small drainage area plans and are not integrated. Additionally, existing storm drain systems serving lands west of the Phoenix Irrigation Canal utilize the canal system as a primary receiving “stream” for runoff.

While the irrigation canal eventually flows into Bear Creek it is not designed nor managed for storm runoff. There have been instances when the canal has overflowed during heavy storm flooding adjacent lands.

Open ditches, used for irrigation water distribution and storm drain runoff are poor substitutes for a planned storm water management system. Integrating these structures, however, may be possible if storm water retention is a priority. Providing pre-treatment of storm water run-off prior to entering Bear Creek or other water courses reduces pollution, nutrient and sediment loadings. It is anticipated that water quality regulations protecting Bear Creek will increasing limit direct storm water discharges.

Developing a storm drain plan is essential to creation of a storm drain system. Ad hoc approaches will not work. The financial section includes the cost for engineering and planning for a storm drain system.

Financing

The public facility needs are great. Greater than a casual observer might imagine. The Plan has inventoried existing systems, identified deficiencies, and described new projects to serve previously unserved areas. Now the key question is whether the funding is adequate to meet the identified needs? At the present time the answer is a resounding NO!

Without new funding many of the needs described in this plan will go unmet. It is the objective of the plan to match needs and resources. To the degree that additional resources cannot be garnered, then the Plan's scope must be limited to match the forecast revenues. For instance, if insufficient revenues are available for roadway pavement management, then a strategic approach to planned pavement deterioration must be devised. In other words, selected roadways will be allowed to return to gravel. It is crucial that limited resources be targeted to gain the highest community benefit. In the case of pavements, it is by maintain good and excellent condition surfaces in that same condition.

The City has a well-balanced public facilities financing system. It uses a combination of direct payment for service, user fees, and development fees to generate revenue. Unfortunately, the diversity of funding does not yield the required revenue to keep pace with maintenance, system wide improvements, and systems expansions. The waste water collection, water distribution system, and transportation systems are underfunded. Only through dramatic increases in fees will the City be able to keep pace with the demand. Table 10 illustrates revenues, how they are used, and the deficit or surplus by function.

Table 10

Public Facilities Financing

Transportation					FY 95-96 Forecast Revenue	Note
Funding Source	Operations & Mainten.	Pavement Managmt.	Rehabili- tation	Capital		
Transportation SDC				\$32,300	\$32,300	1
Street Fund (State Gas	\$144,800	\$18,200			\$163,000	
Transportation Utility		\$48,000			\$48,000	
Misc. Income	\$7,500				\$7,500	
Misc. State Grants			\$25,000		\$25,000	
Total	\$152,300	\$66,200	\$25,000	\$32,300	\$275,800	
Estimated Annual Need	\$152,300	\$94,569			\$472,258	2
Total Need (Capital)			\$140,000	\$4,181,000	\$472,258	2
Annual Surplus/(Deficit)	\$0	\$28,369	N.A.	N.A.	(\$196,458)	
Sewage Collection					FY 95-96 Forecast Revenue	
Funding Source	Operation & Mainten.	Rehabilita- tion	Exten/Exp	Treatment & Trans.		
Sewer user fees	\$74,376	\$0	\$0	\$67,940	\$152,000	3
Estimated Annual Need	\$79,218	\$30,500		\$67,940	\$192,658	4
Total Need (Capital)			\$160,000			
Annual Surplus/(Deficit)	(\$4,842)	(\$30,500)		\$0	(\$40,658)	
Water System					FY 95-96 Forecast Revenue	
Funding Source	Operation & Mainten.	Rehabilita- tion	Capital	Supply		
Water user fees	\$364,000	\$0	\$0	\$50,000	\$414,000	5
Water Res. Fund (SDC)			\$37,500		\$37,500	
Property Tax				\$105,200	\$105,200	6
Total	\$364,000	\$0	\$37,500	155,200	\$556,700	
Estimated Annual Need	\$365,631	\$48,400		\$142,000	\$538,831	
Total Need (Capital)			\$2,608,400			
Annual Surplus / (Deficit)	(\$1,631)	(\$48,400)	N.A.	\$13,200	\$17,869	
Storm Water Collection					FY 95-96 Forecast Revenue	
Funding Source	System Plan	Operation & Mainten.	Capital	Treatment		
None						
Estimated Need	\$12,000	??????????	??????????	??????????		
Surplus / (Deficit)	(\$12,000)					

Financial Notes and Definitions

Operations and Maintenance: Includes the regular activities to keep the systems functioning. Activities such as inspection, cleaning, patching, emergency repairs, and low cost maintenance activities are included.

Pavement Management: The periodic sealing or overlay of streets whose pavements are in fair, good or excellent condition.

Rehabilitation: The replacement of significant parts of the existing system that are deteriorated beyond repair.

Capital: The expenses associated with the expansion of the existing system to meet new demands due to growth.

Treatment & Transmission: Cost for the transportation and treatment of local sewage through and to regional facilities.

Supply: Costs for purchases and transmission of Lost Lake water, including bonded indebtedness.

System Plan: The costs for the development of a storm drain master plan.

NOTES:

1. Does not include interest earnings
2. Estimates of annual maintenance & rehabilitation need are based upon average outlay (not adjusted for inflation) during the 1995 – 2015 period to bring all City roads to “good or better” condition.
3. Reconstruction costs are limited to existing needs and are not ongoing.
4. Includes \$5,000 from connection fees.
5. Capital cost through 2006
6. Includes utility fees (\$25,000) and miscellaneous income (\$5,000). Capital expenses in FY95/96 budget includes the reconstruction of pump station (app. \$95,000) which was funded through cash carry forward
7. Includes \$9,6000 property taxes from prior years
8. There is some overlap between transportation extension and expansion projects, and needs identified within pavement management projects

- Goal 1 To ensure that the City’s public facilities are designed, developed, and maintained to ensure their reliability, safety, and cost effectiveness.

- Policy 1.1 The City shall endeavor to generate and budget sufficient revenues to meet the needs according to the following priority order: 1) operations, 2) maintenance, and 3) expansion

- Policy 1.2 The costs for expansion of system capacity shall be borne by new development. System development charges shall be updated annually to account for modifications in standards, the adoption of new system master plans, availability of engineering specifications, or other factors which have the effect of changing the adopted capital improvement program. For purposes of this policy, the term system capacity shall also include the addition of bicycle paths and sidewalks as new transportation modes.

- Policy 1.3 The costs to operate and maintain the developed system shall be shared as equitable as possible by all users according to demands placed upon the system. Water and sewer user fees, and transportation utility fees shall be reviewed to consider all costs associated with operations and maintenance of their respective systems. The Council shall consider annual adjustments to account for changing system needs, demands, and the adoption of system master plans.

- Goal 2| The City shall structure deferred improvement charges, system development fees, and user fees in a manner to avoid double charging.

- Goal 3 Manage and coordinate City-wide storm water runoff.

- Policy 3.1 The City shall provide for the design, development, and maintenance of storm drain system.

- Policy 3.2 The council shall consider the adoption of a storm drain master plan. The Plan should be the basis for storm drain system development charge and storm drain utility fees.



CITY OF PHOENIX

Comprehensive Land Use Plan

ENERGY CONSERVATION

August 17, 1984

Salem

As Amended

August 20, 1984 (Ordinance No. 576)

Approved by DLCD August 17, 1984

SECTION IX

ENERGY CONSERVATION

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SECTION IXENERGY CONSERVATIONINTRODUCTION

Oregon and the Northwest in general have enjoyed readily available and relatively low-cost energy over the past several decades. We have almost taken for granted its availability. However, in the 1980s we are more aware of increasing energy costs, finite supplies of resources, and are actively seeking ways to conserve energy and develop energy alternatives.

The availability of energy resources, and the ways we utilize the energy we have, will become increasingly important to Oregon and to Phoenix in the future. Oregon might be described as an “energy deficient” state. We have no major oil reserves, no capacity for refining petroleum products, and can produce only about 55 percent of our own electricity. Nearly all of our natural gas is imported from Canada or the Rocky Mountain states. Overall, we are dependent upon outside sources for about 87 percent of all the energy we use in Oregon.

Although the utility companies that provide the energy we use are continuing to seek ways to meet our growing energy needs, there are indication that all future needs will not be met, unless we become more conservative an innovative in our energy consumption.

This section of the Phoenix Comprehensive Plan is intended to provide basic information pertaining to energy, to describe the major source of both “conventional” and “alternate” energy, and to point out some programs or activities the City of Phoenix may utilize and policies we may follow to guide planning and development in the future to ensure that we will be making the best use of our energy resources.

Statewide Planning Goal #13 (Energy Conservation) is:

“TO CONSERVE ENERGY.”

“Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.”

This section of the Comprehensive Plan will provide an inventory of the major energy resources available at this time and also provide a summary of alternative sources that are either becoming more popular, or are currently under study for possible future use. Following this discussion is a set of policies to direct the City’s future land use planning and development actions.

INVENTORY OF CONVENTIONAL ENERGY SOURCES

The most common "conventional" methods of producing energy include coal, nuclear, hydroelectric and petroleum. These are the major energy-producing resources in use today. As previously stated, Oregon is an energy importing state without major fossil fuel reserves. We do have many rivers with hydroelectric facilities, but this source accounts for a relatively small portion of the total energy demand.

ELECTRICITY:

Oregon's electricity is supplied through a complex network of facilities that includes the Columbia River power system via the Bonneville Power Administration (BPA), and generating facilities operated by Portland General Electric (PGE), Pacific Power and Light (PP&L), Idaho Power Company, and the Eugene Water and Electric Board (EWEB).

Pacific Power and Light Company (PP&L) is the exclusive distributor of electricity in Jackson County, and serves electricity customers in six states. Approximately 78 percent of PP&L's generating capacity comes from thermal facilities, located primarily in Washington and Wyoming, and the remaining 22 percent from hydroelectric facilities. The company has 33 hydroelectric plants throughout the Northwest and seven steam-electric plants. During 1979, the hydro plants produced only about 13 percent of the total system load, due in part to low river flows. The steam-electric plants produced about 66 percent of the total. The remaining 21 percent of the load was purchased from other systems under long-term exchange agreements and contracts. Through such agreements, the company is able to sell excess summer energy to warm localities such as Southern California, then purchase additional energy to meet peak winter demands in colder areas.

PP&L is also involved in the production of fossil fuels used in generation of energy. NERCO, Inc. (Northern Energy Resources Company), a wholly-owned subsidiary of PP&L, controls coal reserves of 1.3 billion tons in Montana, Wyoming and Alabama. PP&L also owns a 50 percent interest in a coal mine in Centralia, Washington, near the location of one of its plants. Its vast coal reserves appear to be adequate for at least the next two decades. A major problem, however, is in the production of electricity from the resources and transmitting it to the users. Although there is a growing awareness of the need for more electricity, there is also a growing concern for the environment and related air and water quality concerns that often pose major obstacles to the development of new major facilities and transmission lines.

The largest coal operation is the Decker Coal Company in Montana, which has reserves estimated at 522 million tons of strippable low-sulfur, low-ash coal, of which 307 million tons are committed to delivery through 2003. Although the coal appears to be available, the generation facilities do not have the capacity to meet future needs. Without new or expanded facilities or extraordinary conservation efforts, PP&L could experience an electrical energy shortage of as much as 34 percent by 1990. As a result, PP&L is looking at all possible alternatives, including hydroelectric, wind and geothermal facilities. Even with the development of alternative energy supplies and a major conservation effort, we could see a 15 percent deficit by 1990.

PETROLEUM:

Petroleum products are available primarily in the forms of residual oil, distillate oil, gasoline, and diesel fuel. Unlike other forms of energy that are supplied by utility companies, these are provided through many private distributors and retail outlets.

Residual oil is used primarily for large-scale heat generation, such as commercial and institutional space heating and industrial process heat. Distillate oil is used primarily for heat generation also, but usually for smaller applications. The main uses are for residential space heating and orchard heating.

Gasoline and diesel fuels are used almost exclusively for vehicular applications. The primary use is for highway transportation, although a smaller proportion is consumed in off-road use such as for agricultural and timber operations and for industrial machinery.

The future supply and availability of petroleum products is uncertain. The Country's partial reliance on foreign oil, combined with rising costs of imported and domestic oil and continuing political unrest in the middle-eastern oil producing countries, has led to increased pressure to conserve gas and oil, turn to other energy source whenever possible, and increase domestic production. The major oil companies claim to be affected by many of the same obstacles experienced by PP&L and other utilities. Increasing environmental regulations, public attitudes caused in part by rising prices, regulatory delays, and rising production costs are hampering efforts to produce additional energy. Given these factors, it is expected that gas and oil prices will continue to increase in the near future, although we are currently (1984) experiencing a leveling-off of prices and the retail prices of regular gasoline in Jackson County have actually dipped below a dollar per gallon. Because of the many factors and uncertainties, it is impossible to predict future supply at this time. It will be to the City's advantage to seek ways to reduce community reliance on petroleum and to ensure that future development is especially energy-efficient in the transportation sector, which is the area most vulnerable to fuel shortages.

NATURAL GAS:

Natural gas is distributed in Jackson exclusively by C P National, a private utility. C P National is also a distributor of electricity, water, natural gas, and telephone service in small urban and rural areas of Oregon, California, Nevada, Utah, and Arizona.

Approximately 62 percent of the natural gas supplies coming into our local area originate in Canada with the balance coming from domestic sources in the Rocky Mountain States, according to the Medford office of C P National. Northwest Pipeline Corporation transports the natural gas from the sources of supply in Canada and the Rockies to the Northwest. This company is aggressively exploring for new reserves and now has proven reserves that are equivalent to 16.7 times their 1979 production.

C P National also has an interest in major storage facilities. There are two liquefied natural gas (LNG) facilities at Plymouth, Washington; each capable of holding LNG convertible to 1.2 billion cubic feet of natural gas. Another storage facility is located at Centralia, Washington. This is a "salt-dome aquifer" into which natural gas is pumped during times of low demand and held under pressure until needed.

C P National owns a peak shaving plant in Medford which is capable of making pipeline quality gas and sending it into the distribution system anytime there is a shortfall in supply during critical periods or in the event of a major disruption of the transmission line.

C P National serves over 50,000 natural gas consumers, most of whom are located in Southern Oregon. Residential customers use gas primarily for heating and water heating. Also, most of the mills in the Rogue Valley use natural gas for drying and steam processing.

The natural gas supplies for this area are foreseen by C P National as being adequate now and sufficient to meet demands well into the future. The price has risen dramatically over the past few years, primarily due to the Canadian export pricing policies and the deregulation of domestic natural gas. It is expected that natural gas prices in the future will continue to track the world price of imported crude oil insofar as that percentage which comes from Canada is concerned. Those in the gas industry are continuing their efforts to reduce our dependence on Canadian natural gas through such projects as the Alaskan gas pipeline, research into "geopressure" gas in the Gulf Coast area, and new local resources. There are some indications that limited natural gas resources may exist in Jackson County and these too will be explored.

NUCLEAR POWER:

Although nuclear power plants are now operating and providing electricity, the possibility of decreasing the 34 percent projected electrical energy shortage in 1990 through expanded nuclear facilities is considered unlikely. According to PP&L, nuclear plants contain financial risks, uncertainties related to fuel and waste disposal, and long time periods for development of the facilities. A new nuclear power plant today would not be producing until well into the 1990s. Another obstacle that cannot be overlooked is the growing opposition to nuclear power on the part of the public, probably heightened somewhat by accidents, mismanagement, uncertainties of waste disposal methods and locations, and the financial and planning problems, such as those related to the WPPSS project in Washington State.

ALTERNATIVE ENERGY SOURCES

Alternative methods of producing energy include the use of such resources as wind, sun (solar), geothermal, wood waste, and biomass. For the most part, these sources are currently in various stages of development, experimentation, or limited use. A brief discussion is contained here to familiarize the reader and user of this document with these newer innovations. As new breakthroughs occur and as more information is developed, this section of the Plan will be updated to reflect those changes.

WIND

Utilizing wind energy is not new and has been used for decades in Oregon for pumping water and small scale generation of electricity. There are two basic opportunities for generating electricity from the wind. These are (1) small local units to supplement other electricity sources and (2) large wind-powered generating units that are capable of contributing to the regional power grid. Small units are currently being used for a variety of purposes in Oregon. The south coast area is an area of high wind that may be suitable for larger scale generators. PP&L is presently constructing and testing such generators near Coos Bay. On a large scale, the costs are considerably higher to produce electricity by this method, according to PP&L. The costs of electricity from the Coos Bay wind turbine is expected to be in the neighborhood of 10¢ per kilowatt-hour, compared to the present average cost of 2.3¢ per kilowatt-hour.

Although small-scale wind generators could be effective in reducing total electrical consumption, the costs will be high for the individual and probably not cost-effective for larger scale application during the next five to ten years.

GEOHERMAL

Geothermal energy production is a major possibility that is being studied by several utility companies. However, at this time, there are a number of unknown factors, including costs of production, environmental impacts, reliability, and availability of the needed technology. Without these issues solved, geothermal will not be an energy source that a large proportion of the state can rely on over the next ten years. Locally, there are no known geothermal sources. The nearest are in the Klamath Falls area where geothermal wells are being used primarily for heating purposes.

SOLAR

Tapping the resources of our sun may become a major industry in the near future and the development of major-electric generating stations are not beyond the range of possibility. However, because of inadequate technology, the utility companies are reluctant to risk a major investment in this area at this time. Experimentation facilities are in place in some areas where there is an abundance of sunshine, such as Arizona, but not likely in the Rogue Valley.

Solar heating is probably the most feasible use of the sun that is available and adaptable for use in the Rogue Valley. A study conducted by the U.S. Department of Energy in 1978 entitled "Solar Energy for Pacific Northwest Residential Heating" found that, based upon climatic factors, the attractiveness of solar heating is better for most Pacific Northwest locations studied than for other typical northern locations. This study also stated that the most attractive areas in the Pacific Northwest for solar heating applications are the Richland/Prosser area of Washington and the Medford area of Oregon.

The Oregon Department of Energy is actively promoting solar applications, both passive and active, and stated in its document entitled "Community Energy Planning" that, in general, passive solar design for residential and commercial use is cost-effective throughout Oregon. Many communities throughout the country are developing solar energy or solar access ordinances or modifying building codes to include solar considerations. It has been determined by numerous experiments and studies that relatively inexpensive solar applications, preferably included in new construction, can significantly reduce conventional energy utilization, primarily through water and space heating.

Unlike other forms of energy, solar is readily available and solar energy considerations can easily be integrated into existing ordinances and applied to new development. In some cases, retrofitting of older structures can also be cost-effective. Solar energy development is currently gaining in popularity, has little or no negative impacts on the environment, and is an alternative that can be utilized locally. For these reasons, solar alternatives are given major emphasis in this Plan, second only to conservation of energy. Although major developers have been slow in including solar adaptations in their major projects, we are seeing increasing numbers of "solar homes" throughout Southern Oregon, built mostly by individuals or for the custom home market. We will continue to see more solar homes as developers become more convinced that any increase in initial costs can be recovered in a few years through savings in energy costs.

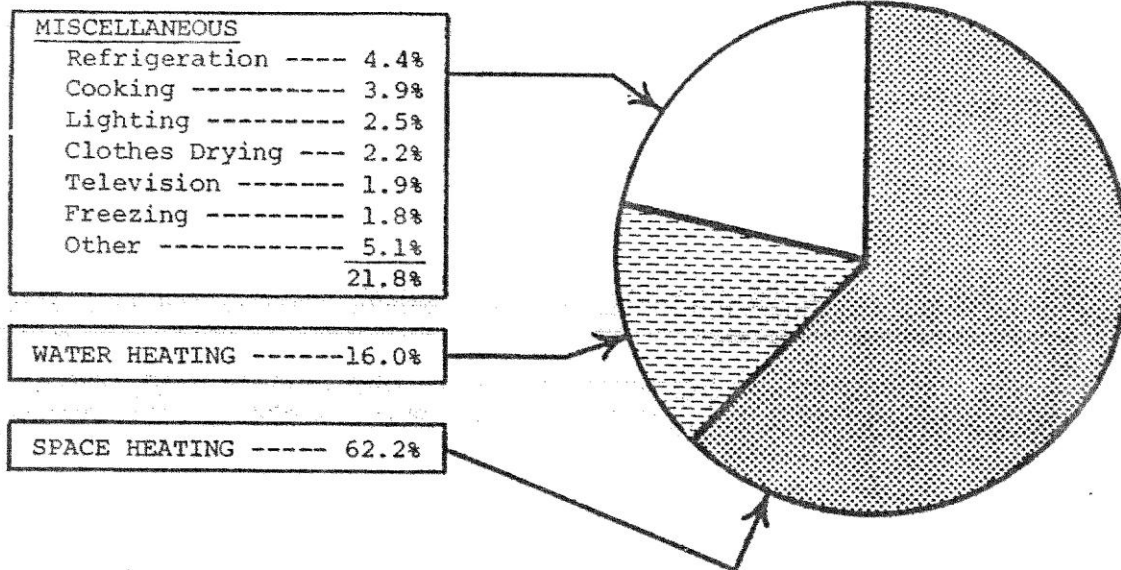
CURRENT ENERGY USAGE IN OREGON

In 1979, the Oregon Department of Energy distributed a handbook entitled "Community Energy Planning", aimed at incorporating energy elements into local comprehensive plans and other land use planning processes. The handbook includes a discussion of energy usage.

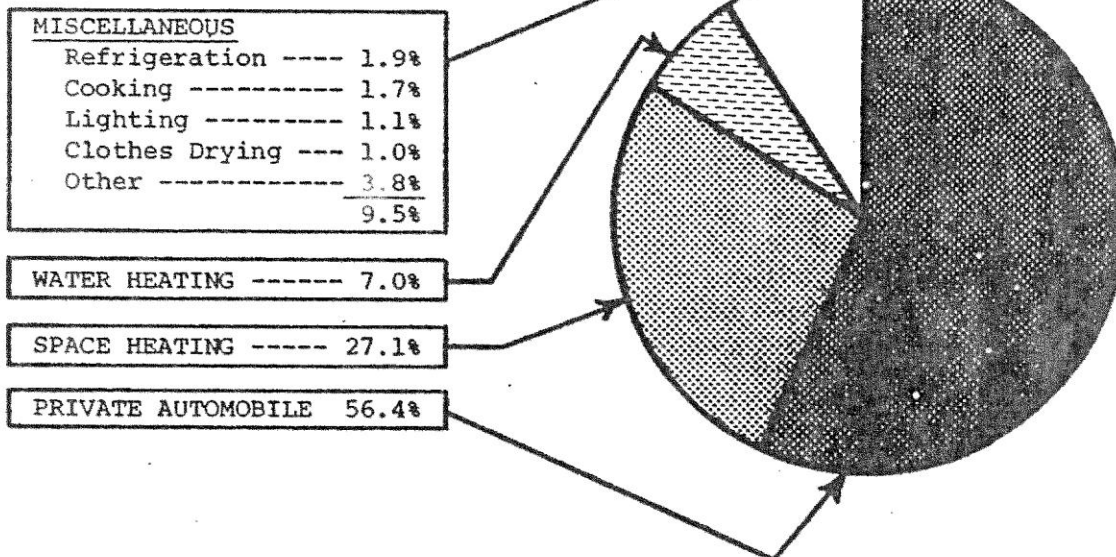
As can be seen in the pie chart on the following page, "space heating" accounts for over 60 percent of residential energy consumption. There are many ways that this percentage can be reduced, since it is due largely to poor insulation, heat loss through windows and doors, infiltration, and housing designs that do not take advantage of the sun for heating. All of these can be improved upon, both through better planning and design of new developments, and through the "tightening-up" of older structures. This applies to commercial and institutional as well as residential structures.

Since the adoption of energy conservation standards in the Oregon Uniform

OREGON'S RESIDENTIAL
DIRECT ENERGY USE - 1977



OREGON'S PERSONAL
DIRECT ENERGY USE - 1977



Building Code in 1979, all new housing must be insulated to R-30 in ceilings, R-19 in floors and R-11 in walls. Windows must be double-glazed. These are minimum levels and the State Supreme Court has ruled that local jurisdictions can adopt more stringent standards if they so desire. The following are some very basic solar orientation principles, provided by ODOE, and are provided here only for reference and general guidance. More specific guidelines should be incorporated into the City's zoning ordinance or other development regulations.

1. The largest wall and window areas should face south. The south side of a building at 40 degrees latitude receives three times as much winter sun as the east or west sides.
2. To benefit most from this sunlight/heat, large south-facing windows should serve major living areas, such as the living room and kitchen.
3. A large thermal mass situated to collect heat from the winter sun provides heat storage within the house and tends to moderate day/night temperature swings.
4. Shading will prevent overheating in summer. Shade can be provided by eaves with a sufficient overhang to block the summer sun, shade trees (deciduous if on the south side of the house), or shutters.
5. Window area on the east and west sides of the house should be kept to a minimum. Ideally, there should be no windows on the west side. West-facing windows should be shaded from the late afternoon summer sun.

The second pie chart on page 7 shows that the breakdown of personal energy usage in Oregon. It is clearly seen that the private automobile is a major energy consumer and that the average household uses more than twice as much energy to operate its vehicles than it does to heat its home. This is another area in which the City can take actions that will have a beneficial effect on energy consumption. Vehicle usage and accessibility are major factors in the City's land use plan. With proper planning, we will be able to reduce the numbers of necessary automobile trips and put greater emphasis on more energy-efficient means of travel, such as walking, bicycling, or utilizing the available public transit system. Other considerations of this plan are to encourage a better commercial and industrial balance within the community, so that fewer residents will have to travel outside the community for reasons of shopping, entertainment, employment or other activities. Such considerations are given greater emphasis in other sections of the Plan that deal more directly with the land use plan itself.

ENERGY CONSERVATIONS

Most experts in the field of energy tend to agree that the first and foremost priority should be voluntary energy conservation. This option has the greatest potential for immediate impact and is the direction that we will have to go in the future as we face greater needs and fewer resources.

Oregon's first Alternate Energy Development Commission (AEDC) was appointed by the Governor in 1979 to quantify the realistic potential in each renewable resource area and to recommend measures to develop those resources. As one of six task forces of the AEDC, the Solar Task Force found that the area of conservation is very closely related to solar application and has prepared a document entitled "Solar/Conservation Task Force Report" to outline policy options to be considered. This task force concluded that the Solar/Conservation combination is the best course of action for the state for a number of reasons, including: (1) it is less inflationary and cheaper than other energy sources; (2) it can stimulate the economy by redirecting the saved capital into other investments; (3) it will create more jobs, particularly at the local level; (4) it promotes individual freedoms and reduces dependence on imported resources; (5) it is more reliable; (6) it can be implemented locally; (7) it will have few or no adverse environmental impacts, and (8) it is something that is available to most individuals and businesses without extensive utility infrastructure.

According to the Solar Task Force, widespread conservation applications are the only energy options immediately available. Conservation is the most cost-effective energy option available and the only way to lower rapidly increasing energy costs and demands.

The task force hopes to achieve its goal of optimum conservation and efficient use of energy in all forms by meeting the following objectives:

1. To phase cut the use of oil by 1990, and natural gas by 2000, except as backup, for direct space and water heat in the residential and commercial sectors. These fuels would be preserved for their more essential transportation and industrial applications.
2. To promote maximal use of electric generating from renewable sources by 2010 through natural market forces and accelerated by the following policy directions:
 - a. Use electric resistance space and water heating in all new structures only if used as back-up to high-efficiency heating devices, such as passive and active solar and heat pumps.
 - b. Convert all existing electric resistance heating by year 2000 by the same means.
 - c. Increased use of more efficient residential and commercial appliances and lightning.
3. To phase out oil and natural gas for low-temperature industrial uses in favor of high efficiency and other renewable heat sources.

ENERGY CONSERVATION PROGRAM

The information presented in this section of the Comprehensive Plan has provided an overview of the major conventional energy sources that Phoenix residents and businesses are presently utilizing. It was concluded that the City and county have very little control over the supply and distribution of the major sources of energy since, in most cases, they originate outside the area or outside the state.

From the conclusion of local and state-wide studies, it appears that the best course of action would be one that combines energy conservation with solar applications. This direction could be the basis for a program that could be implemented at the local level and could be cost-effective. There are also many ways in which both conservation and solar may be integrated into the Comprehensive Plan and implementing ordinances.

The following is a set of energy-related goals and policies which form the City's energy conservation program.

ENERGY EFFICIENT STRUCTURES

Goal #1: To work toward optimum levels of energy efficiency and conservation in structures of all types throughout the Community.

- Policies:
1. The City shall work toward the weatherization of all public buildings under its jurisdiction, within its economic limitations.
 2. The city shall ensure that all new construction will be as energy-efficient as possible and will conform to all applicable Uniform Building Code and state weatherization standards.
 3. The City will consider the future development and implementation of solar accessibility and orientation requirements for inclusion in the Zoning Ordinance and other land development regulations.
 4. The City shall encourage residents to participate in residential and/or commercial weatherization programs that may be offered through various agencies or utility companies, and shall provide related information on such programs, as available.

QUALITY URBAN DESIGN

Goal #2: To promote energy efficient design in all new development that maximizes the use of natural environmental features.

- Policies:
1. The City shall encourage innovation in the design of new residential development, such as attached or clustered housing, whenever substantial energy conservation would result without any sacrifice in residential quality.
 2. The City shall encourage the retention of trees and natural vegetation when they would be useful in energy conservation, such as providing shade, cooling, windbreaks, or other uses.

3. The city will consider the inclusion of solar access requirements into existing codes and ordinances to protect solar rights.

4. The City will consider the possibility of additional landscaping provisions in the subdivision ordinance and appropriate sections of the zoning ordinance to help ensure energy-efficient development and to ensure attractive and usable open space, particularly in higher density residential developments.

EFFICIENT PATTERNS OF LAND USE

Goal #3: To ensure, through the Land Use Section and zoning, the most energy-efficient arrangement of land uses.

- Policies:
1. The City will strive for energy-efficient future neighborhoods by providing for all major services at the neighborhood level, as shown on the Comprehensive Plan map.
 2. The City will encourage innovation in the design of new subdivisions and planned unit developments that minimize the costs and energy consumed in the provision of urban facilities such as streets, sidewalks, curbs and gutters, etc.
 3. The City shall encourage “in-fill” development on vacant lots within the City to maximize the utilization of existing facilities and services.
 4. The City shall discourage “urban-sprawl” development that is not consistent with the Comprehensive Plan and that might put a strain on the provision of public facilities and services.

TRANSPORTATION PLANNING

Goal #4: To minimize transportation-related energy consumption through appropriate land use planning and an emphasis on non-motorized transportation alternatives.

- Policies:
1. Energy efficiency shall be a major criterion in evaluating future modes of transportation, both public and private, as well as major land use proposals.
 2. The City shall continue to support carpooling and the use of public transit (RVTD), and will continue to make information on transportation alternatives available to the public.
 3. The City will continue to provide industrial sites in locatin that can make maximum use of the railroad and freeway.
 4. Whenever possible, the City will encourage non-motorized forms of transportation to lessen dependence on the private auto for short trips as well as commuting.
 5. The City shall coordinate its plans for streets, bikeways, truck routes, and other major facilities with the County and State.

Transportation System Plan Update

AUGUST 2016



City of Phoenix Transportation System Plan Update

Prepared for

City of Phoenix, Oregon

With support from

Oregon Department of Transportation

Prepared by

David Evans and Associates, Inc.

and

CH2M HILL

August 2016

ACKNOWLEDGMENTS

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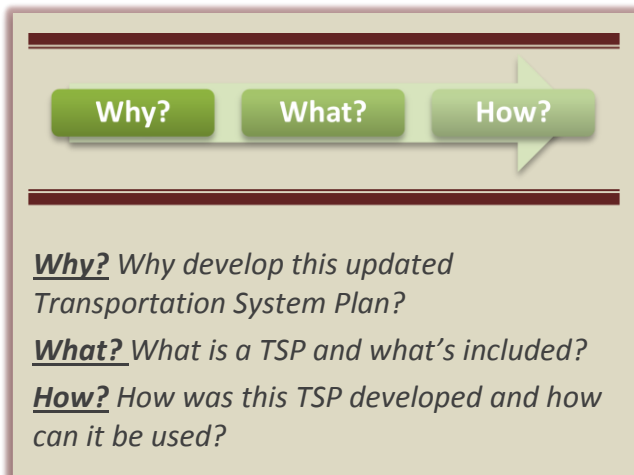
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EXECUTIVE SUMMARY

The Phoenix Transportation System Plan (TSP) details projects and policies that address transportation problems and needs in the City of Phoenix. Population growth and new development in recent years has led to an update of the TSP to address the transportation needs of all users, including pedestrians, bicyclists, drivers, and public transit users. This document provides a 20-year list of improvement projects and a plan for implementing the projects. The TSP has been developed in compliance with the requirements of the state Transportation Planning Rule (TPR) and to be consistent with state, regional, and local plans, including the recently adopted 2013-2038 Rogue Valley Metropolitan Planning Organization’s 2013–2038 Regional Transportation Plan (RTP) and Fern Valley Interchange Area Management Plan (IAMP).

The graphic below identifies the three key questions answered by this Executive Summary.



Why? Why develop this updated Transportation System Plan?

What? What is a TSP and what's included?

How? How was this TSP developed and how can it be used?

Why Update This TSP?

The purpose of this TSP is to provide a guide for a transportation system that meets the existing and future transportation needs within the City of Phoenix. Further, this TSP establishes a rationale for making prudent transportation investments and land use decisions, consistent with the City’s vision as well as other local, regional, and statewide planning documents. Ultimately, this TSP can help the City make short- and long-term decisions based on a community-supported vision, and inform collaboration with private developers as well as with regional and state agencies.

The TSP achieves this by examining both short- and long-term transportation needs for all transportation modes: driving, biking, walking, or taking transit. The plan identifies current and future needs and provides solutions to those needs. The TSP reflects existing land use plans, policies, and regulations that affect the transportation system. The plan includes policies, a 20-year list of projects by mode, and an implementation plan for how (and when) to finance future projects. Plan elements will be implemented by the City, private developers, and regional or state agencies.

What Is a TSP?

Fundamentally, a Transportation System Plan (TSP) is a blueprint for biking, walking, driving, and using transit through the year 2035, because it will include plans and policies for automobiles, bikes, freight vehicles, pedestrians, and transit. The TSP is

a comprehensive document containing goals, objectives, policies, projects, and implementation guidelines needed to provide mobility for all users, now and in the future. The City of Phoenix TSP integrates mobility options for all modes of travel: automobile, transit, bicycle, pedestrian, and freight movement.

How Was This TSP Developed and How Can It Be Used?

The City’s TSP reflects the efforts of citizens and technical advisors working with the City’s planning staff to meet the existing and future mobility needs of the City’s residents. Over a period of 11 months, members of the Citizens Advisory Committee (CAC), Technical Advisory Committee (TAC), and Project Management Team (PMT), as well as Planning Commission members and City Councilors, met to aid in the development of the plan. Development of a TSP relies upon the completion of a number of interrelated and dependent tasks. The key tasks, events, and

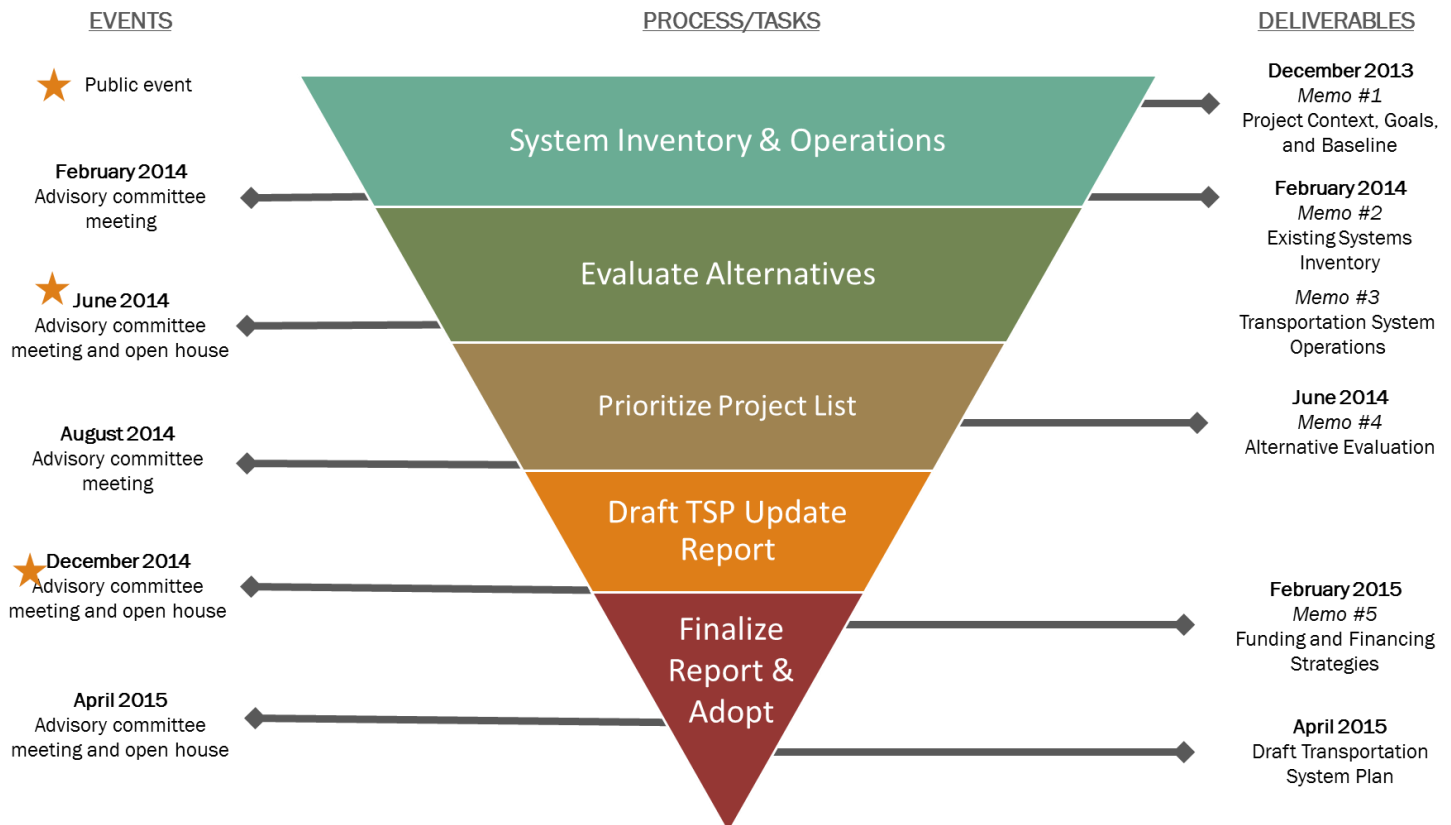
deliverables involved in this effort are shown in the illustration below.

This TSP provides a collection of guiding goals and objectives, maps and tables illustrating planned projects, and supporting guidance and documentation that can be used in a variety of different ways, depending on the user’s needs.

How Is This TSP Organized?

The City’s TSP is divided into the executive summary and seven key sections:

- Executive Summary*
- Chapter 1: Introduction*
- Chapter 2: Vision for the Transportation System*
- Chapter 3: Existing Gaps and Future Needs*
- Chapter 4: Modal Plans*
- Chapter 5: Functional classification & Design Guidance*
- Chapter 6: Implementation and funding*
- Chapter 7: Appendices*



Where Can I Find More Detailed Information?

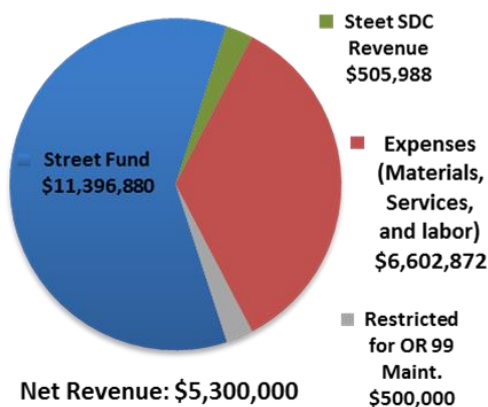
Each of the chapters in this TSP is supported by more comprehensive documentation in the appendices, which include a compilation of technical memorandums developed throughout the TSP update process.

How Will TSP Improvements Get Funded and Implemented?

This TSP offers a menu of projects that can be selected as funding sources become available or as adjacent improvements are made. As funds become available, the mode-specific planned projects can be evaluated together to assess the highest priority projects that can be completed together within the available budget.

Over the next 20 years, the City is expected to receive approximately \$11.9 million in transportation revenue (2014 dollars), assuming that existing funding sources remain stable and no new revenue streams are established. Accounting for ongoing expenses, the City can expect approximately \$5.3 million in net revenue (revenue minus expenses) over the 20-year planning horizon of the TSP. The estimated cost of all planned Tier 1 projects (those with likely funding sources) included in this TSP is approximately \$4.2 million.

Figure ES-1: Twenty-Year Local Funding Forecast



The cost for the remainder of the planned (Tier 2) projects is approximately \$38 million (of which, \$28M would be shared with ODOT, developers, etc.). The following pie charts illustrate the approximate allocation of project costs by mode and funding. See Chapter 1: (Modal Plans) and Chapter 6: (Implementation and Funding) for more information.

Figure ES-2: Tier 1 – Planned City Project Costs by Mode

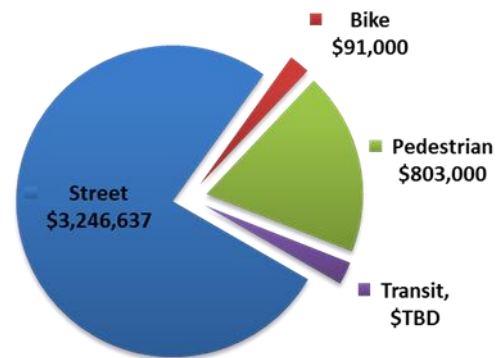


Figure ES-3: Tier 2 - Planned City Project Costs by Mode

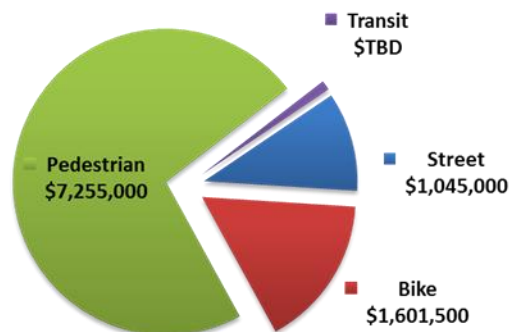
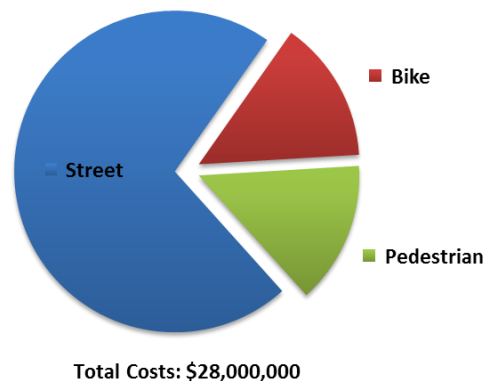


Figure ES-4: Tier 2 - Planned Shared (City/ODOT/Developer) Project Costs by Mode



What Is the Planned System and Associated Improvements?

The tables and figures in the following sections identify the planned improvements by mode.

Street System Plan

Table ES-1: Street System Projects

No.	Project/Location	Description	Bundle	Timeline	Priority
Tier 1 – Funded					
S-1	OR 99 – Downtown Phoenix	Add gateway treatments at north and south ends of couplet to increase awareness of upcoming downtown area and lane reduction.	B-2, B-4, B-5, B-6, P-4, P-5	Short	High
S-2	3rd St and 2nd St Extensions	New local street with sharrows and sidewalks	S-3	Short	High
S-3	Parking St: 2nd Street to 4 th Street	Construct new street within couplet with sharrows and sidewalks	S-2	Short	High
S-4	N Pine St: W 1st St to W 5th St	Asphalt overlay, roadway widening to City standards, curb, gutter, sidewalks and storm drainage, AC waterline replacement, sharrows	B-7	Short	High
S-5	N Church St: W 1st St to W 6th St	Asphalt Overlay, Roadway Widening to City Standards, Curb, Gutter, Sidewalks and Storm Drainage, AC Waterline Replacement, sharrows	B-7	Short	High
S-6	Locke Ln: Colver to dead end, including Christie Court; Coral Circle: Houston Rd to Hilsinger	Asphalt Overlay, AC Waterline Replacement	No	Short	High
Tier 2 – Unfunded					
S-7	Hilsinger Rd: Colver Rd to Camp Baker Rd	Upgrade road to collector standard (sharrows instead of bike lane)	No	Medium	High
S-8	Urban Reserve Area PH-5	Implement a Conceptual Street Network as part of a long-term plan for development	No	Medium	High
S-9	Urban Reserve Area PH-10	Implement a Conceptual Street Network as part of a long-term plan for development	No	Medium	High
S-10	OR 99/Coleman Creek Culvert	Replace culvert and widen roadway to add bike lanes and sidewalks	B-8, P-8, P-10	Medium	High
S-11	OR 99 – South of couplet to south city limits	Restructure roadway to include a center turn lane, two through travel lanes (one in each direction), bike lanes, curbs, and sidewalks	No	Long	Medium
S-12	OR 99/Northridge Ter Intersection	Monitor crash patterns for increased frequency of crashes related to northbound right-turn movement; if warranted, improve turning radius on southeast corner	No	Long	Medium
S-13	Urban Reserve Area PH-1 and PH-1a	Implement a Conceptual Street Network as part of a long-term plan for development	No	Long	Low
S-14	4th St/Houston Rd railroad crossing	Improve crossing to ease driver experience	B-13	Long	Low

Note: Blue text with shading indicates a project identified in a separate modal plan (project number indicates the corresponding modal plan), which offer overlapping modal benefits. These projects present opportunities to coordinate prioritization, funding and implementation efforts.

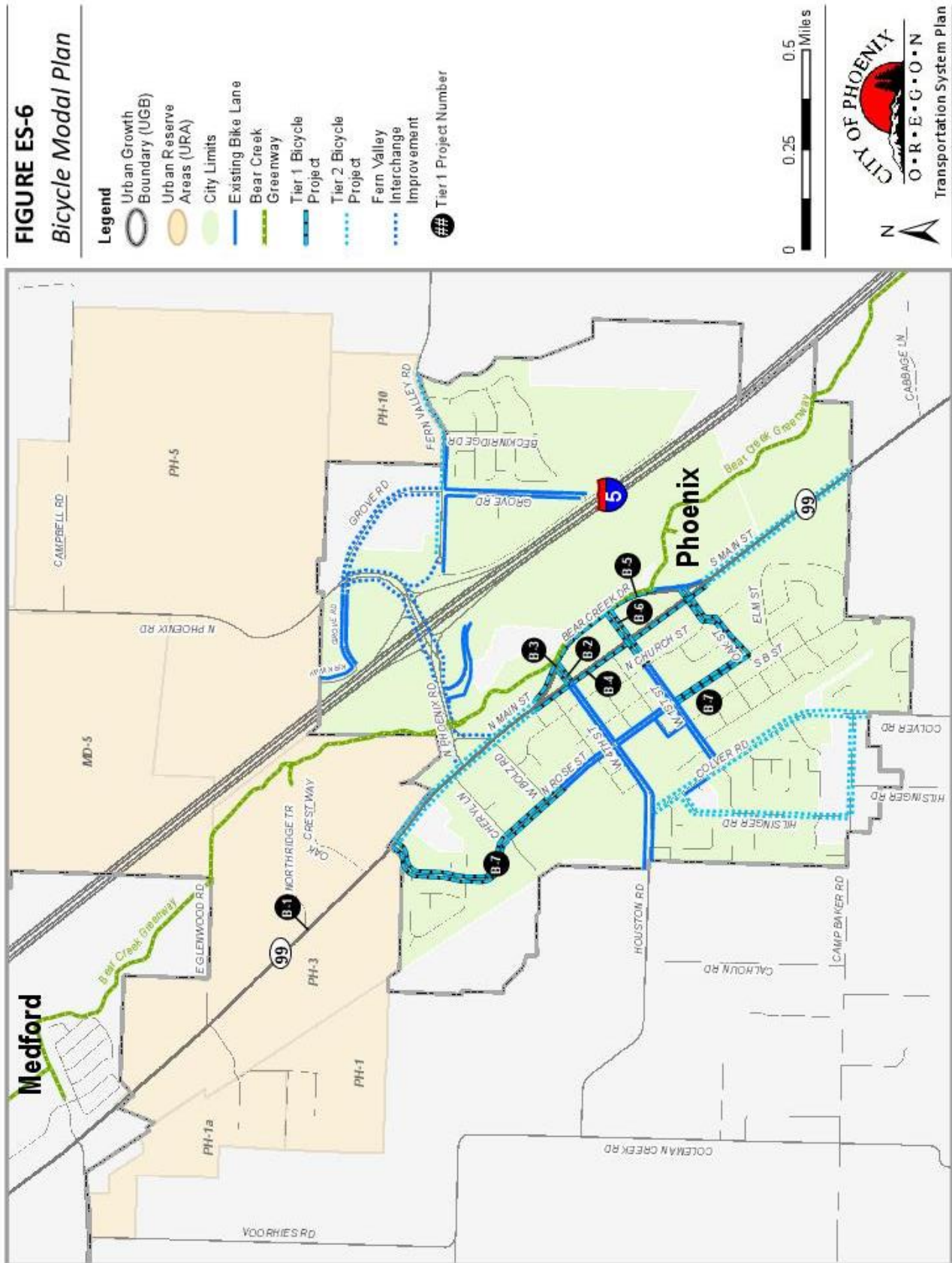
Bicycle System Plan

Table ES-2: Bicycle System Projects

No.	Project/Location	Description	Bundle	Timeline	Priority
Tier 1 – Funded					
B-1	Bear Creek Greenway connection with Northridge Ter	Install signage guiding travelers to the Bear Creek Greenway	OR 99 CP	Short	High
B-2	4th St: Main St to Bear Creek Dr	Extend bike lanes	B-4, B-5	Short	High
B-3	Bear Creek Greenway	Improve connections to OR 99/Bear Creek Dr at 4th St to provide parallel and convenient bicycle and pedestrian facilities (north end)	P-3, B-10	Short	High
B-4	Main St – Downtown Phoenix	Modify striping to add bike lanes	B-2, B-6, P-4, P-5	Short	High
B-5	Bear Creek Dr – Downtown Phoenix	Modify striping to add bike lanes (west side pedestrian multi-use path)	B-2, B-6, P-4, P-5	Short	High
B-6	1st St: Church St to Bear Creek Dr	Extend bike lanes	B-4, B-5	Short	High
B-7	Local Collector Streets Rose St: Independence Cir to OR 99 Rose St: Oak St to 1st St Oak St: Rose St to Main St Church St: Oak St to Bolz Rd Pine St. 1st St to 5th St	Install sharrows	S-4, S-5	Short	Medium
S-2	3rd St and 2nd St Extensions	New local street with sharrows and sidewalks	S-3	Short	High
Tier 2 – Unfunded					
B-8	OR 99 – North UGB to Coleman Creek	Modify striping of existing 5-lane roadway cross section to add bike lanes	B-9, P-8, S-10	Medium	High
B-9	OR 99/Coleman Creek Culvert	Modify striping of existing roadway to add bike lanes while maintaining four through travel lanes (Interim)	B-8, P-11	Medium	High
B-10	Bear Creek Greenway	Improve connections to OR 99/Bear Creek Dr at Oak St to provide parallel and convenient bicycle and pedestrian facilities (south end)	B-3	Medium	Medium
B-11	Colver Rd: 4th St/Houston Rd to 1st St	Widen to provide bike lanes and sidewalks	P-12	Medium	Medium
B-12	Camp Baker Rd: Hilsinger to Colver Rd	Widen to provide bike lanes	P-20	Long	Low
B-13	4th St/Houston Rd: railroad crossing	Improve rail crossing for bicycle/pedestrian access	S-14	Long	Low
S-7	Hilsinger Rd: Colver Rd to Camp Baker Rd	Upgrade road to collector standard (sharrows instead of bike lane)	No	Medium	High
S-10	OR 99/Coleman Creek Culvert	Replace culvert and widen roadway to add bike lanes and sidewalks	B-8, P-8, P-10	Medium	High
S-11	OR 99 – South of couplet to south city limits	Restructure roadway to include a center turn lane, two through travel lanes (one in each direction), bike lanes, curbs, and sidewalks	No	Long	Medium
S-14	4th St/Houston Rd railroad crossing	Improve crossing to ease driver experience	B-13	Long	Low

Note: Blue text with shading indicates a project identified in a separate modal plan (project number indicates the corresponding modal plan), which offer overlapping modal benefits. These projects present opportunities to coordinate prioritization, funding and implementation efforts.

Figure ES-6: Bicycle Modal Plan



Pedestrian System Plan

Table ES-3: Pedestrian System Projects

No.	Project/Location	Description	Bundle	Timeline	Priority
Tier 1 – Funded					
P-1	OR 99 – Charlotte Ann Rd to Coleman Creek	Install RRFB and median islands at multiple locations where pedestrian crossings occur: Northridge Ter and/or Walnut Way	OR 99 CP	Short	High
P-2	Cheryl Ln: Rose St	Install new or improved sidewalk to eliminate gap east of Rose St	No	Short	High
P-3	OR 99: Bolz Rd to 4th St	New or improved sidewalk on east side	B-3	Short	High
P-4	Main St – Downtown Phoenix	Enhance crossing opportunities with pedestrian-activated devices, curb extensions, and additional crosswalk striping, install RFB at Main & 4th and Bear Creek Drive and 4th	B-2, B-6	Short	High
P-5	Bear Creek Dr – Downtown Phoenix	Enhance crossing opportunities with pedestrian-activated devices, curb extensions, and additional crosswalk striping	B-2, B-6	Short	High
P-6	1st St: Rose St to Church St	New or improved sidewalk on south side	No	Short	High
P-7	S Phoenix Rd: Fern Valley Rd and Furry Rd	Install new or improved sidewalk on east side and asphalt overlay	No	Medium	Low
S-2	3rd St and 2nd St Extensions	New local street with sharrows and sidewalks	S-3	Short	High
S-4	N Pine St: W 1st St to W 5th St	Sidewalks included in street project “S-4”	S-4, B-7	Short	High
S-5	N Church St: W 1st St to W 6th St	Sidewalks included in street project “S-5”	S-5, B-7	Short	High
Tier 2 – Unfunded					
P-8	OR 99 – North UGB to Coleman Creek	Construct continuous sidewalks on both sides of OR 99	P-10, P-11, S-10, B-8	Medium	High
P-9	OR 99: Bolz Rd to South End of Couplet	Provide sidewalk travel width on west side of roadway of 6 feet around utility poles	No	Medium	High
P-10	OR 99: Cheryl Ln to Coleman Creek	New or improved sidewalks on both sides	P-8, P-11, S-10	Medium	Medium
P-11	OR 99/Coleman Creek Culvert	Modify striping of existing roadway to add sidewalks while maintaining four through travel lanes (Interim)	P-8, P-10, B-9	Medium	Medium
P-12	Colver Rd: 4th St/Houston Rd to 1st St	Install new or improved sidewalk on both sides	B-11	Medium	Medium
P-13	2nd St: 1st St to Rose St	Install new sidewalks on both sides	No	Medium	Medium
P-14	1st St/C St	Install new curb extension to reduce curb radius and install crosswalks	No	Medium	Medium
P-15	Colver Rd: 1st St to South UGB	Install multi-use path along east side	No	Medium	Medium
P-16	1st St: RR Crossing	Install new sidewalks on both sides to eliminate gaps at CORP railroad crossing	No	Long	Medium
P-17	1st St: Canal	New or improved (ADA) sidewalk over canal on south side	No	Long	Medium
P-18	Oak St: Rose St to Main St	New or improved sidewalk on both sides	P-21	Long	Medium
P-19	OR 99/Rose Street	Install new curbs to reduce curb radius and install crosswalks across OR 99	No	Long	Low
P-20	Camp Baker Rd: Hilsinger to Colver Rd	New or improved sidewalk on both sides	B-12	Long	Low

No.	Project/Location	Description	Bundle	Timeline	Priority
Tier 2 – Unfunded					
P-21	Rose St: Oak St to 1st St	New or improved sidewalk on both sides	P-18	Long	Low
P-22	Colver Rd: 1st South UGB	Install new or improved sidewalk on both sides	No	Long	Low
P-23	C Street: 1st St to East of Elm St	New or improved sidewalk on both sides			
S-7	Hilsinger Rd: Colver Rd to Camp Baker Rd	Upgrade road to collector standard	No	Medium	High
S-10	OR 99/Coleman Creek Culvert	Replace culvert and widen roadway to add bike lanes and sidewalks	B-8, P-8, P-10	Medium	High
S-11	OR 99 – South of couplet to south city limits	Restructure roadway to include a center turn lane, two through travel lanes (one in each direction), bike lanes, curbs, and sidewalks	No	Long	Medium

Note: Blue text with shading indicates a project identified in a separate modal plan (project number indicates the corresponding modal plan), which offer overlapping modal benefits. These projects present opportunities to coordinate prioritization, funding and implementation efforts.





CHAPTER 1: INTRODUCTION

Included in this chapter:

Why? **What?** **How?**

Why? Why develop this updated Transportation System Plan (TSP)?

What? What is a TSP and what's included?

How? How was this TSP developed, how were decisions made, and how can it be used?

The purpose of this TSP is to provide a guide for a transportation system that meets the existing and future transportation needs within the City of Phoenix. Further, this TSP establishes a rationale for making prudent transportation investments and land use decisions, consistent with the City's vision as well as other local, regional, and statewide planning documents.

Unfortunately, most modes of travel are not supported by a fully functional, continuous network throughout the City of Phoenix. Only the street network, of the local relevant modes, can be described as continuous, comprehensive, and well connected. Throughout most of Phoenix's history, transportation facilities and investments have been dedicated to supporting the expansion of the system of auto travel.

A guiding objective of this TSP is to support our transportation system's continual focus to provide a more integrated and comprehensive multimodal network for all users. When combined with other comprehensive plan initiatives, the community can become more efficient with respect to transportation and land use. Residents can enjoy choice of modes and become less dependent upon their automobiles. Auto travel and congestion, nonetheless, will continue to grow as the City's and region's populations grow. One measure of the success of the plan will be the degree to which individuals *must* rely upon their autos for mobility.

Ultimately, this TSP can help the City make short- and long-term decisions based on a community-supported vision, and inform collaboration with private developers as well as regional and state agencies.



Context Supporting This Update

Since the previous version of this TSP (adopted in 1999), population growth and new development has changed the function of existing transportation facilities and the need for new facilities. In addition, new planning and construction efforts, including the OR 99 Corridor Study and the reconstruction of the Fern Valley Interchange, have changed the expectations and function of transportation facilities within Phoenix. These changes as well as others merit a revised vision for transportation within the City of Phoenix, establishment of the TSP's consistency with other planning efforts that have been conducted in Phoenix since 1999, and an updated set of short- and long-term priorities for improvements to the City's transportation system. This TSP update also helps achieve consistency with the recently adopted 2013–2038 Rogue Valley Metropolitan Planning Organization's *2013–2038 Regional Transportation Plan* (RTP), and in doing so, continue to fulfill requirements in Oregon Administrative Rule 660-012, which is also known as the Transportation Planning Rule (TPR).

1.2 What Is a TSP and What Is Included?

Fundamentally, the TSP is a blueprint for biking, walking, driving, and using transit through the year 2035, because it will include plans and policies for automobiles, bikes, freight vehicles, pedestrians, and transit. The TSP is a comprehensive document containing goals, objectives, policies, projects, and implementation guidelines needed to provide mobility for all users, now and in the future. The City of Phoenix TSP integrates mobility options for all modes of travel: automobile, transit, bicycle, pedestrian, and freight movement.

What's Included in This TSP and Supporting Documents?

The City's TSP is divided into the executive summary and seven key sections:

- Executive Summary*
- Chapter 1: Introduction*
- Chapter 2: Vision for the Transportation System*
- Chapter 3: Existing Gaps and Future Needs*
- Chapter 4: Modal Plans*
- Chapter 5: Functional classification & Design Guidance*
- Chapter 6: Implementation and funding*
- Chapter 7: Appendices*

1.3 How Was the TSP Developed and How Were Decisions Made?

The City's TSP reflects the efforts of citizens and technical advisors working with the City's planning staff to meet the existing and future mobility needs of the City's residents. Over a period of 11 months, members of the Citizens Advisory Committee (CAC), Technical Advisory Committee (TAC), and Project Management Team (PMT), as well as Planning Commission members and City Councilors, met to aid in the development of the plan.



Development of a TSP relies upon the completion of a number of interrelated and dependent tasks. The key tasks, events, and deliverables involved in this effort are shown in the illustration below.

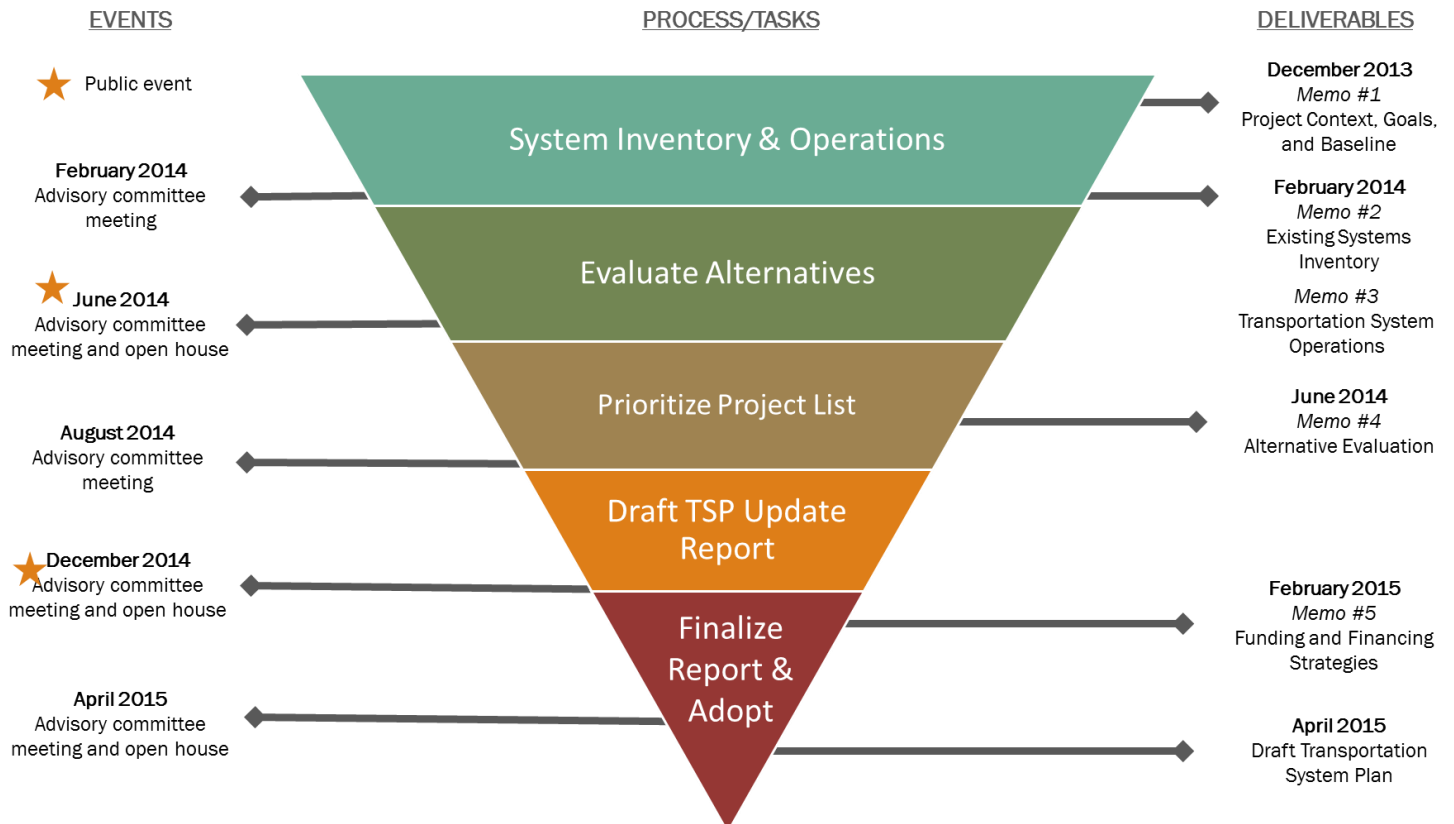
County. The TAC and CAC met throughout the planning process to provide direction to the PMT on aspects of the TSP.

Planning Process

Phoenix community members, stakeholders, City staff, and representatives of ODOT, Rogue Valley Council of Governments, and Jackson County all participated in the TSP development process. The Project Management Team, or PMT, composed of the City, ODOT, and the consultant team, met regularly to guide development of the plan.



The planning process took place over a two-year period between November 2013 and June 2015. The public involvement process began with the creation of a Technical Advisory Committee (TAC) and a Citizen Advisory Committee (CAC) made up of stakeholders, city leaders, and representatives from agencies and organizations within Jackson



Two open houses were held during the planning process to allow community members to pinpoint concerns and opportunities in the area and evaluate potential transportation projects to be included in the TSP. An initial open house was held in June 2014, at which existing conditions, findings, analysis of needs, opportunities, and constraints were discussed. Participants were encouraged to share feedback and suggestions, in person or via comment cards. A final public open house was held in April 2015 to discuss all elements included in the draft TSP.

Agency Coordination

The street system within the City of Phoenix includes roadways under three jurisdictions: state, county, and City. Jackson County maintains several roads within the Phoenix urban growth boundary (UGB), including Camp Baker Road, and segments of Colver Road and Hilsinger Road.

This TSP, including the plan’s project lists, does not have any legal or regulatory effect on state or county land or county transportation facilities. Without additional action by the State of Oregon or Jackson County, any project that involves a non-City facility is only a recommendation. Coordination and cooperation with City and governmental partners is needed in order to develop and plan a well-connected and efficient transportation network. The TSP does not, however, obligate the State of Oregon, Jackson County or any other governmental partner to take any action or construct any projects.





CHAPTER 2: VISION FOR THE TRANSPORTATION SYSTEM

Included in this chapter:

2.1 What is the TSP Planning Area?

2.2 What Are the Guiding Goals?

2.1 What Is the TSP Planning Area?

The study area for the Phoenix TSP (the TSP planning area) is illustrated in Figure 2-1. The TSP addresses transportation projects within the City of Phoenix and its UGB, and in those areas outside of the city limits that may be added to the UGB in the future.

2.2 What Are the Guiding Goals?

The TSP policies and projects are determined by the goals and objectives developed with input from the Phoenix community. The TSP is the long-range plan to guide transportation investments within the City of Phoenix. The overall goal of the TSP is to establish a system of connected transportation facilities, services, and policies to meet long-range (20-year) local transportation needs. The TSP addresses local transportation needs with cost-effective street, transit, freight, bicycle, and pedestrian facility improvements. The plan provides a connected transportation network for residents, employers, and visitors, through a balanced system, to support livability and economic development. The goals and objectives are based on prior goals set in the existing Phoenix

TSP (1999). The goals have been updated to reflect the current and future needs of the City of Phoenix. The goals and objectives are based on regional coordination, state ordinance, and public input and were used to develop evaluation criteria for TSP projects included in Chapter 4: Modal Plans. Evaluation criteria are used to objectively evaluate TSP projects for their consistency with goals and objectives.



This plan contains comprehensive transportation goals and several supportive policies that are intended to guide the City’s transportation-related decisions. The plan has developed goal and policies within specific policy areas, as described below. The full list of goals and policies are located in Appendix 1, and reflect an emphasis on improving multimodal access, connectivity, and goods movement, and reducing reliance on single-occupancy vehicles, consistent with federal transportation and statewide planning goals. Where different, these goals and policies are to replace those currently contained in the Phoenix Comprehensive Plan.

Coordination and System

The City's TSP must be updated at regular intervals and should also be consistent with the Rogue Valley Metropolitan Planning Organization's (RVMPO's) Transportation System Plan and the statewide TPR. Fostering long-term coordination between the City, Rogue Valley Transportation District, Jackson County, RVMPO, and the Oregon Department of Transportation (ODOT) is crucial to creation of an integrated and seamless system. The intent of this plan is to guide the development of a multimodal transportation system that addresses existing and future needs, and promotes Phoenix as a sustainable and healthy community.

Transportation System Management

Transportation system management (TSM) is a collection of strategies directed at improving the efficiency, operation, safety, or capacity of the transportation system without increasing the facility size. TSM strategies are among the most effective of all transportation system improvements due to their relatively low cost to implement and relatively few impacts (such as right-of-way acquisition impacts).

Access Management

Accesses are driveways or lower order roadways that connect to adjacent land uses. Access management ensures that the roadways are managed consistently with their classification. Where mobility is the chief function of the roadway, as with arterial roads, access management can help maintain its function. However, if access to adjoining properties is the key function, as with local roads, then access management may not be counter to the function of the roadway. Roadway and land use classification provides a framework to balance property access and transportation system function.

Transit System

The Rogue Valley Transportation District operates the local transit system. As a special district, it levies local property taxes and uses state and federal transportation funds to operate its regional services. The City of Phoenix's City Center mixed-use land use strategy is a key element in increasing the effectiveness of fixed-route transit services. Providing a variety of uses and activities in proximity to transit stops, and offering usable span and frequency of service enhances the convenience and utility of transit as a viable alternative to the automobile.

Street Modal Plan

The Street modal plan establishes a framework for the continued development of the street network, with an emphasis on projects that address motor vehicle system deficiencies or establish future street networks in Phoenix's developing urban renewal areas. The roadway plan builds upon the City's existing largely gridded network, which helps to ensure that travel is reasonably direct and there is little out-of-direction travel.

Bicycle Modal Plan

The bicycle modal plan establishes a framework for the continued development of the on-street and off-street bicycle transportation network to enhance multimodal access and connectivity. The projects in this plan emphasize improving local access to the Bear Creek Greenway trail and installing bicycle facilities on collectors/arterials.

Pedestrian Modal Plan

The pedestrian modal plan establishes a framework for the continued development of the pedestrian transportation network to enhance multimodal access and connectivity. The projects included in the pedestrian plan emphasize establishing safer crossings along OR 99 and installing adequate sidewalk facilities on all collectors and arterials and in strategic locations on local streets.

Parking Plan

Parking is an integral part of the transportation system. As such, on- and off-street parking management is key to meeting the City's goals to facilitate the movement of people and goods and foster economic development while reducing congestion, urban sprawl, and air pollution. The parking plan is intended to better manage overall parking supply within the city of Phoenix and to reduce the amount of parking per capita.

Freight System and Economic Development

The movement of freight by truck and rail plays an important role in Phoenix's and the Rogue Valley's economy. If local employers are to remain competitive, the capacity of roads and rails must be adequate to efficiently transport raw materials and finished products within, to, and through the region. To the extent that increased freight rail shipments would alleviate truck traffic on Interstate 5 (I-5) and Oregon Highway 99 (OR 99), reduce local emissions, and boost the regional economy, the City of Phoenix supports reactivation of rail service on the Central Oregon and Pacific (CORP) line. Goals within this policy area call for support of projects that reduce and remove barriers to safe, reliable, and efficient movement of goods and raw materials, particularly projects that support connecting farms to markets.

Safety and Security

Transportation safety and security is vital to the overall health and well-being of the residents of Phoenix. Improving the safety of the transportation system by supporting efforts to develop policies, programs, and projects supportive of pedestrians, bicyclists, transit users, motorists, and freight on all transportation facilities will help lead to safer roadways and intersections, reduced fatalities and injuries, enhanced mobility, and improved air quality.

Land Use and Design

The concepts of transportation and land use are fundamentally connected, because transportation investments and policies influence development patterns, which ultimately shape travel patterns. Land use policies that mandate or encourage automobile-dependent development patterns that create inefficient land use patterns that result in higher transportation systems maintenance costs, more trips and vehicle miles traveled (VMT), higher emissions of carbon dioxide and other pollutants, should be avoided, except when absolutely necessary and only when appropriate to local context (in this case, in the immediate proximity to I-5). Land use and design policies shall promote spatially efficient land use patterns, mixed-use development, and pedestrian-scale design can help encourage higher transit, bicycle, and walking mode share, and reduce automobile reliance.

Finance and Funding

The TSP reflects the City of Phoenix's commitment to responsible stewardship of public funds, recognizing that a plan is only as effective as the community's ability to fund it based on existing and potential sources. To implement the proposed TSP projects within the 20-year planning horizon, adequate funding must be available to construct and maintain the all proposed infrastructure.

Passenger Rail

Passenger rail service is not directly available in the Rogue Valley. The upcoming reactivation of the CORP line between Medford and Ashland could potentially accommodate Rogue Valley commuter rail or intercity rail service to Grants Pass, as studied by RVMPO and ODOT. Although the proposal is currently inactive, the City of Phoenix supports continued discussions with state and regional partners to determine whether implementation of passenger rail service may become feasible or cost-effective in the long term.



CHAPTER 3: EXISTING GAPS AND FUTURE NEEDS

Included in this chapter:

- 3.1 Existing Traffic Assessment
- 3.2 Existing Multimodal Assessment
- 3.3 Summary of Deficiencies

This chapter provides a summary of gaps and needs in the existing facilities, based on inventory and operational assessments documented in Appendix 2. Technical Memo #2: Existing System Inventory) and Appendix 3. Technical Memo #3: Transportation System Operations).

3.1 Existing Traffic Assessment

Safety Focus Areas

A safety analysis was conducted to determine whether any significant, documented safety issues exist within the study area and to inform future measures or general strategies for improving overall safety. This analysis included a review of accident records, critical crash rates, and ODOT Safety Priority Index System (SPIS) data.

Five intersections have had a frequency/severity of crashes that warrant monitoring. Three were signalized intersections and two were unsignalized. The three signalized intersections were all located along Fern Valley Road and coincide with the three highest crash locations:

- The signalized intersection of Fern Valley Road and OR 99

- The I-5 southbound ramp terminal intersection with Fern Valley Road
- The I-5 northbound ramp terminal intersection with Fern Valley Road

The Fern Valley (diverging diamond) Interchange project includes improvements that will substantially change traffic flow at these three intersections. This new interchange configuration can also offer a significant improvement in safety, with up to a 50% reduction in crashes, due to the reduction in potential conflict points and improved geometry. Pedestrians and bicyclists can also be accommodated through the interchange in a safe manner. The two unsignalized intersections were located on Main Street at 1st Street and Oak Street.



Current Traffic Volumes

Existing traffic volume data was assembled from turning movement traffic counts conducted at intersections throughout the city, and annual data collected by ODOT on the state highway system.

Traffic volume data between years 2007 and 2013 shows negligible growth along OR 99, with a downward trend since volumes peaked in 2007. Lower present day traffic volumes on OR 99 are consistent with trends throughout the region and

likely reflect the economic downturn that influenced driver behavior. The current average annual daily traffic (AADT) volumes for OR 99, I-5, and the Interchange 24 (FVI) ramps, as well as intersection traffic volumes, are summarized in detail in Appendix 3. Technical Memo #3: Transportation System Operations. Traffic volumes are summarized at key locations in Table 3-1.

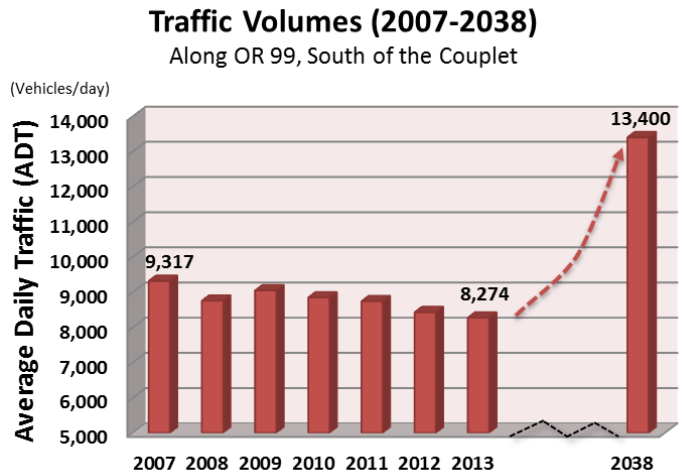


Table 3-1. Current Daily Traffic Volumes

Location Description	Volume
OR 99	
North City Limits	13,600 vpd
Between Rose St. and Fern Valley Rd.	15,000 vpd
Between Bolz Ln and 6 th St	13,700 vpd
Between 4 th St. and 1st St. (Couplet)	
Southbound One-Way Traffic	6,400 vpd
Northbound One-Way Traffic	6,200 vpd
South City Limits	8,400 vpd
I-5	
North of Interchange 24	37,840 vpd
South of Interchange 24	38,800 vpd
Interchange 24 (Fern Valley)	
Northbound Off-Ramp	4,500 vpd
Northbound On-Ramp	4,380 vpd
Southbound Off-Ramp	4,270 vpd
Southbound On-Ramp	5,110 vpd

vpd = vehicles per day

Source: 2012 Transportation Volume Tables, Oregon Department of Transportation

Current Traffic Operations

There are established methods for measuring traffic operations (mobility thresholds) of roadways and intersections. The City and State both use a volume-to-capacity (v/c) ratio as a basis for performance criteria. This v/c metric involves consideration of factors that include traffic demand, capacity of the intersection or roadway, delay, frequency of interruptions in traffic flow, relative freedom for traffic maneuvers, driving comfort, convenience, and operating cost. A v/c ratio of less than 1.00 indicates that the volume is less than capacity. When it is closer to 1.00, traffic conditions are generally good, with little congestion and low delays for most intersection movements. As the v/c ratio approaches 1.00, traffic becomes more congested and unstable, with longer delays.

The Oregon Highway Plan (OHP)¹ identifies a target for OR 99 within the City of Phoenix, classified as a district highway, which is a v/c ratio less than or equal to 0.95. A separate Alternative Mobility Standard has been adopted through the FVI IAMP to preserve interchange capacity for future industrial and export service development (in PH-5 and MD-5), which sets a target for the I-5 ramp terminals of 0.75, with only potential exceptions described in the FVI IAMP and OAR 660-012-0060(1)(c). The City of Phoenix has also established performance standards based on v/c ratio. The standard for arterial, collector and local roads is a v/c ratio less than or equal to 0.90. Within the couplet, designated Special Transportation Area (STA), the mobility standard is a v/c ratio of less than or equal to 0.95.

¹ Table 6: Maximum Volume to Capacity Ratio Targets for Peak Hour Operating Conditions, 1999 Oregon Highway Plan, OHP Policy 1F Revisions, Adopted December 21, 2011, Oregon Department of Transportation, website: <http://www.oregon.gov/ODOT/TD/TP/docs/ohp11/policyadopted.pdf>

A review of existing conditions suggests there is only minor congestion (relative to applicable City and State mobility thresholds) present at any of the study area intersections, and all of them currently meet applicable mobility thresholds. The most congestion is at the Fern Valley Interchange (NB ramp terminal – v/c: 0.69, SB Ramp Terminal - v/c: 0.72). All other intersections within the City have less demand with a v/c of less than 0.64. A detailed summary of current traffic operations is included in Appendix 3. Technical Memo #3: Transportation System Operations.

3.2 Existing Multimodal Assessment

A qualitative assessment was conducted of how bicycle, pedestrian, transit, and auto facilities interact to serve the wide range of users throughout the City.

Bicycle Facilities



The *Oregon Bicycle and Pedestrian Design Guide* sets a standard bicycle lane width of 6 feet, with a minimum width of 5 feet against a curb or adjacent to a parking lane (4.5 feet is allowed where very severe physical constraints are present). Where there are uncurbed shoulders, bike lanes have a minimum width of 4 feet. The City of Phoenix’s bicycle network has seen modest improvements since the previous TSP update, most notably along collector streets in older neighborhoods west of OR 99.

Continuous bicycle lanes have been added to Rose Street between Independence Circle and 1st Street,

1st Street between Colver Road and Main Street, and 4th Street/Houston Road west of Main Street, except at the location of the CORP railroad crossing, where the bicycle lanes are temporarily interrupted. These bicycle lanes are typically adjacent to curbs or parking lanes and are usually 5 feet or wider.

However, many arterials and collectors in the city continue to lack adequate bicycle facilities, hampering access across I-5 and within downtown Phoenix. This includes OR 99 (including the Main Street/Bear Creek Drive couplet), Rose Street between OR 99 and Independence Circle, and on Fern Valley Road west of Luman Road and at the I-5 interchange. The northbound bicycle lane on NB OR 99 near Oak Street (and the entrance to Blue Heron Park) deserves particular mention for dropping without advance warning, alongside 40 mph traffic and next to a guardrail without a usable shoulder.

Several arterial and collector roadways in more rural sections of Phoenix contain paved shoulders that are usually 5 feet wide and may or may not contain bicycle lane stencils or other markings. “Bicycle on shoulder” advance warning signs often accompany these facilities, such as along Colver Road, North Phoenix Road, and Houston Road. While these facilities are standard on roads with rural cross sections that lack curbs, they are not the most comfortable for users due to the potential of debris and lack of separation from fast-moving vehicle traffic.

Table 3-2 summarizes the remaining sections of arterials and collectors within the Phoenix UGB that do not have adequate bicycle facilities (at least 5 feet wide) on both sides, based on the minimum standards set in the Oregon Bicycle and Pedestrian Design Guide. Also,

Figure 4-2: Bicycle Modal Plan (in Chapter 4) shows the current and proposed bicycle network. Appendix 2 provides a detailed summary of these facilities.

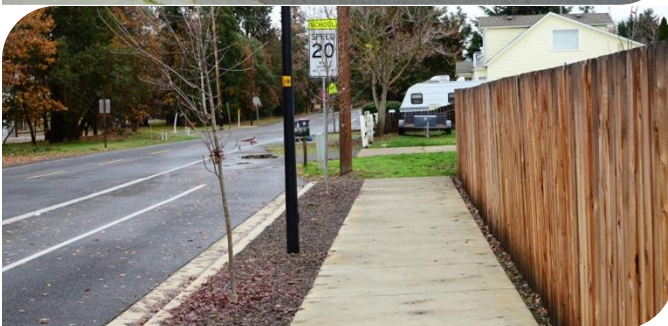
Table 3-2. Segments without Adequate Bicycle Facilities

Street Name	From	To
Arterial Streets		
OR 99/Main St./Bear Creek Dr.	North UGB	South UGB
Fern Valley Rd.	OR 99	Luman Rd.
Fern Valley Rd.	I-5 interchange	East UGB
Bolz Rd.	OR 99	Fern Valley Rd.
N. Phoenix Rd.	North UGB	Fern Valley Rd.
Collector Streets		
Rose St.	OR 99	Independence Circle
Rose St.	1 st St.	Oak St.
Oak St.	Rose St.	Bear Creek Dr. (OR 99)
Colver Rd.	Houston Rd./4 th St.	1 st St.
Hilsinger Rd.	Colver Rd.	Camp Baker Rd.
Camp Baker Rd.	West UGB	Colver Rd.
Pear Tree Ln.	150 ft. S of Fern Valley Rd.	700 ft. W of S. Phoenix Rd.
4 th St.	Main St.	Bear Creek Dr.
1 st St.	Church St.	Bear Creek Dr.

such as where power poles or street furniture is present. The City of Phoenix sidewalk network is continuing to become a more continuous system, although there are multiple key connectivity gaps.

Table 3-3 summarizes the remaining sections of arterials and collectors within the Phoenix UGB that do not have adequate sidewalks (at least 5 feet wide) on at least one side of the street, based on the minimum standards set in the *Oregon Bicycle and Pedestrian Design Guide*. Also,

Pedestrian Facilities



The *Oregon Bicycle and Pedestrian Design Guide* set a standard pedestrian zone width of 6 feet, with a minimum width of 5 feet where appropriate, such as local streets, as long as there is adequate separation of the roadway. In addition, sidewalks should not be less than 4 feet wide at pinch points,

Figure 4-3: Pedestrian Modal Plan (in Chapter 4), shows the current and proposed pedestrian network. Appendix 2 provides a detailed summary of these facilities.

through the Rogue Valley metropolitan area, extending 18 miles north-south from Ashland to north of Central Point. The Greenway is located between I-5 and OR 99 in the Phoenix area, roughly paralleling Bear Creek.

There is only one road crossing along the greenway in Phoenix, at Fern Valley Road, which is grade-separated. Two ramps provide access to the greenway from the north and south sides of Fern Valley Road. There are no sidewalks or bicycle lanes along Fern Valley Road at this location; however, the FVI Project will add sidewalks throughout the interchange and Project extents.

Transit Facilities



Currently, the Rogue Valley Transportation District (RVTD) provides public transportation to the City of Phoenix. RVTD Route 10 passes through Phoenix along OR 99. Almost all of the study area intersections along OR 99 can access a transit stop; however, some of the bus stops have limited sidewalks nearby and some lack amenities such as signing, seating, and shelter.

On some segments, transit facilities provide a higher level of service because there are adequate pedestrian facilities serving the bus stops. At intersections, level of service was influenced by proximity to transit stops, transit amenities, and how easy it is to cross OR 99 to access a transit stop.

Table 3-3. Segments without Adequate Sidewalks

Street Name	From	To
Arterial Streets		
OR 99	200 ft. S of Rose St.	300 ft. north of Cheryl Ln.
OR 99	100 ft. S of Oak St.	South UGB
Bear Creek Dr. (OR 99 NB)	Main St. (OR 99 SB)	4th St.
Fern Valley Rd.	OR 99	Luman Rd.
Fern Valley Rd.	I-5 SB interchange ramp	I-5 NB interchange ramp
N. Phoenix Rd.	North UGB	Grove Way
N. Phoenix Rd.	Grove Way	1000 ft. south of Grove Way
Collector Streets		
Rose St.	1 st St.	Oak St.
Oak St.	Rose St.	200 ft. W of Main St. (OR 99 SB)
Camp Baker Rd.	Hilsinger Rd. (west)	Colver Rd.
Hilsinger Rd.	150 ft. south of Colver Rd.	90 ft. S of Coral Circle
Hilsinger Rd.	1 st St.	Camp Baker Rd.
Colver Rd.	4 th St./Houston Rd.	Hilsinger Rd.
Colver Rd.	150 ft. S of Chelsea Ct.	South UGB
4 th St.	Colver Rd.	CORP RR crossing
Bolz Rd.	OR 99	Fern Valley Rd.
Pear Tree Ln.	150 ft. S of Fern Valley Rd.	700 ft. W of S. Phoenix Rd.

Multi-use Paths

The Phoenix transportation system also includes a regional multi-use path, the Bear Creek Greenway, which serves both pedestrians and bicyclists. The Bear Creek Greenway is the primary multi-use path



3.3 Summary of Deficiencies



The key characteristics and identified deficiencies include:

- No significant operational vehicular deficiencies are anticipated under existing (year 2013) or future (year 2038) baseline conditions.
- The existing frequency and severity of crashes along Fern Valley Road is noteworthy; however, the Fern Valley Interchange project includes improvements that will substantially change traffic flow/design and reduce the anticipated crash risk at these areas of concern.
- The City of Phoenix sidewalk and bicycle networks are discontinuous, and have multiple key connectivity gaps.

3.4 Prioritization of Needs

Based on the assessment of future needs, proposed projects were prioritized by need—high, medium, and low priority—and by approximate time frame for implementation: short term (generally 0–5 years), medium term (generally 5–10 years), long term (generally 10–20 years), and very long term (generally beyond 20 years).

Projects were prioritized based on community priorities, urgency of the need, funding availability, and complexity of the project. Short-term projects generally address current or soon-to-emerge transportation issues, and should be prioritized for funding. Medium- and long-term projects are generally larger, have more impacts, and are more costly. The need for these projects is also less immediate, and the proposed projects may address a transportation problem that is likely to emerge in the future. In some cases, very long-term projects identify potential long-term needs that may develop beyond the 20-year planning horizon.

Prioritization Criteria

This section describes the general criteria used to guide the prioritization of identified projects.

Clearly defined but flexible prioritization criteria can serve a variety of purposes (e.g., funding plans, grant applications, etc.). The TSP Goals (Appendix 1. Technical Memo #1: Definition and Background) and TSP Evaluation Criteria and ratings (summarized in Appendix 4. Technical Memo #4: Improvement Concepts Evaluation)

serve as the foundation for this iterative prioritization process, in addition to the following factors:

- TSP Evaluation Criteria ratings related to each TSP Goal
- Level of significance/importance
- Time-sensitivity of the project

Based on input from the community, TAC, and CAC, projects were further screened and categorized using the aforementioned factors into two key categories, with several sub-categories within each:

- Priority
- Estimated time of implementation.

Priority

The project implementation priority is based on significance/importance and an estimate of project urgency, need and justification, and rate of development. Should any of the factors that influence priority prove to be different than expected, changes in priorities, and potentially timeline, might be required.

Timeline

The proposed project implementation timeline was based on the prioritized project list and also took into account an estimate of urgency/time-sensitivity, funding availability, and rate of land development. Should any of the factors that influence phasing prove to be different than expected, changes in phasing might be required.





CHAPTER 4: MODAL PLANS

Included in this Chapter:

- 4.1 Street System
- 4.2 Bicycle and Pedestrian System
- 4.3 Pedestrian Projects
- 4.4 Transit System
- 4.5 Air, Rail, Water, and Pipelines
- 4.6 Funded and Unfunded Project Lists

This chapter describes the preferred transportation projects for the City of Phoenix, which together will provide a balanced and connected transportation network over the next 20-years. The TSP takes a proactive approach to transportation planning, setting priorities and using a variety of programs and strategies to better serve expected transportation system demands. The City of Phoenix understands that the transportation system must serve all modes of transportation.

The TSP recognizes that the transportation system must address the needs of all users of the right-of-way and accommodate those needs in the most efficient way.

4.1 Street System

During the TSP update process, street and intersection concerns were identified by staff, stakeholders, and the public. Each project was given a level of priority and an anticipated time period during which the project might be built. Street system needs and recommended projects are listed in the following sections. Figure 2-1

describes the location of each recommended project.

Enhancements to OR 99

S-1 OR 99 – Downtown Phoenix (High Priority/Short Term)

This project would add gateway treatments at the north and south ends of the Main Street/Bear Creek Drive couplet in downtown Phoenix, in order to emphasize the transition in character from OR 99’s rural highway segment to the Phoenix city center. This project is a component of the City Center Element in the City’s Comprehensive Plan.

S-10 OR 99/Coleman Creek Culvert (High Priority/Medium Term)

Coleman Creek runs diagonally from southwest to northeast, crossing OR 99 in the north section of Phoenix just north of Cheryl Lane. OR 99 in this section is five lanes wide, with a center turning lane, two through lanes, substandard sidewalks, and no bicycle lanes. This project would replace the culvert over the creek and widen the roadway in this section to add bike lanes and sidewalks.

S-11 OR 99 – South of Couplet to South City Limits (Medium Priority/Long Term)

OR 99 south of downtown is a standard rural four-lane highway with limited shoulders and no sidewalk infrastructure. This project would restructure the roadway to include a center turning lane, two through travel lanes (one in each direction), bike lanes, curbs, and sidewalks.

Street System Plan

Table 4-1: Street System Projects

No.	Project/Location	Description	Bundle	Timeline	Priority
Tier 1 – Funded					
S-1	OR 99 – Downtown Phoenix	Add gateway treatments at north and south ends of couplet to increase awareness of upcoming downtown area and lane reduction.	B-2, B-4, B-5, B-6, P-4, P-5	Short	High
S-2	3rd St and 2nd St Extensions	New local street with sharrows and sidewalks	S-3	Short	High
S-3	Parking St: 2nd Street to 4 th Street	Construct new street within couplet with sharrows and sidewalks	S-2	Short	High
S-4	N Pine St: W 1st St to W 5th St	Asphalt overlay, roadway widening to City standards, curb, gutter, sidewalks and storm drainage, AC waterline replacement, sharrows	B-7	Short	High
S-5	N Church St: W 1st St to W 6th St	Asphalt Overlay, Roadway Widening to City Standards, Curb, Gutter, Sidewalks and Storm Drainage, AC Waterline Replacement, sharrows	B-7	Short	High
S-6	Locke Ln: Colver to dead end, including Christie Court; Coral Circle: Houston Rd to Hilsinger	Asphalt Overlay, AC Waterline Replacement	No	Short	High
Tier 2 – Unfunded					
S-7	Hilsinger Rd: Colver Rd to Camp Baker Rd	Upgrade road to collector standard (sharrows instead of bike lane)	No	Medium	High
S-8	Urban Reserve Area PH-5	Implement a Conceptual Street Network as part of a long-term plan for development	No	Medium	High
S-9	Urban Reserve Area PH-10	Implement a Conceptual Street Network as part of a long-term plan for development	No	Medium	High
S-10	OR 99/Coleman Creek Culvert	Replace culvert and widen roadway to add bike lanes and sidewalks	B-8, P-8, P-10	Medium	High
S-11	OR 99 – South of couplet to south city limits	Restructure roadway to include a center turn lane, two through travel lanes (one in each direction), bike lanes, curbs, and sidewalks	No	Long	Medium
S-12	OR 99/Northridge Ter Intersection	Monitor crash patterns for increased frequency of crashes related to northbound right-turn movement; if warranted, improve turning radius on southeast corner	No	Long	Medium
S-13	Urban Reserve Area PH-1 and PH-1a	Implement a Conceptual Street Network as part of a long-term plan for development	No	Long	Low
S-14	4th St/Houston Rd railroad crossing	Improve crossing to ease driver experience	B-13	Long	Low

S-12 OR 99/Northridge Terrace Intersection (Medium Priority/Long Term)

At the northern edge of the city, Northridge Terrace intersects OR 99. In response to reported safety concerns, this project would encourage ODOT to monitor crash patterns for increased frequency of collisions related to the right-turn movement from northbound OR 99 to eastbound Northridge Terrace. If warranted, the southeast corner of the intersection would be improved to facilitate a wider turning radius.

Urban Reserve Areas

The Greater Bear Creek Valley Regional Plan (GBCVRP) established five urban reserve areas that would accommodate anticipated population and employment growth in Phoenix over the next 50 years.

S-8 Urban Reserve Area PH-5 (High Priority/Medium Term)

An established urban reserve area, PH-5 is approximately 427 gross acres and is located to the north of the city limits and east of I-5. Although this area currently lies outside of the Phoenix UGB, general planning for a transportation network to serve PH-5 is sought to be part of the TSP. In an effort to plan for future conditions and needed connections, North Phoenix Road is forecast to have two new connections. The primary east-west connection is a collector street, and the other connection extends from the old alignment of North Phoenix Road across the realigned arterial to extend northward through PH-5. A third north-south roadway is forecasted in the eastern portion of PH-5 and has the potential to extend southward to serve PH-10. Upgrades to Campbell Road would be necessary for a potential South Stage Road extension connects to North Phoenix directly opposite Campbell Road. A conceptual network for PH-5 is illustrated in Figure 4-1.

S-9 Urban Reserve Area PH-10 (High Priority/Medium Term)

Urban reserve area PH-10 is 43 total acres and is located to the north side of Fern Valley Road, east of I-5 and north of the Phoenix Hills neighborhood. Future forecasts for PH-10 include 85 percent residential and 15 percent open space uses in the area. PH-10 currently lies outside of the Phoenix UGB and shares a property line with PH-5 to the north. Its proximity to PH-5 will accommodate a north/south corridor from southeast Medford to northeast Phoenix. PH-10 lends itself to one north/south and one east/west local route. The north/south route would connect into Fern Valley Road at the same point as Breckinridge Drive or Meadow View Drive.

S-13 Urban Reserve Area PH-1 and PH-1a (Low Priority/Long Term)

The urban reserve areas PH-1 and PH-1a are located west of OR 99 and the CORP railroad line, and north of the city limits. Both URAs are located west of the CORP railroad line, which limits connectivity with the rest of the Phoenix street system. Their eastern border has limited road access, so it is unlikely a new or enhanced rail crossing could be added in order to accommodate industrial traffic. The proposed route into the urban reserve areas is a connection to S. Stage Road via Voorhies Road. By creating a north/south connection to S. Stage Road through PH-1 and PH-1a, there is no need for an additional rail crossing. New connections to S. Stage Road will be coordinated with the County and City of Medford.

City-Maintained Street Improvements

Listed below are projects that would improve streets that the City owns and maintains.

S-2 3rd Street: Main Street to New Internal Circulation Roadway [Parking Street] (High Priority/Short Term)

The eastern end of 3rd Street currently terminates at Main Street in downtown Phoenix. This project would extend 3rd Street one block east to a new internal circulation roadway (tentatively known as Parking Street) between the Main Street and Bear Creek Drive couplet, and would include new sidewalks and bicycle lanes. This project is a component of the City Center Plan.

S-3 New Internal Circulation Roadway [Parking Street]: 4th Street to 2nd Street (High Priority/Short Term)

This project would construct a new internal circulation roadway with sidewalks and bicycle lanes between the Main Street/Bear Creek Drive couplet and is a component of the City Center Plan.

S-4 N Pine Street: W 1st Street to W 5th Street (High Priority/Short Term)

Pine Street is a local neighborhood street that lacks sidewalks and curbs, and is in generally poor condition. This project will rehabilitate the roadway with an asphalt overlay, and widen the street to citywide local street standards, including curbs, gutters, sidewalks, and stormwater drainage. The existing AC waterline under the roadway would also be replaced.

S-5 N Church Street: W 1st Street to W 6th Street (High Priority/Short Term)

Church Street is a local neighborhood street that lacks sidewalks or curbs and is in generally poor condition. This project will rehabilitate the roadway with an asphalt overlay, and widen the street to

citywide local street standards, including curbs, gutters, sidewalks, and stormwater drainage. The existing AC waterline under the roadway would also be replaced.

S-6 Locke Lane/Coral Circle (High Priority/Short Term)

The City's Capital Improvement Plan includes projects on two residential streets in west Phoenix. This project would repair the severely degraded roadway surface with an asphalt overlay and replace the existing AC waterline underneath the roadway.

S-7 Hilsinger Road: Colver Road to Camp Baker Road (High Priority/Medium Term)

Hilsinger Road is classified as a collector roadway in the western section of Phoenix, yet the roadway is substandard, with only intermittent sidewalks and curbs and no bicycle lanes. As part of the City's Capital Improvement Plan, this project would include an overlay to replace deteriorating asphalt, roadway widening, new sidewalks, and drainage improvements. In addition, the existing asbestos cement (AC) waterline under the roadway would also be replaced. These upgrades would bring Hilsinger Road to collector standards, with the exception of sharrow pavement markings instead of bicycle lanes, which would reflect right-of-way constraints and the low traffic volumes on this street. A small section of Hilsinger is not in City limits, so additional coordination with Jackson County is required.

S-14 4th Street/Houston Road Railroad Crossing (Low Priority/Long Term)

Planned repairs to the CORP railroad line between Medford and Montague, California, makes freight service likely on the rail line within Phoenix. Since Houston Road/4th Street crosses the CORP railroad tracks at a skewed angle, this project will improve the driver experience for traffic that uses 4th Street/Houston Road via OR 99 and Colver Road.

Bicycle and pedestrian improvements, such as TSP Project B-6, will improve the user experience for users of this road. Freight access to industrial lands as well as to future growth areas in and around PH-1 and PH-1a will be improved.

S-19 1st Street: Rose Street to Church Street (High Priority/Short Term)

1st Street between Rose Street and Church Street is a collector with two travel lanes that was recently widened to install a sidewalk and drainage improvements on the north side of the street. The City’s Capital Improvement Plan includes a complementary widening project on the south side of the roadway that would also install new sidewalks and drainage improvements. These improvements would bring 1st Street up to collector standards.

4.2 Bicycle and Pedestrian System



Enhance Local Collector Streets

Several roads in Phoenix do not have adequate bicycle facilities (bicycle lane at least 5 feet wide) on both sides, based on the minimum standards set in the *Oregon Bicycle and Pedestrian Design Guide*. Projects that will install bicycle lanes, or extend lanes in certain parts of town, will have significant benefits to users of these roads.

B-2 4th Street: Main Street to Bear Creek Drive (High Priority/Short Term)

Currently, 4th Street/Houston Road has bicycle lanes between the west UGB and Main Street. This project would extend those bicycle lanes east towards Bear Creek Drive and the Bear Creek Greenway.

B-6 1st Street: Church Street to Bear Creek Drive (High Priority/Short Term)

Currently, 1st Street has bicycle lanes between Colver Road and Church Street. This project would extend those bicycle lanes east towards Bear Creek Drive and may require on-street parking restrictions to accommodate them.

B-7 Rose Street and Oak Street (Medium Priority/Short Term)

Currently, Rose Street has bicycle lanes between Independence Circle and 1st Street. South of 1st Street, Rose Street has the character of a local neighborhood street but no sidewalks. This project would extend the existing bicycle lanes north towards OR 99 and may require on-street parking restrictions to accommodate them. It would also add sharrow pavement markings between 1st Street and Oak Street.

B-11 Colver Road: 4th Street/Houston Road to 1st Street (Medium Priority/Medium Term)

Currently, Colver Road has paved shoulders between 1st Street and the south UGB. This project would extend those paved shoulders north towards 4th Street/Houston Road and would likely require new right-of-way acquisition.



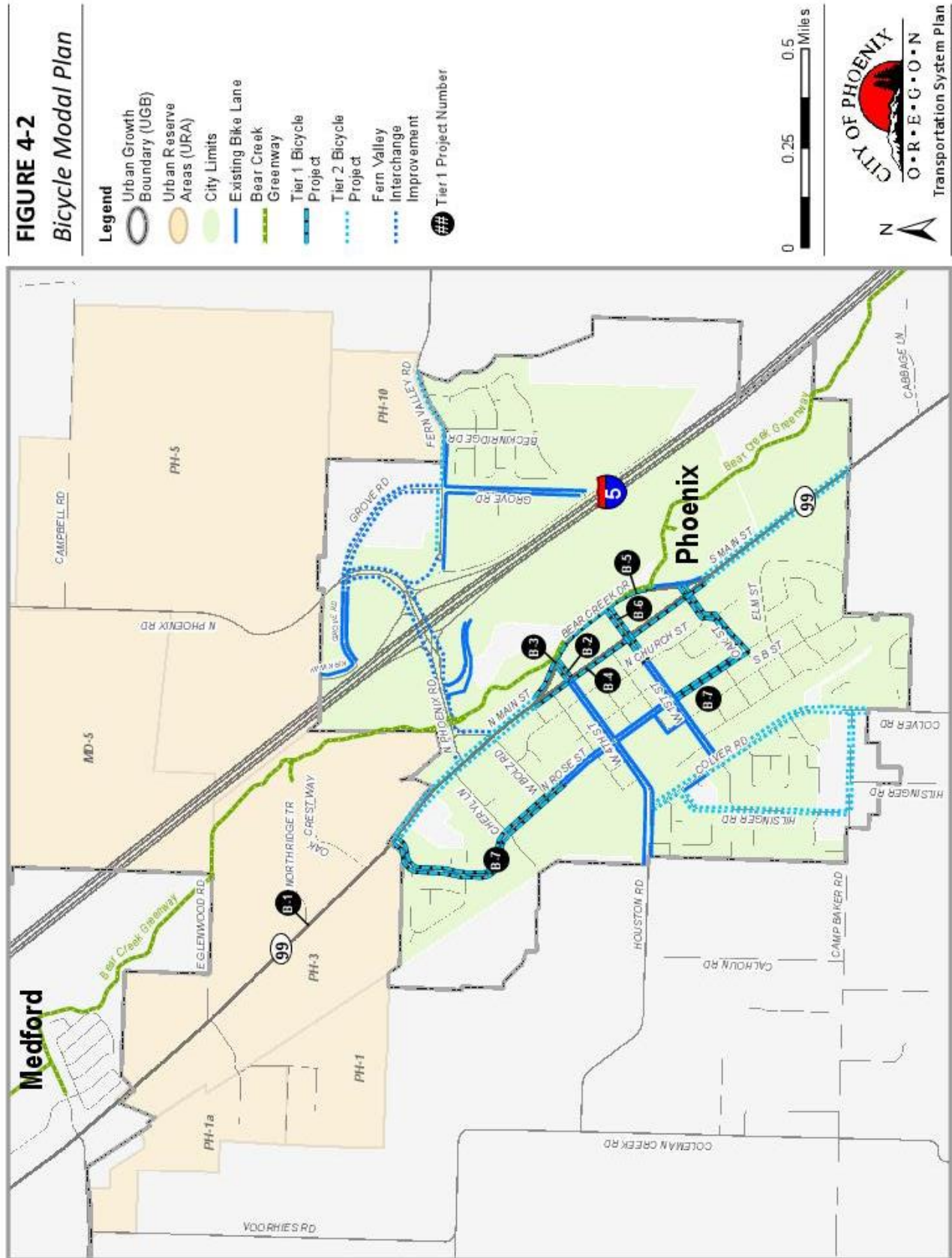
Bicycle Projects

Table 4-2: Bicycle System Projects

No.	Project/Location	Description	Bundle	Timeline	Priority
Tier 1 – Funded					
B-1	Bear Creek Greenway connection with Northridge Ter	Install signage guiding travelers to the Bear Creek Greenway	OR 99 CP	Short	High
B-2	4th St: Main St to Bear Creek Dr	Extend bike lanes	B-4, B-5	Short	High
B-3	Bear Creek Greenway	Improve connections to OR 99/Bear Creek Dr at 4th St to provide parallel and convenient bicycle and pedestrian facilities (north end)	P-3, B-10	Short	High
B-4	Main St – Downtown Phoenix	Modify striping to add bike lanes	B-2, B-6, P-4, P-5	Short	High
B-5	Bear Creek Dr – Downtown Phoenix	Modify striping to add bike lanes (west side pedestrian multi-use path)	B-2, B-6, P-4, P-5	Short	High
B-6	1st St: Church St to Bear Creek Dr	Extend bike lanes	B-4, B-5	Short	High
B-7	Local Collector Streets Rose St: Independence Cir to OR 99 Rose St: Oak St to 1st St Oak St: Rose St to Main St Church St: Oak St to Bolz Rd Pine St. 1st St to 5th St	Install sharrows	S-4, S-5	Short	Medium
S-2	3rd St and 2nd St Extensions	New local street with sharrows and sidewalks	S-3	Short	High
Tier 2 – Unfunded					
B-8	OR 99 – North UGB to Coleman Creek	Modify striping of existing 5-lane roadway cross section to add bike lanes	B-9, P-8, S-10	Medium	High
B-9	OR 99/Coleman Creek Culvert	Modify striping of existing roadway to add bike lanes while maintaining four through travel lanes (Interim)	B-8, P-11	Medium	High
B-10	Bear Creek Greenway	Improve connections to OR 99/Bear Creek Dr at Oak St to provide parallel and convenient bicycle and pedestrian facilities (south end)	B-3	Medium	Medium
B-11	Colver Rd: 4th St/Houston Rd to 1st St	Widen to provide bike lanes and sidewalks	P-12	Medium	Medium
B-12	Camp Baker Rd: Hilsinger to Colver Rd	Widen to provide bike lanes	P-20	Long	Low
B-13	4th St/Houston Rd: railroad crossing	Improve rail crossing for bicycle/pedestrian access	S-14	Long	Low
S-7	Hilsinger Rd: Colver Rd to Camp Baker Rd	Upgrade road to collector standard (sharrows instead of bike lane)	No	Medium	High
S-10	OR 99/Coleman Creek Culvert	Replace culvert and widen roadway to add bike lanes and sidewalks	B-8, P-8, P-10	Medium	High
S-11	OR 99 – South of couplet to south city limits	Restructure roadway to include a center turn lane, two through travel lanes (one in each direction), bike lanes, curbs, and sidewalks	No	Long	Medium
S-14	4th St/Houston Rd railroad crossing	Improve crossing to ease driver experience	B-13	Long	Low

Note: Blue text with shading indicates a project identified in a separate modal plan (project number indicates the corresponding modal plan), which offer overlapping modal benefits. These projects present opportunities to coordinate prioritization, funding and implementation efforts.

Figure 4-2: Bicycle Modal Plan



Improve Local Greenway Connections



The Phoenix transportation system includes a regional multi-use path, the Bear Creek Greenway, which serves both pedestrians and bicyclists. The Bear Creek Greenway is the primary multi-use path through the Rogue Valley metropolitan area, extending 18 miles north-south from Ashland to north of Central Point. Fern Valley Road is the only road crossing along the trail in Phoenix and currently lacks sidewalks or bicycle lanes. The upcoming Fern Valley Interchange project will install new pedestrian and bicycle facilities that will greatly improve user safety and comfort. However, Fern Valley Road (future North Phoenix Road) will continue to act as a high-volume, higher-speed street. There are two additional access points within Phoenix: one located at Northridge Terrace at the far northern edge of the city, and another at Blue Heron Park at the south end of downtown in the vicinity of Oak Street.

Future efforts for Bear Creek Greenway will be coordinated with current efforts by Jackson County to improve signage and access to the trail.

B-1 Bear Creek Greenway connection with Northridge Terrace (High Priority/Short Term)

This project would install signage along OR 99, guiding travelers to the existing Bear Creek Greenway access point at Northridge Terrace.

B-3 Bear Creek Greenway Connections – City Center (4th Street and Oak Street) (High Priority/Short Term)

To improve bicycle and pedestrian connections between Phoenix neighborhoods and the Bear Creek Greenway, especially at the northern end of the city center, the project would construct a new trail access point at 4th Street and install improved crossings where OR 99 (Main Street and Bear Creek Drive) intersects Oak Street and 4th Street. These improvements will help reduce the need for local residents to travel along Fern Valley Road in order to access to greenway.

This project is a component of the City Center Plan. An improved crossing at Oak Street that has high-visibility crosswalks and pedestrian-activated crossing signals and that connects to Blue Heron Park is currently funded within the Statewide Transportation Improvement Plan (STIP) at a projected cost of \$618,000. The project will include new and improved sidewalks. The project will also include new wayfinding signage and pavement markings to guide users to the trail and provide visible cues for motorists.

Complete Bicycle Network Gaps

B-4 Main Street – Downtown Phoenix (High Priority/Short Term)

Main Street currently carries southbound OR 99 traffic through the commercial center of downtown Phoenix, with two through lanes and two parking lanes. Main Street will be restriped to include a protected bicycle lane and one general travel lane. Each intersection in downtown will also have new ADA compliant ramps, crosswalk markings, and signage. A pedestrian activated RFB will be installed at the intersection of Main Street and East 4th Street and at Bear Creek Drive and East 4th Street.

B-5 Bear Creek Drive – Downtown Phoenix (High Priority/Short Term)

Built in the 1950s as part of a couplet with Main Street, Bear Creek Drive currently carries northbound OR 99 traffic through downtown Phoenix. Unlike Main Street, Bear Creek Drive has a rural highway character, with two travel lanes and side guardrails but no curbs or sidewalks and limited intersections. As part of the City Center Plan, Bear Creek drive will be restriped to include a protected bicycle lane and one general travel lane.

B-8 OR 99 – North UGB to Coleman Creek (High Priority/Medium Term)

OR 99 in this section has a five-lane roadway cross section, with two travel lanes in each direction and a center turning lane, but with no bicycle lanes and substandard or intermittent sidewalks. This project would modify the existing striping to add a standard bicycle lane in each direction.

B-9 OR 99/Coleman Creek Culvert (High Priority/Medium Term)

Coleman Creek runs diagonally from southwest to northeast, crossing OR 99 in the north section of Phoenix just north of Cheryl Lane. OR 99 in this section is five lanes wide and has a center turning lane and two through lanes, but no bicycle lanes and substandard or intermittent sidewalks. This project would modify the existing striping to add a standard bicycle lane in each direction while maintaining four through travel lanes as an interim measure until a new culvert can be constructed over the creek.

B-12 Camp Baker Road: Hilsinger to Colver Road (Low Priority/Long Term)

Camp Baker Road has a rural cross section, with two travel lanes and no sidewalks, curbs, or bicycle lanes. This project would bring the street up to the

collector standards by widening the roadway to provide bicycle lanes.

B-13 4th Street/Houston Road: Railroad Crossing (Low Priority/Long Term)

The existing bicycle lanes on 4th Street are discontinuous at the CORP railroad crossing, which can reduce the feeling of safety for less confident riders. This project would stripe bicycle lanes across the tracks, which may require widening the roadway. The City would need to coordinate with the railroad on potential right-of-way acquisition or easements, because this project would likely require relocation and potential modifications of the crossing devices.

Improve Pedestrian Network



P-3 OR 99: Bolz Road to 4th Street (High Priority/Short Term)

OR 99 in this section does not have a continuous sidewalk on the east side of the street. This project would bring the roadway up to arterial standards by extending the pedestrian facility improvements being constructed as part of the I-5 Fern Valley Interchange project farther south towards downtown. A new or improved east sidewalk would be installed between Bolz Road and 4th Street.

4.3 Pedestrian Projects

Table 4-3: Pedestrian System Projects

No.	Project/Location	Description	Bundle	Timeline	Priority
Tier 1 – Funded					
P-1	OR 99 – Charlotte Ann Rd to Coleman Creek	Install RRFB and median islands at multiple locations where pedestrian crossings occur: Northridge Ter and/or Walnut Way	OR 99 CP	Short	High
P-2	Cheryl Ln: Rose St	Install new or improved sidewalk to eliminate gap east of Rose St	No	Short	High
P-3	OR 99: Bolz Rd to 4th St	New or improved sidewalk on east side	B-3	Short	High
P-4	Main St – Downtown Phoenix	Enhance crossing opportunities with pedestrian-activated devices, curb extensions, and additional crosswalk striping, install RFB at Main & 4th and Bear Creek Drive and 4th	B-2, B-6	Short	High
P-5	Bear Creek Dr – Downtown Phoenix	Enhance crossing opportunities with pedestrian-activated devices, curb extensions, and additional crosswalk striping	B-2, B-6	Short	High
P-6	1st St: Rose St to Church St	New or improved sidewalk on south side	No	Short	High
P-7	S Phoenix Rd: Fern Valley Rd and Furry Rd	Install new or improved sidewalk on east side and asphalt overlay	No	Medium	Low
S-2	3rd St and 2nd St Extensions	New local street with sharrows and sidewalks	S-3	Short	High
S-4	N Pine St: W 1st St to W 5th St	Sidewalks included in street project “S-4”	S-4, B-7	Short	High
S-5	N Church St: W 1st St to W 6th St	Sidewalks included in street project “S-5”	S-5, B-7	Short	High
Tier 2 – Unfunded					
P-8	OR 99 – North UGB to Coleman Creek	Construct continuous sidewalks on both sides of OR 99	P-10, P-11, S-10, B-8	Medium	High
P-9	OR 99: Bolz Rd to South End of Couplet	Provide sidewalk travel width on west side of roadway of 6 feet around utility poles	No	Medium	High
P-10	OR 99: Cheryl Ln to Coleman Creek	New or improved sidewalks on both sides	P-8, P-11, S-10	Medium	Medium
P-11	OR 99/Coleman Creek Culvert	Modify striping of existing roadway to add sidewalks while maintaining four through travel lanes (Interim)	P-8, P-10, B-9	Medium	Medium
P-12	Colver Rd: 4th St/Houston Rd to 1st St	Install new or improved sidewalk on both sides	B-11	Medium	Medium
P-13	2nd St: 1st St to Rose St	Install new sidewalks on both sides	No	Medium	Medium
P-14	1st St/C St	Install new curb extension to reduce curb radius and install crosswalks	No	Medium	Medium
P-15	Colver Rd: 1st St to South UGB	Install multi-use path along east side	No	Medium	Medium
P-16	1st St: RR Crossing	Install new sidewalks on both sides to eliminate gaps at CORP railroad crossing	No	Long	Medium
P-17	1st St: Canal	New or improved (ADA) sidewalk over canal on south side	No	Long	Medium
P-18	Oak St: Rose St to Main St	New or improved sidewalk on both sides	P-21	Long	Medium
P-19	OR 99/Rose Street	Install new curbs to reduce curb radius and install crosswalks across OR 99	No	Long	Low

No.	Project/Location	Description	Bundle	Timeline	Priority
Tier 2 – Unfunded					
P-20	Camp Baker Rd: Hilsinger to Colver Rd	New or improved sidewalk on both sides	B-12	Long	Low
P-21	Rose St: Oak St to 1st St	New or improved sidewalk on both sides	P-18	Long	Low
P-22	Colver Rd: 1st South UGB	Install new or improved sidewalk on both sides	No	Long	Low
P-23	C Street: 1st St to East of Elm St	New or improved sidewalk on both sides			
S-7	Hilsinger Rd: Colver Rd to Camp Baker Rd	Upgrade road to collector standard	No	Medium	High
S-10	OR 99/Coleman Creek Culvert	Replace culvert and widen roadway to add bike lanes and sidewalks	B-8, P-8, P-10	Medium	High
S-11	OR 99 – South of couplet to south city limits	Restructure roadway to include a center turn lane, two through travel lanes (one in each direction), bike lanes, curbs, and sidewalks	No	Long	Medium

Note: Blue text with shading indicates a project identified in a separate modal plan (project number indicates the corresponding modal plan), which offer overlapping modal benefits. These projects present opportunities to coordinate prioritization, funding and implementation efforts.



P-2 Cheryl Lane: Rose Street (High Priority/Short Term)

There is currently a short gap in the pedestrian network on the north side of Cheryl Street where the City has not been able to construct a standard sidewalk due to a dispute with the adjacent property owner. This project would install new or improved sidewalk to eliminate the gap east of Rose Street.

P-6 1st Street: Rose Street to Church Street (High Priority/Short Term)

1st Street recently had a new sidewalk installed on the north side of the street to improve pedestrian connectivity between Rose Street and Church Street. This project would bring the roadway up to collector standards by installing an identical new or improved sidewalk on the south side of the roadway.

P-7 S Phoenix Road: Fern Valley Road and Furry Road (Medium Priority/Short Term)

South Phoenix Road has a single sidewalk that alternates sides between Fern Valley Road and Pear Tree Lane, which forces pedestrians to cross the street at Furry Road and makes pedestrian travel inconvenient along the roadway. This project would install a new or improved sidewalk on the east side of the street between Fern Valley Road and Furry Road, creating a single, uninterrupted sidewalk.

P-8 OR 99 – North UGB to Coleman Creek (High Priority/Medium Term)

OR 99 in this section is five lanes wide with a center turning lane and two through lanes, but no bicycle lanes and substandard or intermittent sidewalks. This project would bring the roadway to arterial standards by constructing continuous, full sidewalks on both sides of OR 99 in this section.

P-9 OR 99: Bolz Road to South End of Couplet (High Priority/Medium Term)

OR 99 has a full sidewalk on the west side of the roadway between Bolz Road and the south end of downtown along Main Street. However, there are power utility poles installed within the sidewalk that prevent the sidewalk from providing adequate clearance for users in mobility devices, or that don't allow for multiple users to pass one another in opposite directions. This project would widen the sidewalk to provide adequate sidewalk travel of 6 feet width around utility poles.

P-10 OR 99: Cheryl Lane to Coleman Creek (Medium Priority/Medium Term)

OR 99 in this section is five lanes wide with a center turning lane and two through lanes, but no bicycle lanes and substandard or intermittent sidewalks. This project would bring the roadway to arterial standards by constructing continuous, full sidewalks on both sides of OR 99 in this section.

P-11 OR 99/Coleman Creek Culvert (Medium Priority/Medium Term)

OR 99 in this section is five lanes wide with a center turning lane and two through lanes, but no bicycle lanes and substandard or intermittent sidewalks. This project would bring the roadway to arterial standards by modifying striping of the existing roadway to add sidewalks, while maintaining four through travel lanes as an interim measure until a new culvert can be constructed over the creek.

P-12 Colver Road: 4th Street/Houston Road to Hilsinger Road (Medium Priority/Medium Term)

Colver Road currently lacks sidewalks between 4th Street/Houston Road and Hilsinger Road. This project would bring the roadway up to collector standards by installing new sidewalk on both sides of the street within this section.

P-13 2nd Street/B Street: 1st Street to Rose Street (Medium Priority/Medium Term)

2nd Street/B Street between 1st Street and Rose Street is one-way westbound with one travel lane, one bicycle lane, and on-street perpendicular parking, and yet it lacks continuous sidewalks. This project would facilitate pedestrian access to Phoenix Elementary School by installing new or improved sidewalks on both sides of the street.

P-15 Colver Road: Multi-Use Path - 1st Street to South UGB (Medium Priority/Medium Term)

Colver Road has paved shoulders but no sidewalks from 1st Street south towards the UGB. To bring Colver Road in compliance with the collector standard, full sidewalks and curbs would need to be installed on both sides of the street, which could be expensive and challenging to construct without impacting adjacent properties. As an interim measure, this project would install a multi-use path along the east side of the roadway to improve pedestrian access and safety. An east-side facility would also connect residents with Colver Road Park, where there is an existing path that crosses the CORP railroad tracks.

P-18 Oak Street: Rose Street to Main Street (Medium Priority/Long Term)

Oak Street between Rose Street and Main Street has the character of a local neighborhood street but is classified as a collector in the City's TSP and lacks sidewalks. The street also connects the neighborhood to Blue Heron Park and the existing Bear Creek Greenway trailhead at the southern end of downtown Phoenix. To help meet collector standards, this project would install standard sidewalks on both sides of the street in this section.

P-20 Camp Baker Road: Hilsinger to Colver Road (Low Priority/Long Term)

Camp Baker Road has a rural cross section, with two travel lanes and no sidewalks, curbs, or bicycle lanes. This project would bring the street up to the

collector standards by widening the roadway to provide bicycle lanes and sidewalks.

P-21 Rose Street: Oak Street to 1st Street (Low Priority/Long Term)

Rose Street between Oak Street and 1st Street has the character of a local neighborhood street but is classified as a collector in the City's TSP and lacks sidewalks. To help meet collector standards, this project would install standard sidewalks on both sides of the street in this section.

P-22 Colver Road: Sidewalks - 1st Street to South UGB (Low Priority/Long Term)

Colver Road has paved shoulders but no sidewalks from 1st Street south towards the UGB. As an interim measure, this project would install full sidewalks and curbs on both sides of the street in order to bring Colver Road in compliance with the collector standard. Although improving pedestrian access and safety is a pressing need on Colver Road, constructing sidewalks is a lower priority than a multi-use path due to the expense and potential right-of-way acquisition involved.

Enhance Crossings



P-1 OR 99 – Northridge Terrace and Walnut Way Crossing Improvements (High Priority/Short Term)

Currently, there are no marked crosswalks north of Fern Valley Road along OR 99 in Phoenix to facilitate access between neighborhoods and the

Bear Creek Greenway. This project would help improve crossing safety and encourage motorist compliance by installing new high-visibility crosswalks, signage, and user-actuated crossing devices to aid bicyclists and pedestrians crossing at Northridge Terrace and Walnut Way. The crossing devices could either be in the form of a rectangular rapid flash beacon (RRFB) or pedestrian hybrid beacon.

P-4 Main Street – Downtown Phoenix (High Priority/Short Term)

Main Street currently carries southbound OR 99 traffic through the commercial center of downtown Phoenix. As part of the PHURA City Center Plan, to be adopted in 2015, this project will enhance crossing opportunities with pedestrian-activated devices, curb extensions to reduce crossing distance, signage, and additional high-visibility crosswalk striping.

P-5 Bear Creek Drive – Downtown Phoenix (High Priority/Short Term)

Bear Creek Drive currently carries northbound OR 99 traffic through downtown Phoenix. As part of the PHURA City Center Plan, to be adopted in 2015, this project will enhance crossing opportunities with pedestrian-activated devices, curb extensions to reduce crossing distance, signage, and additional high-visibility crosswalk striping.

P-14 1st Street/C Street Intersection Improvements (Medium Priority/Medium Term)

The southeast corner of the 1st Street/C Street intersection currently has a wide curb radius to facilitate the movement of trucks that serve the industry located along C Street. While the intersection layout helps accommodate large trucks making wide turns, it degrades the environment for pedestrians, who have a longer distance to cross the street and are less visible. The wider curb radius also encourages drivers to take the turn at faster speeds, sometimes without stopping as required. This project would make

various improvements at this intersection, such as installing new bulb-outs to reduce the curb radius and crossing distance for pedestrians, and increasing visibility. In addition, new high-visibility crosswalks would be installed.

P-16 1st Street: CORP Railroad Crossing (Medium Priority/Long Term)

The existing sidewalks on 1st Street are discontinuous at the CORP railroad crossing, requiring pedestrians to walk either in the roadway or along the unpaved shoulder. This project would install new sidewalks on both sides of the street to eliminate gaps at the crossing. The City would need to coordinate with the railroad on potential right-of-way acquisition or easements, because this project would likely require relocation and potential modifications of the crossing devices.

P-17 1st Street: Canal Crossing (Medium Priority/Long Term)

1st Street between the CORP railroad tracks and B Street has sidewalks on both sides of the street. However, where the street crosses the Phoenix Canal (maintained by the Talent Irrigation District) near the Phoenix Library, there is a makeshift wooden bridge on the south side of the street for pedestrians that is narrow and not ADA-accessible. To meet City collector standards and to improve accessibility, this project would construct an improved sidewalk over the canal on the south side of the roadway.

P-19 OR 99/Rose Street Crossing Improvements (Low Priority/Long Term)

The OR 99/Rose Street intersection in north Phoenix is the main access point into residential neighborhoods for traffic heading south from Medford. Currently, there are wide curb radii that enable drivers to take turns at a high rate of speed, which compromises pedestrian safety at the intersection. In addition, there are no crosswalks on OR 99 between Fern Valley Road and the northern UGB. This project would install new curb extensions to reduce the turning radius and also

install crosswalks across OR 99 to increase motorist awareness of pedestrians and bicycle riders.

Project 4 of the OR 99 Corridor Plan identifies a number of potential locations to install median islands that would possibly have crosswalks and an activated crossing device.

4.4 Transit System

The RVTD provides public transportation to the City of Phoenix. RVTD Route 10 passes through Phoenix along OR 99. The route connects Phoenix to the Cities of Talent, Medford, Central Point, and Ashland (shown in

Figure 4-4).



T-1 Route 10 Service Adjustments (High Priority/Short Term)

Route 10, the only routed bus service in Phoenix, currently experiences on-time performance issues. The route is long (more than 13 miles), and the current route cycle is approximately 1 hour and 45 minutes long, making schedule adherence sometimes difficult. RVTD is reviewing options for improving on-time performance, which may include eliminating or combining some stops along the route. The time required (50 minutes) to travel from Medford to Ashland on Route 10 is likely a deterrent to transit use for potential riders (driving between Medford and Ashland takes approximately 30 minutes).

Also, the northbound stop on Bear Creek Drive causes pedestrians to cross OR 99 and wait on Bear Creek Dr, where there is a narrow shoulder. Shifting this stop to the internal street network

Downtown (Route 10 /an express and one for the circulator to meet up with the Route 10) in the would facilitate a small transit center. RVTD would do this by using 1st street to enter northbound, but would require a connection at either 2nd, 3rd or 4th to re-enter OR 99 northbound. Southbound, RVTD could remain on Main St. or require another bus bay (or use 1st and turn around at 2nd).

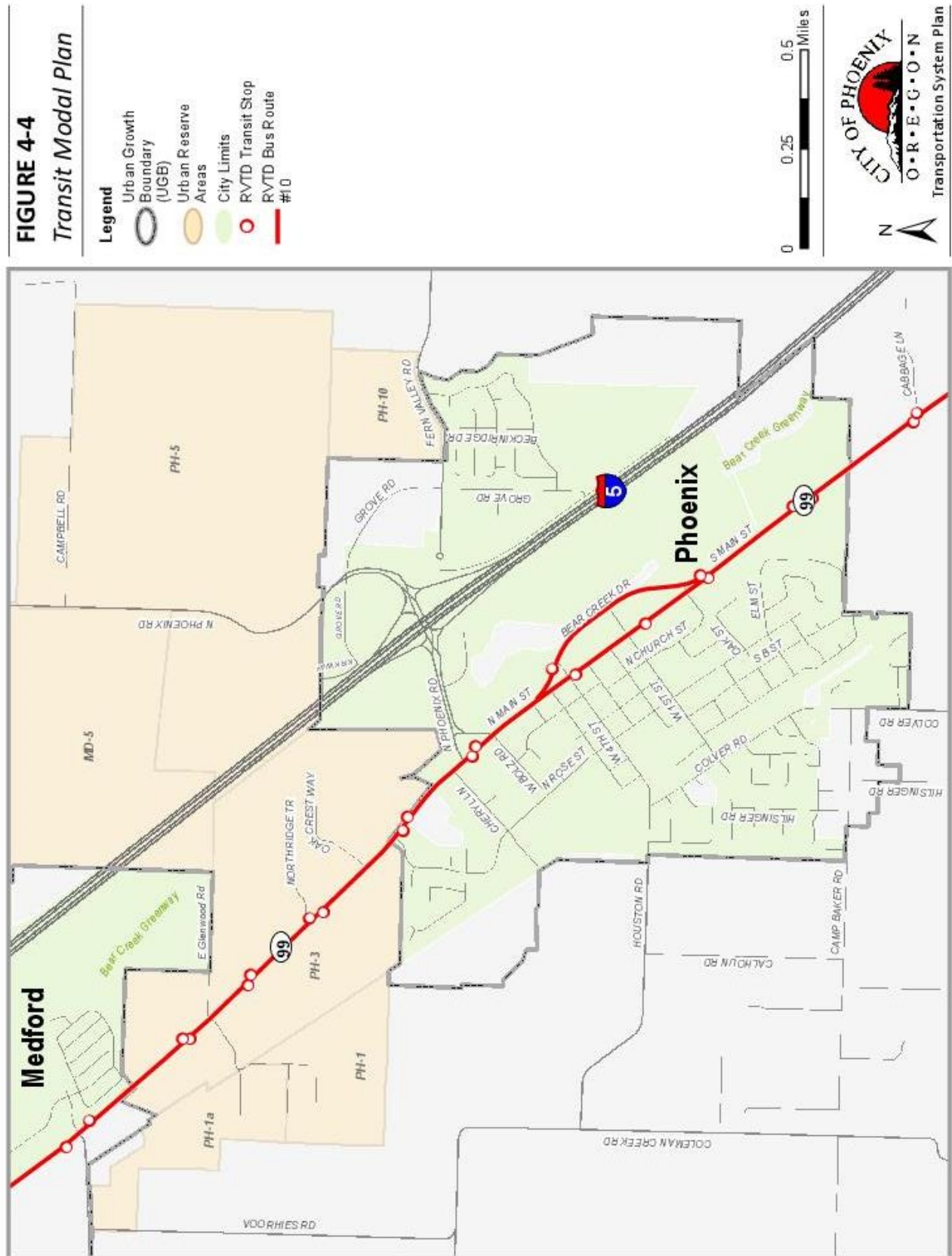
T-2 Route 10 Split (High Priority/Short Term)

RVTD is evaluating the possibility of splitting Route 10 into two separate routes with a transfer in Talent. Splitting the route would improve on-time performance for transit riders in Phoenix and increase travel time reliability between Phoenix and Ashland or Phoenix and Medford.

T-3 Feeder Service (Medium Priority/Short Term)

Deviated fixed-route and/or feeder service could connect riders who live too far from an existing RVTD stop to routed service. RVTD is considering a “Valley Feeder” service that would make use of unused capacity in the paratransit system. This feeder service would be available to residents who are within ¾ mile of an existing RVTD line. Riders could call and reserve a ride on an available paratransit vehicle to their nearest bus stop or final destination (depending on location).

Figure 4-4: Transit Modal Plan



T-4 Transportation Demand Management (TDM) Strategies (Medium Priority/Short Term)

Phoenix does not currently have park-and-ride facilities. The demand for park-and-ride lots is difficult to forecast, given that potential park-and-ride users are likely to be “choice” riders who have the option of driving to their destinations. Working with private property owners will help in efforts to establish park-and-ride stalls in areas where parking is underutilized, or existing public parking stalls may be dedicated as park-and-ride facilities. Policies supporting workplace TDM programs in the community and at the City of Phoenix itself exist within the TSP. Large employers in town, such as Harry and David, could be targeted with specific TDM programs.

Through rideshare programs and other TDM efforts, the City and RVTD will work with Phoenix employers and other government agencies to increase commuter transit ridership, biking, and walking through voluntary, employer-based incentives such as subsidized transit passes and guaranteed ride home programs.

Additionally, the City and RVTD will encourage promotional and educational activities that encourage school children and people who own cars to use public transit, bike, and walk.

T-5 City Circulator (High Priority/Medium Term)

RVTD includes circulator service in its long-range transit plan. A city-wide circulator service could connect riders to routed bus service and provide access to community destinations within Phoenix. The circulator could serve residential areas west of OR 99 and east of I-5, and serve as “feeder” service for Route 10. This service will support development of PH-5 and PH-10, providing alternative modes of travel and reduce the need for vehicular capacity improvements.

T-6 Bus Stop Amenities (High Priority/Medium Term)

Current bus amenities are lacking in Phoenix. Only one stop has bus schedules posted, and several stops lack adequate sidewalk and shelters. Sidewalks are not present at either of the stops on Bear Creek Drive. Improving sidewalks adjacent to and at the stops themselves will improve pedestrian safety and increase comfort for riders waiting at or coming to those bus stops.

T-7 High Capacity Transit (High Priority/Long Term)

The existing Route 10 service is unlikely to attract many more riders unless it becomes time-competitive with driving. RVTD’s long-range transit plan (Ten-Year Plan) includes discussion of bus rapid transit (BRT) and potential light rail between Medford and Ashland, but notes that it is very difficult to forecast the demand for such a service. BRT service along OR 99 between Medford and Ashland would be the most likely high capacity transit improvement in Phoenix, given the prohibitive costs of rail. One stop on OR 99 south of Fern Valley Road and north of the two-way split with Bear Creek Drive would likely be sufficient. RVTD has indicated that BRT is a long-range possibility, with a target of having interim express service available by 2020. High Capacity Transit service relies on Transit Signal Priority to enhance schedule reliability. RVTD is working with ODOT to make these improvements along the OR99 corridor with potential for signals in Phoenix to be upgraded with this technology.

4.5 Air, Rail, Water, and Pipelines

There is currently no direct air service for goods, passengers, and services within the Phoenix UGB. Air service for passengers and freight is available at the Ashland Municipal Airport and Rogue Valley International-Medford Airport. The Rogue Valley International-Medford Airport regularly scheduled service to national destinations and provide connections to nearby international airports in Portland, San Francisco, and other cities.

Phoenix has no freight or passenger rail service currently. The Central Oregon and Pacific (CORP) rail line runs northwest-southeast through Phoenix, west of OR 99 along Colver Road. There are two at-grade crossings within Phoenix; both crossings (at 4th Street/Houston Road and at 1st Street) have gates and flashing lights. Trains are not currently running on the section of CORP track south of Medford, due to significant repair work needed on the line across Siskiyou Pass. In May 2013, the State of Oregon and CORP were awarded a \$7 million TIGER grant from the U.S. Department of Transportation to repair the line between Medford and Montague, California. Once repairs are made, it is very likely that freight service will resume on the rail line within Phoenix.

The 2007 Rogue Valley Commuter Rail Project assessed the potential for developing commuter rail on existing CORP rail lines between Central Point and Ashland, a distance of 16 miles. Capital costs were estimated between \$27 million and \$42 million, with about \$3 million in operating costs per year. The study made only a cursory assessment of demand for such service, but did

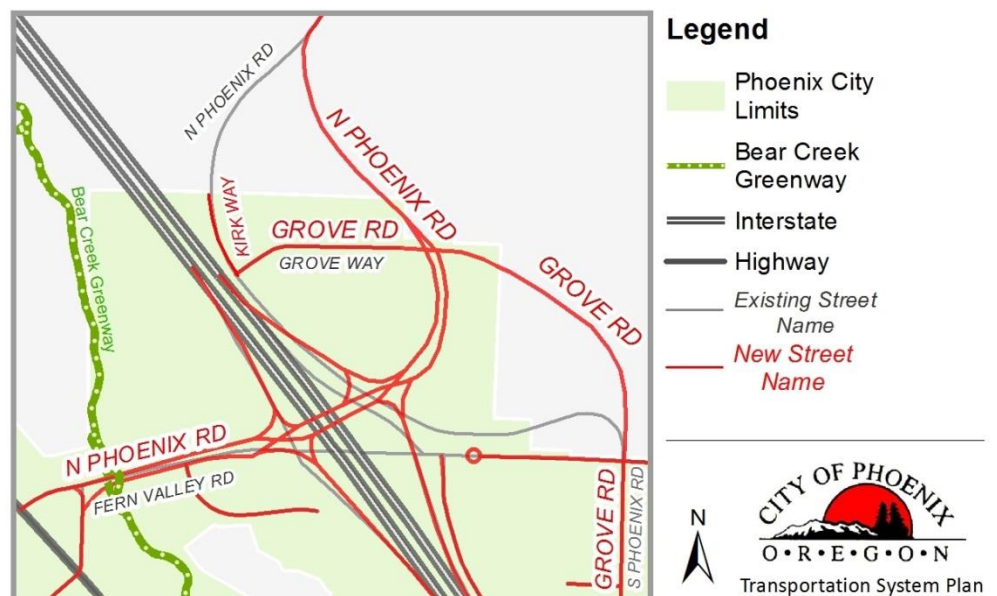
conclude that commuter rail service would be feasible.



Pipeline transportation in and throughout the Phoenix area includes transmission lines for electricity, cable television, and telephone services, as well as pipeline transport of water, sanitary sewer, and natural gas.

4.6 Revised FVI Street Naming

As part of the FVI improvements, a new/revised roadway network has been established. With these changes, there are also new/revised street names. The exhibit below shows the new FVI roadway network with the previous (existing) street names as well as the new street names.



4.7 Funded and Unfunded Project Lists

Table 4-4: Transportation System Projects

No.	Project/ Location	Description	Consistent with Other Plans	Bundle	Cost Estimate	Timeline	Priority	Notes
Tier 1 – Funded								
<i>Street Improvements</i>								
S-1	OR 99 – Downtown Phoenix	Add gateway treatments at north and south ends of couplet to emphasize upcoming downtown area	OR 99 CP	No	TBD	Short	High	
S-2	3rd St to 2nd St Extension	New local street with sharrows and sidewalks	City Center Plan; 2038 RTP	S-3	\$700,000	Short	High	Funded by PHURA, Being constructed in 2015
S-3	Parking St: 2nd St to 4th Street	Construct new street within couplet with sharrows and sidewalks	City Center Plan; 2038 RTP	S-2	\$700,000	Short	High	Funded by PHURA, Being constructed in 2015
S-4	N Pine Street: W 1st St to W 5th St	Asphalt Overlay, Roadway Widening to City Standards, Curb, Gutter, Sidewalks and Storm Drainage, AC Waterline Replacement	CIP	No	\$530,000	Short	High	
S-5	N Church Street: W 1st St to W 6th St	Asphalt Overlay, Roadway Widening to City Standards, Curb, Gutter, Sidewalks and Storm Drainage, AC Waterline Replacement	CIP	No	\$667,000	Short	High	
S-6	Locke Lane: Colver to dead end, including Christie Court; Coral Circle: Houston Rd to Hilsinger	Asphalt Overlay, AC Waterline Replacement	CIP	No	\$650,000	Short	High	Being constructed in 2015

Table 4-4: Transportation System Projects

No.	Project/ Location	Description	Consistent with Other Plans	Bundle	Cost Estimate	Timeline	Priority	Notes
<i>Bicycle Improvements</i>								
B-1	Bear Creek Greenway connection with Northridge Terrace	Install signage guiding travelers to the Bear Creek Greenway		OR 99 CP	TBD	Short	High	As a bundle with other signage projects/wayfinding
B-2	4th St: Main St to Bear Creek Dr	Extend bike lanes		B-4, B-5	\$7,500	Short	High	Being constructed in 2015
B-3	Bear Creek Greenway	Improve connections to OR 99/ Bear Creek Dr at 4th St to provide parallel and convenient bicycle and pedestrian facilities (north end)	OR 99 CP	P-3, B-10	\$50,000	Short	High	
B-4	Main St – Downtown Phoenix	Modify striping to add bike lanes	City Center Plan; OR 99 CP	B-2, B-6, P-4, P-5	N/A	Short	High	Being constructed in 2015
B-5	Bear Creek Dr – Downtown Phoenix	Modify striping to add bike lanes	City Center Plan; OR 99 CP	B-2, B-6, P-4, P-5	N/A	Short	High	Being constructed in 2015
B-6	1st St: Church St to Bear Creek Dr	Extend bike lanes		B-4, B-5	\$18,500	Short	High	Being constructed in 2015
B-7	Local Collector Streets Rose St: Independence Cir to OR 99 Rose St: Oak St to 1st St Oak St: Rose St to Main St Church St: Oak St to Bolz Rd Pine St. 1st St to 5th St	Install sharrows		S-4, S-5	\$15,000	Short	Medium	

Table 4-4: Transportation System Projects

No.	Project/ Location	Description	Consistent with Other Plans	Bundle	Cost Estimate	Timeline	Priority	Notes
<i>Pedestrian Improvements</i>								
P-1	OR 99 – Charlotte Ann Rd to Coleman Creek	Install RRFB and median islands at multiple locations where pedestrian crossings occur: Northridge Terr and/or Walnut Way	OR 99 CP		\$80,000	Short	High	
P-2	Cheryl Ln: Rose St	Install new or improved sidewalk to eliminate gap east of Rose Street		No	\$36,500	Short	High	
P-3	OR 99: Bolz Rd to 4th St	New or improved sidewalk on east side		B-3	\$338,500	Short	High	
P-4	Main St – Downtown Phoenix	Enhance crossing opportunities with pedestrian-activated devices, curb extensions, and additional crosswalk striping	City Center Plan; OR 99 CP; 2018 STIP	B-2, B-6	N/A	Short	High	Being constructed in 2015
P-5	Bear Creek Dr – Downtown Phoenix	Enhance crossing opportunities with pedestrian-activated devices, curb extensions, and additional crosswalk striping	City Center Plan; OR 99 CP; 2018 STIP	B-2, B-6	N/A	Short	High	Being constructed in 2015
P-6	1st St: Rose St to Church St	New or improved sidewalk on south side		No	\$151,000	Short	High	
P-7	S Phoenix Rd: Fern Valley Rd and Furry Rd	Install new or improved sidewalk on east side + Asphalt Overlay	CIP	No	\$197,000	Medium	Low	

Table 4-4: Transportation System Projects

No.	Project/ Location	Description	Consistent with Other Plans	Bundle	Cost Estimate	Timeline	Priority	Notes
Transit Improvements								
T-1	Route 10 Service Adjustments	Service adjustments to improve on-time performance	RVTD	T-2	N/A	Short	High	
T-2	Route 10 Split	Split current route into two routes with Talent as a transfer point	RVTD	T-1	N/A	Short	High	
T-3	Feeder Service	Deviated fixed-route and/or feeder service within ¼ mile of existing RVTD line	RVTD	No	Funded	Short	Medium	
T-4	Transportation Demand Management Strategies	Establish park-and-ride lots/stalls in areas where parking is underutilized (and additional TDM measures)	RVTD	No	N/A	Short	Medium	
Tier 2 – Unfunded								
Street Improvements								
S-7	Hilsinger Rd: Colver Rd to Camp Baker Rd	Upgrade road to collector standard (sharrows instead of bike lane)	CIP	No	\$770,000	Medium	High	This estimate assumes sidewalks, curb, gutter and illumination both sides.
S-8	Urban Reserve Area PH-5	Implement a Conceptual Street Network as part of a long-term plan for development		No	\$19.5 million	Medium	High	Cost would be to developer
S-9	Urban Reserve Area PH-10	Implement a Conceptual Street Network as part of a long-term plan for development		No	\$1.1 million	Medium	High	Cost would be to developer
S-10	OR 99/Coleman Creek Culvert	Replace culvert and widen roadway to add bike lanes and sidewalks	OR 99 CP	B-8, P-8, P-10	\$2-3 million	Medium	High	Cost shared with ODOT
S-11	OR 99 – South of couplet to South City Limits	Restructure roadway to include a center turn lane, two through travel lanes (one in each direction), bike lanes, curbs and sidewalks	OR 99 CP	No	\$1.2 million	Long	Medium	Cost shared with ODOT

Table 4-4: Transportation System Projects

No.	Project/ Location	Description	Consistent with Other Plans	Bundle	Cost Estimate	Timeline	Priority	Notes
S-12	OR 99/Northridge Ter Intersection	Monitor crash patterns for increased frequency of crashes related to northbound right -turn movement. If warranted, improve turning radius on southeast corner	OR 99 CP	No	\$125,000	Long	Medium	
S-13	Urban Reserve Area PH-1 and PH-1a	Implement a Conceptual Street Network as part of a long-term plan for development		No	\$3.9 million	Long	High	Cost would be to developer
S-14	4th St/Houston Rd Railroad Crossing	Improve crossing to ease driver experience		B-13	\$150,000	Long	Low	
Bicycle Improvements								
B-8	OR 99 – North UGB to Coleman Creek	Modify striping of existing 5-lane roadway cross section to add bike lanes	OR 99 CP	B-9, P-8, S-10	\$300,000	Medium	High	Cost shared with ODOT
B-9	OR 99/Coleman Creek Culvert	Modify striping of existing roadway to add bike lanes while maintaining four through travel lanes (Interim)	OR 99 CP	B-8, P-11	\$350,000	Medium	High	Cost shared with ODOT - Serious consideration should be given to likelihood/timing of S-5 before moving forward with B-3.
B-10	Bear Creek Greenway	Improve connections to OR 99/ Bear Creek Dr at 4 th St and Oak St to provide parallel and convenient bicycle and pedestrian facilities (south end)	OR 99 CP	B-3	\$400,000	Short	High	
B-11	Colver Rd: 4th St/Houston Rd to 1st St	Widen to provide bike lanes and sidewalks	2038 RTP	P-12	\$430,000	Medium	Medium	Includes drainage and illumination, not ROW or haz. mat.
B-12	Camp Baker Rd: Hilsinger to Colver Rd	Widen to provide bike lanes		P-20	\$121,500	Long	Low	
B-13	4th St/Houston Rd: Railroad Crossing	Improve rail crossing for bicycle/pedestrian access		S-14	\$350,000	Long	Low	

Table 4-4: Transportation System Projects

No.	Project/ Location	Description	Consistent with Other Plans	Bundle	Cost Estimate	Timeline	Priority	Notes
Pedestrian Improvements								
P-8	OR 99 – North UGB to Coleman Creek	Construct continuous sidewalks on both sides of OR 99	OR 99 CP	P-10, P-11, S-10, B-8	\$3,300,000	Medium	High	This is north UGB to Coleman Creek
P-9	OR 99: Bolz Rd to South End of Couplet	Provide sidewalk travel width on west side of roadway of 6 feet around utility poles	City Center Plan; OR 99 CP	No	Incorporated into other infrastructure or development projects over time	Medium	High	
P-10	OR 99: Cheryl Ln to Coleman Creek	New or improved sidewalks on both sides		P-8, P-11, S-10	\$330,000	Medium	Medium	
P-11	OR 99/Coleman Creek Culvert	Modify striping of existing roadway to add sidewalks while maintaining four through travel lanes (Interim)	OR 99 CP	P-8, P-10, B-9	\$350,000	Medium	Medium	
P-12	Colver Rd: 4th St/Houston Rd to 1st St	Install new or improved sidewalk on both sides	2038 RTP	B-11	\$165,000	medium	Medium	
P-13	2nd St: 1st St to Rose St	Install new sidewalks on both sides		No	\$165,000	medium	Medium	
P-14	1st St/C St	Install new curb extension to reduce curb radius and install crosswalks		No	\$20,000	Medium	Medium	
P-15	Colver Rd: 1st St to South UGB	Install multi-use path along east side		No	\$250,000	Medium	Medium	Assumes 10' path
P-16	1st St: RR Crossing	Install new sidewalks on both sides to eliminate gaps at CORP railroad crossing		No	\$300,000	Long	Medium	
P-17	1st St: Canal	New or improved (ADA) sidewalk over canal on south side		No	\$300,000	Long	Medium	
P-18	Oak St: Rose St to Main St	New or improved sidewalk on both sides		P-21	\$363,000	Long	Medium	
P-19	OR 99/Rose Street	Install new curbs to reduce curb radius and install crosswalks across OR 99		No	\$70,000	Long	Low	

Table 4-4: Transportation System Projects

No.	Project/ Location	Description	Consistent with Other Plans	Bundle	Cost Estimate	Timeline	Priority	Notes
P-20	Camp Baker Rd: Hilsinger to Colver Rd	New or improved sidewalk on both sides		B-12	\$445,500	Long	Low	Includes drainage and illumination, not ROW or haz. mat.
P-21	Rose St: Oak St to 1st St	New or improved sidewalk on both sides		P-18	\$346,500	Long	Low	
P-22	Colver Rd: 1st South UGB	Install new or improved sidewalk on both sides	2038 RTP	No	\$920,000	Medium	Medium	SECOND PHASE OF MULTI-USE PATH. Includes drainage and illumination, not ROW or haz. mat.
P-23	C Street: 1 st St to East of Elm St	New or improved sidewalk on both sides		No	TBD	Long	Low	
Transit Improvements								
T-5	City Circulator	Provide circulator to serve residential areas west of OR 99 and east of I-5	RVTD	No	TBD	Medium	High	
T-6	Bus Stop Amenities	Paved bus stations, posted schedule and bus stop shelters	RVTD	No	TBD	Medium	High	
T-7	High Capacity Transit	Between Medford and Ashland with stop in Phoenix	RVTD	No	TBD	Medium/ Long	High	



CHAPTER 5: FUNCTIONAL CLASSIFICATION & DESIGN GUIDANCE

Included in this chapter:

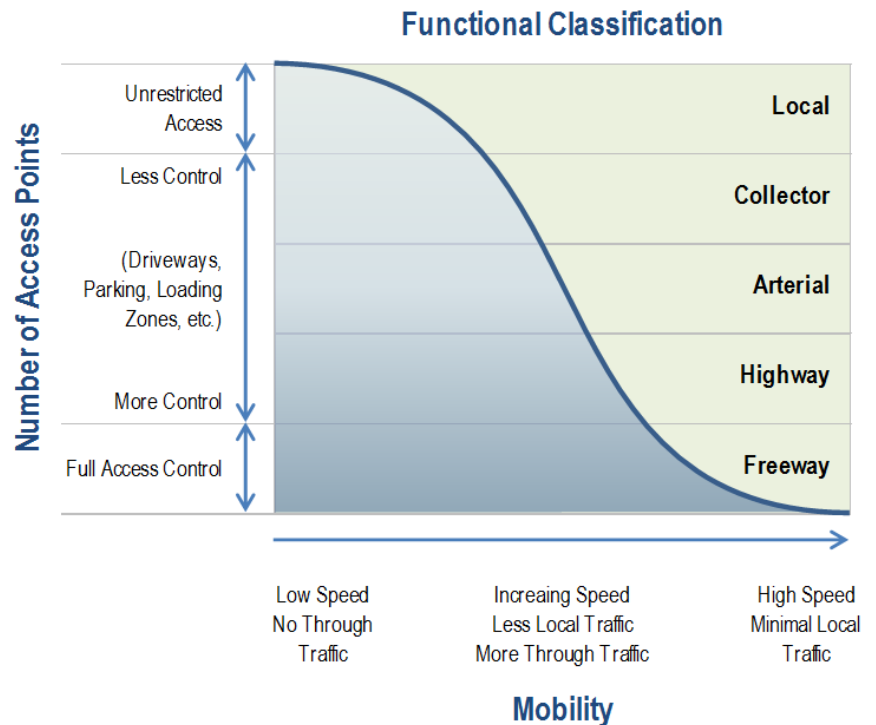
- 5.1 Functional Classification Overview
- 5.2 Goals for Design
- 5.3 Access Management
- 5.4 Mobility Standards (Targets)

The following exhibit illustrates the relationship between street functional classifications, and their corresponding access and mobility characteristics.

5.1 Functional Classification Overview

Streets and highways within an urban network are often grouped, or classified, with other streets sharing similar characteristics of purpose, design, and function. The City of Phoenix has adopted street functional classifications to help ensure that streets are built and maintained in based on their relationship to the surrounding land use and that adequate connectivity is maintained between streets with lower capacities and more local access and streets with higher capacities and greater circulation. See Appendix 7 for more information regarding the City’s Functional Classifications. Like most communities, the functional classification system for the Phoenix street network includes four primary classifications (as well as alleys and multiuse paths):

- Interstate (freeway)
- Arterials (including highways)
- Collectors
- Local streets



General descriptions of the existing classifications are:

Local Streets

Local streets are intended to serve adjacent land uses without carrying through traffic. These streets serve all modes of travel and should have sidewalks to accommodate non-vehicular traffic. Volumes on local streets speeds are generally conducive to shared travel space between motorists and bicycle riders.



Collectors

Collector streets gather traffic from local streets and distribute traffic to and from arterial streets. Collector streets generally provide direct access to abutting land and accommodate all modes of travel, with bicycle and pedestrian traffic accommodated on designated facilities. They are intended to carry between 1,000 and 10,000 vehicles per day, including through traffic.



Arterials (Including Highways)

Arterial streets are intended to move traffic, loaded from collector streets, between areas and across portions of a city and neighboring regions. Arterial streets provide limited access to abutting land and are designed primarily for vehicular traffic, with bicycle and pedestrian traffic accommodated on designated facilities. Arterial streets typically experience 10,000 vehicles per day or more.



Interstate (Freeway)

Interstate routes are typically two or more travel lanes in each direction, designed almost exclusively for motor vehicles and with limited access to abutting land. These facilities are intended to serve as primary routes for long distance travel, accommodating regional, inter-regional, or interstate trips. Traffic volumes on these facilities are generally over 30,000 vehicles per day. I-5 is the only interstate in the Rogue Valley, and is directly accessible to Phoenix via the newly improved Fern Valley Interchange. I-5 has an average of 38,000 vehicles per day.

5.2 Goals for Design

Street design guidelines are created based in part on the street functional classification to ensure that the function of the street is reflected in its design. Design guidelines ensure that streets function in a way that encourages safe and

convenient travel for drivers, bicyclists, pedestrians and others. Good design guidelines can also support other community development goals by improving the appearance of communities, implementing environmentally responsible stormwater management, and supporting fiscally sound decision making.

These guidelines provide design professionals and developers the necessary information to design and construct streets to the City’s desired standards. Street standards specify the widths and number of lanes recommended for each classification as well as bicycle facility, landscaping, pedestrian facilities, curb, and gutter requirements necessary to match the surrounding land uses with the intended function of each street class. The intent of the City’s **Complete Street Design Guidelines** is to achieve a better and balanced, multi-modal streetscape that is reflective of the City’s transportation and community development policies, while also seeking to minimize the growing costs of right-of-way and street construction and ongoing maintenance costs.

See Appendix 7 for detailed Complete Street Design Standards.

5.3 Access Management

The purpose of access management is to balance key principles of safety and mobility for all users with regional and local economic vitality, which is consistent with overarching goals. **Error! Reference source not found.** provides the City’s Access Management Guidelines. Principles of safety and mobility should be applied when considering access management:

1. **Safety:** Crashes that identify locations where turning or angle collisions have occurred.
 - *Triggers: Access modifications should be considered when access restrictions*

could potentially reduce crash frequency, especially those collision types that more often result in injuries.

- **Economic Considerations:** Raised median islands have been identified to support pedestrian crossings near unsignalized transit stops but are not identified for access control in this TSP.
2. **Mobility:** Projects that improve mobility for all system users while maximizing the use of existing infrastructure.
 - **Recommended Actions:** Projects include creating a complete sidewalk system along OR 99, adding bike facilities along OR 99, and widening shoulders. Access management would be considered with implementation of each project.
 - **Triggers:** Access modifications would be considered when improvements address existing deficiencies.
 - **Economic Considerations:** When multimodal accessibility to businesses and residences can offer numerous economic benefits (improved land values, health, and equity; and reduced congestion, vehicle costs, energy usage, and pollution).

Table 5-1: Access Management Guidelines

Functional Classification	Minimum Spacing between Driveways and/or Streets ^{1,2}	Minimum Spacing between Intersections ^{1,2}
State Arterial (Highway)	ODOT Standard	ODOT Standard
Arterial	300 feet	600 feet
Collector	50 feet	300 feet
Local	Access to each lot permitted	125 feet

Notes:

1. Desirable design spacing; existing spacing will vary. Each parcel is permitted one driveway regardless of the minimum driveway spacing standard although shared access is encouraged.
2. Spacing standards are measured centerline to centerline.

Table 5-2: Access Spacing Standards Along OR 99

Mile Points	Segment Description	Posted Speed (mph)	Minimum Spacing ¹ (feet)	
South Medford and Transition to Phoenix Segments				
8.56 to 11.03	Garfield St to Phoenix North City Limits	45	500	
Phoenix Segment				
11.03 to 11.43	Phoenix North City Limits to 5 th St	30	350	
11.43 to 11.85	Special Transportation Area (STA)	Main St (OR 99 SB) from 5 th St to Oak St	30	175 ²
11.43 to 11.85		Bear Creek Dr (OR 99 NB) from 5 th St to Oak St	35	175 ²
11.85 to 11.93	Main St (OR 99 SB) from Oak St to South End of Couplet	30	350	
11.85 to 11.93	Bear Creek Dr (OR 99 NB) from Oak Street to South End of Couplet	35	350	
11.93 to 12.37	South End of Couplet to Phoenix South City Limits	40	500	
Phoenix to Talent Transition Segment				
12.37 to 12.62	Phoenix South City Limits to End of Speed Zone	50	550	
12.62 to 13.86	End of Speed Zone to Talent North City Limits (Colver/Suncrest Rd)	55	700	

- Notes:
- Table 6: Access Management Spacing Standards for District and Unclassified Highways with Annual Average Daily Traffic > 5,000, OAR 734-51 Effective June 30, 2014 (Table 15 in the revised OHP).
 - OHP Table 15, Note 6, “the minimum access management spacing for driveways is 175 feet or mid-block if the current city block is less than 350 feet.” (Also OAR 734-051-4020, Standards and Criteria for Approval of Private Approaches, Section 8(b)(D))

Access management is both a component of design and implementation, since these principals should be incorporated as development and modernization occurs. This TSP includes five projects along the segment of OR 99 between the Coleman Creek culvert and Cabbage Lane. One of these assumes sidewalk improvements that would occur with other projects or as adjacent parcels develop/redevelop and access management would be guided by the policies in this plan.

Jurisdictional Exchange of OR 99

Three projects are downtown improvements on the section of OR 99 designated as a Special Transportation Area (STA) that will transfer to City of Phoenix jurisdiction with the completion of the Fern Valley Interchange project. As project elements such as curb extensions or pedestrian crossings are implemented, measures to maintain safety for all travelers should be incorporated. Only one of these projects includes modifications to the roadway cross section which would likely

result in an access management strategy during project development.

5.4 Goods Movement Routes (GMR)

The designation of “Goods Movement Route” (GMR) is applied to facilities that may have a range of primary functions (local, collector, etc.) but are also critical to facilitate the movement of goods (freight) throughout the City. Supplemental design standards are applied to GMR designated facilities to maintain safe and efficient movement of freight. Primarily, the supplemental standards identify larger/more rounded corners (curb radii) at intersections and parking clear zones where larger trucks may frequently need more room to maneuver. These standards are identified in the Complete Street Design Guidelines in Appendix 7.

Table 5-3: Goods Movement Route (GMR) Designations

Facilities/ Street Names	Locations	
	Starting at	Ending at
Fern Valley Rd.	OR 99	East City Limits
N. Phoenix Rd.	Fern Valley Rd	North City Limits
OR 99	North City Limits	South City Limits
4 th St.	OR 99/Bear Creek Dr.	Colver/Houston Rd.
1 st St.	OR 99/Bear Creek Dr.	Colver Rd.
Colver Rd.	4 th St.	South City Limits
PH-5 Street Network	Current and future roadway network.	
FVI Street Network	All new facilities constructed as part of the Fern Valley Interchange improvements.	

Designations may be added to or modified as growth, development, or changes in use occur.

5.5 Mobility Standards (Targets)

There are established methods for measuring traffic operations (mobility thresholds) of roadways and intersections. The City and State both a volume-to-capacity (v/c) ratio as a basis for performance criteria. This v/c metric involves consideration of factors that include traffic demand, capacity of the intersection or roadway, delay, frequency of interruptions in traffic flow, relative freedom for traffic maneuvers, driving comfort, convenience, and operating cost. A v/c ratio of less than 1.00 indicates that the volume is less than capacity. When it is closer to 0, traffic conditions are generally good, with little congestion and low delays for most intersection movements. As the v/c ratio approaches 1.00, traffic becomes more congested and unstable, with longer delays.

The Oregon Highway Plan (OHP)² identifies a target for OR 99 within the City of Phoenix,

² Table 6: Maximum Volume to Capacity Ratio Targets for Peak Hour Operating Conditions, 1999 Oregon Highway Plan, OHP Policy 1F Revisions, Adopted December 21, 2011, Oregon Department of Transportation, website: <http://www.oregon.gov/ODOT/TD/TP/docs/ohp11/policyadopted.pdf>

classified as a district highway, which is a v/c ratio less than or equal to 0.95. A separate Alternative Mobility Standard has been adopted through the FVI IAMP to preserve interchange capacity for future industrial and export service development (in PH-5 and MD-5), which sets a target for the I-5 ramp terminals of 0.75, with only potential exceptions described in the FVI IAMP and OAR 660-012-0060(1)(c). The City of Phoenix has also established performance standards based on v/c ratio. The standard for arterial, collector and local roads is a v/c ratio less than or equal to 0.90. Within the couplet, designated Special Transportation Area (STA), the mobility standard is a v/c ratio of less than or equal to 0.95.

The City of Phoenix has also established performance standards based on v/c ratio. The standard for arterial, collector and local roads is a v/c ratio less than or equal to 0.90. Within the couplet, designated Special Transportation Area (STA), the mobility standard is a v/c ratio of less than or equal to 0.95. A detailed summary of traffic operations and related mobility targets is included in Appendix 3. Technical Memo #3: Transportation System Operations).

5.6 Trip Budget Overlay Zone

The Fern Valley Interchange Area Management Plan identifies trip budget measures that are applied to a Trip Budget Overlay Zone. The purpose of these measures and Trip Budget Overlay Zone is to foster development in the vicinity of the Fern Valley Interchange in a way that maintains uncongested traffic conditions that meet State of Oregon mobility performance standards applicable to the interchange, North Phoenix Road, Fern Valley Road, and OR99.

Appendix 8 (Trip Budget Overlay Zone) provides a detailed summary of the purpose, definitions, and approval process outlined in the Land Development Code (Ordinance No. 851/933, Chapter 2.9).



CHAPTER 6: IMPLEMENTATION AND FUNDING

Included in this chapter:

6.1 Implementation

6.2 Funding

6.1 Implementation

This TSP offers a menu of projects that can be selected as funding sources become available or as development occurs. As funds become available, the mode-specific planned project Figures (see Chapter 4: Modal Plans) can be evaluated together to assess the highest priority projects that can be completed together within the available budget. This TSP provides guidance, but allows for flexibility in case conditions change or opportunities arise – some projects may be advanced and others may be delayed. Ultimately, this TSP will help shape the development of the City’s capital improvement plans, budgets, and overarching goals.

Need for Implementation

The effectiveness of this TSP is supported by goals and policies as a foundation for decision-making. Its recommended projects and programs will not be undertaken unless supported and funded. In essence, a plan is only as good as the actions taken to implement it.

Implementation Policies

This TSP will help guide future, multi-modal transportation system improvements based on the following goal and implementation policies identified in Appendix 6. Technical Memo #6: Implementing Ordinance and Code.

Bundling Projects

A comprehensive list of all of the proposed projects is listed in Chapter 4: Modal Plans, along with their consistency with other planning documents, whether they could be bundled with another project, and a planning-level cost estimate. In some cases, a pedestrian improvement and a bicycle improvement could be bundled together, in which case the cost estimate would likely change.

Priority

Based on the assessment of needs, proposed projects were prioritized in by need – (high, medium, and low priority) – and by approximate time frame for implementation: short term (generally 0 – 5 years), medium term (generally 5 – 10 years), long term (generally 10 – 20 years), and very long term (generally beyond 20 years).

Projects were prioritized based on community priorities, urgency of the need, funding availability and complexity of the project. Short-term projects generally address current or soon-to-emerge transportation issues, and should be prioritized for funding. Medium- and long-term projects are generally larger, have more impacts, and are more costly. The need for these projects is also less immediate, and the proposed projects may address

a transportation problem that is likely to emerge in the future. In some cases, very long-term projects identify potential long-term needs that may develop beyond the 20-year planning horizon.

Project priorities are not intended as a “to-do” list for the City, but as a suggestion for programming the City’s scarce transportation funding resources. Because some of the projects identified in this TSP are under ODOT and Jackson County’s jurisdiction, the City will need to work closely with partnering jurisdictions on review, funding, and approval.

Prioritization Criteria

By providing the priority groupings (timeline and priority), this TSP provides guidance, but allows for flexibility in case conditions change or opportunities arise. An example of a change in condition could be that a crash occurs, resulting in a greater safety concern. An example of an opportunity would be a new grant program targeted at a particular type of project or another larger project that creates an opportunity to implement a smaller project.

The following criteria are suggested for assessing priorities:

- **High priority:** High importance/significance with substantial benefits to the community
 - Projects designed to correct existing deficiencies (e.g. maintenance, operational or safety problems).
 - Projects needed to provide system continuity or service to developing areas to which other urban services are or will soon be provided.
 - Projects needed to upgrade to urban standards on collector and arterial streets in developed areas or in areas expected to develop within 5 years.
 - Low-cost solutions for problems that are relatively simple that may be combined with other efforts.

- **Medium priority:** Medium importance/significance with moderate benefits to the community
 - Projects with the need to purchase right-of-way or the need to complete environmental assessments.
 - Projects designed to correct existing deficiencies, but for which funding has not yet been identified and is unlikely to be available in the short term
 - Projects needed to correct operational or safety problems, which will likely result from relatively minor traffic increases.
 - Projects needed to upgrade to urban standards those collector and arterial streets where future land development is likely to occur in the first half of ten years of the planning period.
- **Low priority:** Low importance/significance with localized benefits
 - Projects with high capital cost for which funding will be unlikely until the later years of the TSP
 - Projects needed to ensure that urban standards are provided on all the remaining collector and arterial streets within the UGB.

Priority and timeline generally correspond but the ability to fund projects will also play a role in the timeline allocation. For instance, it may be desirable to complete all of the projects identified as having the highest priority in the short-range funding timeline; however, it may not be possible to construct all of them with the funding available. Thus some high priority projects could be included in the medium-range timeline. Conversely, some low-cost medium priority projects could be included in the short-range timeline because they are relatively easy to implement.

6.2 Funding

Since the advancement of any project is contingent upon the availability of future funding, this TSP includes a flexible program of prioritized projects that meet diverse stakeholder’s needs while leveraging current and future funding opportunities. Ultimately, this refined and prioritized list is intended to serve as an illustrative list of projects, with multiple factors that can be used together to assess the highest priority projects to complete within the available budget.

Over the next 20 years, the City is expected to receive approximately \$11.9 million in transportation revenue (2014 dollars) assuming that existing funding sources remain stable, no new revenue streams are established, and development that generates SDCs follows historical patterns. Accounting for ongoing expenses, the City can expect approximately \$5.3 million in net revenue (total revenue minus expenses) over the 20-year planning horizon of the TSP. The estimated cost of all planned Tier 1 projects (those with likely funding sources) included in this TSP is approximately \$4.2 million. The cost for the remainder of the planned (Tier 2) projects is approximately \$38 million (of which, \$28M would be shared with ODOT, developers, etc.). The following pie charts illustrate the approximate funding and allocation of project costs by mode. See Appendix 5 for more information.

Figure 6-1. Twenty-Year Local Funding Forecast

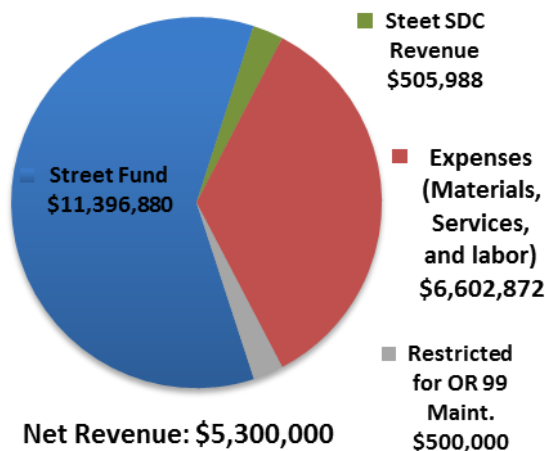


Figure 6-2. Tier 1 - Planned City Project Costs by Mode

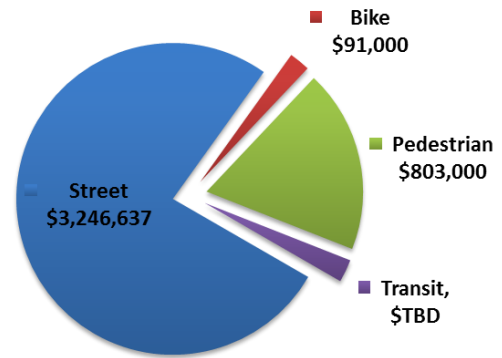


Figure 6-3. Tier 2 - Planned City Project Costs by Mode

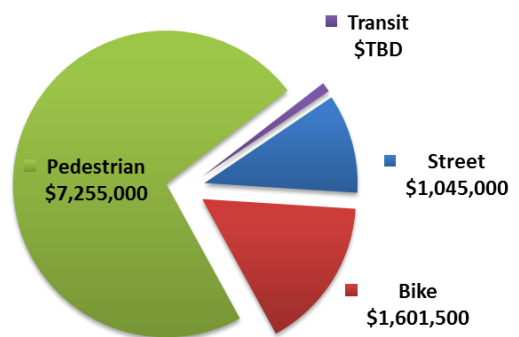


Figure 6-4. Tier 2 - Planned Shared (City/ODOT/Developer) Project Costs by Mode

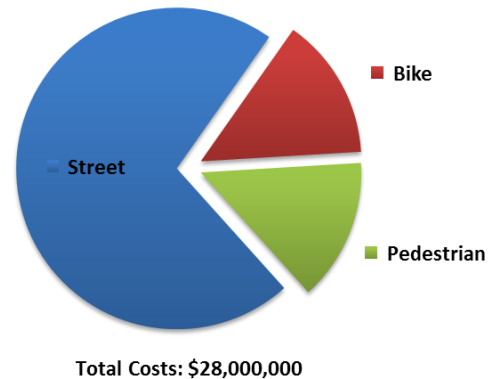


Table 6-1 (following page) provides a historical overview of City funds dedicated to maintaining the transportation system, as well as the total capital outlay of street projects during those years. (Note: FY 2014-15 figures are adopted, FY 2013-14 figures are estimated actual, and all preceding years are actual numbers). Spending priorities for the Street Fund have been placed on right-of-way

maintenance, street repairs, striping, and other maintenance actions necessary to keep the transportation system in a usable condition. These funds cannot be used for new capital projects.

A smaller source of revenue is the Street System Development Charge Fund (SDC), which collects fees paid when expansion, new development, or an intensification of use occurs on property served by City infrastructure. The Street SDC fund is composed of accruing capital resources, investment interest, and charges for development that impacts the existing transportation network or requires construction of new transportation infrastructure. These funds may only be used to pay for expansion of the existing system or construction of new infrastructure. For example, SDCs may be used to add a lane to an existing road or construct a new sidewalk where one did not previously exist. Conversely, they may not be used to repave an existing road.

Additional Sources

In addition, there are various funding sources that which the City could leverage to finance transportation improvements. However, most of these opportunities would involve applying for competitive grants that require interagency

cooperation with regional and state partners. Any projects in Phoenix entered into the Statewide Transportation Improvement Program (STIP) are eligible for federal funding from the Surface Transportation Program (STP). Phoenix is also located in the Rogue Valley Metropolitan Planning Organization (RVMPO), which maintains a list of projects in its Regional Transportation Plan (RTP) that are eligible for discretionary funds paid through the federal STP and Congestion Management/Air Quality (CMAQ) programs. Other potential funding mechanisms include a citywide gas tax, local improvement districts (LID), downtown parking fees, revenue bonds and statewide grant and loan funding opportunities, including the ConnectOregon, Oregon Transportation Infrastructure Bank, Immediate Opportunity Fund and Special City Allotment programs. Transit improvements to local bus service in collaboration with the Rogue Valley Transit District (RVTD) could be financed through formula funds from the Federal Transit Administration.

Table 6-1: Overview: Local Transportation Funding Sources and Expenditures

Funding Source	FY2010-11	FY2011-12	FY2012-13	FY2013-14	FY2014-15	Total
Street Fund	\$731,432	\$622,944	\$468,639	\$486,865	\$539,340	\$2,849,220
Street SDC Fund	\$27,976	\$30,294	\$10,981	\$37,321	\$19,925	\$126,497
Total Dedicated Revenues (Gross)	\$759,408	\$653,238	\$479,620	\$524,186	\$559,265	\$2,975,717
Total Expenses	\$309,605	\$280,974	\$260,839	\$327,070	\$472,230	(\$1,650,718)
Total Dedicated Revenues (Net)	\$449,803	\$372,264	\$218,781	\$197,116	\$87,035	\$1,324,999
Total Capital Outlay	\$159,500	\$5,488	\$0	\$375,000	\$734,819	(\$1,274,807)
Transfers to Capital Reserve Fund	-	-	-	-	\$801,427	\$801,427



CHAPTER 7: APPENDICES

Appendix 1. Technical Memo #1: Definition and Background

- *Appendix A: Review of Plans and Policies*
- *Appendix B: Analysis Methodology*

Appendix 2. Technical Memo #2: Existing System Inventory

- *Appendix A: Street Inventory*
- *Appendix B: Environ. & Land Use Reconnaissance*
- *Appendix C: Socioeconomic and Environmental Justice Analysis*

Appendix 3. Technical Memo #3: Transportation System Operations

- *Appendix A: Seasonal Factors*
- *Appendix B: Existing Analysis Results (Synchro)*
- *Appendix C: Multimodal LOS Analysis*
- *Appendix D: Crash Data Summary*
- *Appendix E: Traffic Volume Development*
- *Appendix F: Future Analysis Results (Synchro)*
- *Appendix G: Highway Safety Manual Analysis*

Appendix 4. Technical Memo #4: Improvement Concepts Evaluation

Appendix 5. Technical Memo #5: Preferred System and Prioritization

- *Advisory Committee Prioritization Exercise*

Appendix 6. Technical Memo #6: Implementing Ordinance and Code

- *Functional Classification and Design Guidelines*

Appendix 7. Technical Memo #7: Functional Classifications & Design Guidelines

Appendix 8. Trip Budget Overlay Zone

CITY OF PHOENIX, OREGON

ORDINANCE NO. 987

**AN ORDINANCE OF THE CITY OF PHOENIX
REPEALING THE EXISTING HOUSING ELEMENT AND ADOPTING A
NEW HOUSING ELEMENT OF ITS COMPREHENSIVE PLAN**

WHEREAS, Oregon law requires that state, regional and local governments adopt and periodically update coordinated Comprehensive Plans; and

WHEREAS, Oregon Statewide Planning Goal 10, Housing, requires all local governments to “provide for the housing needs of citizens of the state,” and specifically to “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density” through a specific element within their Comprehensive Plans; and

WHEREAS, since the last update to the City’s Goal 10 element in 2000, the City has experienced growth that necessitates a re-evaluation of the City’s needs, services and facilities; and

WHEREAS, anticipated future expansion of the City’s Urban Growth Boundary and subsequent expansion of the City limits will require the City to plan for additional residential development consistent with local and regional need; and

WHEREAS, the City of Phoenix, with the assistance of EcoNorthwest, conducted extensive research in the development of a Buildable Lands Inventory, Housing Needs Analysis and ultimately the Housing Element over the course of 2015 and 2016; and

WHEREAS, adoption of the Housing Element is consistent with the requirements of Statewide Planning Goal 10 – Housing; and

WHEREAS, preparation of the Housing Element included extensive research and analysis to inventory current market trends and conditions, determine the local and regional need for housing, forecast future development, and identify goals to meet future housing needs; and

WHEREAS, City staff, with the assistance of the Citizens Advisory Committee, refined the initial draft of the Housing Element and supporting materials during 2017; and

WHEREAS, on October 9, 2017, the Planning Commission conducted a duly noticed public hearing on the Housing Element, affording all citizens an opportunity to be heard on the subject; and

WHEREAS, on October 23, 2017, the Planning Commission conducted a second public hearing to extend the time for public comment and deliberation; and

WHEREAS, following receipt of public testimony at the October 9 and 23, 2017 public hearings, the Planning Commission deliberated and forwarded a unanimous recommendation of approval to the City Council; and

WHEREAS, the City of Phoenix is a partner to the Regional Problem Solving (RPS) effort and has a responsibility to meet certain regional needs, including but not limited to adoption of measures to accommodate the need for “affordable housing” and a target housing density.

WHEREAS, in the near future the RPS Regional Housing Strategy will be finalized, which the City must adopt.

WHEREAS, adoption of the Housing Element and the Regional Housing Strategy will assist the City in making complementary code updates to ensure that the City will meet its responsibilities within the existing Urban Growth Boundary (UGB).

WHEREAS, adoption of future code amendments that are consistent with the Housing Element and the RHS will provide proof that the City has a menu of efficiency measures in place, which will bolster efforts to expand the UGB to include PH-5 and PH-10, and rezone those areas for development.

WHEREAS, the City Council has considered the Planning Commission’s recommendation, the staff reports in this matter, and testimony and evidence of interested parties, and has evaluated the draft Housing Element against Statewide Goals, state, county, and regional requirements, the Comprehensive Plan, and other applicable standards;

NOW, THEREFORE, THE CITY OF PHOENIX ORDAINS AS FOLLOWS:

Section 1. Findings. The City Council hereby adopts as findings and conclusions the foregoing recitals and the conclusionary findings in this matter attached hereto as Exhibit 1 and adopted as if set forth fully herein.

Section 2. Order. The City Council hereby repeals the existing (year 2000) Housing Element of the Comprehensive Plan and adopts the Housing Element and all appendices attached as Exhibit 2 incorporated as set forth fully herein.

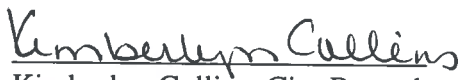
Section 4. Staff Directive. To reflect adoption of the Housing Element, Staff is directed to make conforming changes to the Comprehensive Plan necessary to incorporate the amendments adopted herein.

PASSED AND ADOPTED by the City Council and signed by me in authentication of thereof on this 20th day of November, 2017.

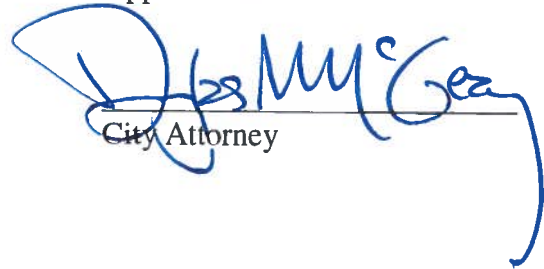


Chris Luz, Mayor

ATTEST:


Kimberlyn Collins, City Recorder

Approved as to form:


City Attorney



Housing in Phoenix in the 2030s

THE VISION

In 2037, people with diverse backgrounds, ages, physical abilities and life circumstances will need housing in the City of Phoenix. A range of housing types will be available to balance the need for owner-occupied and rental housing. Homes will be designed to meet the specific needs of individuals and families of varying ages and physical abilities. Most important, we will strive to ensure that our housing mix is consistent with the financial needs and capacity of our residents.

Our neighborhoods will consist of individuals and families, children and seniors, people of varying physical abilities, some with greater financial means and some with less. We want all of them to experience a high quality of life. Our residential neighborhoods will be places where neighbors know and help one another. They will be places that people remember fondly throughout their lives. They will be places where people can comfortably walk, run or bike for transportation or just for leisure. They will be places where parents know their children can safely walk or bike to school and to visit friends.

We recognize that the City is not a developer, does not control the privately held land within its jurisdiction, and cannot require any person or entity to (re)develop land. We also recognize the fact that we are building a community whose needs and desires must be reflected in and reinforced by its adopted plans and policies if our vision is to succeed.



GOAL 10: HOUSING

OAR 660-015-0000(10)

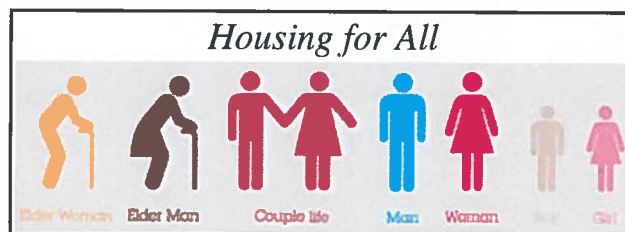
To provide for the housing needs of citizens of the state.

Oregon Statewide Planning Goal 10 requires cities and counties to “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.” Goal 10 and the related Needed Housing Statute require Oregon cities to maintain adequate supplies of lands planned and zoned to meet their identified housing needs.

Goal 10 and the associated implementing statutes require the City to adopt and incorporate two important documents into the Comprehensive Plan. The first document is a Buildable Lands Inventory (BLI) that catalogues the development status (developed, underdeveloped, vacant, etc.) and capacity (housing units) that can be accommodated on lands within the UGB. The City’s 2015 BLI for residential lands is adopted and incorporated as Appendix 2 of the Comprehensive Plan. The second document is a Housing Needs Analysis (HNA) that includes an analysis of national, state, and local demographic and economic trends, and recommendations for a mix and density of needed housing types. The City’s January 2017 HNA is adopted and incorporated as Appendix 3 of the Comprehensive Plan. The HNA documents historical housing and demographic trends, the projection of population and housing growth, and an analysis of housing affordability.¹ Based on this analysis, the HNA presents an estimate of needed housing density and mix for growth to 2037.

The BLI and the HNA provide the factual base to support the housing goals and policies in this chapter of the Comprehensive Plan. A major objective of the Comprehensive Plan is to establish residential areas that are affordable, safe, convenient, healthy, and attractive places to live, and which will provide a maximum range of housing choices for the people in Phoenix. The City of Phoenix will face a variety of issues over the coming years in meeting these needs, including:

- Aging population
- Changes in household makeup
- Incomes that are steady or declining relative to increasing housing prices
- Identified UGB expansion areas are not adequately served by utilities



RESIDENTIAL DEVELOPMENT AND NEIGHBORHOODS

Phoenix, like most cities, has multiple residential neighborhoods. Phoenix has one natural barrier (Bear Creek) and many man-made barriers (Interstate 5, Highway 99, irrigation canals and a railroad) that effectively cut neighborhoods off from one another. In addition, many of the manufactured home and trailer parks in Phoenix have only one access point. All of these barriers contribute to difficult or even impossible connections between and among various areas of the City.

The City has three primary residential Comprehensive Plan designations, and two additional secondary designations. The City has three implementing zones for these designations. The City relies on lot size rather than density for residential development, which does not provide certainty to achieve higher intensity development in lands zoned for medium and high density use.

In addition to the residential zones, mixed use/residential development is permitted and is anticipated to occur in the City's C-C City Center zone. Stand-alone residential development is prohibited; any new projects must be part of a vertical or horizontal Mixed Use development that includes both residential and commercial uses. There are no minimum or maximum density standards for residential development within the City's C-C City Center zone.

Plan Designation	Characteristics	Implementing Zone	Lot Size	
			in square feet	
			Min.	Max.
Low Density Residential	SFR	R-1 Low Density Residential	6,000	8,000
Medium Density Residential	Duplex, MFR	R-2 Medium Density Residential	4,350	8,000
High Density Residential	Duplex, MFR	R-3 High Density Residential	10,000	None
Residential Employment	SF-A, Duplex	R-2 Medium Density Residential	4,350	8,000
Hillside Residential	Large lot SFR	R-1 with HR Overlay		

The City's Plan designations and zones provide for variety and choice in housing types, lot sizes, and locations to serve existing and future housing needs. Additional variety and flexibility may be allowed if the City were to consider moving to density-based zoning standards, which would make it easier to entertain proposals for variability in lot size, structure size/type and shared/common space not just between but within the individual zones.

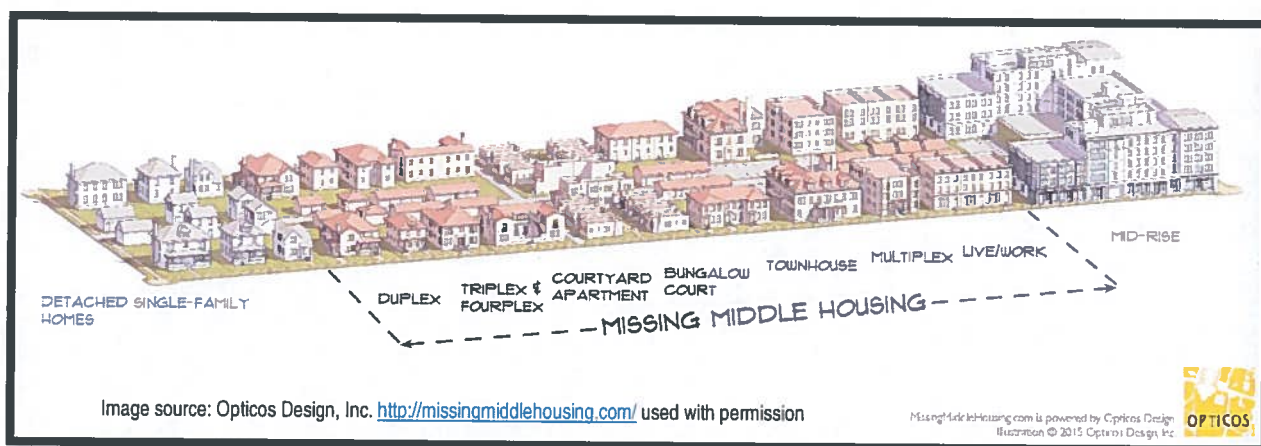
Because the City does not rely on minimum or maximum density standards, there is no actual minimum or maximum density in the R-3 High Density zone. A developer need only plat a lot with a minimum of 10,000 square feet, but no maximum lot size. A three acre lot could theoretically be in full conformance if a single duplex were constructed. The City must update its standards, or provide a minimum density standard, if it is to ensure that higher density housing will be constructed within the R-3 zone. Adoption of minimum and maximum density standards in the R-1 and R-2 zones may be warranted as well, for the reasons identified above.

GOALS

The intent of this Element of the Comprehensive Plan is to provide and maintain sufficient residential land to accommodate needed housing units under Statewide Planning Goal 10 (Housing).

Simple compliance with Goal 10 can be accomplished without meeting any local desires for building community and fostering quality of life. The following issues set the context for the policies in this chapter. The citizens and elected officials of Phoenix desire to ensure that new residential development within Phoenix and its expanded urban growth boundary:

- Offers a range of housing options that is both desirable and affordable to our local and regional population, especially within what has been defined as the “Missing Middle.”
- Allows and encourages people in all stages of life, income, ethnicity and physical ability to become members of this community and stay as long as they like.
- Maintains and enhances pedestrian connections within, between and among neighborhoods
- Does not come at the expense of existing development.
- Does not result in unsustainable fiscal burdens to construct and maintain public infrastructure for existing and future residents.



Missing Middle is a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living.

“Well-designed ‘Missing Middle’ buildings unify the walkable streetscape as they greatly diversify the choices available for households of different age, size, and income. Smaller households tend to eat out more, helping our neighborhood attract wonderful restaurants. Diverse households keep diverse hours meaning we have more people out walking our streets at more varied hours—keeping them safer.” — Ellen Dunham-Jones, professor at the Georgia Institute of Technology and co-author of *Retrofitting Suburbia: Urban Design Solutions for Redesigning Suburbs*

GOAL 1

Increase efficiency of Land use

Ensure the City accommodates its share of regional housing needs considering housing types, densities, and prices. Manage residential lands efficiently to meet current and future housing development within the UGB, while improving quality of life throughout residential neighborhoods in Phoenix.

Recommended actions

1. Ensure that the Comprehensive Plan and implementing ordinances keep the City on target to meet the minimum density established through Regional Problem Solving and the Regional Housing Strategy of 6.6 dwelling units per gross acre (8 units per net acre) for the 2010-2035 period and 7.6 dwelling units per gross acre or the 2036-2060 period.
2. Review the Housing Element (in particular the allocation of housing by cost, type and density) on a periodic basis, generally every 5-10 years.
3. Update and revise, as necessary, the housing need projection.
4. Update the Buildable Lands Inventory to coincide with review and update of the housing need projection and expansion of the UGB.
5. Initiate comprehensive plan amendments following the review of the housing need projection and Buildable Lands Inventory to ensure an adequate supply of residential land considering all housing types and densities.
6. Expand the urban growth boundary to provide land for additional residential development.
7. Assume people will walk within one mile of home and work.
8. Make sure new residential development within one mile of a transit corridor has direct, safe and comfortable pedestrian and bicycle connections
9. Identify land to rezone to allow additional moderate- and high-density single-family and multifamily development.
10. Create opportunities for cottage housing, tiny houses, cohousing, live/work and other developments that can accommodate residents as income, physical ability and family size change over time.
11. Evaluate need for right of way and return excess right of way to abutting property owners.
12. Encourage construction of new housing that accommodates low impact work-from-home options.
13. Encourage development and redevelopment of underutilized infill sites.

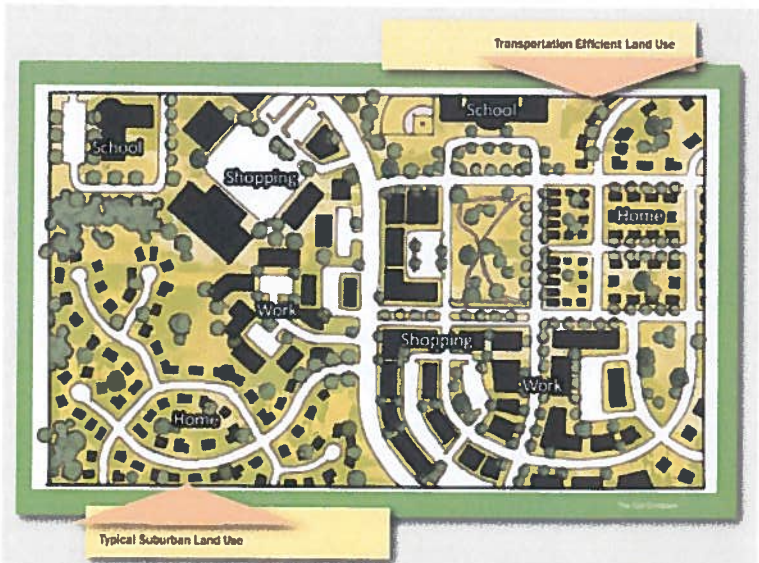


Image source: Virginia Department of Transportation
http://www.vdot.virginia.gov/info/transportation_efficient_land_use_and_design_guide.asp

GOAL 2

Encourage socio-economically diverse neighborhoods

The City shall encourage the development and long-term maintenance of safe, sanitary, and affordable housing for all citizens, regardless of race, religion, creed, color, marital or family status, mental or physical disability, national origin, age, sex, or sexual orientation in conformance with the Fair Housing Act of 1988 and the Americans with Disabilities Act.

The City will encourage the development of diverse housing to appeal to a range of income levels, ethnicities and generations within our neighborhoods. New developments will be encouraged to address the “Missing Middle:” housing that is not subsidized but is affordable to those who may not want or be able to purchase traditional single family detached housing.

Recommended Actions

1. The City shall actively promote diversity within the City and its neighborhoods.
2. Efforts within the City’s neighborhoods to create a sense of identity, a structure, and a wholeness of their own shall be supported and honored.
3. Revise development regulations to encourage different types of housing within development projects and districts.
4. Ensure provision of parks and other public amenities to all areas of the city.
5. Encourage developers to build with senior/aging in place design needs in mind.
6. Ensure that the City’s housing stock meets the needs of residents through participation in targeted housing assistance programs (likely to be limited to endorsement of initiatives undertaken by other public and private agencies).
7. City-owned land planned and developed for residential use should include a spectrum of housing costs (inclusionary housing).
8. Actively promote development of housing types and densities which are conducive to home ownership.

Vertical Mixed Use Housing



Image courtesy of Architecture Design Collaborative <https://adcollaborative.com/harbor/>

GOAL 3

Reduce barriers to development of affordable housing

The City will encourage development of housing affordable for low-income and moderate-income households to provide housing options to all residents of Phoenix, including providing opportunities for employees at local businesses to live in the city.

Recommended Actions

1. Remember that “Affordable Housing” does not necessarily mean subsidized housing.
2. Ensure that the City and private developers make fiscally responsible infrastructure investments for new development.
3. Identify publicly-owned properties that could be used for affordable housing and partner with the Jackson County Housing Authority and other entities to develop affordable housing.
4. Work with a nonprofit in development of a community land trust to support development of affordable owner-occupied housing.
5. Identify sources of funding to support subsidized affordable housing development, in particular in mixed income neighborhoods.
6. Revise PUD and subdivision standards to reduce potential site development costs and ensure high quality construction that meets the needs of future occupants.
7. Maximize ratio of developed land to infrastructure construction, reducing the end cost to users.
8. Evaluate alternative density measures for medium and high density to consider the number of bedrooms rather than number of units to encourage studio and one bedroom units.
9. Explore developer constraints and incentives to the construction of affordable housing.
10. Evaluate innovative affordable housing programs, such as self-help housing, cooperative housing, co-housing, density bonuses and land banking, etc., and consider support when consistent with City policy and objectives.
11. Encourage energy efficiency and conservation measures such as solar and other emerging technologies.

No single image can represent affordable housing and the forms it may take



GOAL 4

Ensure the Land Development Code accommodates needed housing in all residential plan designations

The City will take actions to expand opportunities to create additional housing within the current city limits and urban growth boundary and to expand the urban growth boundary to accommodate the demand for quality residential development. The City shall update the Land Development Code to allow developers more flexibility in their efforts to comply with both the letter and intent of this Element.

Recommended Actions

1. Ensure that adopted plans and policies are consistent with State requirements for Needed Housing.
2. The City's approval standards, special conditions, and procedures regulating development of needed housing shall be clear and objective, and shall not have the effect of discouraging needed housing through unreasonable cost or delay.
3. Move away from minimum/maximum lot size standards to an equivalent density standard, to add flexibility to future development projects and lessen the likelihood of "cookie-cutter" subdivisions and PUDs.
4. Clarify allowances for development of various housing types in residential zones.
5. Allow more flexibility in lot sizes and setbacks, including zero-lot-line residential projects.
6. Consider the use of incentives to promote innovation in the design, layout and construction of residential developments.
7. Ensure that any new residential development guidelines in UGB expansion areas complement and reinforce the other strategies identified above.

Cottage Housing



City of Phoenix

Housing Needs Analysis

October 2017

Prepared for:
City of Phoenix

***Final* REPORT**

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Summary

This report presents a housing needs analysis consistent with requirements of Statewide Planning Goal 10 and OAR 660-008. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

The primary goals of the housing needs analysis were to (1) project the amount of land needed to accommodate the future housing needs of all types within the Phoenix Urban Growth Boundary (UGB), (2) evaluate the existing residential land supply within the Phoenix UGB to determine if it is adequate to meet that need, (3) to fulfill state planning requirements for a twenty-year supply of residential land, and (4) identify policy and programmatic options for the City to meet identified housing needs.

What are the key housing needs in Phoenix?

Following are several key issues identified in the housing needs analysis:

- **Phoenix's housing market is strongly impacted by the housing market in the Rogue Valley.** Phoenix is relatively small, accounting for 2% of Jackson County's population, and located between Medford (with more than 76,000 people) and Ashland (with more than 20,000 people). On average, both housing costs and rental costs are lower in Phoenix than in Medford, and substantially lower than in Ashland. Most residents who live in Phoenix work in Medford or Ashland, and Phoenix residents' incomes are generally lower than in Medford or Ashland.

This information suggests that the role Phoenix plays in the Rogue Valley housing market is as a place where housing is comparatively more affordable. Given these factors, Phoenix will continue to have demand for affordable lower-income and workforce housing.

- **Demographic and economic trends will drive demand for relatively affordable attached single-family housing and multifamily housing in Phoenix.** The key demographic trends that will affect Phoenix's future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population.
 - *Baby Boomers.* By 2035, people 60 years and older will account for 36% of the population in Jackson County (up from 28% in 2015). As the Baby Boomers age, growth of retirees will drive demand for small single-family detached and townhomes for homeownership, townhome and multifamily rentals, age-restricted housing, and assisted-living facilities.
 - *Millennials.* Growth in this population will result in increased demand for both ownership and rental opportunities. Between 2017 and 2037, Millennials will be a key driver in demand for housing that is comparatively affordable and housing for families with children.
 - *Hispanic and Latino population.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals,

with an emphasis on housing that is comparatively affordable. Hispanic and Latino households are more likely to be larger than average, with more children and possibly with multigenerational households.

- **Phoenix has an existing lack of affordable housing.** Phoenix’s key challenge over the next 20 years is providing opportunities for development of relatively affordable housing of all types of housing, from lower-cost single-family housing to market-rate multifamily housing.
 - About half of Phoenix households cannot afford a two-bedroom apartment at HUD’s fair market rent level of \$844.
 - In 2015, a household needed to earn \$16.23 an hour to afford a two-bedroom rental unit in Jackson County.
 - Phoenix currently has a deficit of housing units that are affordable to households that earn less than \$75,000
 - About 44% of Phoenix’s households are cost burdened, with 68% of renters and 31% of owners paying more than 30% of their income on housing.

How much growth is Phoenix planning for?

A 20-year population forecast (in this instance, 2017 to 2037) is the foundation for estimating the number of new dwelling units needed. Exhibit 1 shows a population forecast for Phoenix for the 2017 to 2037 period. It shows that Phoenix’s population will grow by about 1,929 people over the 20-year period.

Exhibit 1. Population Forecast, Phoenix, 2017-2037

Source: ECONorthwest based on Phoenix’s official 2015-2035 population forecast from the Oregon Population Forecast Program.

2017 Population	5,142
2037 Population	7,037
Change 2017 to 2037	
Number	1,929
Average annual growth rate	1.6%

The housing needs analysis assumes that Phoenix’s population will grow by 1,929 people over the 2017 to 2037 period.

How much buildable residential land does Phoenix currently have?

Exhibit 2 shows vacant acres excluding constrained and unbuildable land by plan designation. The results show that Phoenix has about 52 net buildable acres in residential plan designations. Of this, 51% (27 acres) is in the Low-Density Residential designation, 28% (15 acres) is in

Residential Hillside, 18% (9 acres) is in Medium-Density Residential, and 3% (1.6 acres) is in the Residential Employment and High-Density Residential designations.

Exhibit 2. Vacant Acres, Excluding Constrained and Unbuildable, City of Phoenix, 2015

Source: City of Phoenix Residential Buildable Lands Inventory Table 10
Note: Residential Employment land is included with Residential Hillside.

Low-Density Residential	26.7 acres
Medium-Density Residential	9.1 acres
High-Density Residential	1.4 acres
Residential Hillside	14.9 acres
Total	52.2 acres

How much housing will Phoenix need?

Phoenix will need to provide about 892 new dwelling units to accommodate forecast population growth between 2017 and 2037. About 580 dwelling units (65%) will be single-family attached types, which includes manufactured dwellings. About 45 (5%) will be single-family attached and 267 (30%) will be multifamily, which includes duplexes, structures with three to four dwellings, and structures with five or more dwellings.

How much land will be required for housing?

Exhibit 3 allocates needed housing units to plan designations in Phoenix. The allocation is based, in part, on the types of housing allowed in the zoning designations in each plan designation. Exhibit 3 shows:

- The overall needed housing mix is 65% single-family detached housing types and 35% multifamily attached housing types (including single-family attached).
 - This mix represents a shift from the existing mix of housing, with three-quarters of the housing stock in single-family detached housing.
 - The shift in mix is in response to the need for a wider range of relatively housing types, including housing types such as duplexes, townhouses, and apartments. In addition, Phoenix has need for relatively affordable smaller single-family detached housing.
- 61% of needed dwelling units will locate in the Low-Density Residential designation.
- 15% of needed dwelling units will locate in the Medium-Density Residential designation.
- 19% of needed dwelling units will locate in the High-Density Residential designation.
- 5% of needed dwelling units will locate in the Residential Hillside designation.

Exhibit 3. Allocation of needed housing by type and plan designation, Phoenix UGB, 2017 to 2037

	Residential Plan Designation				Total
	Low-Density Residential	Medium-Density Residential*	High-Density Residential	Residential Hillside	
Dwelling Units					
Single-family detached	536	-	-	44	580
Single-family attached	9	18	18	-	45
Multifamily	-	115	152	-	267
Total	545	133	170	44	892
Percent of Units					
Single-family detached	60%	0%	0%	5%	65%
Single-family attached	1%	2%	2%	0%	5%
Multifamily	0%	13%	17%	0%	30%
Total	61%	15%	19%	5%	100%

Source: ECONorthwest

Note: Medium Density Residential includes 0.15 acres of land in Residential Employment, which is zoned R-2.

Note: Single-family detached housing in High Density Residential is manufactured homes in manufactured home parks.

Exhibit 4 compares the demand for housing with the capacity of land by plan designation in order to determine whether there is sufficient residential land within the Phoenix UGB to accommodate growth over the 2017 to 2037 period. Exhibit 4 shows that Phoenix has a deficit of capacity in most residential plan designations:

- **Low-Density Residential:** Phoenix has a deficit of capacity for about 425 dwelling units, or 94 gross acres of land to accommodate growth over the 2017-2037 period.
- **Medium-Density Residential:** Phoenix has a deficit of capacity for about 70 dwelling units, or 10 gross acres of land to accommodate growth.
- **High-Density Residential:** Phoenix has a deficit of capacity for about 146 dwelling units, or 8 gross acres of land to accommodate growth.
- **Residential Hillside:** Phoenix has sufficient land in Residential Hillside to accommodate growth.

Phoenix does not have enough land to accommodate residential growth over the 20-year period.

Exhibit 4. Comparison of capacity of existing residential land with demand for new dwelling units and land deficit, Phoenix UGB, 2017-2037

Source: Buildable Lands Inventory from City of Phoenix; Calculations by ECONorthwest
 Note: DU is dwelling unit.

Plan Designation	Housing Sufficiency		
	Dwelling Units Capacity of Buildable Land	Needed Dwelling Units (2017-2037)	Surplus or Deficit of Dwelling Units
Low-Density Residential	120	545	-425
Medium-Density Residential	63	133	-70
High-Density Residential	24	170	-146
Residential Hillside	44	44	0
Total	251	892	-641

What are the Key Conclusions for Phoenix' Housing Needs?

The broad conclusion of the housing needs analysis is that Phoenix can take policy actions to address the deficit of land for residential development. The City will need to evaluate housing policies to address identified deficits of affordable housing, land deficits, and policies to increase densities.

- **Phoenix has an existing deficit of affordable housing.** More than one-third of Phoenix's existing households are low- or very-low income, with income below \$28,000. Phoenix has a deficit of housing that is affordable to households in these income ranges. The types of housing affordable to these households are government subsidized housing, manufactured homes, smaller single-family detached housing (e.g., cottages or "tiny houses"), duplexes or quadplexes, and apartments.

In addition, 40% have income between \$28,000 and \$67,000. Phoenix also has a deficit of housing that is affordable to households in these income ranges. The types of housing affordable to these households are manufactured homes on lots, apartments, duplexes or quadplexes, townhomes, or single-family housing.

- **Phoenix is planning for a shift in the mix of housing developed in Phoenix.** Phoenix's existing housing stock is 75% single-family detached, 24% multifamily, and 1% single-family attached. Within these broad housing types, Phoenix's housing stock is a mixture of housing types. For example, Phoenix's single-family detached housing ranges from mobile and manufactured housing to more affordable single-family detached housing, to higher-amenity, single-family detached housing.

Phoenix is planning for a change in the mix of housing in response to the need for more affordable housing and the demographic changes that suggest demand for a wider variety of housing types. Phoenix's needed housing mix for development over the 2017-2037 period is 65% single-family detached, 30% multifamily, and 5% single-family attached.

- **The City's density assumptions do not meet the requirements of the RPS Regional Plan.** The RPS resulted in agreements from each city in the region about "committed densities" for residential development in land in areas within the UGB but outside the city limits and in the Urban Reserve Areas (URAs). Phoenix' committed density is 6.6 dwelling units per gross acre (or 8 dwelling units per net acre) for the 2010-2035 period. For the 2036-2060 period, Phoenix' committed density is 7.6 dwelling units per gross acre, a 15% increase over the committed density for the 2010-2035 period.¹

The capacity analysis in Exhibit 58 result in a density of 4.8 dwelling units per gross acre across the UGB. Much of the land outside the city limits but inside the UGB is Low Density, Residential Hillside, and Medium Density Residential. The assumed densities on Low Density Residential and Residential Hillside (4.5 and 3.0 dwelling units per gross acre respectively) do not meet Phoenix' committed density of 6.6 dwelling units per gross acre

¹ Greater Bear Creek Valley Regional Plan, page 2-11 to 2-12.

through 2035. Phoenix will need to develop policies to meet the RPS committed densities, such as land use efficiency measures to increase development density.

- **Phoenix has a deficit of land to accommodate housing in all residential plan designations except for Hillside Residential.** Ninety-four acres are in Low Density Residential, 10 in Medium Density Residential, and eight acres in High Density Residential.
- **Phoenix has a range of options to address the residential deficits: (1) adopt policies to increase land use efficiency, (2) expand the UGB, or (3) do both.** OAR 660-024-0050(4) says: "Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB." Meeting the standard requires a city to evaluate policies to increase land use efficiency.

The City's policy options for increasing land use efficiency and providing opportunities for development of relatively affordable housing include: ensuring that enough land is zoned for residential development to meet the need in each plan designation, eliminating barriers to residential development, evaluating opportunities for increasing development density (e.g., allowing smaller lot sizes in some zones), allowing a wider range of housing types (e.g., cottage housing), identifying opportunities for denser multifamily development (e.g., redevelopment of an underused site in downtown), and providing infrastructure in a cost-effective way. The City also has options for supporting development of affordable housing, such as partnering with nonprofit housing providers on development of government-subsidized housing, providing property tax breaks for development of desired housing (e.g., affordable workforce multifamily housing), or providing flexibility in development standards for desired housing developments.



1. Introduction

This report presents Phoenix’s Housing Needs Analysis for the 2017 to 2037 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

This report provides Phoenix with a factual basis to update the Housing Element of the City’s Comprehensive Plan and to support future planning efforts related to housing and options for addressing unmet housing needs in Phoenix. It provides information that informs future planning efforts, including development and redevelopment in urban renewal areas in the future. It provides the City with information about the housing market in Phoenix and describes the factors that will affect housing demand in Phoenix in the future, such as changing demographics. This analysis will help decision makers understand whether Phoenix has enough land to accommodate growth over the next 20 years.

Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced by both economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors; and the housing market in the Rogue Valley Region, Jackson County and Phoenix are the result of the individual decisions of hundreds of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Phoenix between 2017 and 2037.

The complex nature of the housing market was demonstrated by the unprecedented boom and bust during the past decade. This complexity does not eliminate the need for some type of forecast of future housing demand and need, with the resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

Statewide planning Goal 10

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197), established the Land Conservation and Development Commission (LCDC), and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).² Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303 defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;³
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

DLCD provides guidance on conducting a housing needs analysis in the document *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, referred to as the Workbook.

Phoenix must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

² ORS 197.296 only applies to cities with populations over 25,000.

³ Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

Organization of this Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Phoenix's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Phoenix's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Phoenix** presents factors that affect housing need in Phoenix, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Phoenix relative to the larger region.
- **Chapter 5. Housing Need in Phoenix** presents the forecast for housing growth in Phoenix, describing housing need by density ranges and income levels.
- **Chapter 6. Residential Land Sufficiency within Phoenix** estimates Phoenix's residential land sufficiency needed to accommodate expected growth over the planning period.

2. Residential Buildable Lands Inventory

This chapter provides a summary of the residential buildable lands inventory (RBLI) for the Phoenix UGB. The City of Phoenix staff developed the buildable lands inventory analysis. It is intended to comply with statewide planning Goal 10 policies that govern planning for future housing and residential development. The full buildable lands inventory completed by City staff is presented in Appendix A.

Definitions

The City of Phoenix developed the buildable lands inventory with a tax lot database from Jackson County GIS. The tax lot database is current as of October 2015. The inventory builds from the database to estimate buildable land by plan designation. The following definitions were used to identify buildable land for inclusion in the inventory:

- *Developed land.* Land that is developed at densities or with uses consistent with the zoning district in which it falls containing improvements that make it unlikely to redevelop in the near future. ☉
- *Vacant land.* Parcels with no permanent structures or improvements. ☉
- *Partially Vacant land.* Parcels with some buildings or improvements on it, but with vacant portions large enough to accommodate additional development based on the size of the lot, zoning designations, and/or the value of land and improvements. The Safe Harbor in OAR 660-024-0050 was used for the purpose of this RBLI. ☉
- *Buildable land.* Residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses (OAR 660-008-0005 (2)). ☉
- *Constrained land.* Parcels with significant physical, environmental or infrastructure limits to development. Development constraints include, but are not limited to, environmentally sensitive areas such as wetlands, and areas with steep slopes, extreme topography, infrastructure deficiencies, parcel fragmentation, or natural hazards (OAR 660-008-0005 (2)).
- *Unbuildable land.* Land that is under the minimum legal building lot size for the underlying zoning district, land that has no automobile access, or land that is already committed to other uses by policy.

Development constraints

Consistent with state guidance on buildable lands inventories, the City of Phoenix deducted the following constraints from the buildable lands inventory and classified those portions of tax lots that fall within the following areas as constrained, unbuildable land.

- *Lands in wetlands.* No wetland areas were determined to be “locally significant” within any residential buildable land.
- *Lands within floodways and the 100-year floodplain.* Development on land within floodways is prohibited. Lands within the 100-year floodplain are not constrained and are considered developable at standard densities since the City allows residential development within the floodplain if certain standards are met.
- *Riparian setbacks.* Class 1 streams 50 feet; Class 2 streams 25 feet. These areas are 100% constrained (development is prohibited). Riparian Areas that overlap with other constraints (i.e. 100-Year Flood Hazard Zone) were not identified to prevent double-counting the constraints.
- *Slopes.* Lands with slopes of 25 percent or greater are constrained and considered unbuildable. Slopes 15% to 24% are considered partially constrained because they can only be developed at densities lower than residential developments on slopes of less than 15%.

Buildable Lands Inventory Results

Land Base

The Residential Buildable Land Inventory includes a review of the following residential plan designations:

- Residential Employment
- Residential Hillside
- Low-Density Residential
- Medium-Density Residential
- High-Density Residential

Exhibit 5 shows residential land in Phoenix by classification (development status). The results show that Phoenix has 474 total acres in residential plan designations. Seventy-one percent (335 acres) of residential land is developed, 15% (73 acres) is vacant, 10% (47 acres) is partially vacant, and 4% (19 acres) is unbuildable.

Exhibit 5. Land by Classification, Phoenix UGB, 2015

Plan Designation	Vacant Acres	Partially Vacant Acres	Developed Acres	Unbuildable Acres	Gross Acres
Residential Employment	0.2	0.0	3.0	0.0	3.1
Residential Hillside	51.3	14.8	15.3	11.1	92.5
Low-Density Residential	8.2	28.4	199.9	6.4	242.9
Medium-Density Residential	11.8	3.5	15.9	0.6	31.7
High-Density Residential	1.8	0.0	101.0	0.5	103.4
Total	73.3	46.7	335.0	18.6	473.5

Source: City of Phoenix Residential Buildable Lands Inventory Table 4

Exhibit 6 shows gross and net buildable acres for vacant and partially vacant land by plan designation. The results show that Phoenix has about 52 net buildable acres in residential plan designations. Of this, 51% (27 acres) is in the Low-Density Residential designation, 28% (15 acres) is in Residential Hillside, 18% (9 acres) is in Medium-Density Residential, and 3% (1.6 acres) is in the Residential Employment and High-Density Residential designations.

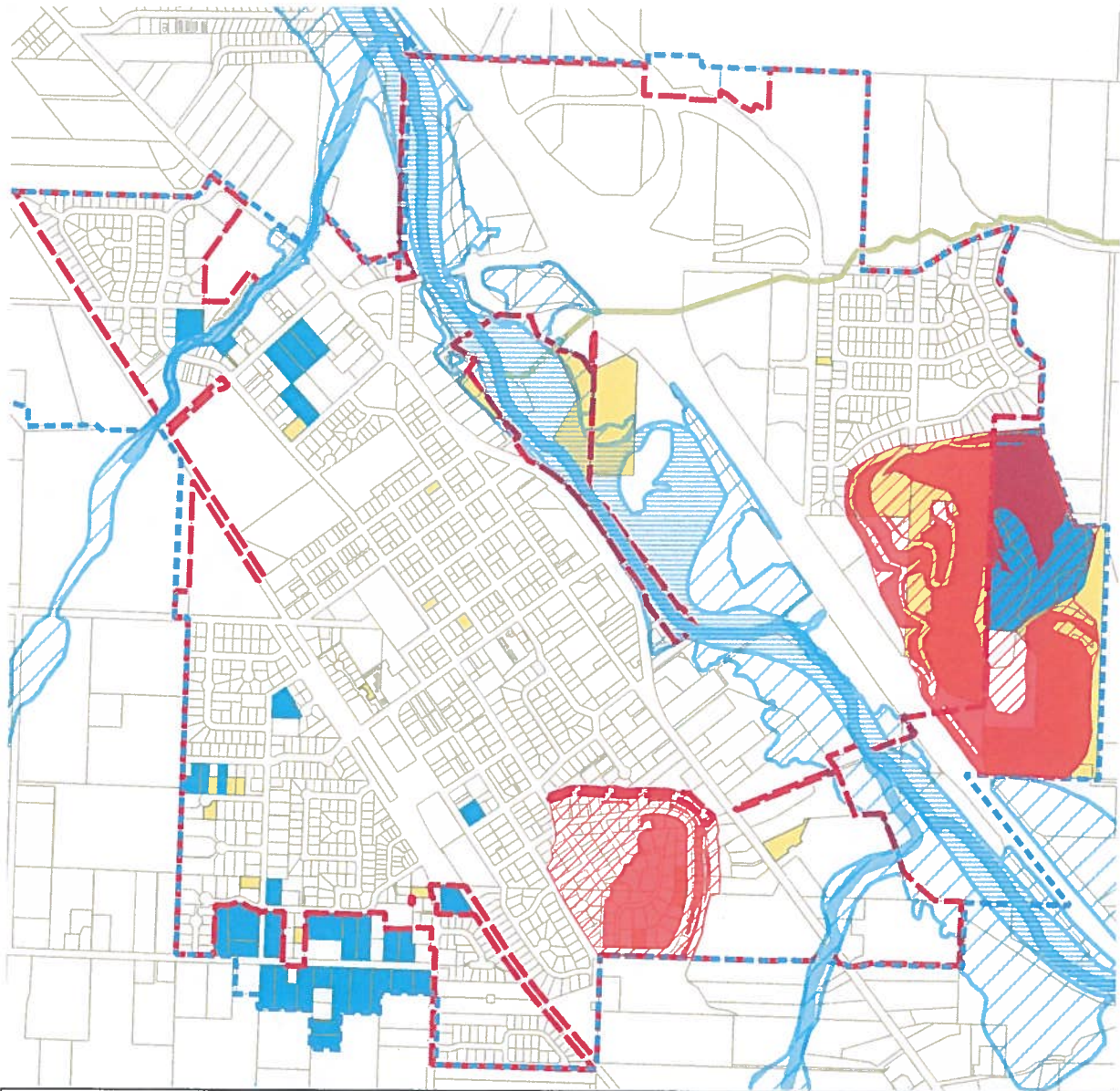
Exhibit 6. Gross and Net Buildable Acres by Plan Designation, Phoenix UGB, 2015

Plan Designation	Vacant Acres	Unbuildable Constrained Acres	Total Unbuildable Acres	Vacant Acres (Excluding Constrained and Unbuildable)
Residential Employment	0.2	0.0	0.0	0.2
Residential Hillside	65.8	3.7	47.4	14.7
Low-Density Residential	29.5	1.6	1.2	26.7
Medium-Density Residential	14.3	1.3	3.9	9.1
High-Density Residential	1.8	0.4	0.0	1.4
Total	111.6	7.0	52.4	52.2

Source: City of Phoenix Residential Buildable Lands Inventory Table 10

Exhibit 7 shows vacant and partially vacant residential land by plan designation with development constraints.

Exhibit 7. Vacant and Partially Vacant Land with Constraints



Legend	
	CityLimits
	UGB
Residential Land Classifications	
	Partially Vacant
	Vacant
Hillsides	
	Medium Slope (15-24%)
	Unbuildable Slope (25% and more)
FEMA National Flood Hazard Designations	
	100 YEAR BOUNDARY
	100 YEAR DETERMINED BFE
	100 YEAR SHALLOW FLOODING
	FLOODWAY
Riparian Setbacks	
	Class 1 Stream
	Class 2 Stream

Source: City of Phoenix Residential Buildable Lands Inventory Map 7

3. Historical and Recent Development Trends

Analysis of historical development trends in Phoenix provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting future land need. The specific steps are described in Task 2 of the *DLCD Planning for Residential Lands Workbook* as:

1. Determine the time period for which the data will be analyzed
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

This HNA examines changes in Phoenix's housing market from January 2000 to February 2015. We selected this time period because it provides information about Phoenix's housing market before and after the national housing market bubble's growth and deflation. In addition, data about Phoenix's housing market during this period is readily available, from sources such as the Census and the City and County's building permit database.

The HNA presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.)
2. Tenure (e.g., distinguishing unit type by owner or renter units)
3. Housing affordability (e.g., units affordable at given income levels)
4. Some combination of these categories

For the purposes of this study, we grouped housing types based on: (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is all attached structures (e.g., duplexes, triplexes, quadplexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

Data Used in this Analysis

Throughout this analysis, we use data from multiple sources, choosing data from well-recognized and reliable data sources. One of the key sources for data about housing and household data is the U.S. Census. This report primarily uses data from two Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of all households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of the 2010 Decennial Census, it does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a sample of households in the U.S. From 2009 through 2013, the ACS sampled an average of 3.2 million households per year, or about 2.8% of the households in the nation. The ACS collects detailed information about households, such as: demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

In general, this report uses data from the 2009-2013 ACS for Phoenix. Where information is available, we report information from the 2000 and 2010 Decennial Census.

The foundation of the housing needs analysis is the population forecast for Phoenix from the Oregon Population Forecast Program by the Portland State University Population Research Center.

Trends in Housing Mix

This section provides an overview of changes in the mix of housing types in Phoenix and comparison geographies. These trends demonstrate the types of housing developed in Phoenix historically. Unless otherwise noted, this chapter uses data from the 2000 and 2010 Decennial Census, and 2009-2013 American Community Survey 5-Year Estimates.

This section shows the following trends in housing mix in Phoenix:

- **Phoenix's housing stock is made up of mostly single-family detached housing units.** 75% percent of Phoenix's housing stock is single-family detached, 24% is multifamily and only about 1% is single-family attached (e.g., townhouses). In comparison, these housing types account for 22% of Jackson County's housing stock, and 34% of Medford's.
- **Phoenix's overall housing mix has remained largely stable since 2000.** Phoenix's housing stock grew by 18% (more than 340 new units) between 2000 and the 2009-2013 period.⁴ However the mix of housing types remained largely stable, shifting by no more than a percent in any category. The percentage of single-family attached housing increased from 74% in 2000 to 75% in 2009-2013.
- **Single-family detached housing accounted for nearly all of housing growth between 2000 and 2014.** About 98% of new housing was single-family detached and 2% was multifamily housing, such as duplexes or fourplexes.

The implication for the forecast of new housing in Phoenix is that the City's housing stock primarily single-family detached and very little multifamily development is occurring. One of the 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.

⁴ This report presents data from the 2000 Decennial Census and from the 2009-2013 American Community Survey 5-Year Estimates. Single-year Ceneus data, such as the 2000 and 2010, are only available for small cities like Phoenix from the Decennial Census. Between the Decennial Census, the best available data is from the American Community Survey, collected over a 5-year period. Since Phoenix is a small city and the American Community Survey is based on a sample of the population, it takes five years of American Community Survey responses to result in statistically valid results. The American Community Survey data used in this report is from the 2009-2013 period.

Housing Mix

About 75% of Phoenix's housing stock is single-family detached.

In comparison, about 78% of the housing in Jackson County, and about 66% in Medford are single-family detached.

The mix of housing in Phoenix was largely stable between 2000 and 2009-2013.

The percentage of single-family attached housing increased by about one percent to 75% while single-family attached and multifamily both fell by about 1% respectively.

Phoenix had 2,239 dwelling units in the 2009-2013 period. About 1,674 were single-family detached, 32 were single-family attached, and 444 were multifamily.

Exhibit 8. Housing Mix, 2009-2013

Source: Census Bureau, 2009-2013 ACS Table B25024

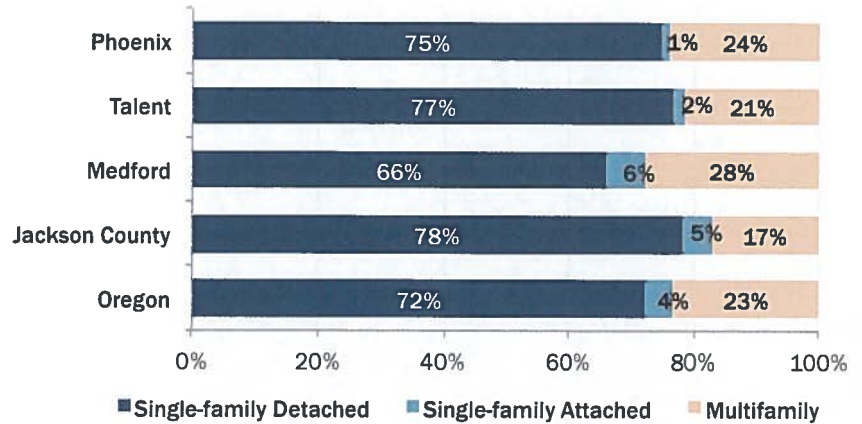
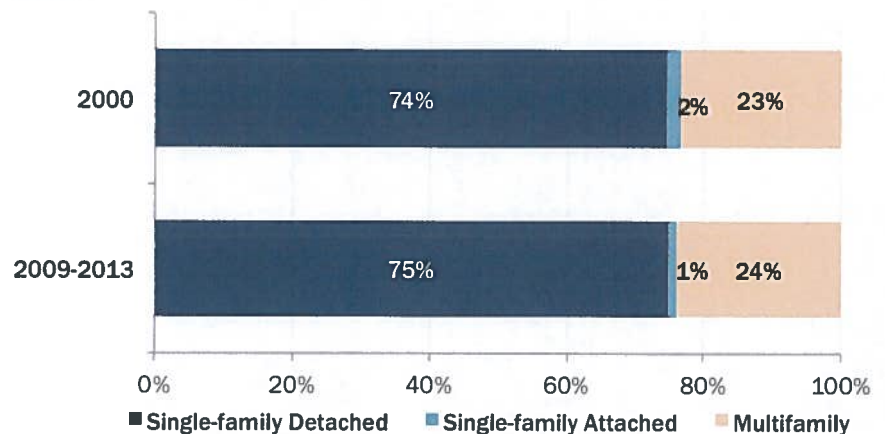


Exhibit 9. Change in Housing Mix, Phoenix, 2000 and 2009-13

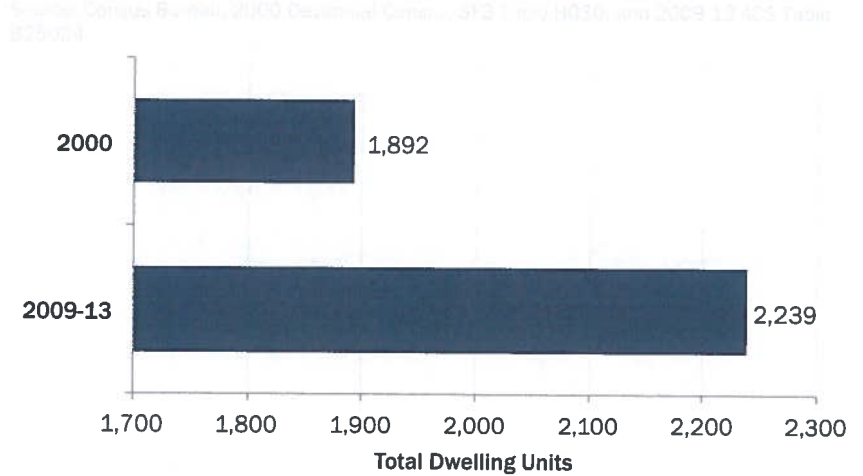
Source: Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013 ACS Table B25024



The total number of dwelling units in Phoenix increased by 347 dwelling units from 2000 to 2009-13.

This amounted to an 18% increase over the analysis period.

Exhibit 10. Total Dwelling Units, Phoenix, 2000 and 2009-13

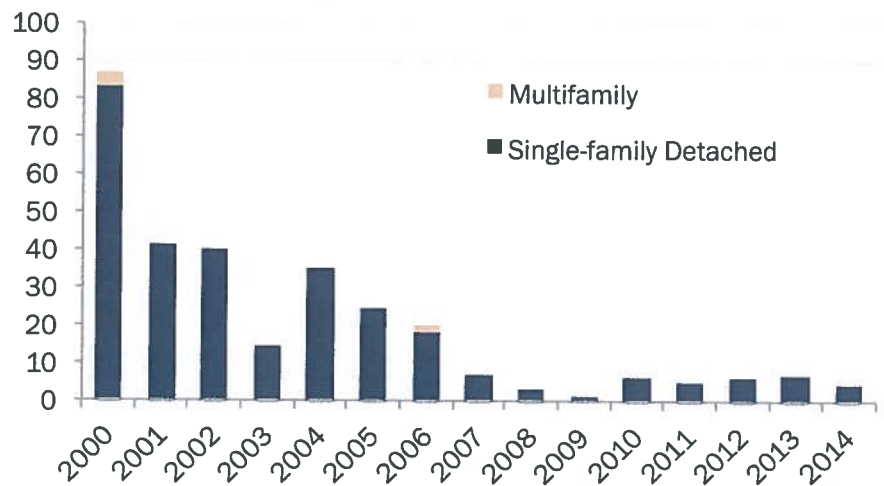


Building Permits

Over the 2000 to 2014 period, Phoenix issued permits for more than 303 dwelling units, with an average of 20 permits issued annually.

About 98% of dwellings permitted were single-family detached and 2% were multifamily.

Exhibit 11. Building Permits by Type of Unit, Phoenix, 2000 through 2014



Trends in Tenure

Housing tenure describes whether a dwelling is owner- or renter-occupied. This section shows:

- **Almost two thirds of Phoenix’s households are owner-occupied.** In comparison, 62% of households in Jackson County, and about half (51%) of households in Medford are owner-occupied.
- **Homeownership in Phoenix is close to the county average.** Sixty two percent of households are homeowners throughout Jackson County.
- **Most homeowners (99%) live in single-family detached housing and most renters (68%) live in multifamily housing in Phoenix.**

The implications for the forecast of new housing are: (1) opportunities for rental housing are limited, given that two-thirds of renters live in multifamily housing and that very little new multifamily housing has been built in Phoenix since 2000 and (2) there may be opportunities to encourage development of a wider variety of affordable attached housing types for homeownership, such as townhomes.

Phoenix has similar homeownership rates to the county, but higher homeownership rates than Medford and Talent.

More than half of households in Phoenix live in owner-occupied dwelling units, compared with 62% of households in Jackson County and 51% of Medford households.

The overall homeownership rate in Phoenix remained between 63% and 65% since 2000.

Exhibit 12. Tenure, Occupied Units, Phoenix, Medford, Jackson County, 2009-13

Source: Census Bureau, 2009-2013 ACS Table B24003

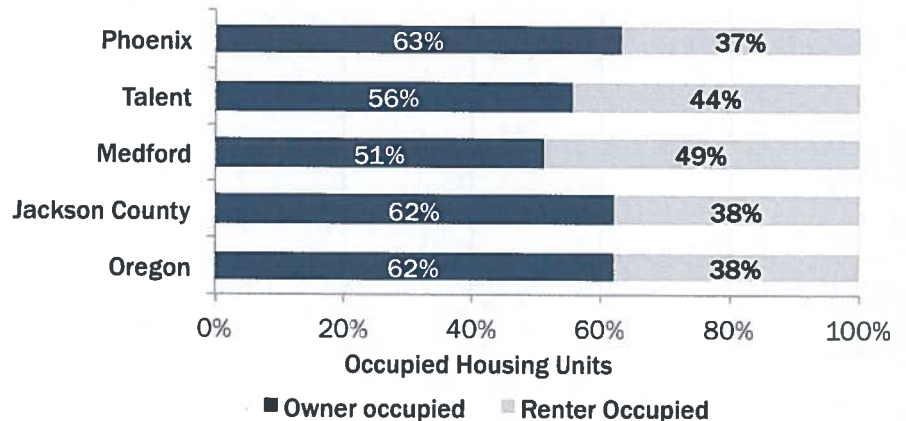
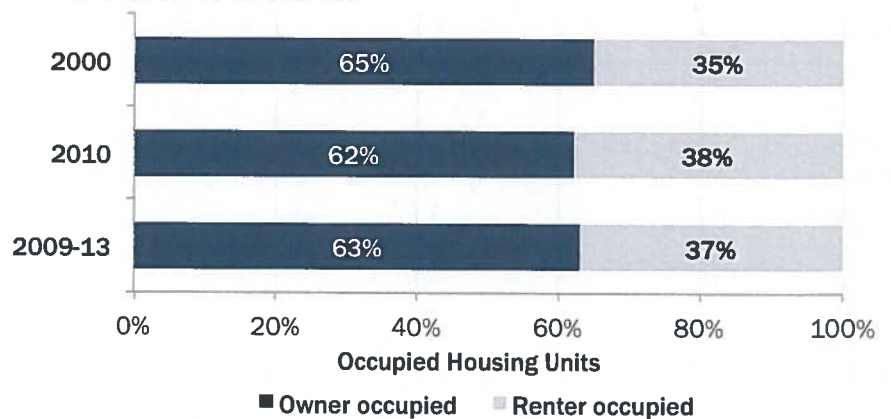


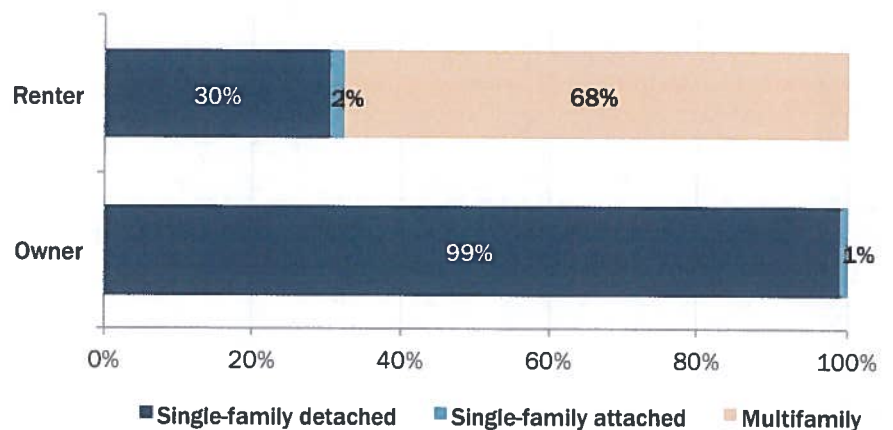
Exhibit 13. Tenure, Occupied Units, Phoenix, 2000-2013

Source: Census Bureau, 2000 Decennial Census SF1 Table H034, 2010 Decennial Census SF1 Table S010, 2009-13 ACS Table B24003



The majority (99%) of owner-occupied housing units are single-family detached units and less than one third of renter-occupied units are multifamily.

Exhibit 14. Housing Units by Type and Tenure, Phoenix, 2013

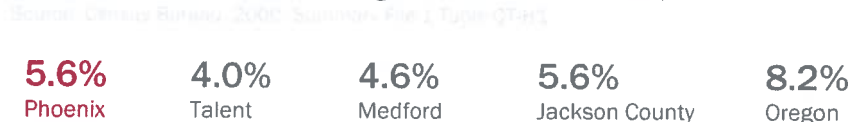


Vacancy Rates

The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacant through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

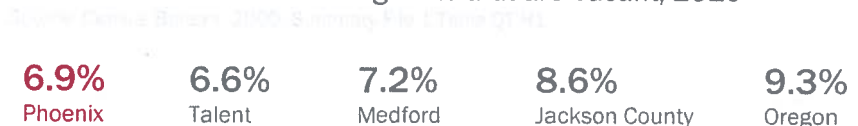
In 2000, the vacancy rate in Phoenix was 5.6%, equivalent to the rate of the county, and lower than that of the state.

Exhibit 15. Percent of Housing Units that are Vacant, 2000



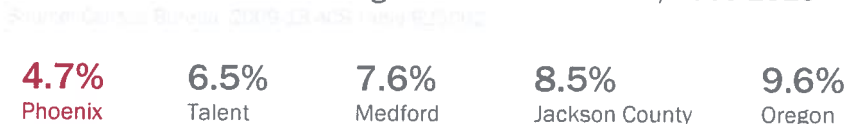
From 2000 to 2010, Phoenix's vacancy rate rose to 6.9%, but still stood below that of the county and state.

Exhibit 16. Percent of Housing Units that are Vacant, 2010



In the 2009-2013 period, the vacancy rate in Phoenix, was below that of Jackson County and Oregon.

Exhibit 17. Percent of Housing Units that are Vacant, 2009-2013



A survey of multifamily housing developments conducted by ECONorthwest in July and August 2015 (see Exhibit 45) shows no vacancies (100% occupancy) in the multifamily complexes surveyed in Phoenix, Talent, and Medford. While this survey is not comprehensive, it indicates that the market for multifamily rental housing in the region is tight.

Housing Density

Housing density is the density of housing by structure type, expressed in dwelling units per net or gross acre.⁵ The U.S. Census does not track residential development density. As part of the Buildable Lands Inventory (in Appendix A), Phoenix staff calculated single-family detached development in the city on land without a slope averages 4.9 dwelling units per net acre. Land with slopes of 15-20% developed at an average density of 3.9 dwelling units per net acre (or 80% of average density) and 3.2 dwelling units per acre (or 65% of the average density) on land with slopes 21-25%.

Exhibit 18 shows the density for a sample of single-family attached and multifamily housing in Phoenix. The single-family attached and multifamily developments shown in Exhibit 18 include the majority of these housing types in Phoenix, with five of Phoenix nine multifamily housing complexes shown in Exhibit 18. All of these units were built in 2001 or before, except Creekside, which is a proposed multifamily development in Phoenix.

Existing single-family attached housing has a density of about 12.5 dwelling units per net acre and multifamily has a density of 22.8 dwelling units per net acre.

Exhibit 18. Sample of Density of Single-Family Attached And Multifamily Housing, Phoenix, 2015

Development	Net Acres	Dwelling Units	Density (DU/Net Acre)
Single-Family Attached	7.27	91.00	12.5
Cheryl Lane Townhome	0.84	20	23.8
Megan Lane Townhouses	2.74	21	7.7
Brookside Townhouses	1.70	32	18.8
Park Rose	1.99	18	9.0
Multifamily	5.44	124.00	22.8
Phoenix Court	0.66	13	19.7
Leisure Village	1.74	44	25.3
Phoenix Village	1.18	20	16.9
Midas Gardens	0.83	15	18.1
Creekside (proposed)	1.03	32	31.1

The Regional Problem Solving process (RPS) resulted in commitments from each city in the region about “committed densities” for residential development in Urban Reserve Areas (URAs). Phoenix’s committed density is 6.6 dwelling units per gross acre (or 8 dwelling units per net acre)

⁵ OAR 660-024-0010(6) uses the following definition of net buildable acre. “Net Buildable Acre” “...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.” While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

for the 2010-2035 period. For the 2036-2060 period, Phoenix's committed density is 7.6 dwelling units per gross acre, a 15% increase over the committed density for the 2010-2035 period.⁶

Government-assisted housing programs

Governmental agencies and nonprofit organizations offer a range of housing assistance to low- and moderate-income households in renting or purchasing a home. In Phoenix, one such development provides government-assisted housing. The Brookside and Rose Court apartments, offer 76 units of affordable housing directed towards elderly and disabled Phoenix residents, according to Oregon Housing and Community Services.⁷

Manufactured Homes

Manufactured homes have provided a source of affordable housing in Phoenix. They provide a form of homeownership that can be made available to low- and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate another manufactured home to escape rent increases. Living in a park is desirable to some because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

Phoenix had 477 mobile homes in 2000 and 514 mobile homes in the 2009-13 period, an increase of 37 dwellings. According to Census data, 93% of the mobile homes in Phoenix were owner-occupied in the 2009-2013 period.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high-density residential development. Exhibit 19 presents the inventory of mobile and manufactured home parks within Phoenix in 2015.

⁶ Greater Bear Creek Valley Regional Plan, page 2-11 to 2-12.

⁷ "Oregon Low Cost Housing Projects," Oregon Housing and Community Services, accessed August, 2015, <https://egov.hcs.state.or.us/reser/APS/LowCostHousing.jsp>.

Phoenix has 5 manufactured home parks with a total of 386 spaces, of which 6 are vacant.

Exhibit 19. Inventory of Mobile/Manufactured Home Parks, Phoenix, 2015

Source: Greenway Manufacturing Home Park Directory

Name	Total Spaces	Vacant Spaces	Comprehensive Plan Designation
Bear Lake Mobile Estates	210	3	High Density Residential
Creekside Estates	58	1	High Density Residential
Greenway Village Mobile Home Park	55	2	High Density Residential
Rogue Valley South MHP	63	0	High Density Residential

4. Demographic and Other Factors Affecting Residential Development in Phoenix

Demographic trends are important to a thorough understanding of the dynamics of the Phoenix housing market. Phoenix exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to Phoenix, at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and how they will shape future growth. To provide context, we compare Phoenix to Medford and Jackson County where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

A recommended approach to conducting a housing needs analysis is described in “Planning for Residential Growth: A Workbook for Oregon’s Urban Areas,” the Department of Land Conservation and Development’s guidebook on local housing needs studies. As described in the workbook, the specific steps in the housing needs analysis are:

1. Project the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4 in this list. Chapter 5 presents data to address steps 1, 5, and 6 in this list.

Demographic and Socioeconomic Factors Affecting Housing Choice ⁸

Analysts typically describe housing demand as the *preferences* for different types of housing (i.e., single-family detached or apartment), and *the ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of Baby Boomers, people born from about 1946 to 1964, and Millennials, people born from about 1980 to 2000.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multiple person households (often with children).
- **Income** is the household income. Income is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Phoenix over the next 20 years.

⁸ The research in this chapter is based on numerous articles and sources of information about housing, including:

- Davis, Hibbits, & Midghal Research, "Metro Residential Preference Survey," May 2014.
- The American Planning Association, "Investing in Place; Two generations' view on the future of communities." 2014 "Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," Transportation for America.
- "Survey Says: Home Trends and Buyer Preferences," National Association of Home Builders International Builders *The Case for Multi-family Housing*. Urban Land Institute. 2003
- E. Zietz. *Multi-family Housing: A Review of Theory and Evidence*. Journal of Real Estate Research, Volume 25, Number 2. 2003.
- C. Rombouts. *Changing Demographics of Homebuyers and Renters*. Multi-family Trends. Winter 2004.
- J. McIlwain. *Housing in America: The New Decade*. Urban Land Institute. 2010.
- D. Myers and S. Ryu. *Aging Baby Boomers and the Generational Housing Bubble*. Journal of the American Planning Association. Winter 2008.
- M. Riche. *The Implications of Changing U.S. Demographics for Housing Choice and Location in Cities*. The Brookings Institution Center on Urban and Metropolitan Policy. March 2001.
- L. Lachman and D. Brett. *Generation Y: America's New Housing Wave*. Urban Land Institute. 2010.

National Trends ⁹

This brief summary on national housing trends builds on previous work by ECONorthwest, the Urban Land Institute (ULI) reports, and conclusions from *The State of the Nation's Housing, 2014* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook as follows:

“With promising increases in home construction, sales, and prices, the housing market gained steam in early 2013. But when interest rates notched up at mid-year, momentum slowed. This moderation is likely to persist until job growth manages to lift household incomes. Even amid a broader recovery, though, many hard-hit communities still struggle and millions of households continue to pay excessive shares of income for housing.”

Several challenges to a strong domestic housing market remain. Demand for housing is closely tied to jobs and incomes, which are taking longer to recover than in previous cycles. While trending downward, the number of underwater homeowners, delinquent loans, and vacancies remains high. *The State of the Nation's Housing* report projects that it will take several years for market conditions to return to normal and, until then, the housing recovery will likely unfold at a moderate pace.

- **Post-recession recovery slows down.** Despite strong growth in the housing market in 2012 and the first half of 2013, by the first quarter of 2014, housing starts and existing home sales were both down by 3% from the same time a year before, while existing home sales were down 7% from the year before. Increases in mortgage interest rates and meager job growth contributed to the stall in the housing market.
- **Continued declines in homeownership.** After 13 successive years of increases, the national homeownership rate declined each year from 2005 to 2013, and is currently at about 65%. The Urban Land Institute projects that homeownership will continue to decline to somewhere in the low 60% range.
- **Housing affordability.** In 2012, more than one-third of American households spent more than 30% of income on housing. Low-income households face an especially dire hurdle to afford housing. Among those earning less than \$15,000, more than 80% paid over 30% of their income and almost 70% of households paid more than half of their income. For households earning \$15,000 to \$29,000, more than 60% were cost burdened, with about 30% paying more than half of their income on housing.
- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that demand for new homes could total as many as 13.2 million units nationally between 2015 and 2025. Much of the demand will come from Baby Boomers, Millennials,¹⁰ and immigrants.

⁹ These trends are based on information from: (1) The Joint Center for Housing Studies of Harvard University's publication "The State of the Nation's Housing 2013," (2) Urban Land Institute, "2011 Emerging Trends in Real Estate," and (3) the U.S. Census.

¹⁰ There is no precisely agreed on definition for when the millennial generation started. Millennials are, broadly speaking, the children of Baby Boomers, born from the early 1980's through the early 2000's.

- **Changes in housing preference.** Housing preference will be affected by changes in demographics, most notably the aging of the Baby Boomers, housing demand from the Millennials, and growth of foreign-born immigrants.

- *Baby Boomers.* The housing market will be affected by continued aging of the Baby Boomers, the oldest of whom were in their late 60's in 2015 and the youngest of whom were in their early 50's in 2015. Baby Boomers' housing choices will affect housing preference and homeownership, with some boomers likely to stay in their home as long as they are able and some preferring other housing products, such as multifamily housing or age-restricted housing developments.
- *Millennials.* As Millennials age over the next 20 years, they will be forming households and families. In 2015, the oldest Millennials in their mid-20's and the youngest in their mid-teens. By 2035, Millennials will be between 35 and 55 years old.

Millennials were in the early period of household formation at the beginning of the 2007-2009 recession. Across the nation, household formation fell to around 600,000 to 800,000 in the 2007-2013 period, well below the average rate of growth in previous decades. Despite sluggish growth recently, several demographic factors indicate increases in housing growth to come. The Millennial generation is the age group most likely to form the majority of new households. While low incomes have kept current homeownership rates among young adults below their potential, Millennials may represent pent-up demand that will release when the economy fully recovers. As Millennials age, they may increase the number of households in their 30s by 2.4 to 3.0 million over the through 2025.

- *Immigrants.* Immigration and increased homeownership among minorities will also play a key role in accelerating household growth over the next 10 years. Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and accounted for nearly 30 percent of overall household growth. Beginning in 2008, the influx of immigrants was stanchied by the effects of the Great Recession. After a period of declines, however, the foreign born are again contributing to household growth. Census Bureau estimates of net immigration in 2011-12 indicate an increase of 110,000 persons over the previous year, to a total of nearly 900,000.

The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a larger share of young households, and constitute an important source of demand for both rental housing and small homes. This makes the growing gap in homeownership rates between whites and blacks and whites and Hispanics troubling. Since 2001, the difference in homeownership rates between whites and blacks rose from 25.9 to 29.5 in 2013. Similarly the gap between white and Hispanic homeownership rates increased since 2008, from below 26%, to over 27% in 2013. This growing gap between racial and ethnic groups will hamper the country's homeownership rate as minority households constitute a larger share of the housing market.

- **Changes in housing characteristics.** The U.S Census Bureau's Characteristics of New Housing Report (2013) presents data that show trends in the characteristics of new housing

for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the New Housing Report:¹¹

- *Larger single-family units on smaller lots.* Between 1990 and 2013 the median size of new single-family dwellings increased 25% nationally from 1,905 sq. ft. to 2,384 sq. ft., and 19% in the western region from 1,985 sq. ft. to 2,359 sq. ft. Moreover, the percentage of units smaller than 1,400 sq. ft. nationally decreased by almost half, from 15% in 1999 to 8% in 2012. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 29% of new one-family homes completed in 2013. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1990 and 2013, the percentage of lots less than 7,000 sq. ft. increased from 27% of lots to 36% of lots.
- *Larger multifamily units.* Between 1999 and 2013, the median size of new multiple family dwelling units increased by 2% nationally and 3% in the western region. The percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% in 1999 to 32% in 2013 nationally, and increased from 25% to 32% in the western region.
- *More household amenities.* Between 1990 and 2013, the percentage of single-family units built with amenities such as central air conditioning, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multifamily units.

State Trends

Oregon's 2011-2015 Consolidated Plan includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.¹² The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide. Oregon is:

- Facing housing cost increases due to higher unemployment and lower wages, as compared to the nation.
- Since 2005, is experiencing higher foreclosure rates compared with the previous two decades.
- Losing federal subsidies on about 8% of federally-subsidized Section 8 housing units.
- Losing housing value throughout the State.
- Losing manufactured housing parks, with a 25% decrease in the number of manufactured home parks between 2003 and 2010.
- Increasingly older, more diverse, and has less affluent households.¹³

¹¹ <https://www.census.gov/construction/chars/highlights.html>

¹² http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml

¹³ State of Oregon *Consolidated Plan 2011 to 2015*.

http://www.oregon.gov/ohcs/hd/hrs/consplan/2011_2015_consolidated_plan.pdf

Regional and Local Demographic Trends that may affect housing need in Phoenix

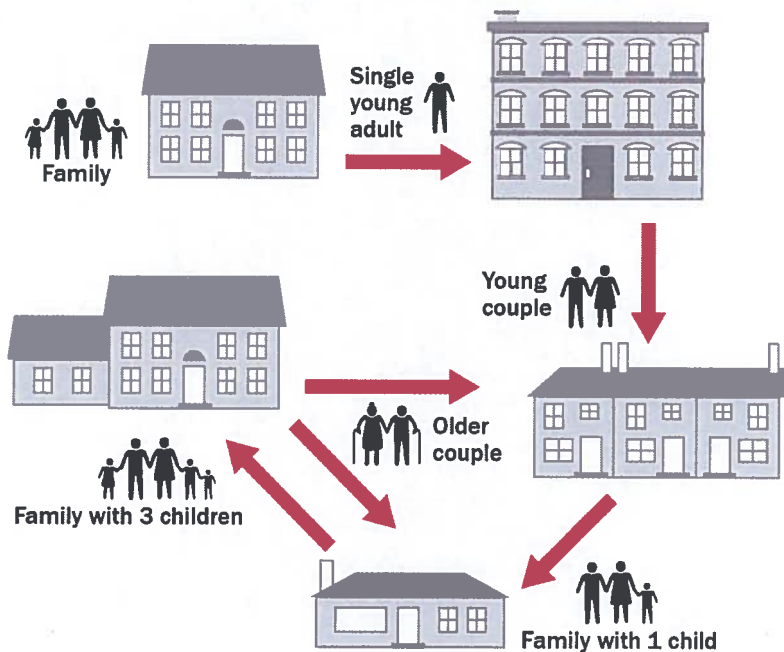
Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are: (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Phoenix's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in Phoenix.

Housing needs and preferences change in predictable ways over time, with changes in marital status and size of family. Families of different sizes need different types of housing.

Exhibit 20. Effect of demographic changes on housing need

Source: ECONorthwest, adapted from Clark, William A.V. and Franz M. Diekmann, 1995, *Households and Housing*, New Brunswick, NJ: Center for Urban Policy Research.

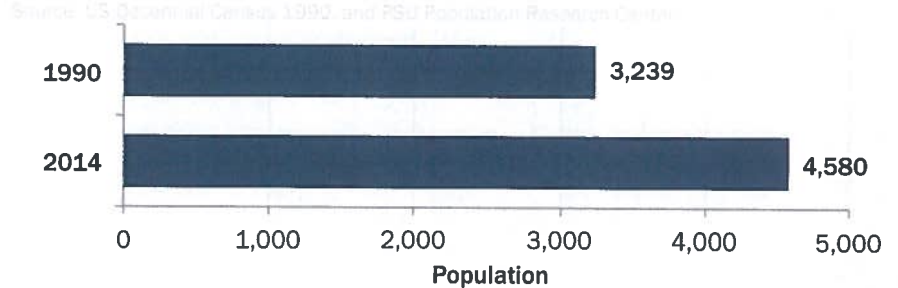


Growing population

Phoenix's population grew by 41% between 1990 and 2014, adding about 1,300 new residents. Over this period, Phoenix's population grew at an average annual growth rate of 1.5%. **Phoenix's population growth will drive future demand for housing in Phoenix over the planning period.**

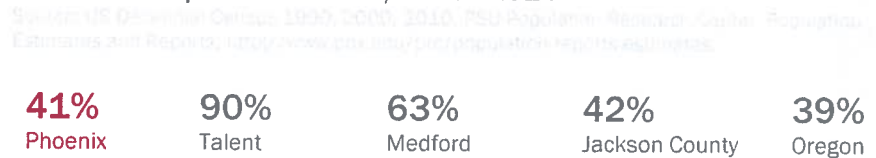
Since 1990, Phoenix's population has grown by roughly 1,300 people.

Exhibit 21. Population, Phoenix, 1990 - 2014



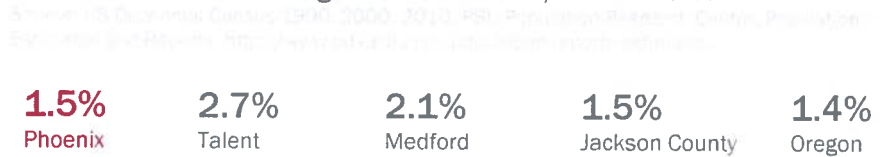
From 1990 to 2014, Phoenix's population grew by 41%, accounting for 2% of population growth in Jackson County.

Exhibit 22. Population Growth, 1990 - 2014



Phoenix's population grew at a similar rate to that of the county, region, and state.

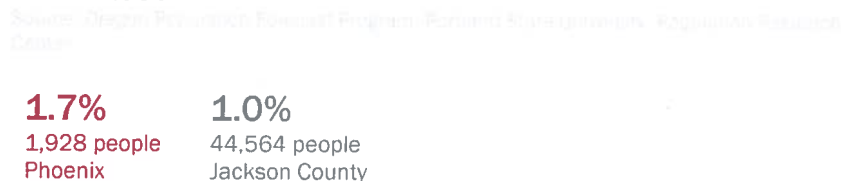
Exhibit 23. Annual Average Rate of Growth, 1990 - 2014



Phoenix is projected to grow by 1,928 people from 2015 to 2035, at an average annual growth rate of 1.7%.

Extrapolating Phoenix's forecast to 2017 to 2037, Phoenix expects to grow by 1,929 people at an average annual growth rate of 1.6%.¹⁴

Exhibit 24. Forecast of Population Growth at the County-Level, 2015 - 2035



¹⁴ This forecast of population growth is based on Phoenix's official population forecast from the Oregon Population Forecast Program. ECONorthwest extrapolated the 2015 population to 2017 and the 2035 population to 2037 based on the methodology specified in the following file (from the Oregon Population Forecast Program website): http://www.pdx.edu/prc/sites/www.pdx.edu/prc/files/Population_Interpolation_Template.xlsx

Aging Population

This section shows two key characteristics of Phoenix's population, with implications for future housing demand in Phoenix:

- **Phoenix's population is older than the state and county, on average.** Phoenix has a larger share of elderly residents, and a relatively small share of people younger than 20 years. As Phoenix's elderly population grows, it will have increasing demand for housing that is suitable for elderly residents.

Demand for housing for retirees will grow over the planning period, as the Baby Boomers continue to age and retire. The State forecasts share of residents aged 60 years and older will account for more than one third of Jackson County's population, compared to around 28% in 2015.

The impact of growth in seniors in Phoenix will depend, in part, on whether seniors already in city continue to live in there as they retire. National surveys show that, in general, most retirees prefer to age in place by continuing to live in their current home and community as long as possible.¹⁵ In addition, Jackson County is an area that has historically attracted retirees moving from other states and other areas. Some of these retirees may choose to locate in Phoenix, if housing is available.

Growth in the number of seniors will result in demand for housing types specific to seniors, such as small and easy to maintain dwellings, assisted living facilities, or age-restricted developments. Senior households will make a variety of housing choices, including: remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, or moving into group housing (such as assisted living facilities or nursing homes), as their health fails. The challenges that aging seniors face in continuing to live in their community include: changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.¹⁶

- **Phoenix has a smaller population of younger people than the State average.** About 45% of Phoenix's population is under 40 years old, compared to 47% of Jackson County's population and the State average of 52%. The forecast for population growth in Jackson County shows the number of people under 20 years old decreasing by 1% and people between 20 and 39 increasing by 6%. People aged 40 to 59 are forecast to grow by about 18%. Assuming that the age distribution of Phoenix's population continues to resemble the County's, Phoenix will have relatively little growth in these age groups.

People currently aged 15 to 35 are referred to as the Millennial generation and account for the largest share of population in Oregon. By 2035, they will be aged 35 to 55. The forecast for Jackson County shows some growth (an 18%) in people roughly in the Millennials' age group.

¹⁵ A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

¹⁶ "Aging in Place: A toolkit for Local Governments" by M. Scott Ball.

Phoenix’s ability to attract people in this age group will depend, in large part, on whether the city has opportunities for housing that both appeals to and is affordable to Millennials.

In the near-term, Millennials may increase demand for rental units. The long-term housing preference of Millennials is uncertain. They may have different housing preferences as a result of the current housing market turmoil and may prefer smaller, owner-occupied units or rental units. On the other hand, their housing preferences may be similar to the Baby Boomers, with a preference for larger units with more amenities. Recent surveys about housing preference suggest that Millennials want affordable single-family homes in areas that offer transportation alternatives to cars, such as suburbs or small cities with walkable neighborhoods.¹⁷

A recent survey of people living in the Portland Region shows that Millennials, these younger residents, prefer single-family detached housing. The survey finds that housing price is the most important factor in choosing housing for younger residents.¹⁸ The survey results suggest that Millennials are more likely than other groups to prefer housing in an urban neighborhood or town center. While this survey is for the Portland Region, it shows similar results as national surveys and studies about housing preference for Millennials.

Growth in Millennials in Phoenix will result in increased demand for both affordable single-family detached housing, as well as increased demand for affordable townhouses and multifamily housing. Growth in this population will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. There is potential for attracting new residents to housing in downtown, especially if the housing is relatively affordable and located in proximity to services.

From 2000 to 2009-13 Phoenix’s median age increased from 41.0 to 50.9 years.

Exhibit 25. Median Age, Years, 2000 to 2009-13

Source: US Census Bureau, 2000 Decennial Census Table B01002; 2009-13 ACS, Table B01002

2000	41.0 Phoenix	34.3 Talent	37.0 Medford	39.2 Jackson County	36.3 Oregon
2009-13	50.9 Phoenix	38.8 Talent	37.8 Medford	42.5 Jackson County	38.7 Oregon

¹⁷ The American Planning Association, “Investing in Place; Two generations’ view on the future of communities.” 2014.

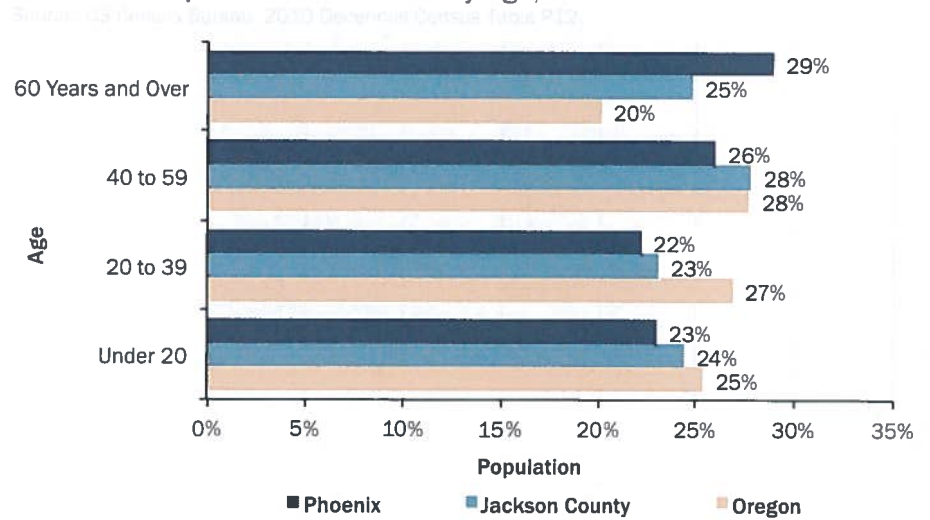
¹⁸ “Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows,” Transportation for America.

“Survey Says: Home Trends and Buyer Preferences,” National Association of Home Builders International Builders

¹⁸ Davis, Hibbits, & Midghal Research, “Metro Residential Preference Survey,” May 2014.

In 2010, about 48% of Phoenix residents were aged between 20 and 59.

Exhibit 26. Population Distribution by Age, 2010

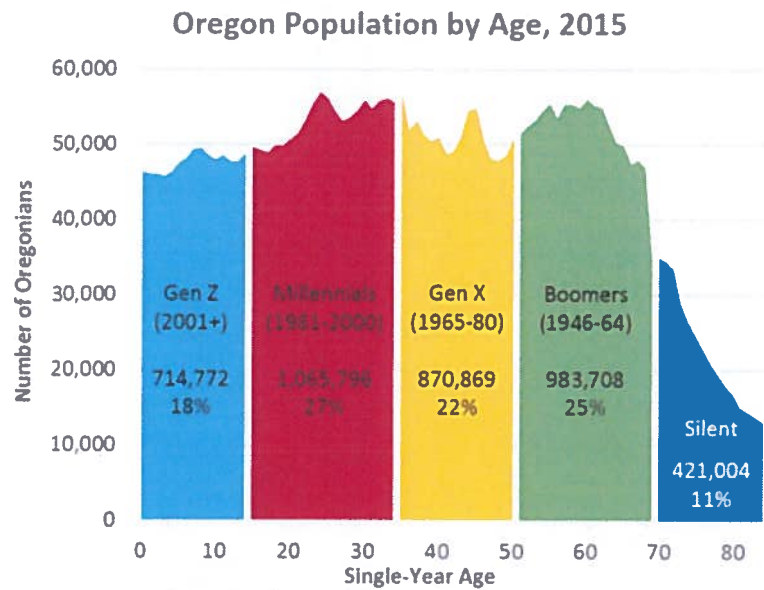


Oregon's largest age groups are the Millennials and the Baby Boomers.

By 2035, Millennials will be between 35 and 54 years old. Baby Boomers will be 71 to 89 years old.

Exhibit 27. Population Distribution by Generation and Age, Oregon, 2015

Source: Oregon Office of Economic Analysis, "Projections: Demographics and Generations by Age Group, February 5, 2015." <http://oia.oregon.gov/forecasting/2015/02/05/generations-by-age-group-by-generation>



Source: Oregon Office of Economic Analysis

The majority of population growth in Jackson County will be in people over 60 years old.

Exhibit 28. Fastest-growing Age Groups, Jackson County, 2010 - 2035

Source: Forward State Planning, "Population, Revenue, Labor, and Education Projections for 2010-2035"

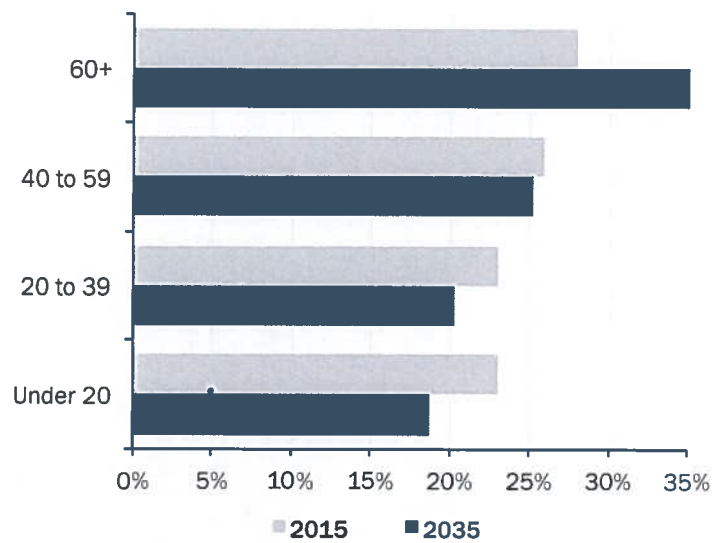
Age Group	Change	Number of People
Under 20	1% Decrease	-539 People
20-39 Yrs	6% Increase	3,124 People
40-59 Yrs	18% Increase	9,794 People
60+ Yrs	54% Increase	32,185 People

While population growth is expected in all age groups, by 2035, residents older than sixty are expected make up a larger share of the population.

The share of residents aged 60 years and older will account for nearly one third of Jackson County's population, compared to around 28% in 2010.

Exhibit 29. Population Growth by Age Group, Jackson County, 2010 - 2035

Source: Portland State University, Population Research Center, Jackson County, Forecast, June 30, 2015



Increased Ethnic Diversity

Phoenix is becoming more ethnically diverse. The Hispanic and Latino population grew from 9% of Phoenix's population in 2000 to 13% of the population in the 2009-2013 period, adding more than 200 new Hispanic and Latino residents. In comparison to Jackson County and Oregon, Phoenix's population is more ethnically diverse.

Continued growth in the Hispanic and Latino population will affect Phoenix's housing needs in a variety of ways.¹⁹ Growth in first and, to a lesser extent, second and third generation Hispanic and Latino immigrants will increase demand for larger dwelling units to accommodate the, on average, larger household sizes for these households. Households for Hispanic and Latino immigrants are more likely to include multiple generations, requiring more space than smaller household sizes. As Hispanic and Latino households integrate over generations, household size typically decreases and their housing needs become similar to housing needs for all households.

Growth in Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable.

¹⁹ The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first, second, and third generation households. In short, Hispanic and Latino households have lower median income than the national averages. First and second generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

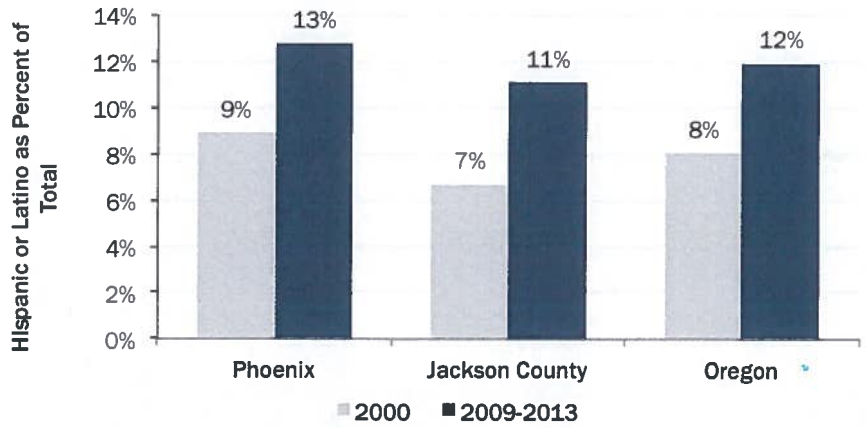
National Association of Hispanic Real Estate Professionals. *2014 State of Hispanic Homeownership Report*, 2014.

Phoenix's Hispanic population has increased.

The Hispanic population also grew in Jackson County, and Oregon.

Exhibit 30. Hispanic or Latino Population as a Percent of the Total Population, 2000 to 2009-2013

Source: US Census Bureau, 2000 Decennial Census Table P004, 2009-2013 ACS Table B03002



Household size and composition

Phoenix's household size and composition show that households in Phoenix are somewhat different from the county and statewide averages. Phoenix's households are smaller and a smaller percentage are family households with children.

Phoenix's average household size is below that of the county and the state.

Exhibit 31. Average Household Size, 2009-2013

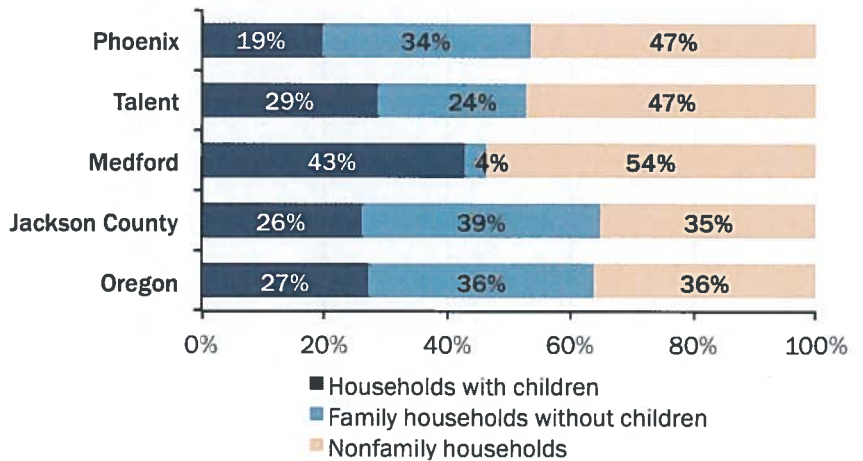
Source: US Census Bureau, 2013 ACS Table B25010



Phoenix has a smaller share of households with children than Jackson County or Oregon.

Exhibit 32. Household Composition, 2009-2013

Source: US Census Bureau, 2009-2013 ACS Table DP02



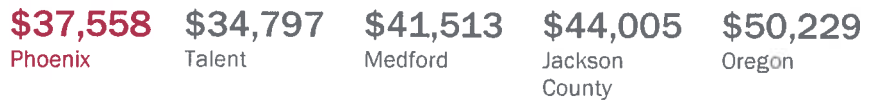
Income of Phoenix Residents

Income is one of the key determinants in housing choice and households' ability to afford housing. Income for people living in Phoenix is slightly below the average in Jackson County and considerably below the state average.

In the 2009-13 period, Phoenix's median household income was below that of the county and the state.

Exhibit 33. Median Household Income, 2009-2013

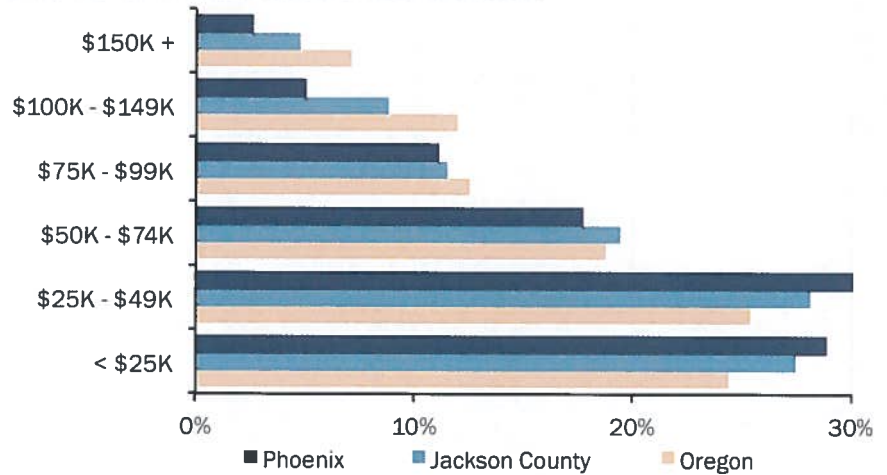
Source: US Census Bureau, 2009-2013 ACS, Table S00113



More than one third of Phoenix households earn between \$25,000 and \$49,000.

Exhibit 34. Household Income, Phoenix, Jackson County, Oregon, 2009-13

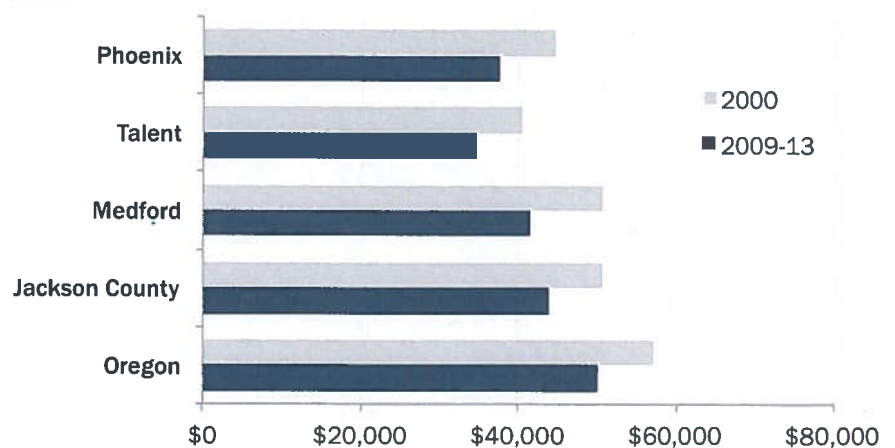
Source: US Census Bureau, 2009-2013 ACS, Table S19001



After adjusting for inflation, Phoenix's median household income decreased by 16% from 1999 to the 2009-13 period, from \$44,597 to \$37,558 per year.

Exhibit 35. Median Household Income, Oregon, Jackson County, Medford, Talent, Phoenix, 2000 to 2009-13, Inflation-adjusted

Source: US Census Bureau, 2000 Decennial Census, Table HCT011, 2009-2013 ACS, Table S00113



Commuting trends

Phoenix is part of the complex, interconnected economy of the Southern Oregon. Of the more than 1,400 people who work in Phoenix, more than 95% of workers commute into Phoenix from other areas, most notably Medford, Central Point, and Ashland. More than 1,300 residents of Phoenix commute out of the city for work, mostly to Medford and Ashland.

Phoenix is part of an interconnected regional economy

More than 1,400 people commute into Phoenix for work and nearly 1,400 people living in Phoenix commute out of the city for work.

More than 90% of workers at businesses located in Phoenix live in Jackson County, mostly in areas outside of Phoenix.

Thirty-percent of people employed at businesses in Phoenix live in Medford, 6% live in Central Point, and 5% live in Phoenix and Ashland each.

Three-quarters of residents of Phoenix work in Jackson County, most of them in cities outside of Phoenix.

Forty-five percent of residents of Phoenix work in Medford and 20% in Ashland. Six percent of Phoenix residents live and work in Phoenix.

Exhibit 36. Commuting Flows, Phoenix, 2012

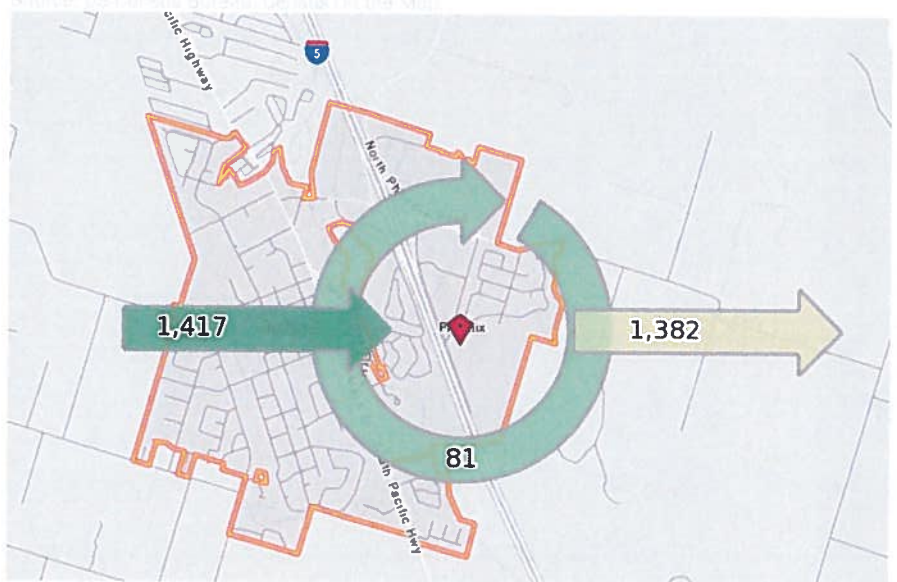


Exhibit 37. Places Where Workers at Businesses in Phoenix Lived, 2012

Source: US Census Bureau, Census of the Map



Exhibit 38. Places Where Phoenix Residents were Employed, 2011

Source: US Census Bureau, Census of the Map

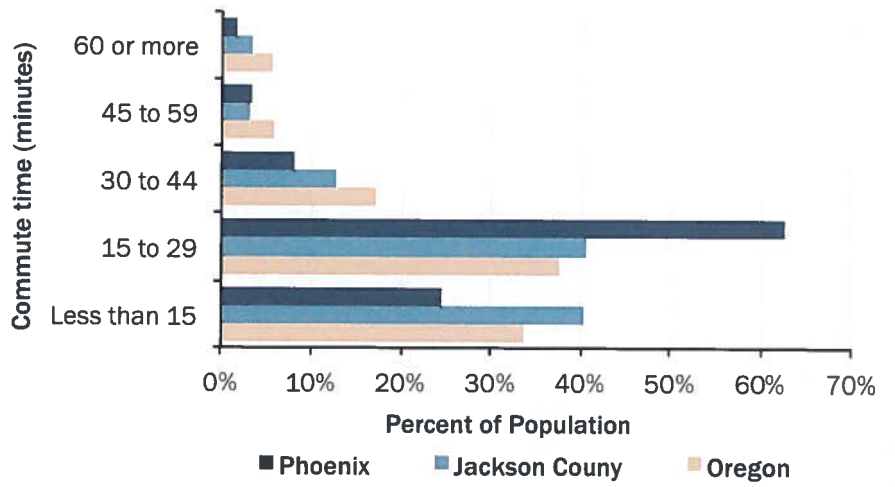


Most Phoenix residents have a commute time that takes less than 30 minutes.

About 87% of Phoenix residents have commute times less than 30 minutes, and only 2% commute for longer than one hour.

Exhibit 39. Commute Time by Place of Residence, Phoenix, Jackson County, Oregon, 2009-2013

Source: U.S. Census Bureau, 2009-2012 ACS Table B08303



Regional and Local Trends Affecting Affordability in Phoenix

This section describes changes in sales prices, rents, and housing affordability in Phoenix and Jackson County since 2000.

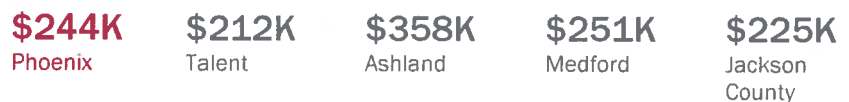
Changes in housing costs

Phoenix's housing sales prices are slightly higher than the Jackson County average, with a median sales price in \$244,000 in 2015, compared to Jackson County's overall average and other cities in the region. In general, Phoenix's housing prices changed with changes in housing price throughout the region, but staying slightly above most prices, except for those in Jacksonville.

Phoenix's median home sales price is above the county average.

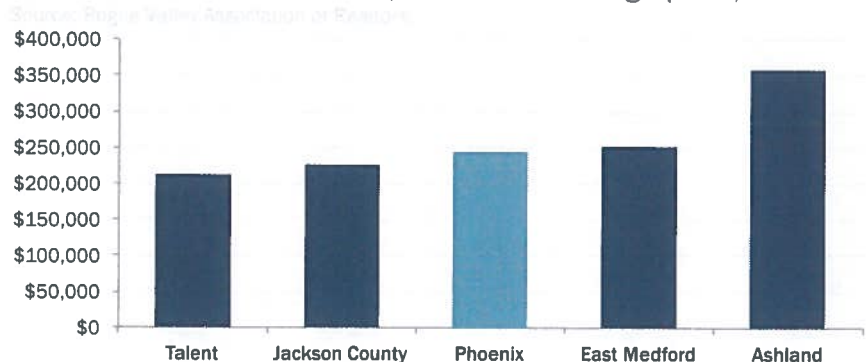
Exhibit 40. Median Home Sale Price, Phoenix, Jackson County, Talent, Ashland, East Medford, Total, 2015

Source: Regal Valley Association of Realtors, Regal Valley Market Statistics
<http://regalvalleyrealtors.org/market-statistics/median-home-sale-price/>
 Note: While using Regal Valley Association of Realtors' definition, Jackson County refers to the association's "Within Talent" Jurisdiction for Jackson County.



Phoenix's median home sale price was above most comparable cities in the region.

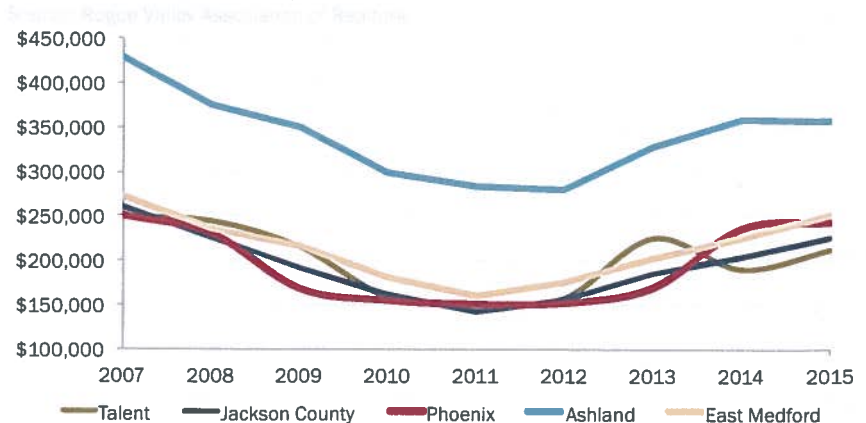
Exhibit 41. Median Sales Price, Phoenix-area Geographies, 2015



Median home sales prices in Phoenix and across Jackson County declined since 2007, but have generally begun to recover starting in 2012.

The median sales price in Phoenix in 2015 was nearly equal to the sales price at the height of the housing market bubble in 2007.

Exhibit 42. Median Sales Price, Phoenix, Jackson County, Talent, Ashland, East Medford, 2007-2015



Housing costs have increased faster than income since 2000.

The median value of a house in Phoenix was 3.0 times the median household income in 2000 and 4.2 times by the 2009-2013 period. The change in housing value compared to income was a little smaller in Phoenix than Jackson County.

Exhibit 43. Ratio of Housing Value to Income (Median to Median), 2000 to 2009-13²⁰

Source: US Census Bureau, 2000 Decennial Census Tables H0012 and H003 and 2009-2013 ACS, Tables B15013 and B25071

2000	3.0 Phoenix	3.2 Talent	5.8 Ashland	3.6 Medford	3.6 Jackson County
2009-13	4.2 Phoenix	4.7 Talent	7.6 Ashland	5.1 Medford	5.2 Jackson County

Changes in rental costs

Rent costs are relatively low in Phoenix, compared to Jackson County and other comparable cities in Oregon.

Median contract rent in Phoenix is about \$652.

Exhibit 44. Median Contract Rent, 2009-2013

Source: US Census Bureau, 2009-2013 ACS, Table B2905B

\$652 Phoenix	\$820 Talent	\$809 Ashland	\$739 Medford	\$745 Jackson County	\$749 Oregon
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²⁰ This ratio compared the median value of housing in Phoenix to the median household income. Inflation-adjusted median owner values in Phoenix increased from \$132,279 in 2000 to \$158,000 in 2009-13. Over the same period, median income decreased from \$44,543 to \$37,558.

ECONorthwest surveyed multifamily rental complexes in Phoenix, Talent, and Medford to get a sense of rental prices and occupancy rates. The results showed that all the multifamily complexes were completely occupied, suggesting that the rental market in the southern part of the Rogue Valley is very tight.

All of the multifamily complexes were fully occupied.

Government-subsidized rents (highlighted in blue) averaged from \$420 to \$566 per unit. Market-rate rents were between \$800 and \$1,360 per month.

Exhibit 45. Rent survey findings

Source: ECONorthwest
 Note: Blue shaded units are government-subsidized units
 Note: (den) = townhomes

Project Name	Type of Units	Number of Units	Occupancy Rate (%)	Average Price	\$/ (S.F.)
Phoenix					
Rose Court Apartments	1B 1b	36	100%	\$566	\$0.85
Brookside Apartments	1B 1b	40	100%	\$566	\$0.85
Jarvis Village	1B 1b	12	100%	\$500	\$0.83
Talent					
Talent Patio Village	1B 1b	18	100%	\$420	\$0.70
	2B 1b	46	100%	\$470	\$0.57
Anderson Vista	2B 1b	20	100%	\$460	\$0.57
	3B 1.5b	12	100%	\$530	\$0.50
	4B 2 b	4	100%	\$590	\$0.48
Anjou Club	1B 1b	20	100%	\$800	\$1.33
	2B 1b	60	100%	\$900	\$1.05
	2B 2b	60	100%	\$950	\$0.98
	3B 2b gardens	30	100%	\$1,060	\$0.88
	2B 2b townh.	10	100%	\$1,090	\$0.81
Medford					
Charles Point	1B 1b		100%	\$795	\$0.97
	2B 1b		100%	\$805	\$0.99
	2B 1.5b		100%	\$805	\$1.01
	2B 2.5b townh.		100%	\$1,313	\$0.69
	3B 2.5b townh.	600	100%	\$1,363	\$0.73
Cedar Tree Apartments	1B 1b	37	100%	\$620	\$0.89
	2B 1b	37	100%	\$710	\$0.79
Four Seasons Apartments	1B 1b	9	100%	\$680	\$1.01
	2B 1b	14	100%	\$795	\$1.00
	2B 2b	16	100%	\$830	\$0.76
	2B 1.5b townh.	9	100%	\$870	\$0.82
	2B 2b +den	16	100%	\$925	\$0.74
Morningside Apartments	1B 1b	40	100%	\$900	\$0.92
	2B 1b	68	100%	\$775	\$0.96
Brentwood Apartments	studio	32	100%	\$640	\$1.31
	1B 1b	36	100%	\$715	\$1.11
	2B 1b	20	100%	\$780	\$0.93
Spring Street Apartments	1B 1b	50	100%	\$545	-
	2B 2b	6	100%	\$670	-
**Subsidized housing					

Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 44% of Phoenix’s households are cost burdened. About 68% of renter households are cost burdened, compared with 31% of homeowners. Cost burden rates in Phoenix are consistent with those in Jackson County for owner households and a higher percentage of renter households in Phoenix are cost burdened than in Jackson County.

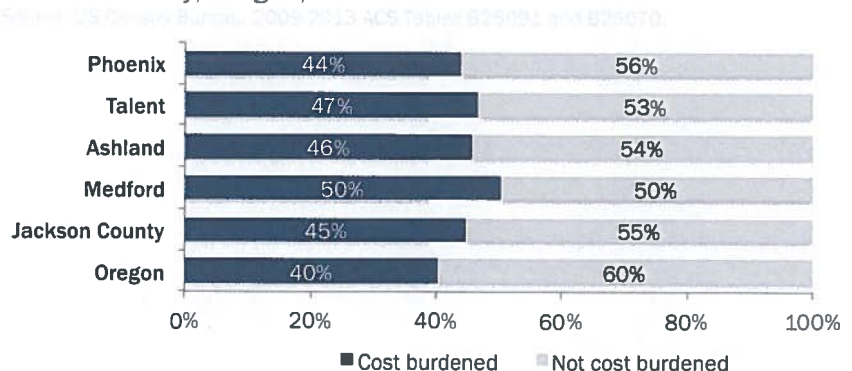
For example, more than one-quarter of Phoenix households have income of less than \$25,000 per year. These households can afford rent of less than \$625 per month or a home with a value of less than \$62,500. Most, but not all, of these households are cost burdened.

Cost Burden

About 44% of all households in Phoenix are cost burdened.

The percentages of cost burdened households in Jackson County and Medford are slightly higher than that of the Phoenix.

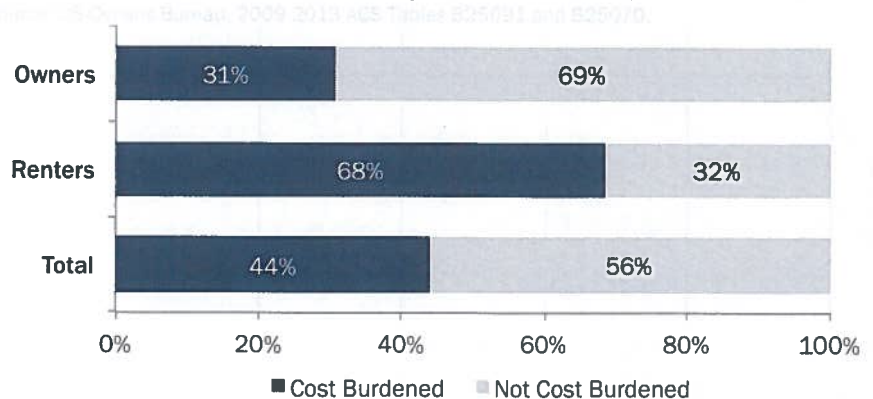
Exhibit 46. Housing Cost Burden Phoenix, Talent, Ashland, Medford, Jackson County, Oregon, 2009-13



More than two thirds of Phoenix renters are cost burdened, compared to less than one third of homeowners.

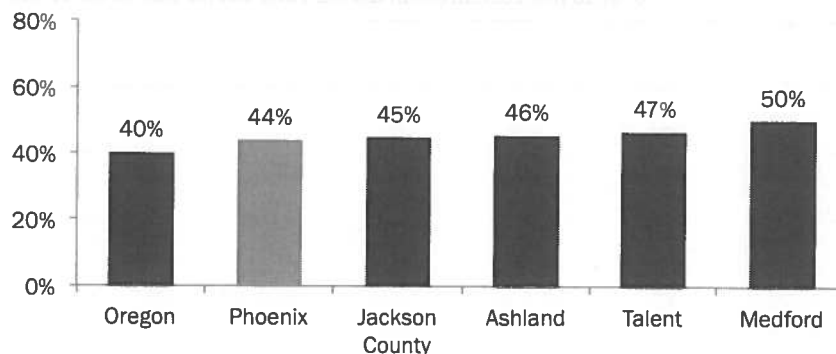
Cost burden rates are much higher among renters in Phoenix than among homeowners. In the 2009-13 period, about 68% of renters were cost burdened, compared to 31% of homeowners.

Exhibit 47. Housing Cost Burden by Tenure, Phoenix, 2009-13



Phoenix's percentage of cost-burdened homes is below that of Jackson County, Talent, and Medford, but above that of the state overall.

Exhibit 48. Housing Cost Burden, All Households, 2009-2013



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher income may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of accumulated wealth a household's ability to pay for housing. For example, a household with retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator. This issue is particularly important in Phoenix, where the population is substantially older than the average for Jackson County or Oregon.

Cost burden is only one indicator of housing affordability. Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

Fair Market Rent for a 2-bedroom apartment in Jackson County is \$844.

Exhibit 49. HUD Fair Market Rent (FMR) by Unit Type, Jackson County, 2015

\$617	\$624	\$844	\$1,244	\$1,402
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

A household must earn at least \$16.23 per hour to afford a two-bedroom unit in Jackson County.

More than 40% of households in Phoenix have an income below the affordable housing wage for Jackson County.

Exhibit 50. Affordable Housing Wage, Jackson County, 2015

Source: U.S. Department of Housing and Urban Development, Project Burden of Unaffordable Housing

\$16.23/hour

Affordable Housing Wage for two-bedroom Unit in Jackson County

More than a third of Phoenix households have income less than \$27,950 and cannot afford a one-bedroom apartment at Jackson County's Fair Market Rent (FMR) of \$624 and nearly half of Phoenix households cannot afford a two-bedroom apartment at a Fair Market Rent of \$844.

Exhibit 51. Financially Attainable Housing, by Median Family Income (MFI) for Jackson County (\$55,900), Phoenix, 2015

Source: U.S. Department of Housing and Urban Development, U.S. Census Bureau, 2013 ACS Table B9001

% of Ja. Co. MFI	<30%	30%-50%	50%-80%	80%-120%	>120%
Annual Income	<\$16,770	\$16,770-\$27,950	\$27,950-\$44,720	\$44,720-\$67,080	>\$67,080
Monthly Affdble. Housing Cost	<\$419	\$419-\$699	\$699-\$1,118	\$1,118-\$1,677	>\$1,677
Percent of Phoenix Households	23%	14%	20%	21%	22%
Attainable Owner Housing Types	None	Mfg. in parks	Townhome Duplex Mfg on lot	Townhome Single-family house	All housing types
Attainable Renter Housing Types	Subsidized Apartment	Apartment Mfg. in parks Duplex	Apartment Townhome Single-family house	Most Single-family houses	All housing types

Phoenix currently has a deficit of housing affordable to households earning less than \$75,000.

The deficit of housing for households earning less than \$25,000 results in these households living in housing that is more expensive than they can afford, consistent with the data about renter cost burden in Phoenix.

The housing types that Phoenix has a deficit of are more affordable housing types such as apartments, duplexes, tri- and quad-plexes, manufactured housing, townhomes, and smaller single-family housing.

Exhibit 52. Rough Estimate of Housing Affordability, Phoenix, 2015

Annual Income	<\$25K	<\$25K- \$50K	<\$50K- \$75K	<\$75K- \$100K	>\$100K
HH in Phoenix	616 29%	740 35%	378 18%	237 11%	163 8%
Monthly Affdble. Housing Cost	<\$625	\$625- \$1,250	\$1,250- \$1,875	\$1,875- \$2,450	> \$2,450
Affdble. Owner Housing Cost	<\$62,500	\$62,500- \$125,000	\$125,000- \$187,500	\$187,500- \$245,000	> \$245K
Est. of Number of Owner Units in Phoenix	425	162	236	353	173
Est. of Number of Renter Units in Phoenix	141	556	86	3	0
HUD Fair Market Rent (2015)	Studio: \$617	1 bdrm: \$624 2 bdrm: \$844 3bdrm: \$1,244	4 bdrm: \$1,402		
Does Phoenix Have Enough Units?	No Deficit: 51 units	No Deficit: 22 units	No Deficit: 56 units	Yes Surplus: 119 units	Yes Surplu: 10 unit

Summary of the Factors Affecting Phoenix's Housing Needs

The purpose of the analysis thus far has been to provide background on the kinds of factors that influence housing choice, and in doing so, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult to make and prone to inaccuracies.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged 20 to 34. People in that age group will also have, on average, less income than people who are older. They are less likely to have children. All of these factors mean that younger households are much more likely to be renters, and renters are more likely to be in multifamily housing.

The data illustrate what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors and housing choice is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never marrieds," the "dinks" (dual-income, no kids), the "empty nesters."²¹ Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Thus, one is ultimately left with the need to make a qualitative assessment of the future housing market. The following is a discussion of how demographic and housing trends are likely to affect housing in Phoenix over the next 20 years:

- **Growth in housing will be driven by growth in population.** Between 2000 and 2014 Phoenix's population (within its city limits) grew by more than 1,300 people (41%). The population in Phoenix's UGB is forecast to grow from 5,142 to 7,072, an increase of 1,929 people (38%) between 2017 and 2037. Jackson County is expected to grow by approximately 44,000 people (21%) over the same period.²²
- **Housing affordability will continue to be a key challenge in Phoenix.** Housing affordability is a challenge in Jackson County in general and particularly a challenge in the area between Medford and Ashland, where Phoenix is located. Housing prices are increasing faster than incomes in Jackson County, consistent with state and national challenges. Phoenix has a relatively small share of housing that is multifamily housing (less than a quarter of the City's housing stock) and much of the existing multifamily housing apartment buildings are government-subsidized affordable multifamily housing. Phoenix's key challenge over the

²¹ See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

²² This forecast is based on Phoenix's official forecast from the Oregon Population Forecast Program for the 2015 to 2025 period, shown in Exhibit 24. ECONorthwest extrapolated the 2015 population to 2017 and the 2035 population to 2037 based on the methodology specified in the following file (from the Oregon Population Forecast Program website): http://www.pdx.edu/prc/sites/www.pdx.edu.prc/files/Population_Interpolation_Template.xlsx.

next 20 year is providing opportunities for development of relatively affordable housing of all types of housing, from lower-cost single-family housing to market-rate multifamily housing.

- **Without substantial changes in housing policy, on average, future housing will look a lot like past housing.** That is the assumption that underlies any trend forecast, and one that allows some quantification of the composition of demand for new housing.

The City's residential policies can impact the amount of change in Phoenix's housing market, to some degree. If the City adopts policies to increase opportunities to build smaller-scale single-family and multifamily housing types, especially multifamily that is affordable to low- and moderate-income households, a larger percentage of new housing developed over the next 20 years in Phoenix may be relatively affordable. Examples of policies that the City could adopt to achieve this outcome include: allowing a wider range of housing types (e.g., duplex or townhouses) in single-family zones, ensuring that there is sufficient land zoned to allow single-family attached multifamily housing development, supporting development of government-subsidized affordable housing, and encouraging multifamily residential development in downtown. The degree of change in Phoenix's housing market, however, will depend on market demand for these types of housing in the southern part of Jackson County.

- **If the future differs from the past, it is likely to move in the direction (on average) of smaller units and more diverse housing types.** Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. This includes providing opportunities for development of smaller single-family detached homes, townhomes, and multifamily housing.

Key demographic and economic trends that will affect Phoenix's future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population.

- *The Baby Boomer's population is continuing to age.* By 2035, people 60 years and older will account for 36% of the population in Jackson County (up from 28% in 2015). The changes that affect Phoenix's housing demand as the population ages are that household sizes decrease and homeownership rates decrease. Growth in retirees is the factor that is likely to have the biggest effect on Phoenix's housing market because this age group is expected to account for nearly three-quarters of the growth in Jackson County over the 20-year period.
- *Millennials will continue to age.* By 2035, Millennials will be roughly between about 35 years old to 55 years old. As they age, generally speaking, their household sizes will increase and homeownership rates will peak by about age 55. Between 2015 and 2037, Millennials will be a key driver in demand for housing for families with children.
- *Hispanic and Latino population will continue to grow.* The U.S. Census projects that by about 2040, Hispanic and Latino population will account for one-quarter of the nation's population. The share of Hispanic and Latino population in the western U.S. is likely to be higher. Hispanic and Latino population already accounts for about 13% of Phoenix's population. In addition, Hispanic and Latino population is generally younger than the U.S. average, with many Hispanic and Latino people belonging to the Millennial generation.

Hispanic and Latino population growth will be an important driver in growth of housing demand, both for owner- and renter-occupied housing. Growth in Hispanic and Latino population will drive demand for housing for families with children. Given the lower income for Hispanic and Latino households, especially first generation immigrants, growth in this group will also drive demand for affordable housing, both for ownership and renting.²³

In summary, an aging population, increasing housing costs (although lower than the Region), housing affordability concerns for Millennials and the Hispanic and Latino populations, and other variables are factors that support the conclusion of need for a smaller and less expensive units and a broader array of housing choices. Growth of retirees will drive demand for small single-family detached and townhomes for homeownership, townhome and multifamily rentals, age-restricted housing, and assisted-living facilities. Growth in Millennials and Hispanic and Latino population will drive demand for affordable housing types, including demand for small, affordable single-family units (many of which may be ownership units) and for affordable multifamily units (many of which may be rental units).

- **No amount of analysis is likely to make the distant future completely certain: the purpose of the housing forecasting in this study is to get an approximate idea about the future so policy choices can be made today.** Economic forecasters regard any economic forecast more than three (or at most five) years out as highly speculative. At one year, one is protected from being disastrously wrong by the sheer inertia of the economic machine. But a variety of factors or events could cause growth forecasts to be substantially different.

²³ The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first, second, and third generation households. In short, Hispanic and Latino households have lower median income than the national averages. First and second generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

National Association of Hispanic Real Estate Professionals. *2014 State of Hispanic Homeownership Report*, 2014.

5. Housing Need in Phoenix

Project New Housing Units Needed in the Next 20 Years

The results of the housing needs analysis are based on: (1) the official population forecast for growth in Phoenix over the 20-year planning period, (2) information about Phoenix's housing market relative to Jackson County and nearby cities, and (3) the demographic composition of Phoenix's existing population and expected long-term changes in the demographics of Jackson County.

Forecast for housing growth

This section describes the key assumptions and presents an estimate of new housing units needed in Phoenix between 2017 and 2037, shown in Exhibit 53. The key assumptions are based on the best available data and may rely on safe harbor provisions, when available.²⁴

- **Population.** A 20-year population forecast (in this instance, 2017 to 2037) is the foundation for estimating needed new dwelling units. Phoenix will grow from 5,142 persons in 2017 to 7,072 persons in 2037, an increase of 1,929 people.²⁵
- **Persons in Group Quarters.** Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically derived from the population forecast for the purpose of estimating housing demand. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, any new requirements for these housing types will be met by institutions (colleges, government agencies, health-care corporations) operating outside what is typically defined as the housing market. Nonetheless, group quarters require residential land. They are typically built at densities that are comparable to that of multiple-family dwellings.

The 2009-2013 American Community Survey shows that 1.9% of the City's population was in group quarters. **For the 2017 to 2037 period, we assume that 1.9% of new population, 37 people, will be in group quarters.**

²⁴ A safe harbor is an assumption that a city can use in a housing needs analysis that the State has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as "... an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division."

²⁵ This forecast is based on Phoenix's official forecast from the Oregon Population Forecast Program for the 2015 to 2025 period, shown in Exhibit 24. ECONorthwest extrapolated the 2015 population to 2017 and the 2035 population to 2037 based on the methodology specified in the following file (from the Oregon Population Forecast Program website): http://www.pdx.edu/prc/sites/www.pdx.edu/prc/files/Population_Interpolation_Template.xlsx.

- **Household Size.** OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the most-recent decennial Census at the time of the analysis. According to the 2009-2013 American Community Survey,²⁶ the average household size in Phoenix was 2.22 people. **Thus, for the 2017 to 2037 period, we assume an average household size of 2.22 persons per household.**
- **Vacancy Rate.** The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacant through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

Vacancy rates are cyclical and represent the lag between demand and the market's response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units.

OAR 660-024 established a safe harbor assumption for vacancy rate—which is the figure from the most-recent decennial Census. According to the 2009-2013 American Community Survey,²⁷ Phoenix's vacancy rate was 4.7%. **For the 2017 to 2037 period, we assume a vacancy rate of 4.7%.**

Phoenix will have demand for 892 new dwelling units over the 20-year period, with an annual average of 45 dwelling units.

Exhibit 53. Forecast of demand for new dwelling units, Phoenix UGB, 2017 to 2037

Change in persons	1,929
<i>minus</i> Change in persons in group quarters	37
<i>equals</i> Persons in households	1,892
Average household size	2.2
New occupied DU	852
<i>times</i> Aggregate vacancy rate	4.7%
<i>equals</i> Vacant dwelling units	40
Total new dwelling units (2017-2037)	892
Annual average of new dwelling units	45

²⁶ The 2009-2013 ACS data was the most up-to-date Census data when this housing needs analysis was developed in early 2016.

²⁷ The 2009-2013 ACS data was the most up-to-date Census data when this housing needs analysis was developed in early 2016.

New housing units needed over the next 20 years

Exhibit 53 presents a forecast of new housing in Phoenix's UGB for the 2017 to 2037 period. This section determines the needed mix and density for new housing developed over this 20-year period in Phoenix.

Exhibit 54 shows that, in the future, the need for new housing developed in Phoenix will include more housing generally more affordable, with some housing located in walkable areas with access to services. This assumption is based on the following findings in the previous chapters:

- Demographic changes suggest moderate increases in demand for attached single-family housing and multifamily housing. The key demographic trends that will affect Phoenix's future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population. Growth of these groups has the following implications for housing need in Phoenix:
 - *Baby Boomers.* Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted living facilities or age-restricted developments. These households will make a variety of housing choices, including: remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, moving into age-restricted manufactured home parks (if space is available), or moving into group housing (such as assisted living facilities or nursing homes), as their health fails. Minor increases in the share of Baby Boomers who downsize to smaller housing will result in increased demand for single-family attached and multifamily housing. Some Baby Boomers may prefer housing in walkable neighborhoods, with access to services.
 - *Millennials.* Growth in Millennial households is expected to account for a relatively small share in population growth in Jackson County over the next 20-years. To the extent that Millennials grow in Phoenix, this growth will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. Some Millennials may prefer to locate in traditional single-family detached housing, at the edges of Phoenix's UGB. Some Millennials will prefer to locate in in walkable neighborhoods, possibly choosing small single-family detached houses, townhouses, or multifamily housing.
 - *Hispanic and Latino population.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable. Hispanic and Latino households are more likely to be larger than average, with more children and possibly with multigenerational households. The types of housing that are most likely to be affordable to the majority of Hispanic and Latino households are existing lower-cost single-family housing, single-family housing with an accessory dwelling unit, and multifamily housing. In addition, growth in the number of farmworkers will increase need for affordable housing for farmworkers.
- About 44% of Phoenix's households have affordability problems, indicating a need for more affordable housing types. About half of Phoenix's households could not afford a two-bedroom apartment at HUD's fair market rent level of \$844. A household earning median

family income (\$55,900) could afford a home valued up to about \$140,000, which is considerably below the median sales price for single-family housing of about \$244,000 in Phoenix.

In addition, Phoenix has a small supply of multifamily housing, which accounts for less than one-quarter of the city's housing stock. Phoenix has few multifamily apartment buildings, two of which are government-subsidized apartment buildings. As a result, there are few choices for market-rate multifamily housing opportunities in Phoenix.

Continued increases in housing costs may increase demand for denser housing (e.g., multifamily housing or smaller single-family housing) or locating in less expensive areas in Southern Oregon, farther from employment centers. To the extent that denser housing types are more affordable than larger housing types, continued increases in housing costs will increase demand for denser housing.

These findings suggest that Phoenix's needed housing mix is for a broader range of housing types than are currently available in Phoenix's housing stock. The types of housing that Phoenix will need to provide opportunity for development of over the next 20-years are described above: smaller single-family detached housing (e.g., cottages or small single-family detached units), manufactured housing, "traditional" single-family detached housing, townhouses, duplexes and quadplexes, small apartment buildings, and larger apartment buildings.

Exhibit 54 shows a forecast of needed housing in the Phoenix UGB during the 2017 to 2037 period. The projection is based on the following assumptions:

- Phoenix's official forecast for population growth shows that the City will add 1,929 people over the 20-year period. Exhibit 53 shows that the new population will result in need for 892 new dwelling units over the 20-year period.
- The assumptions about the mix of housing in Exhibit 54 are:
 - Sixty-five percent of new housing will be single-family detached, a category which includes manufactured housing. Exhibit 9 shows that 75% of Phoenix's housing was single-family detached in the 2009-2013 period, with little change since 2000.
 - Five percent of new housing will be single-family attached. Exhibit 9 shows that 1% of Phoenix's housing was single-family attached in the 2009-2013 period, with little change since 2000.
 - Thirty percent of new housing will be multifamily. Exhibit 9 shows that 24% of Phoenix's housing was single-family attached in the 2009-2013 period, with little change since 2000.

Phoenix will have demand for 892 new dwelling units over the 20-year period, with an annual average of 45 dwelling units.

Exhibit 54. Forecast of demand for new dwelling units, Phoenix UGB, 2017 to 2037

Needed new dwelling units (2017-2037)	892
Dwelling units by structure type	
<i>Single-family detached</i>	
<i>Percent single-family detached DU</i>	65%
<i>equals Total new single-family detached DU</i>	580
<i>Single-family attached</i>	
<i>Percent single-family attached DU</i>	5%
<i>equals Total new single-family attached DU</i>	45
<i>Multifamily</i>	
<i>Percent multifamily detached DU</i>	30%
<i>equals Total new multifamily DU</i>	267
Total new dwelling units (2017-2037)	892

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

Exhibit 57 allocates needed housing to plan designations in Phoenix. The allocation is based, in part, on the types of housing allowed in the zoning designations in each plan designation. Exhibit 57 shows:

- **Low Density Residential** will accommodate new single-family detached housing and a small amount of single-family attached.
- **Medium Density Residential**²⁸ will accommodate a mixture of new and lower density multifamily housing, such as duplexes or triplexes.
- **High Density Residential** will primarily accommodate multifamily, with a small amount of single-family attached housing.
- **Residential Hillside** will accommodate new single-family detached housing.

²⁸ Medium Density Residential includes 0.15 acres of land in Residential Employment, which is zoned R-2.

Exhibit 55. Allocation of needed housing by housing type and plan designation, Phoenix UGB, 2017 to 2037

Source: ECONorthwest
 Note: Medium-Density Residential uses plan 0.15 acres of land in Residential Employment, which is zoned R 2
 Note: 3-unit attached housing in High-Density Residential is not included in multi-unit manufactured home rows.

	Residential Plan Designation				Total
	Low-Density Residential	Medium-Density Residential*	High-Density Residential	Residential Hillside	
Dwelling Units					
Single-family detached	536	-	-	44	580
Single-family attached	9	18	18	-	45
Multifamily	-	115	152	-	267
Total	545	133	170	44	892
Percent of Units					
Single-family detached	60%	0%	0%	5%	65%
Single-family attached	1%	2%	2%	0%	5%
Multifamily	0%	13%	17%	0%	30%
Total	61%	15%	19%	5%	100%

Exhibit 56 presents the assessment of needed density for housing built in Phoenix over the 2015 to 2035 period. The assessment of needed density is based on a number of factors: (1) the types of housing and development densities allowed in each Plan Designation, (2) existing development by type of housing, (3) the densities by type of plan designation described in OAR 660-038 Table 2,²⁹ and (4) the range of housing need by income identified Exhibit 57, which includes need for housing for high income households to low- and very-low income households.

Phoenix uses the safe harbor in OAR 660-024-0040(10) to estimate land needed for streets and roads, parks, and schools, as described below.³⁰ As a result, Exhibit 57 converts from net densities to gross densities by decreasing densities by 25% in each plan designation.³¹

Exhibit 57 shows the following needed densities, in net and gross acres:

- **Low Density Residential:** 6.0 dwelling units per acre, with 25% of land used for rights-of-way, resulting in a density of 4.5 dwelling units per gross acre. Low Density Residential

²⁹ While Phoenix does not use the methodology described in OAR 660-038, the City did consider the densities described in Table 2. Phoenix's needed densities generally fit within the ranges described in Table 2. The exception is for Medium Density Residential. Table 2 shows a range of 10-12 dwelling units per acre for medium density. Phoenix's zoning code allows a maximum of about 10 dwelling units per acre for Medium Density Residential.

³⁰ OAR 660-024-0040(10) says: "As a safe harbor during periodic review or other legislative review of the UGB, a local government may estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for residential land needs under section (4) of this rule, and in conformance with the definition of "Net Buildable Acre" as defined in OAR 660-024-0010(6)."

³¹ OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" "...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads, parks, and schools.

allows densities of between 5.5 and 7.25 dwelling units per net acre. The historical density of for single-family detached dwellings in Phoenix is 4.9 dwelling units per net acre.

- **Medium Density Residential:** 9.0 dwelling units per acre, with 25% of land used for rights-of-way, resulting in a density of 6.8 dwelling units per gross acre. Medium Density Residential allows densities of between 5.5 and 10.0 dwelling units per net acre.
- **High Density Residential – Multifamily Housing:** 23.0 dwelling units per acre, with 25% of land used for rights-of-way, resulting in a density of 17.3 dwelling units per gross acre. High Density Residential allows a minimum density of about 13 dwelling units per net acre.³² The historical density of for multifamily dwellings in Phoenix is 22.8 dwelling units per net acre.
- **Residential Hillside:** 4.0 dwelling units per acre, with 25% of land used for rights-of-way, resulting in a density of 3.0 dwelling units per gross acre. The historical density for single-family detached dwellings on slopes in Phoenix are 3.9 dwelling units per net acre on slopes of 15-20%, and 3.2 dwelling units per acre on slopes of 21-25%.

Exhibit 56. Needed density for housing built in the Phoenix UGB, 2017 to 2037

Source: ECONorthwest
 Note: DU = dwelling unit.

Plan Designation	Net Density (du/acre)	Percentage of land for Rights-of-Way, Parks, and Schools	Gross Density (du/acre)
Low-Density Residential	6.0	25%	4.5
Medium-Density Residential	9.0	25%	6.8
High-Density Residential	23.0	25%	17.3
Residential Hillside	4.0	25%	3.0

³² This minimum density assumes that three dwelling units are developed on a 10,000 square foot lot, which is the minimum lot size in HDR.

Needed housing by income level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This requires an estimate of the income distribution of current and future households in the community. These estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The analysis in Exhibit 57 is based on American Community Survey data about income levels in Phoenix, using information shown in

Exhibit 51. Income is categorized into market segments consistent with HUD income level categories, using Jackson County's 2015 Median Family Income (MFI) of \$55,900. Exhibit 57 is based on current household income distribution, assuming approximately that the same percentage of households will be in each market segment in the future.

More than half of Phoenix's future households will have income below 80% of Jackson County's median family income (less than \$45,000 in 2015 dollars).

This shows a substantial need for affordable housing types, such as government-subsidized affordable housing, manufactured homes, apartments, townhomes, duplexes, and small single-family homes.

Exhibit 57. Estimate of needed new dwelling units by income level, by Median Family Income (MFI) for Jackson County (\$55,900), Phoenix, 2017-2037

Source: U.S. Department of Housing and Urban Development
U.S. Census Bureau, 2013 ACS Table B0021

% of Ja. Co. MFI	<30%	30%-50%	50%-80%	80%-120%	>120%
Annual Income 2015	<\$16,770	\$16,770-\$27,950	\$27,950-\$44,720	\$44,720-\$67,080	> \$67,080
Monthly Affdble. Housing Cost	<\$419	\$419-\$699	\$699-\$1,118	\$1,118-\$1,677	> \$1,677
Percent of Phoenix Households	23%	14%	20%	21%	22%
New Households 2017-2037	203	126	180	184	199
Attainable Owner Housing Types	None	Mfg. in parks	Townhome Duplex Mfg on lot	Townhome Single-family house	All housing types
Attainable Renter Housing Types	Subsidized Apartment	Apartment Mfg. in parks Duplex	Apartment Townhome Single-family house	Most Single-family houses	All housing types

Need for government assisted and manufactured housing

ORS 197.303 requires cities to plan for government-assisted housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-subsidized housing.** Government-subsidies can apply to all housing types (e.g., single family detached, apartments, etc.). Phoenix allows development of government-assisted housing in all residential plan designations, with the same development standards for market-rate housing. This analysis assumes that Phoenix will continue to allow government housing in all of its residential plan designations. Because government assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Manufactured housing on lots.** Phoenix allows manufactured homes on lots in in Low Density Residential designation (the R-1 zone), which is the zone where single-family detached housing is allowed. Phoenix does not have special siting requirements for manufactured homes. Since manufactured homes are subject to the same siting requirements as site-built homes, it is not necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in parks.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential development. According to the Oregon Housing and Community Services' Manufactured Dwelling Park Directory,³³ Phoenix has four manufactured home parks within the City, with 386 spaces and six vacant spaces. The manufactured home parks are located in the High Density Residential Plan Designation.

ORS 197.480(2) requires Phoenix to project need for mobile home or manufactured dwelling parks based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential.

- Exhibit 53 shows that the Phoenix area will grow by 892 dwelling units over the 2017 to 2037 period.
- Analysis of housing affordability (in Exhibit 56) shows that about 37% of Phoenix's new households will be low income, earning 50% or less of the region's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing in parks accounts for about 20% (about 386 dwelling units) of Phoenix's current housing stock.
- National, state, and regional trends since 2000 showed that manufactured housing parks were closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Of these 13 parks (336 spaces)

³³ Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

that closed were in Jackson or Josephine counties. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few to no new manufactured home parks have opened in Oregon.

- Exhibit 56 shows that the households most likely to live in manufactured homes in parks are those with incomes between \$16,700 and \$28,000 (30% to 50% of median family income), which include 14% of Phoenix households. However, households in other income categories may live in manufactured homes in parks.

Manufactured home park development is an allowed use in High Density Residential. The national and state trends of closure of manufactured home parks and the fact that no new manufactured home parks have opened in Oregon in over the last 15 years demonstrate that development of new manufactured home parks in Phoenix is unlikely. In addition, residential land prices in Phoenix have increased by 5% annually between 1999 and 2016, making it less economically feasible to open a new manufactured home park. In contrast, the annual average inflation rate over the same period was 2.6%.

Our conclusion from this analysis is that development of new manufactured home parks in Phoenix over the planning period is unlikely over the 2017-2037 period. It is, however, likely that manufactured homes will continue to locate on individual lots in Phoenix. The forecast of housing in Exhibit 54 assumes that no new manufactured home parks will be opened in Phoenix over the 2017-2037 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.

- Over the next 20-years (or longer) one or more manufactured home parks may close in Phoenix, as a result of manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.
- While there is statewide regulation of the closure of manufactured home parks designed to lessen the financial difficulties of this closure for park residents,³⁴ the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City's primary role is to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential development to allow for development of new, relatively affordable housing. The City may use a range of policy to encourage development of relatively affordable housing, such as allowing a wider range of moderate density housing (e.g., duplexes or cottages) in the Low Density Residential designation, using tax credits to support affordable housing production, developing an inclusionary zoning policy, or partnering with a developer of government-subsidized affordable housing.

³⁴ ORS 90.645 regulates rules about closure of manufactured dwelling parks. It requires that the landlord must do the following for manufactured dwelling park tenants before closure of the park: give at least one year's notice of park closure, pay the tenant between \$5,000 to \$9,000 for each manufactured dwelling park space, and cannot charge tenants for demolition costs of abandoned manufactured homes.

6. Residential Land Sufficiency within Phoenix

This chapter presents an evaluation of the sufficiency of vacant residential land in Phoenix to accommodate expected residential growth over the 2017 to 2037 period. This chapter includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Phoenix's ability to accommodate needed new housing units for the 2017 to 2037 period, based on the analysis in the housing needs analysis. The chapter ends with a discussion of the conclusions and recommendations for the housing needs analysis.

Framework for the Capacity Analysis

The buildable lands inventory summarized in Chapter 2 (and presented in full in Appendix A) provides a *supply* analysis (buildable land by type), and Chapter 5 provided a *demand* analysis (population and growth leading to demand for more residential development). The comparison of supply and demand allows the determination of land sufficiency.

There are two ways to get estimates of supply and demand into common units of measurement so that they can be compared: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that not all land has the same characteristics. Factors such as zone, slope, parcel size, and shape, can all affect the ability of land to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the UGB to accommodate new housing. This analysis, sometimes called a "capacity analysis,"³⁵ can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

³⁵ There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the "capacity" of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: "estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate." That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as "capacity analysis," so we use that shorthand occasionally in this memorandum.

Phoenix Capacity Analysis Results

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing based on the needed densities by the housing type categories shown in Exhibit 56.

Exhibit 58 shows that **Phoenix vacant residential land has capacity to accommodate approximately 251 new dwelling units**, based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in residential Plan Designations as shown in Chapter 2.
- **Needed densities.** The capacity analysis assumes development will occur at needed densities (as opposed to historical observed densities). Those densities were derived from historical levels and the needed densities shown in Exhibit 56. The overall average density for Phoenix will be 4.8 dwelling units per gross acre.

Exhibit 58. Estimated housing development potential on vacant residential lands, number of dwelling units, Phoenix UGB

Source: Buildable Lands Inventory from City of Phoenix, Expenditures by ECONorthwest
www.econorthwest.com

Plan Designation	Buildable/ Suitable Acres	Gross Density (du/acre)	Dwelling Units Capacity
Low-Density Residential	26.7	4.5	120
Medium-Density Residential*	9.3	6.8	63
High-Density Residential	1.4	17.3	24
Residential Hillside	14.7	3.0	44
Total	52.2	4.8	251

The estimated capacity in Exhibit 58 does not include assumptions about redevelopment opportunities.

Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Phoenix is to compare the demand for housing by Plan Designation (

Exhibit 55) with the capacity of land by Plan Designation (Exhibit 58).

Exhibit 59 shows that Phoenix has a deficit of capacity in most residential plan designations:

- **Low Density Residential:** Phoenix has a deficit of capacity for about 425 dwelling units, or 94 gross acres of land to accommodate growth over the 2017-2037 period.
- **Medium Density Residential:** Phoenix has a deficit of capacity for about 70 dwelling units, or 10 gross acres of land to accommodate growth.
- **High Density Residential:** Phoenix has a deficit of capacity for about 146 dwelling units, or 8 gross acres of land to accommodate growth.
- **Residential Hillside:** Phoenix has sufficient land in Residential Hillside to accommodate growth.

Exhibit 59. Comparison of capacity of existing residential land with demand for new dwelling units and land deficit, Phoenix UGB, 2017-2037

Source: Buildable Land Inventory from City of Phoenix. Calculations by ECONorthwest
Notes: One dwelling unit.

Plan Designation	Housing Sufficiency		
	Dwelling Units Capacity of Buildable Land	Needed Dwelling Units (2017-2037)	Surplus or Deficit of Dwelling Units
Low-Density Residential	120	545	-425
Medium-Density Residential	63	133	-70
High-Density Residential	24	170	-146
Residential Hillside	44	44	0
Total	251	892	-641

Conclusions and Recommendations

The key conclusions of the Housing Needs Analysis are that:

- **Phoenix has an existing deficit of affordable housing.** More than one-third of Phoenix's existing households are low- or very-low income, with income below \$28,000. Phoenix has a deficit of housing that is affordable to households in these income ranges. The types of housing affordable to these households are government subsidized housing, manufactured homes, smaller single-family detached housing (e.g., cottages or "tiny houses"), duplexes or quadplexes, and apartments.

In addition, 40% have income between \$28,000 and \$67,000. Phoenix also has a deficit of housing that is affordable to households in these income ranges. The types of housing affordable to these households are manufactured homes on lots, apartments, duplexes or quadplexes, townhomes, or single-family housing.

- **Phoenix's housing market is strongly impacted by the housing market in the Rogue Valley.** Phoenix is relatively small, accounting for 2% of Jackson County's population, and located between Medford (with more than 76,000 people) and Ashland (with more than 20,000 people). On average, both housing costs and rental costs are lower in Phoenix than in Medford, and substantially lower than in Ashland.

While the percentage of households who are cost burdened³⁶ is as similar in Phoenix as in Medford or Ashland (between 45% and 50% of households), household incomes are generally lower than in Phoenix than in Medford or Ashland. In addition, most residents who live in Phoenix work in Medford or Ashland.

This information suggests the role that Phoenix plays in the Rogue Valley housing market is as a place where housing is comparatively more affordable and workforce housing is generally more available. Given Phoenix's small size, relative to Medford or Ashland, and commuting patterns within the Rogue Valley, Phoenix is going to continue to have demand for affordable lower-income and workforce housing.

- **Phoenix's demographics are changing, consistent with regional and national trends, with changes affecting the types of housing needed over the next 20 years.** Demographic changes suggest moderate increases in demand for relatively affordable attached single-family housing and multifamily housing. The key demographic trends that will affect Phoenix's future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population. Growth of these groups has the following implications for housing need in Phoenix:
 - *Baby Boomers.* Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted living facilities or age-restricted developments. These households will make a variety of housing choices, including: remaining in their homes as long as they

³⁶ HUD guidelines indicate that households paying more than 30% of their income on housing experience "cost burden."

are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, or moving into group housing (such as assisted living facilities or nursing homes), as their health declines. Minor increases in the share of Baby Boomers who downsize to smaller housing will result in increased demand for single-family attached and multifamily housing. Some Baby Boomers may prefer housing in walkable neighborhoods with access to services.

- *Millennials.* Growth in this population will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. Some Millennials may prefer to locate in traditional single-family detached housing, at the edges of Phoenix's UGB. Some Millennials will prefer to locate in housing closer to Downtown, or in walkable neighborhoods, possibly choosing small single-family detached houses, townhouses, or multifamily housing. These households will be a primary driver of increased demand for smaller, less expensive housing types.
- *Hispanic and Latino population.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable. Hispanic and Latino households are more likely to be larger than average, with more children and possibly with multigenerational households. The types of housing that are most likely to be affordable to the majority of Hispanic and Latino households are existing lower-cost single-family housing, single-family housing with an accessory dwelling unit, and multifamily housing. In addition, growth in the number of farmworkers will increase need for affordable housing for farmworkers.
- **Phoenix is planning for a shift in the mix of housing developed in Phoenix.** Phoenix's existing housing stock is 75% single-family detached, 24% multifamily, and 1% single-family attached. Within these broad housing types, Phoenix's housing stock is a mixture of housing types. For example, Phoenix's single-family detached housing ranges from mobile and manufactured housing to more affordable single-family detached housing, to higher-amenity, single-family detached housing.

Phoenix is planning for a change in the mix of housing in response to the need for more affordable housing and the demographic changes that suggest demand for a wider variety of housing types. Phoenix's needed housing mix for development over the 2017-2037 period is 65% single-family detached, 30% multifamily, and 5% single-family attached.

- **Phoenix's needed housing densities are roughly consistent with the City's historical densities.** The City's existing densities range from 6 dwelling units per net acre in Low Density Residential, to 23 dwelling units per net acre in High Density Residential. Given the mix of housing that Phoenix is planning for, the average density for newly built housing will be about 7.3 dwelling units per net acre or 4.8 dwelling units per gross acre.
- **The City's density assumptions do not meet the requirements of the RPS Regional Plan.** The RPS resulted in agreements from each city in the region about "committed densities" for residential development in land in areas within the UGB but outside the city limits and in the Urban Reserve Areas (URAs). Phoenix' committed density is 6.6 dwelling units

per gross acre (or 8 dwelling units per net acre) for the 2010-2035 period. For the 2036-2060 period, Phoenix' committed density is 7.6 dwelling units per gross acre, a 15% increase over the committed density for the 2010-2035 period.³⁷

The capacity analysis in Exhibit 58 result in a density of 4.8 dwelling units per gross acre across the UGB. Much of the land outside the city limits but inside the UGB is Low Density, Residential Hillside, and Medium Density Residential. The assumed densities on Low Density Residential and Residential Hillside (4.5 and 3.0 dwelling units per gross acre respectively) do not meet Phoenix' committed density of 6.6 dwelling units per gross acre through 2035. Phoenix will need to develop policies to meet the RPS committed densities, such as land use efficiency measures to increase development density.

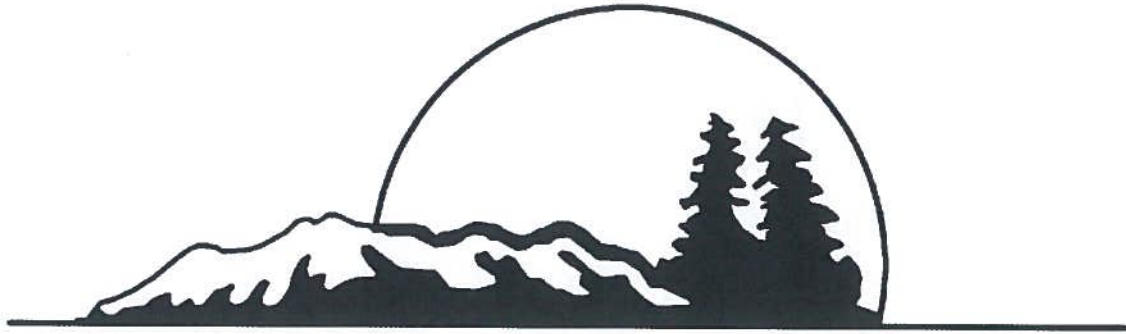
- **Phoenix has a deficit of land to accommodate housing in all residential plan designations except for Hillside Residential.** Ninety-four acres are in Low Density Residential, 10 in Medium Density Residential, and eight acres in High Density Residential.
- **Phoenix has a range of options to address the residential deficits: (1) adopt policies to increase land use efficiency, (2) expand the UGB, or (3) do both.** OAR 660-024-0050(4) says: "Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB." Meeting the standard requires a city to evaluate policies to increase land use efficiency.

The City's policy options for increasing land use efficiency and providing opportunities for development of relatively affordable housing include: ensuring that enough land is zoned for residential development to meet the need in each plan designation, eliminating barriers to residential development, evaluating opportunities for increasing development density (e.g., allowing smaller lot sizes in some zones), allowing a wider range of housing types (e.g., cottage housing), identifying opportunities for denser multifamily development (e.g., redevelopment of an underused site in downtown), and providing infrastructure in a cost-effective way. The City also has options for supporting development of affordable housing, such as partnering with nonprofit housing providers on development of government-subsidized housing, providing property tax breaks for development of desired housing (e.g., affordable workforce multifamily housing), or providing flexibility in development standards for desired housing developments.

³⁷ Greater Bear Creek Valley Regional Plan, page 2-11 to 2-12.

Appendix A: Buildable Lands Inventory

This appendix presents the residential buildable lands inventory report developed by the City of Phoenix. The results of the buildable lands inventory are summarized in Chapter 2.



City of Phoenix Residential Buildable Lands Inventory



February 2016

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Introduction

This document summarizes the Residential Buildable Land Inventory analysis for the Phoenix Urban Growth Boundary (UGB). It addresses Statewide Planning Goal 10. Goal 10, and its accompanying administrative rules set out a process to estimate future housing needs and to analyze the supply and demand for residential land needed to accommodate future growth.

Goal 10: Housing

To provide for the housing needs of citizens of the state:
Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

The purpose of this study is to determine whether there is a sufficient amount of suitable land to meet future housing demands within the existing UGB. In order to make decisions regarding this primary question, the study identifies lands that are designated and suitable for residential development - a Residential Buildable Land Inventory (RBLI). This RBLI is based on land information as of October 2015.

Background

The City of Phoeni, located in the central part of the Rogue Valley in Southern Oregon, is approximately two Miles south of Medford's city limits along the Interstate 5 corridor.

The Urban Growth Boundary for the City was initially acknowledged by Jackson County in 1978 (see Map 1). The population following those decades has risen from 3,480 in 1990 to 4,514 in 2014, an increase of almost 30% over the last 25 years.

The Land Use Element, which describes the future purposes and function of land within the City's Urban Growth Boundary (see Map 2), of the City of Phoenix's Comprehensive Plan was last updated on March 2, 1998 (Ordinance No. 788) as part of a parcel-by-parcel analysis to determine buildable lands within the City's Urban Growth Boundary.

In 2002, the City conducted another land use inventory which was based on data provided by RVCOG. However, this study was never adopted into the Comprehensive Plan.

As part of the revision for the draft of the Greater Bear Creek Valley Regional Plan (RPS), Davis Wright Tremaine & CSA Planning provided findings to revise the numbers in said draft plan which were based on the City's Buildable Lands Inventory.

Overview

By 2035, Phoenix is projected to have a population of 6,883 based on the Coordinated Population Forecast prepared by Portland State University in 2015. In order to plan for this projected growth, the City will conduct several planning studies. These studies will be completed as individual projects, as described below, to meet timing considerations of the City.

Table 1: Historical & Projected Population for Jackson County

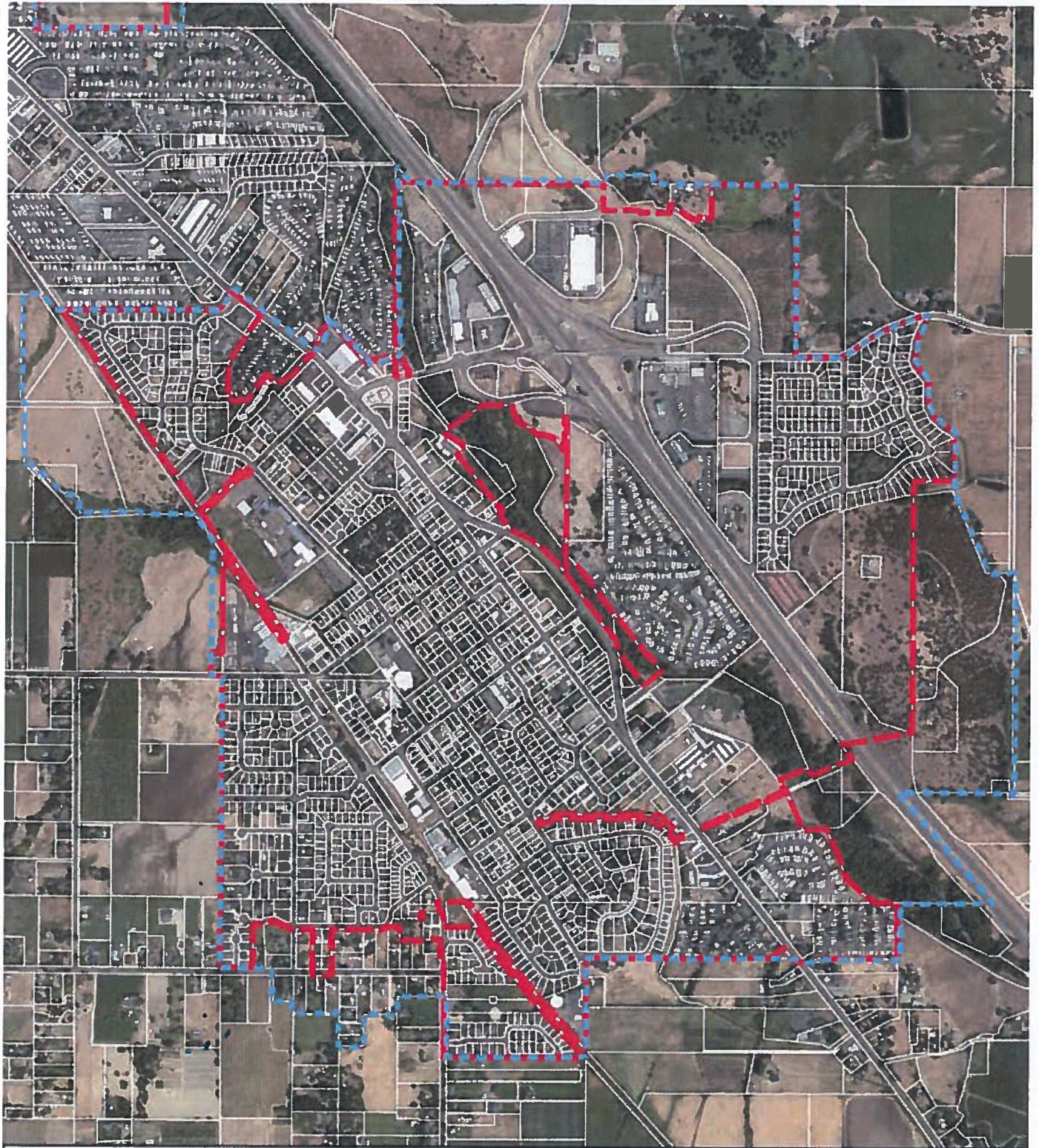
	Historical			Forecast				
	2000	2010	AAGR (2000-2010)	2015	2035	2065	AAGR (2015-2035)	AAGR (2035-2065)
Jackson County	181,269	203,206	1.1%	211,275	255,840	306,858	1.0%	0.6%
Ashland ¹	20,023	20,626	0.3%	20,905	23,183	24,138	0.5%	0.1%
Butte Falls	440	423	-0.4%	421	437	447	0.2%	0.1%
Central Point	13,310	17,736	2.9%	18,329	22,680	27,485	1.1%	0.6%
Eagle Point	4,952	8,508	5.6%	9,657	14,839	18,669	2.2%	0.8%
Gold Hill	1,181	1,228	0.4%	1,267	1,496	2,018	0.8%	1.0%
Jacksonville	2,256	2,785	2.1%	2,927	4,316	6,687	2.0%	1.5%
Medford	67,865	76,581	1.2%	80,024	99,835	124,582	1.1%	0.7%
Phoenix	4,379	4,774	0.9%	4,955	6,883	9,775	1.7%	1.2%
Rogue River	2,544	2,714	0.6%	2,838	3,705	5,545	1.3%	1.4%
Shady Cove	2,528	3,050	1.9%	3,168	4,343	6,105	1.6%	1.1%
Talent	5,683	6,123	0.7%	6,411	9,020	14,290	1.7%	1.5%
Outside UGB's	56,108	58,658	0.4%	60,373	65,104	67,119	0.4%	0.1%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses; Forecast by Population Research Center (PRC)

¹ For simplicity each UGB is referred to by its primary city's name.

1. Residential Buildable Land Inventory (RBLI): Identify the amount of built, vacant, potential infill, potential redevelopable and environmentally constrained land within the existing UGB.
2. Commercial and Industrial Buildable Land Inventory (CIBLI): Identify the amount of built, vacant, potential infill, potential redevelopable and environmentally constrained employment land within the existing UGB.
3. Housing Needs Analysis: Determine the amount of residential land needed to meet future housing demand at appropriate densities and housing types. The analysis is based on historical and future population change, demographics, and development trends. The HNA will address Statewide Planning Goal 10 - Housing Requirements.
4. Economic Opportunities Analysis (EOA): Estimate the types and amounts of industrial and commercial development and land that will be needed to accommodate forecasted economic growth as well as economic development objectives.
5. Land Sufficiency Analysis: Compare the land inventories (supply) with Statewide Planning Goal 9 (Economic) and Goal 10 (Housing) land need estimates (demand).
6. UGB Expansion Analysis: Conduct analysis per Goal 14 - Urbanization location factors, if UGB expansion is needed.
7. Comprehensive Plan & Map Amendments & Adoption: Prepare finding and incorporate the results of these studies and any policy changes into Comprehensive Plan text and Map for local adoption.

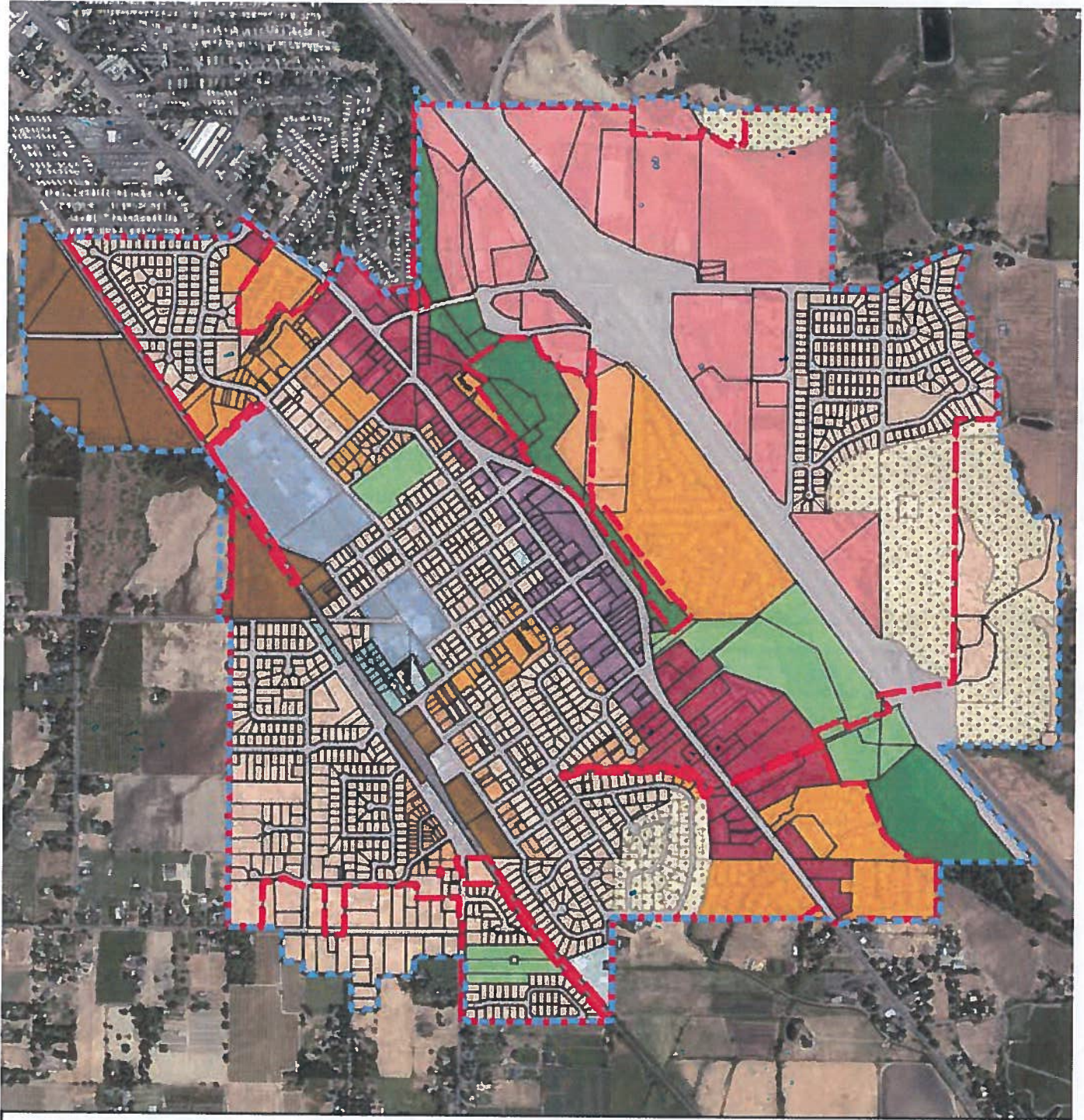
Map 1 - 2015 Aerial



Legend

-  UGB
-  City Limits
-  Taxlots

Map 2 - Comprehensive Plan Designations



Legend



UGB



City Limits

Plan Designations



Bear Creek Greenway



City Center District



Commercial



High Density Residential



Industrial



Interchange Business



Low Density Residential



Medium Density Residential



Park & Open Space



Public



Railroad



Residential Employment



Residential Hillside



Road



Schools



Taxlots

Residential Buildable Land Inventory

This chapter summarizes the methodology, assumptions, and results of the City of Phoenix's Residential Buildable Land Inventory. The RBLI inventories the supply of buildable land with the Urban Growth Boundary, both inside and outside the city limits. For the purposes of this inventory, buildable land includes vacant land, excluding land that is determined unbuildable or constrained by federal, state, or local regulations as well as developed land that is likely to be redeveloped. The inventory is important because it helps determine:

- Quantity and quality of vacant residential lands; and
- Capacity of the existing UGB to accommodate additional residential development.

The RBLI inventories lands by Phoenix's Comprehensive Plan Designations and ultimately estimates the number of dwelling units that can be accommodated within the UGB.

The City of Phoenix has five residential Plan Designations in the Comprehensive Plan:

- Low-Density Residential
- Medium-Density Residential
- High-Density Residential
- Residential Hillside
- Residential Employment

Residential development is allowed in all the residential plan designations, although there may be some mixed use development that combines residential uses with permitted commercial development in the Residential Employment plan designation.

Comprehensive Plan - Land Use Element

Residential Employment: Lands designated as residential employment lie adjacent to the railroad along Colver Road, between First and Fourth Streets. This plan designation takes the concept of "home office" to the next logical level; allowing very low traffic generating business uses in conjunction with single-family residential uses... Developments will be reviewed through the planned unit development process. Individual businesses will be subject to performance standards that limit noise, non-resident employment levels, outside storage, storage of hazardous chemicals, and hours of operation.

The following inventory uses a methodology suggested by *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* produced by the Transportation and Growth Management Program (TGM) of the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCDC). The steps used in this methodology have been followed to the greatest extent possible, given the data available for the City of Phoenix.

The results are based on the analysis of Geographic Information System (GIS) data provided by Jackson County, aerial photography, and field checking by City of Phoenix staff.

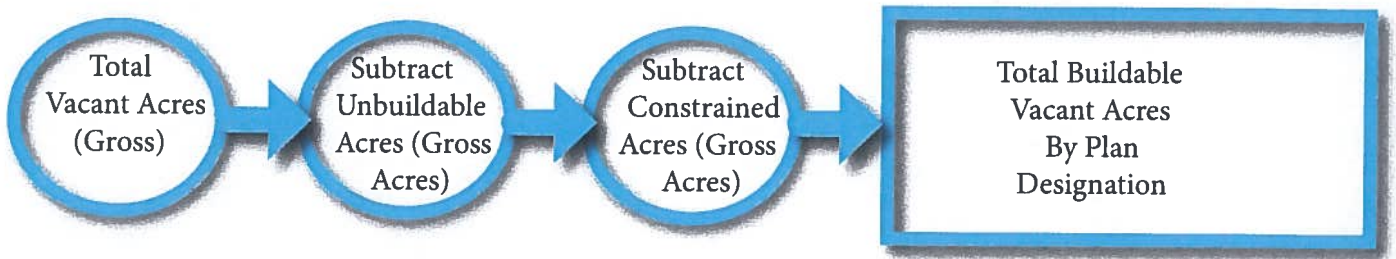
Methodology

Definitions

The following definitions were used to identify buildable land for inclusion in the inventory:

- *Buildable Land* means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses (OAR 660-008-0005 (2)).
- *Constrained Land* includes parcels with significant physical, environmental or infrastructure limits to development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as slope, topography, infrastructure deficiencies, parcel fragmentation, or natural hazards (OAR 660-008-0005 (2)).
- *Developed Land* is land that is developed at densities, or with uses consistent with the zoning district in which it falls and which include improvements that make it unlikely to redevelop in the near future.
- *Partially Vacant land* includes those parcels with some buildings or improvements on it, but with vacant portions large enough to accommodate additional development, based on the size of the lot, zoning designations, and/or value of land and improvements. The Safe Harbor in OAR 660-024-0050 was used for the purpose of this RBLI.
- *Unbuildable Land* includes land that is under the minimum legal building lot size for the underlying zoning district, land that has no access, or land that is already committed to other uses by policy. For the purpose of this study, lots with no potential for future automobile access, and lots that are committed to other uses by policy are considered unbuildable.
- *Vacant Land* consists of parcels with no permanent structures or improvements.
- A *Gross Buildable Acre* consists of 43,560 square feet of residentially buildable land that includes future public right-of-ways, private streets, public utility easements or public open space.
- A *Net Buildable Acre* is an acre of vacant land after land has been dedicated for public right-of-way, private streets, public utility easements or public open space. A net vacant acre has 43,560 square feet available for construction.

Process



In narrative form, the process includes:

1. An update existing land use and plan designations in GIS. Using the most current data, a determination of gross vacant acres, including fully or partially vacant parcels is made.
2. Determination of unbuildable land.
3. Determination of constrained land.
4. Determination of percentage of acres needed for public facilities. This results in total buildable vacant acres by Plan Designation. Total Buildable Vacant residentially designated land is carried forward to which is added Partially Vacant residentially designated land, also described in the flow chart below.
5. The result of this last function is Total Residential Developable Acres.



Gross Vacant Acreage

The first step to determine the gross vacant acreage for the RBLI was to identify all land within the City of Phoenix's UGB as the land base. This step was necessary in order to establish a baseline or total number of acres to work with.

Table 2 shows total acres within the UGB as of July 2015. According to GIS analysis, Phoenix has approximately 1,102 gross acres or 1.73 square miles within its UGB. This includes all plan designations of the Comprehensive Plan, all public right-of-way, and all environmentally constrained lands (surface bodies of water, hillsides, floodplains, etc).

The remainder of the RBLI analysis focuses on residentially designated land only. The following Residential Plan Designations are identified in the Comprehensive Plan:

- Residential Employment
- Residential Hillside
- Low-Density Residential
- Medium-Density Residential
- High-Density Residential

Table 2: Acres in UGB by Plan Designation

Plan Designation	Acres	Percentage
Bear Creek Greenway	44.21	4.08%
City Center District	23.86	2.16%
Commercial	68.30	6.19%
Industrial	69.41	6.29%
Interchange Business	132.77	12.04%
Park & Open Space	46.09	4.18%
Public	4.32	0.39%
Railroad	11.91	1.08%
Residential Employment	3.12	0.28%
Roads	198.64	18.02%
Schools	29.06	2.63%
Residential Hillside	92.49	8.39%
Low-Density Residential	242.87	22.03%
Medium-Density Residential	31.69	2.87%
High-Density Residential	103.36	9.37%
Total	1,102.10	100.00%

Table 3 below shows that approximately 473.53 acres or 43% are in one of the five residential designations. Map 3 depicts residential Comprehensive Plan Designations for Phoenix.

Table 3: Total Residential Acres by Plan Designation

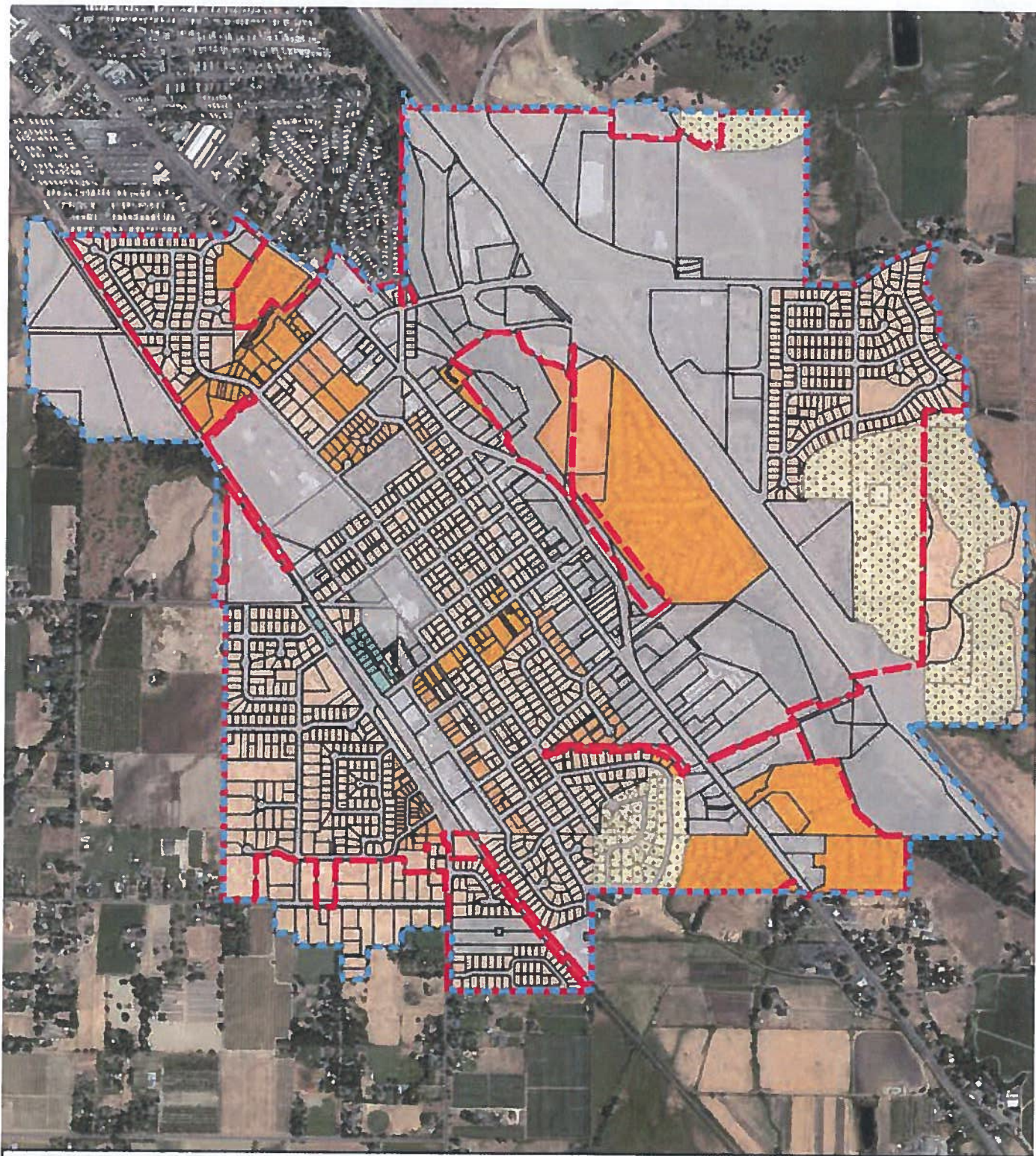
Plan Designation	Acres	Percentage
Residential Employment	3.12	0.66%
Residential Hillside	92.49	19.53%
Low-Density Residential	242.87	51.29%
Medium-Density Residential	31.69	6.69%
High-Density Residential	103.36	21.83%
Total	473.53	100.00%

In order to determine how much land is available for future residential development, it is necessary to categorize residential land into the following categories (as defined above):

- Developed,
- Vacant,
- Partially Vacant, and
- Environmentally Constraint.

Staff utilized a combination of data including aerial photography, building permit data, geodatabases, and field inspections to categorize residential land.




Map 3 - Residential Plan Designations






Legend

-  UGB
-  City Limits

Plan Designations

-  High Density Residential
-  Medium Density Residential
-  Low Density Residential

-  Residential Employment
-  Residential Hillside
-  Non-Residential

Residential Land Classifications

The following definitions were used to map and sort Phoenix’s residential properties into three classifications:

- *Developed Land* is land that is developed at densities, or with uses consistent with the current zoning designation in which the property is located and which include improvements or configuration that make it unlikely to construct additional dwelling units in the near future.
- *Vacant Land* consists of parcels with no permanent structures or improvements.
- *Partially Vacant land* includes those parcels with some buildings or improvements on it, but with vacant portions large enough to accommodate additional development, based on the size of the lot, zoning designations, and/or value of land and improvements.

Table 4 summarizes Total Residential Acres by Plan Designation within the UGB as of January 2016. Data shows there are 335 acres classified as developed (unavailable for development), 73 acres are classified as vacant, 47 acres as partially vacant, and 19 acres are classified as unbuildable.

Table 4: Total Classified Residential Acres by Plan Designation

Plan Designation (Residential)	Vacant Acres	Partially Vacant Acres	Developed Acres	Unbuildable Acres	Gross Acres
Residential Employment	0.15 Ac.	0.00 Ac.	2.97 Ac.	0.00 Ac.	3.12 Ac.
Residential Hillside	51.32 Ac.	14.75 Ac.	15.29 Ac.	11.13 Ac.	92.49 Ac.
Low-Density Residential	8.21 Ac.	28.42 Ac.	199.89 Ac.	6.35 Ac.	242.87 Ac.
Medium-Density Residential	11.75 Ac.	3.52 Ac.	15.85 Ac.	0.57 Ac.	31.69 Ac.
High-Density Residential	1.83 Ac.	0.00 Ac.	101.00 Ac.	0.53 Ac.	103.36 Ac.
Total	73.26 Ac.	46.69 Ac.	335.00 Ac.	18.58 Ac.	473.53 Ac.

Map 4 on page 14 shows Residential Land Classification (developed, vacant, and partially vacant) within the City’s UGB.

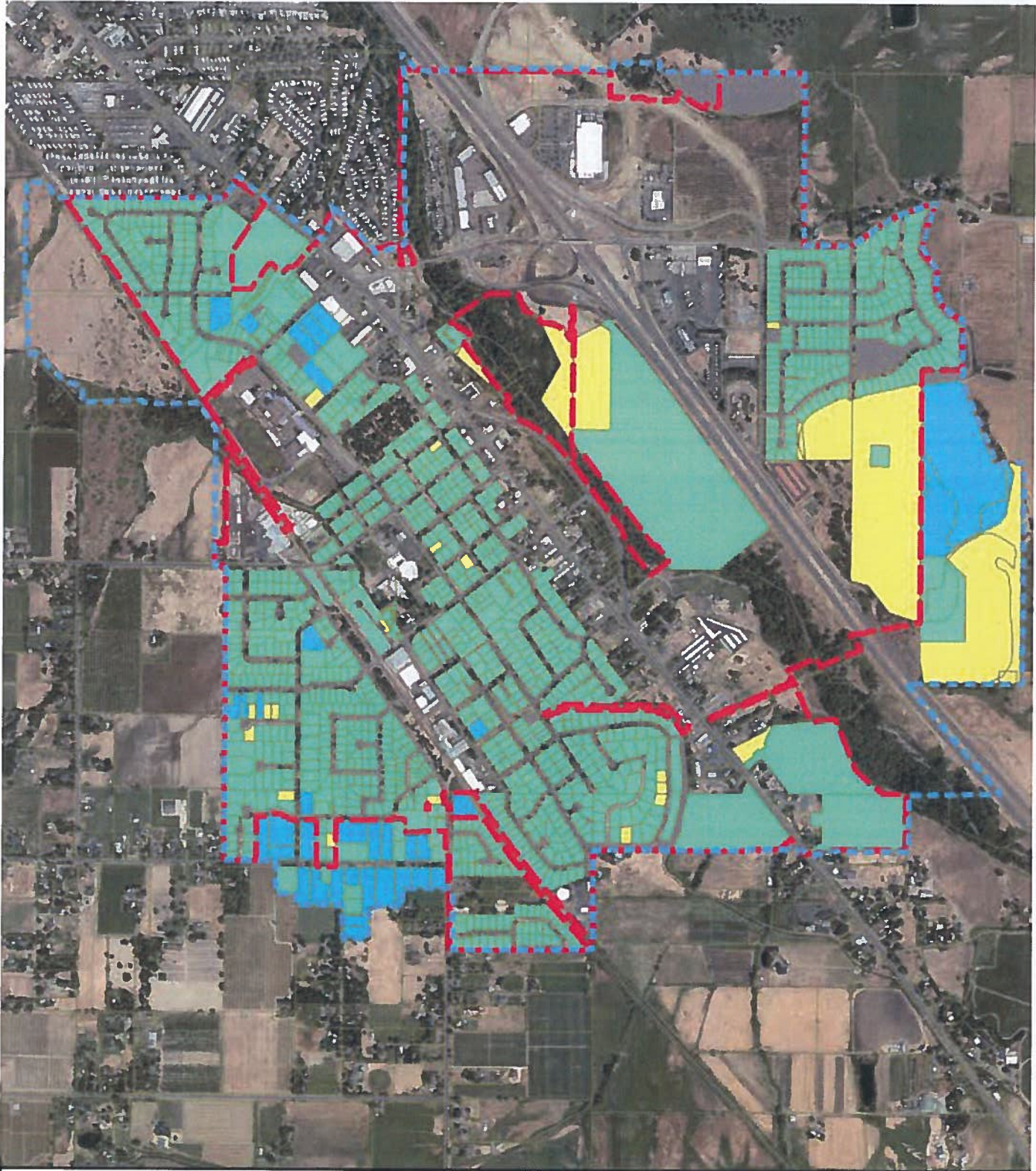
Partially Vacant Land

To account for the potential development of partially vacant land, the undeveloped portion of the partially vacant lot was added to the gross vacant acreage. The Safe Harbor methodology, as described below, was used to do so. All partially vacant parcels, one-half acre or larger, with an existing dwelling unit on-site, were assigned one-quarter acre of developed residential land, whereas the remainder of the acreage was treated as vacant land. The total vacant acres were added to the vacant column of the land inventory.

Safe Harbor when conducting an inventory - OAR 660-024-0050

“(2) As safe harbors, a local government, (...), may use the following assumptions to inventory the capacity of buildable lands to accommodate housing needs: a) The infill potential of developed residential lots or parcels of one-half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land.”

Map 4 - Land Classifications



Legend

Residential Land Classifications

Developed

Partially Vacant

Undevelopable

Vacant

Taxlots

Table 5 summarizes the developed and vacant portions of Partially Vacant acres using the safe harbor methodology described above. Out of the total 46.69 acres of partially vacant land, 8.36 acres were determined to be developed and added to the “developed” classification. The remaining 38.33 acres were added to the “vacant” land classification.

Table 5: Developed & Vacant Portions of Partially Vacant Land

Plan Designation (Residential)	Total Partially Vacant Acres	Partially Vacant (Developed)	Partially Vacant (Vacant)
Residential Employment	0.00 Ac.	0.00 Ac.	0.00 Ac.
Residential Hillside	14.75 Ac.	0.25 Ac.	14.50 Ac.
Low-Density Residential	28.42 Ac.	7.11 Ac.	21.31 Ac.
Medium-Density Residential	3.52 Ac.	1.00 Ac.	2.52 Ac.
High-Density Residential	0.00 Ac.	0.00 Ac.	0.00 Ac.
Total	46.69 Ac.	8.36 Ac.	38.33 Ac.

Table 6 shows total vacant acres by plan designation with the addition of the partially vacant acres from Table 5. 38.33 Acres were added to the vacant acres inventory for a total of 111.59 acres.

Table 6: Updated Total Vacant Acres

Plan Designation (Residential)	Developed Acres	Vacant Acres	Partially Vacant Acres (Vacant)	Total Vacant Acres
Residential Employment	2.97 Ac.	0.15 Ac.	0.00 Ac.	0.15 Ac.
Residential Hillside	15.29 Ac.	51.32 Ac.	14.50 Ac.	65.82 Ac.
Low-Density Residential	199.87 Ac.	8.21 Ac.	21.31 Ac.	29.52 Ac.
Medium-Density Residential	15.85 Ac.	11.75 Ac.	2.52 Ac.	14.27 Ac.
High-Density Residential	101.00 Ac.	1.83 Ac.	0.00 Ac.	1.83 Ac.
Total	334.98 Ac.	73.26 Ac.	38.33 Ac.	111.59 Ac.

Unbuildable and Constrained Land

Development of constrained land could affect the building cost, density, or other site-specific development factors. State policy gives jurisdictions the ability to decide what is unbuildable based on local development policies. The following section describes how these lands were handled in the Buildable Lands Inventory.

Physical constraints such as parcel size, steep slopes, wetlands, as well as riparian and floodway areas must be accounted for in determining whether land is realistically available for future development. For the purpose of this analysis some physical constraints rendered land unbuildable or constrained, and these acres were subtracted from the inventory. Proportional reductions were made to lands affected by multiple constraints.

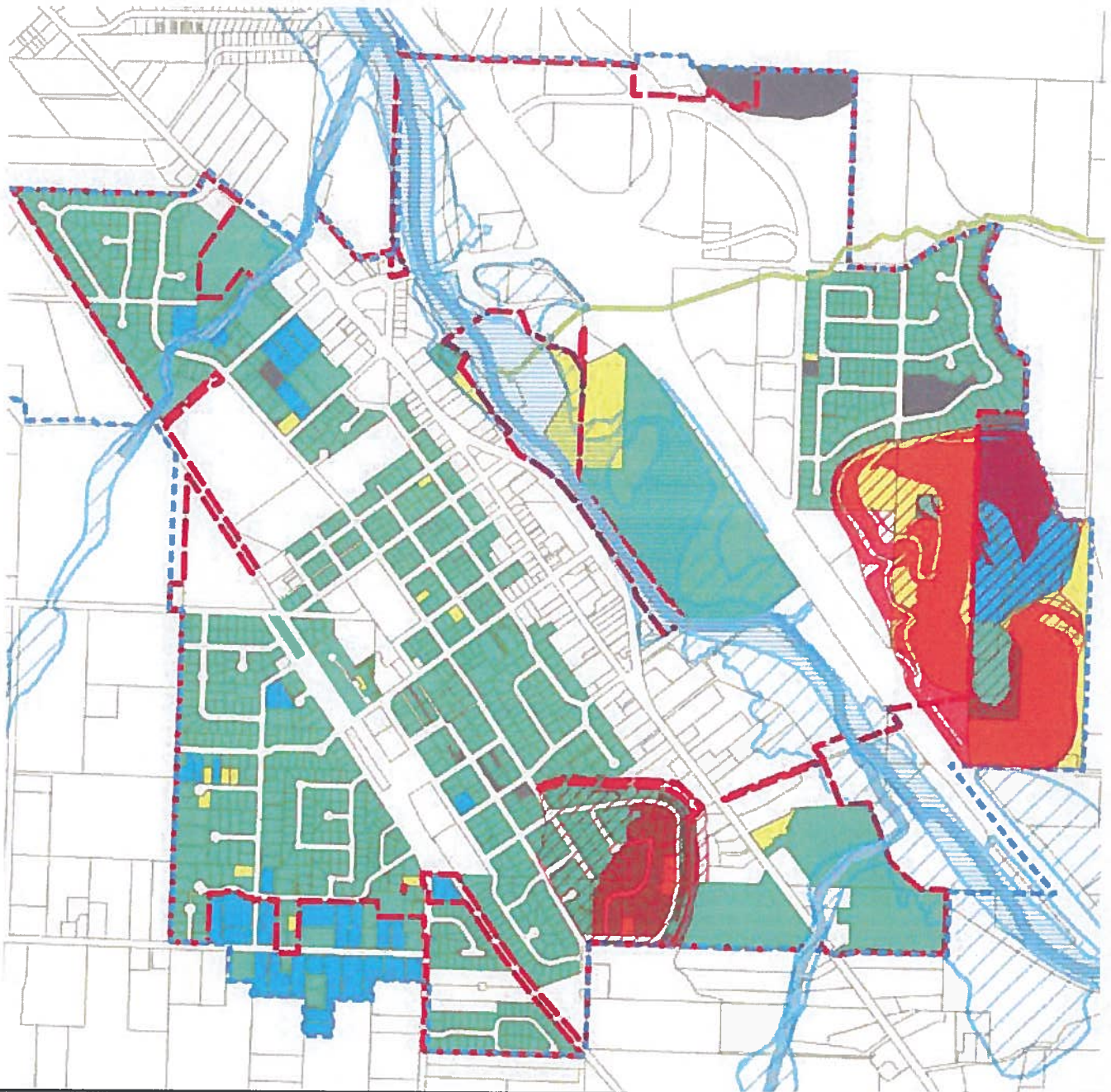
Unbuildable Land

Map 5 on page 16 shows all unbuildable and constrained land within the Urban Growth Boundary.

Size





There are some parcels in the data file that are too small to be developed per Phoenix Land Development Code. These lands were considered unbuildable and were subtracted from the inventory.

Map 5 - Development Constraints





Legend

FEMA National Flood Hazard Designations

-  100 YEAR BOUNDARY
-  100 YEAR DETERMINED BFE
-  100 YEAR SHALLOW FLOODING
-  FLOODWAY



Hillsides

-  Medium Slope (15-24%)
-  Unbuildable Slope (25% and more)

Residential Land Classifications

-  Developed
-  Partially Vacant
-  Undevelopable
-  Vacant

Riparian Setbacks

-  Class 1 Stream
-  Class 2 Stream

Slopes

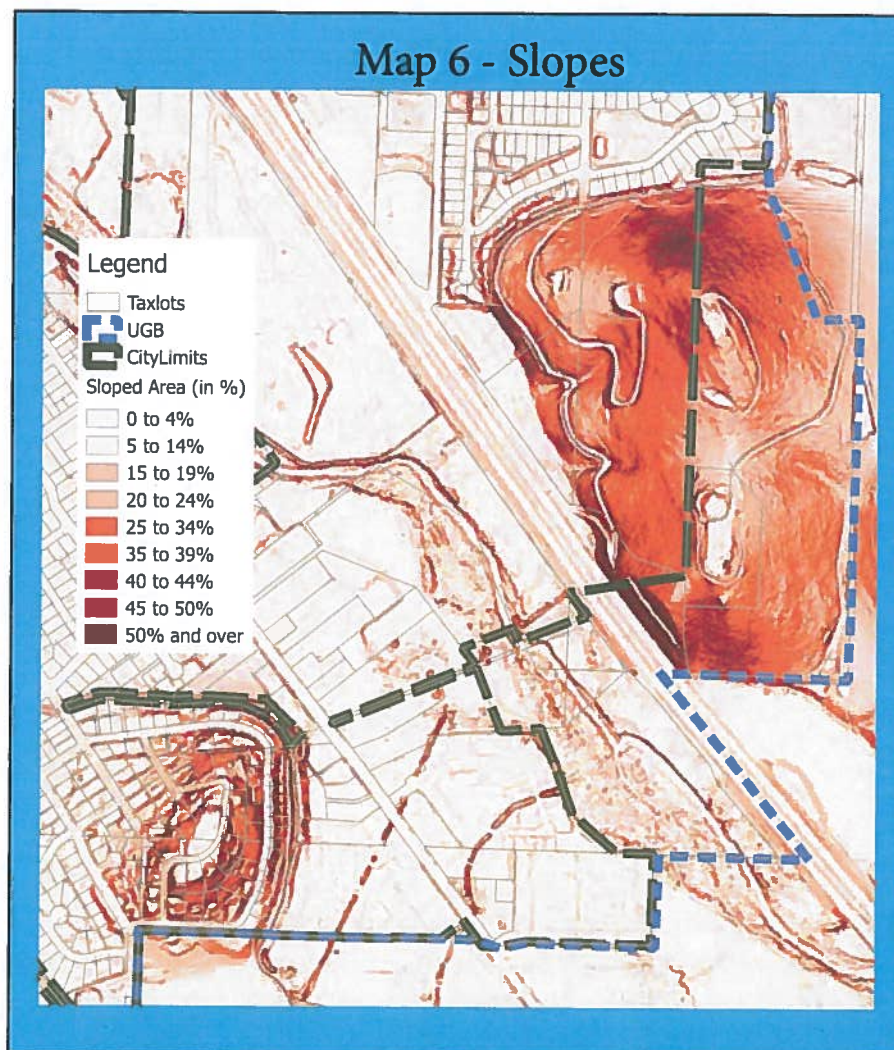
The majority of land in Phoenix is not constrained by slopes. It is anticipated that up to 25% slope will be built on. Even though the Phoenix Land Development Code allows for development to occur on lands that have slopes equal to or less than 35% (Chapter 3.7.4 - Hillside Lands), it is highly unlikely that development will occur on such lots due to additional expenses and difficulties of providing services and infrastructure to these lots, geotechnical constraints, adjacent offsite geological conditions, and local development standards that can require retention of 50% or more development sites in a natural, undisturbed state.

DLCD - Division 8 - Interpretation of Goal 10 Housing

Definitions: "Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered "suitable and available" unless it:

[...] (c) Has slopes of 25 percent or greater; [...]

In addition, Division 8 - Interpretation of Goal 10 Housing defines land as unbuildable if it has slopes of 25% or greater. Therefore, all land (48.54 Acres) with slopes of 25% and greater was removed from the gross vacant land inventory. LiDAR data was processed to establish hillside slopes. It is anticipated, that all land with up to 25% slope will be built at about the same density as flat land (see Page 18 - Slopes).



Floodway

Regulatory floodways are established by existing Federal Emergency Management Agency (FEMA) Flood Insurance Study (FIRM) maps. Given the City's Land Development Code prohibits development within the floodway, these acres were considered unbuildable and account for 3.86 acres removed from the inventory.

An explanation of all the parcels excluded from the inventory can be found in Appendix I.

Table 7 summarizes unbuildable acres, by Plan Designation. There are a total of 52.4 acres classified as unbuildable. These acres will be removed from the inventory of vacant land.

Table 7: Unbuildable Acres

Plan Designation (Residential)	Vacant Acres	Unbuildable Acres			Total Unbuildable Acres	Percent Unbuildable
		Slopes (>25%)	Floodway			
Residential Employment	0.15 Ac.	0.00 Ac.	0.00 Ac.	0.00 Ac.	0.00%	
Residential Hillside	65.82 Ac.	47.37 Ac.	0.00 Ac.	47.37 Ac.	71.97%	
Low-Density Residential	29.52 Ac.	1.17 Ac.	0.00 Ac.	1.17 Ac.	3.96%	
Medium-Density Residential	14.27 Ac.	0.00 Ac.	3.86 Ac.	3.86 Ac.	27.05%	
High-Density Residential	1.83 Ac.	0.00 Ac.	0.00 Ac.	0.00 Ac.	0.00%	
Total	111.59 Ac.	48.54 Ac.	3.86 Ac.	52.4 Ac.	46.96%	

Constrained

Map 6 displays all constrained land within Phoenix's Urban Growth Boundary. The following constraints were analyzed for the RBLI:

Wetlands

No wetland areas were determined to be "locally significant" within any residential buildable land.

Flood Hazard

The Flood Insurance Study and accompanying Flood Insurance Rate Map designate and regulate land within the 100-year floodplain (flood hazard area). These lands are not constrained and are considered developable at standard densities since the City allows residential development within the floodplain if certain floodproofing standards are met and a floodplain permit has been issued. About 3.88 acres of 100-year floodplain lands were identified on vacant or partially vacant buildable lands inside the UGB. Appendix I shows a parcel-by-parcel list and the amount of acres subtracted as unbuildable.

Riparian Setback

The City of Phoenix Development Code applies a riparian setback on Class 1 (50 feet to banks) from and Class 2 (25 feet to banks) streams. 0.32 acres of land constrained by riparian areas was identified. These areas are 100% constrained (development is prohibited). All 0.32 acres were subtracted from the inventory. Riparian Areas that overlap with other constraints (i.e. 100-Year Flood Hazard Zone) were not identified to prevent double-counting the constraints.

Slopes

The majority of land in Phoenix is not constrained by slopes. Slopes 15% to 24% are considered constrained because they can only be developed at densities lower than residential developments on relatively flat land. City staff analyzed the single approved subdivision within the City that has been built on sloped land to determine the average density by slope category:

Staff calculated that the City has built single-family dwellings at an average rate of 4.89 dwelling units per net acre on non-sloped land. Land with slopes of 15-20% developed at an average density of 3.9 dwelling units per net acre (or 80% of average density) and 3.2 dwelling units per acre (or 65% of the average density) on land with slopes 21-25%.

To compare the calculated density from net to gross acre, an additional 25% will be removed for parcels larger than 1 acre (see Table 11) for Public Facilities needs at a later point.

Table 8 summarizes sloped land by Plan Designation and acres impacted as a result of the slope analysis. Land designated Low-Density Residential and Hillside Residential are the only plan designations affected by slopes within Phoenix's UGB. A total of 13.4 acres with a slope of 15-20% and 3.0 acres with a slope of 21-25% for a total of 16.4 acres are constrained land.

Table 8: Inventory of Constrained Land

Plan Designation (Residential)	Inventory of Sloped Land		Sloped Acres to be Removed		Net Sloped Acres (Vacant)	
	Slopes 15-20%	Slopes 21-25%	Slopes 15-20%	Slopes 21-25%	Slopes 15-20%	Slopes 21-25%
Residential Employment	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac
Residential Hillside	12.46 Ac.	3.51 Ac.	2.49 Ac.	1.23 Ac.	9.97 Ac.	2.28 Ac.
Low-Density Residential	5.20 Ac.	0.80 Ac.	1.04 Ac.	0.28 Ac.	4.40 Ac.	0.52 Ac.
Medium-Density Residential	0.00 Ac.	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac
High-Density Residential	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac
Total	17.66 Ac.	4.31 Ac.	3.53 Ac.	1.51 Ac.	14.37 Ac.	2.80 Ac.

Table 9 summarizes acres by constraints. There are a total of 8.44 residential acres with one or more environmental constraints. All parcels that are constrained by the 100-year flood hazard zone were analyzed individually to determine the percentage of buildable/unbuildable land since, as mentioned above, land in the 100-year flood hazard zone is generally buildable land.

In some cases constraints coexist within the same geographical coverage. In these cases, the area affected by constraints was not double counted. Appendix I shows a parcel-by-parcel list and the amount of acres subtracted as unbuildable.

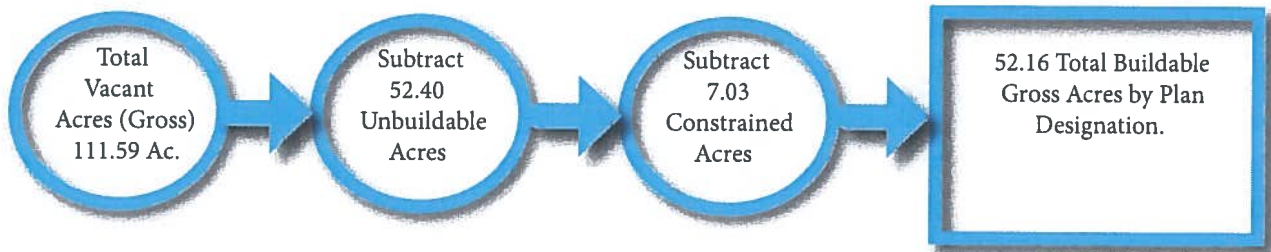
Table 9: Constrained Acres

Plan Designation (Residential)	Vacant Acres	Constrained Acres					Total Acres Constrained	Constrained Acres (Updated)*
		100-year Flood Hazard	Riparian Constraints	Slopes 15-20%	Slopes 21-25%			
Residential Employment	0.15 Ac	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac	0.00 Ac.	
Residential Hillside	65.82 Ac	0.00 Ac.	0.00Ac.	2.49 Ac.	1.23 Ac.	3.72 Ac.	3.72 Ac.	
Low-Density Residential	29.52 Ac.	0.16 Ac.	0.32 Ac.	1.04 Ac.	0.28 Ac.	1.80 Ac.	1.64 Ac.	
Medium-Density Residential	14.27 Ac.	2.52 Ac.	0.23 Ac.	0.00 Ac	0.00 Ac	2.75 Ac.	1.27 Ac.	
High-Density Residential	1.83 Ac.	0.80 Ac.	0.00 Ac.	0.00 Ac	0.00 Ac	0.80 Ac.	0.40 Ac.	
Total	111.59 Ac.	3.48 Ac.	0.55 Ac.	3.53 Ac.	1.51 Ac.	9.07 Ac.	7.03 Ac.	

* See Appendix I for details

Table 10: Vacant Acres (Updated)

Plan Designation (Residential)	Vacant Acres	Unbuildable Constrained Acres (Table 9)	Total Unbuildable Acres (Table 7)	Combined Unbuildable Acres	Vacant Acres (Updated)
Residential Employment	0.15 Ac	0.00 Ac.	0.00 Ac	0.00 Ac.	0.15 Ac.
Residential Hillside	65.82 Ac	3.72 Ac.	47.37 Ac.	51.09 Ac.	14.73 Ac.
Low-Density Residential	29.52 Ac.	1.64 Ac.	1.17 Ac.	2.81 Ac.	26.71 Ac.
Medium-Density Residential	14.27 Ac.	1.27 Ac.	3.86 Ac.	5.13 Ac.	9.14 Ac.
High-Density Residential	1.83 Ac	0.40 Ac.	0.00 Ac.	0.40 Ac.	1.43 Ac.
Total	111.59 Ac.	7.03 Ac.	52.40 Ac.	59.43 Ac.	52.16 Ac.



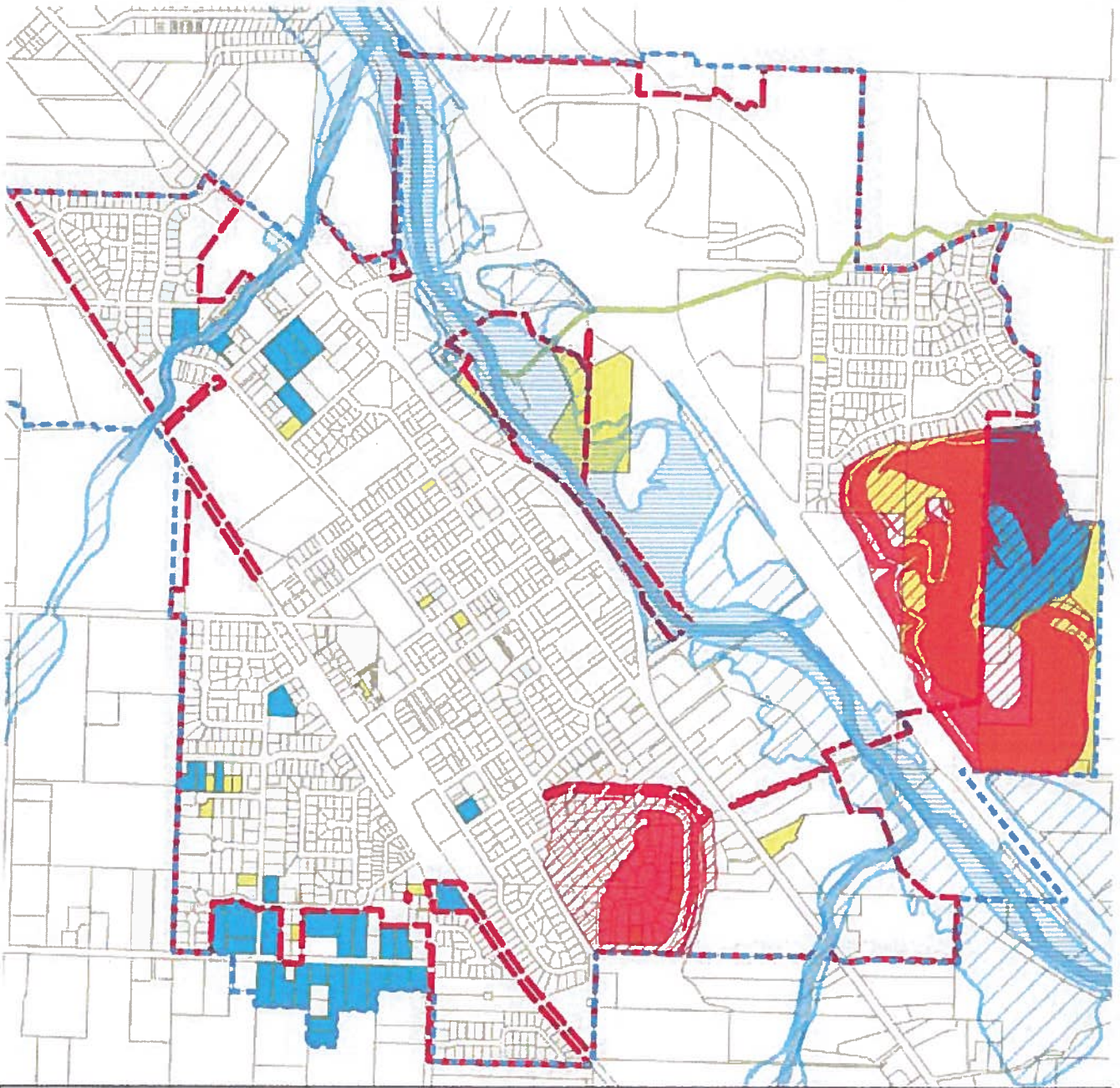
Public Facilities Land Needs

This step is mostly relevant for larger undeveloped parcels: When development occurs, a portion of the undeveloped parcel will be needed for roads, right-of-way, and other public facilities. Smaller parcels generally have access to existing roadways.

This conversion from gross to net acres will be taken care of as part of the Housing Needs Analysis.

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Map 7 - Vacant and Partially Vacant Parcels w/ Constraints





Legend

-  City Limits
-  UGB





Residential Land Classifications

-  Partially Vacant
-  Vacant



Hillsides

-  Medium Slope (15-24%)
-  Unbuildable Slope (25% and more)

FEMA National Flood Hazard Designations

-  100 YEAR BOUNDARY
-  100 YEAR DETERMINED BFE
-  100 YEAR SHALLOW FLOODING
-  FLOODWAY

Riparian Setbacks

-  Class 1 Stream
-  Class 2 Stream

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Appendix I

Maplot	Size	BLI Classification	Plan Designation	Constrains	Explanation
381W09CA 200	1.39	Partially Vacant	Low-Density Residential	100-Year Flood Area & 50-Foot Riparian Setback	Has existing SFR. Lot-split possible. 0.14 Acres are constrained by 100-Year Flood Area and 0.32 by Riparian Setback along Creek. Constraints overlap. 0.32 acres are unbuildable.
381W09DB 4300	0.07	Unbuildable	Low-Density Residential	No Access & non-conforming lot (size)	Lot is landlocked and below minimum lot size for R-1.
381W09DB 4400	0.54	Unbuildable	Low-Density Residential	No Access	Lot is landlocked & no access available.
381W09DB 3400	0.05	Unbuildable	Low-Density Residential	non-conforming lot (size)	Lot is too small. Has existing mobile home.
381W16AA 3100	0.09	Unbuildable	Low-Density Residential	Irrigation Canal	Above ground irrigation canal.
381W16AB 701	0.05	Unbuildable	Low-Density Residential	non-conforming lot (size)	Lot was created illegally as part of Chelsea Court subdivision. Lot is too small
381W10DB 2126	2.88	Unbuildable	Low-Density Residential	Park	Lot is Park for Subdivision.
381W10AC 200	0.91	Unbuildable	Low-Density Residential	Irrigation Canal	Above ground irrigation canal.
381W10DB 2125	0.45	Unbuildable	Low-Density Residential	Irrigation Canal	Above ground irrigation canal.
381W10CD 600	0.22	Vacant	Low Density Residential	Slope	Only small part (0.22) is in Low Density Residential designation. Rest 6.2 Acres is in Residential Hillside.
381W10 1801	5.97	Partially Vacant	Low-Density Residential	Slope	Lot is 20.72 Acres total. 5.97 Acres are classified Low-Density Residential. Has existing SFR. 0.42 Ac. are unbuildable because of slopes exceeding 25%. 5.26 Ac. are constrained by slopes between 15-24%.
381W10 1800	5.00	Vacant	Low-Density Residential	Slope	Lot is 22.31 acres total. 5.00 acres are classified as Low-Density Residential. 1.86 are not in UGB. 0.75 acres are unbuildable because of slopes exceeding 25%. 0.72 acres are constrained by slopes between 15-24%.
381W16AA 4000	0.09	Unbuildable	Low-Density Residential	Irrigation Canal	Above ground irrigation canal.
381W16AA 4200	0.09	Unbuildable	Low-Density Residential	Irrigation Canal	Above ground irrigation canal.
381W16AA 4900	0.14	Unbuildable	Low-Density Residential	Irrigation Canal	Above ground irrigation canal.

381W16AA 4300	0.28	Unbuildable	Low-Density Residential	Irrigation Canal	Above ground irrigation canal.
381W15BC 9300	0.28	Unbuildable	Low-Density Residential	Irrigation Canal	Above ground irrigation canal.
381W15BC 5200	0.05	Unbuildable	Low-Density Residential	No access & non-conforming lot (size)	Triangular shaped lot. Has no access and is too small. Lot is connected to adjacent residential lot.

Maplot	Size	BLI Classification	Plan Designation	Constrains	Explanation
381W10 3100	4.27	Vacant	Medium-Density Residential	Floodway & 100-Year Flood Area	2.27 Acres are in the Floodway and unbuildable. An additional 1.57 Acres are constrained by the 100-year flood area. Staff assumed that only 50% of the area constrained by 100-Year Flood Area is buildable land. 0.79 acres are unbuildable.
381W10 3200	7.57	Vacant	Medium-Density Residential	Floodway & 100-Year Flood Area	1.59 Acres are in the Floodway and unbuildable. An additional 0.95 Acres are constrained by the 100-year flood area. Staff assumed that only 50% of the area constrained by 100-Year Flood Area is buildable land. 0.48 acres are unbuildable.
381W16AD 1504	0.02	Unbuildable	Medium-Density Residential	Lot Size	Lot is too small and landlocked.
381W15BB 9300	0.54	Unbuildable	Medium-Density Residential	Irrigation Canal	Above ground irrigation canal
381W15BC 2601	0.19	Unbuildable	Residential Hill-side	Park	Lot is used as small park for subdivision.

Maplot	Size	BLI Classification	Plan Designation	Constrains	Explanation
381W09DB 6203	0.17	Unbuildable	High-Density Residential	100-Year Flood Area & 50-Foot Riparian Setback	Lot almost completely constrained by 100-Year Flood Area and Riparian Setback. Unbuildable.
381W09DA 3900	0.05	Unbuildable	High-Density Residential	100-Year Flood Area, access problems & lot size	Lot is about 75% constrained by 100-Year Flood Area and has no legal access at the moment. Lot is too small for development.
381W09DA 4000	0.80	Vacant	High-Density Residential	100-Year Flood Area & Access problems	Lot is completely constrained by 100-Year Flood Area and has no legal access at the moment. Staff assumed that only 50% of this area is buildable land. 0.40 acres are unbuildable.
381W16AA 2800	0.1	Unbuildable	High-Density Residential	Irrigation Canal	Above ground irrigation canal.
381W15B 3301	0.22	Unbuildable	High-Density Residential	100-Year Flood Area & 50-Foot Riparian Setback	Lot is to 95% constrained by 100-Year Flood Area and riparian setback. Considered unbuildable.

Maplot	Size	BLI Classification	Plan Designation	Constrains	Explanation
381W15BC 10800	1.48	Unbuildable	Residential Hill-side	Park and Access Road	Lot serves as Access Road for irrigation canal and parts are used for subdivision park.
381W10 1900	1.17	Unbuildable	Residential Hill-side	No Access	Lot is landlocked. No access.
381W10 401	0.22	Unbuildable	Residential Hill-side	No Access	Lot is now landlocked. No more access due to Fern Valley Interchange project.
381W10 502	2.28	Unbuildable	Residential Hill-side	No Access	Lot is now landlocked. No more access due to Fern Valley Interchange project.
381W10 507	5.79	Unbuildable	Residential Hill-side	No Access	Lot is now landlocked. No more access due to Fern Valley Interchange project.
381W15BC 2612	0.33	Vacant	Residential Hill-side	Slope	100% of lot is sloped at more than 25%.
381W15BC 2607	0.27	Vacant	Residential Hill-side	Slope	100% of lot is sloped at more than 25%.
381W15BC 2606	0.24	Vacant	Residential Hill-side	Slope	100% of lot is sloped at more than 25%.
381W15BC 2605	0.23	Vacant	Residential Hill-side	Slope	100% of lot is sloped at more than 25%.
381W10CD 600	5.98	Vacant	Residential Hill-side	Slope	1.94 Acres are unbuildable because of slopes exceeding 25%. The rest is constrained by slopes between 15 and 24%. Lot is 6.2 Acres total in size (see Low-Density Residential)
381W10 2000	26.37	Vacant	Residential Hill-side	Slope	20.93 Acres are unbuildable because of slopes exceeding 25%. The rest is constrained by slopes between 15 and 24%.
381W10 1801	14.75	Partially Vacant	Residential Hill-side	Slope	8.89 Acres are unbuildable because of slopes exceeding 25%. 5.58 Acres are constrained by slopes between 15 and 24%. 20.72 total. (see Low-Density Residential).
381W10 1800	15.45	Vacant	Residential Hill-side	Slope	14.54 Acres are unbuildable because of slopes exceeding 25%. The rest is constrained by slopes between 15 and 24%. 22.31 total - 1.86 not in UGB. (See Low-Density Residential).



CITY OF PHOENIX

Comprehensive Land Use Plan

PARKS AND RECREATION ELEMENT

February 3, 1997

As Amended

March 2, 1998 (Ordinance No. 774)

Approved by DLCD Letter dated December 21, 1999

DLCD Approval Order #001107

Partly Updated September 15, 2008 (Ordinance No. 905)

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Introduction

Parks and open spaces play a key role in community development. They tend, much like other public improvements, to provide a gauge of the community's pride, the function of its neighborhoods, and the emphasis (or lack thereof) on children.

The existing parks function as individual tracks and not as an integrated park system. The objective of the Park and Recreation Element is to provide the context in which the City can develop a park system. A system should accommodate and provide a wide range of activities and functions; active and passive areas, sports fields and picnic areas, facilities for seniors and toddlers, paved surfaces (tennis or basketball courts) and wildlife viewing areas. These functions would not be available at all parks but within the system most urban recreation needs should be satisfied. The emphasis is on urban recreation needs; the City can't provide motor boating or hunting areas as examples of rural activities that are not appropriate within the City's park system.

As a step in developing a park system, the City recently initiated a bold new approach to park development. Utilizing a master plan approach the City Council, working with the ad hoc Parks Committee, developed and adopted a master plan for the "New Phoenix Park" (along Bear Creek – south of the City Center).

The master plan approach is crucial to developing a park system. It provides a method to consider alternative designs, equipment, layout, and capital improvement phasing. This structured approach to park development yields superior results due to the informed debate that can take place as a part of the master planning process. Partially, as a consequence of this discussion, park development can flow smoothly between concept, design, approval, and construction.

**Regional
Recreation**

The Rogue Valley and Southern Oregon generally offer extensive recreation and open space opportunities. Public lands owned by the Bureau of Land Management and the U.S. Forest Service are situated on the flanks and uplands of the Siskiyou and Cascade Range. These lands, characterized by mixed woodland and forested slopes, are managed for multiple purposes including recreation.

Jackson County also operates numerous parks and recreation areas. Most of Jackson County's parks, with the exception of the Bear Creek Greenway require a twenty minute or longer automobile drive. The County along with the federal and state lands provide mountain, river, lake, forest and wilderness areas for the pursuit of varied dispersed recreation activities.

The availability of these other agencies' recreational areas and facilities allows the City to focus on those needs uniquely appropriate within an urban setting. It allows the City to focus on parks, facilities, and programs uniquely required by urban residents. This type of recreational need is typically provided by either municipal governments or special recreation districts.

Parks as an Element of Community Design

"When we look at the most beautiful towns and cities of the past, we are always impressed by a feeling that they are somehow organic...Each of the towns grew as a whole, under its own laws of wholeness...and we can feel this wholeness, not only at the largest scale, but in every detail: in restaurants, in the sidewalks, in the houses, shops, markets, roads, **parks**, gardens and walls. Even in the balconies and ornaments."¹ This wholeness goes well beyond the physical features of the City and to the building blocks of a community – its citizens and the neighborhoods that they live in.

This concept is crucial to understanding the role of parks within the community. Just as residents take pride in the homes (by keeping the yard watered and mowed, shrubs pruned, the home maintained, and discarded goods hauled off) the City must also take care of the public places – especially parks. This perspective applies to all local governments (schools, cities, and special service districts). But due to the prominence of public parks within the City, it is especially true for these facilities.

Park Patrons

People who visit and use the City's park are as diverse as the citizens themselves. Everybody uses parks, at least occasionally. A brief summary of park users based upon age follows.

Infants (up to two years old): An infant's recreation needs are simple and uncomplicated and are generally met within the home. Toddlers need to set their own pace and experience their

¹ Christopher Alexander, A New Theory of Urban Design (New York: Oxford University Press, 1987)

environment within safe and secure surroundings. Recreation needs of infants are:

- 1) Mental and physical challenge
- 2) Adventure, companionship, opportunity to create,
- 3) Fun, freedom from tension, and
- 4) Sense of well-being.

“Turfed areas, in a natural setting, among trees, boulders, colorful plant materials with different scents, sand areas, with gentle sloping terrain, the sound of splashing water – these simple, inexpensive elements provide an adventurous environment for infants to explore and discover at their own pace and in their own ways.”²

Parents of infants need to be close by, comfortable, and within sight of their children. To ensure the comfort of the adult observer benches and tables in the shade of deciduous trees is an important aspect of infant play areas. Infant play areas need to be separated from active park functions by landscaped mound or berms.

The Pre-school Child (two to five years old): Children who experience stimulating lives as infants are more capable of reacting, experiencing, and learning from the world around them. The more well developed their senses (smell, taste, touch, sight, and sound), the better equipped they are to interpret and comprehend their world. “The child’s general understanding about its world comes by learning about an interpreting space, shape, size, number, color, texture, danger, safety and time – each based on the impression and evaluation that the child’s limited experience will allow.

“Recreation spaces and facilities, therefore, should be bold, simple statements – not complex, convoluted, or overly organized. The child, in learning independence from close parental guidance, is vitally interested in what older children do and say. The healthy child learns that he/she is one among many and even learns to share things and experiences.”³

Pre-school park activities should provide;

- 1) Adventure,
- 2) Physical challenge and mastery,
- 3) Social companionship through side by side play,
- 4) Creativity – especially with the natural environment,

² Leisure Services Plan, Patterson et.al, 1988

³ Ibid, Patterson

- 5) Freedom from noise / activity limitations,
- 6) Sense of well-being, and
- 7) Rest and relaxation.

“Recreation is an art of living acquired in childhood. Fun remains the main road to self-discipline, which is the backbone of primary, secondary and higher education in any free society. Through creative play a child has the chance to learn that failure need not be a catastrophe, that it can even be the first step toward success...and vice versa. We need room in which to be wrong; or we have not room in which to be right.”⁴

Young children (6 to 11 years old): Young children experience rapid mental and physical growth. They are attempting to understand the moral and community standards to the family, are expanding rapidly into the activities of older children as well as groups and clubs. With these come an increasing interest in games and activities requiring skill and intellect. They are beginning to have their own sense of self – outside of their family. Young children are increasingly aware of and interested in the environment around them.

Young children are gaining increasing confidence in their physical self and awareness of the differences between individuals (physically skilled and less skilled, male and female, etc.). Group play begins to replace solitary play during the young child’s mid-years. By adolescence, the child has matured and learned self-restraint and cooperation. “Play experiences help the child recognize the ways in which he is unlike other children. During play it becomes clear that his own interests and the interest of his friends are not always the same, but they are mutually dependent.”⁵

“In many European countries, the adventure playgrounds are especially adaptive to this age group where old autos, boats, railroad engines, wood, saws, hammers, nails, and other adult items

⁴ An unknown sculptor

⁵ Wayne R. Williams, Recreation Places

Are available for them to climb on, make things with and be creative in group play with only limited supervision.”⁶

Adolescents (12 to 19 years of age): Adolescents are physically mature but live in a society that denies them adult status. They share many of the characteristics of younger people, but are radically different in many ways. A complex set of contradictions guide these young adults; they are adventurous yet idealistic, sensitive yet aggressive, and somber yet effusive.

Adolescents need companionship, status and recognition. These can be gained through fun, adventure, and opportunities to create and be creative. They delight in sports, clothes, popular music, cars and girl-boy relationships. “To provide meaningful recreation opportunities for adolescents is as challenging as understanding what makes adolescents what they are. Recreation’s obligation to the adolescent is doing all it can to allow them to mature physically, mentally and emotionally in a dynamic, creative, risky, adventuresome environment and in the process, develop a zest for life that will remain with them – in their work, in their education, in their future role as parents and participating members of society.”⁷

Young adults (20 to 55 years of age): Most young adults lead a much less active life than they did in prior life periods. A healthy young adult needs physical activity and pleasure derived from play.

Adult play has many forms; organized games or sports, physical fitness, nature study, social, and cultural activities. Having fun, enjoying an experience, and feeling good about oneself is the real essence of play. Providing opportunities to be of service is also an important aspect of recreation for this age group.

Older Adults (over 55 years of age): Those people over the age of 65 are the fastest growing age group in Phoenix. Older people represent a unique recreation challenge and resource to the community. Not often do communities have such a bountiful resource and a terrific responsibility at the same time. While some older citizens can live in luxurious retirement homes where their needs for shelter, food and recreation are satisfied, most simply cannot afford to live in such a high style. These older citizens need the opportunity to enjoy their abundant leisure time. Older adults

⁶ Ibid, Petterson

⁷ Ibid, Petterson

need to remain active, continue to participate as an active member of the community, and experience relaxation and enjoyment.

“In many of the European adventure playgrounds – provided by local government the spontaneous involvement of retired carpenters, lumbermen, seamen, bricklayers, railroaders, botanists, and artisans of all types is allowed and encouraged. It is the essence of real recreation and fun to watch a retired carpenter show a pre-schooler how to use a hammer and saw and create something – even if it is not pretty, is sheer delight. An old sailor teaching youngsters how to rig an old boat – and in the process telling tall tales of his experiences at sea. Both the storyteller...and the listeners are richly rewarded. The results are companionship, adventure and a sense of well-being.”⁸

The parks and recreation sites must meet the challenge; provide satisfying activities that boost the fun and enjoyment of our oldest citizens. Theirs’ is a life to be enjoyed not wasted.

Participation

Children and those persons under 50 years of age, make up two-thirds of the City’s population. Additionally, seventy-five percent of Phoenix households earn less than \$35,000 per year. These groups, according to a statewide survey of Oregon households, rely most heavily upon local parks for their recreation needs. Dispersed and more distant recreation sites are patronized by more affluent persons. Providing local recreation opportunities is the key to ensuring access to recreation opportunities for all people. According to the statewide survey, “lower income households especially those with children, are more likely among all groups to have not participated at any level of recreation, but would like to.”⁹

The survey concluded that lack of time and distance from recreation resources were frequently cited as barriers, especially among younger households with children. As can be readily seen from Table 1, there is a direct relationship between the frequency of participation in recreational activities and the closeness of the facility to one’s residence. People tend to participate far more frequently in park and recreation activities if the required facilities are less than ¼ mile from their home.

⁸ Ibid, Patterson

⁹ Oregon Outdoor Recreation Plan, 1994-1999, Oregon Parks and Recreation Department, 12/1/94

Table 1

Participation in Community Activities by Distance			
<i>Activity</i>	<i>Average Participation – Times Per Year –</i>		
	Less than ¼ Mile	¼ to ½ Mile	More than ½ Mile
Walking, running/neighborhood park	43.2	30.2	17.6
Walking, running/developed paths	51.3	23.9	9.1
Bicycling, skating/paved trails	16.7	24.0	6.7
Unpaved trail hiking/unpaved trails	21.4	11.5	6.9
Using playground equipment/playground equipment area	14.1	4.6	5.1
Outdoor pool swimming/swimming pool	7.4	4.8	1.8
Outdoor cultural events/outdoor music, cultural theaters, arenas	2.7	1.8	0.9
Botanical gardens, historical, scenic, exhibits/botanical gardens, historical, scenic interpretive centers	1.9	2.7	1.1
Source: Oregon Outdoor Recreation Plan 1994 - 1999			

Table 2 lists participation and desired participation rates of Oregon households in a variety of recreation activities and settings. The participation rates are quantified in the average number times per year that the respondent participated in a particular recreational activity. Combining the “participation rate” and the “desired participation rate” provides a good overall indication of the potential participation rate if barriers to participation were removed. Using this combined rate illustrates the importance of providing a diverse offering but also the potential growth of some activities which typically attract few participants.

These activities with the greatest level of participation and interest are: community art, crafts festivals and exhibits; historical exhibits; outdoor park concerts / music festivals; and wildlife and nature education programs. These activities are beyond the scope of the City’s traditional recreation offerings. However, with the New Phoenix Park, events like this will be possible. In fact, the use of this site for such diverse activities is not unprecedented. The Phoenix Day celebration has been staged at this location since 1995 and a modern day wagon train stopped there in 1996 on its way north.

Table 2

Participation and Desired Participation Rates in Community Recreation Programs			
<i>Activity</i>	<i>Part. Rate</i>	<i>Desired Part. Rate</i>	<i>Combined Rate</i>
Community art, crafts festivals and exhibits	47.5	22.2	69.7
Historical Exhibits	44.3	30.5	74.8
Outdoor park concerts, music festivals	36.7	35.9	72.6
Flower gardens and exhibits	31.7	22.2	53.9
Family overnight camping programs	28.5	21.2	49.7
Neighborhood community recreation centers	28.5	24.8	53.3
Wildlife and nature education programs	25.0	39.5	64.5
Community sponsored outdoor recreation programs such as hiking, boating, wildlife viewing	16.0	39.9	55.3
Swimming instruction	13.8	18.6	32.4
Outdoor theater, plays	13.8	37.9	51.7
Adult arts and crafts	12.4	27.3	39.7
Senior citizen recreational programs	9.6	21.4	31.0
Community vegetable gardens	3.4	15.8	19.2
Source: Outdoor Recreation Plan 1994 - 1999			

The activities that offer the greatest potential for growth, based upon the statewide data, are listed below. Each offer the potential to increase the total number of participants by two and one-half times compared to the existing number of participants. They are listed in the order of greatest potential.

- 1) Community vegetable gardens,
- 2) Outdoor theater and plays,
- 3) Community sponsored outdoor recreation programs such as hiking, boating, and wildlife viewing,
- 4) Senior citizen recreational programs,
- 5) Adult arts and crafts, and
- 6) Wildlife and nature education programs.

The state survey also included questions about recreational activities, as contrasted with programs. The most popular activity is park walking, jogging and running (with 59.1 percent of all households participating). Picnicking, and unpaved trail walking and hiking were the next most popular activities, 49.6% and 43.5% respectively.

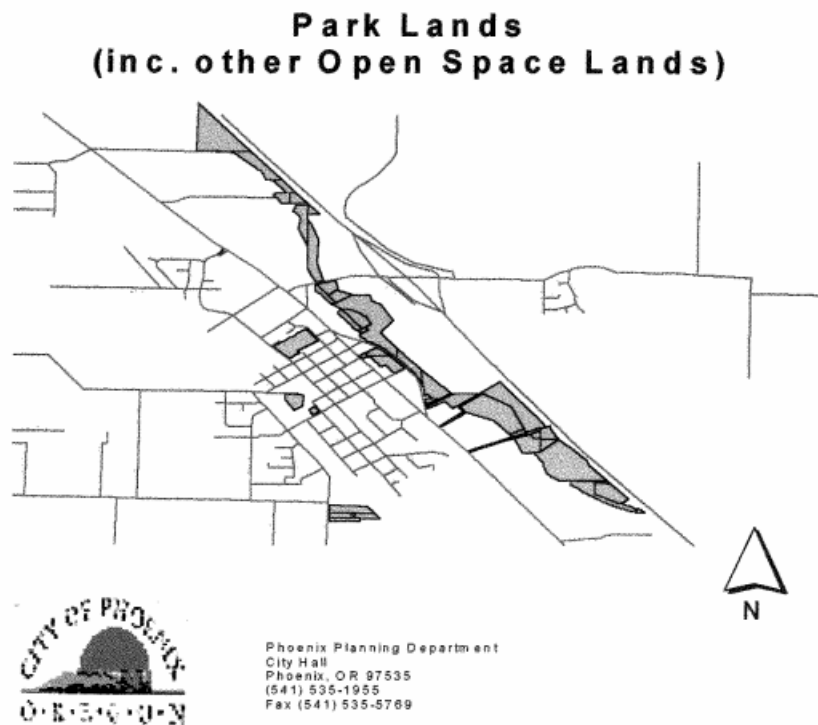
Existing Parks

The section that follows briefly describes each park, and summarizes the facilities now available and recommended. The summary is included in order to gain a perspective on existing parks and thereby plan for, and understand the park and recreational needs of existing and future residents of Phoenix.

As noted in the earlier section, an important consideration in evaluating the adequacy of existing recreational facilities is the location of facilities in relation to the City’s population. Figure 1 illustrates the existing park locations, both developed and undeveloped.

The City has developed or owns six park sites. Table 3 lists the City’s parks and acreage. The acreage figure includes two categories of park land; developed and undeveloped. The undeveloped is further divided between wetlands and other open space acreage.

Figure 1



The Table 3 includes Phoenix Elementary School and the Phoenix Pioneer Cemetery site that functions as park or open space lands even though they are not formally a part of the City’s park lands.

Parks and Open Space

Developed acreage represents just 18 percent of the total acreage. The majority of the open space/wetland area is planned for retention consistent with those purposes. The Bear Creek Greenway is classed as being dedicated exclusively to open space and wetlands, even though a paved trail will be constructed as a part of this park’s development.

Phoenix Community Garden (Rose Street Mini-Park): This park is a small oasis nestled on the northwest corner of the intersection of Rose Drive and Highway 99. Inspired by and with appreciation to Elma L. Beeson and created by Phoenix High School students the park boasts more than 60 varieties of plants. Some plantings are irrigated but many are drought tolerant perennials, requiring little maintenance or care. The garden should serve as a focal point for water conservation landscaping.

The park should be integrated with future streetscape improvements along the Rogue Valley Highway. In that way, a larger landscaped area could be created at this location. Care will need to be taken to ensure that the Community Garden is not overwhelmed by the Streetscape Plan’s formal plantings.

Relocation of the Rogue Valley Transit District’s bus stop to this location should be considered. In that way, designated pedestrian crosswalks, seating, and shade could all be provided the District’s patrons.

Table 3

<i>Park Name</i>	<i>Undeveloped</i>		<i>Developed</i>	<i>Total Acreage</i>
	<i>Open Space</i>	<i>Wetland</i>		
Colver Road Park	0.00	0.00	5.60	5.60
City Hall (Jail Park)	0.00	0.00	0.48	0.48
New Phoenix Park	0.00	13.00	0.00	28.76
Bicentennial Park (hole in the ground)	2.82	1.00	0.19	4.01
Phoenix Elem. School (Grant Nissen Memorial Playground)	0.00	0.00	4.66	4.66
Phoenix Pioneer Cemetary	4.17	0.00	4.17	4.17
Phoenix Primary School Playground	0.00	0.00	0.44	0.44
Bear Creek Greenway	32.96	4.74	0.00	37.70
Community Garden (Rose St. Mini-Park)	0.00	0.00	0.15	0.15
Total	39.95	18.74	15.69	85.97

Colver Road Park: This park is unique among the City's existing park system. It is largely developed and provides a broad range of activities. This park receives more use than the other City parks combined (excluding Phoenix Elementary School).

The park provides picnicking, volleyball, softball, children's play area with seating, basketball courts, and horseshoe pits. Additionally, the park includes a concession stand with restroom facilities.

Phoenix Elementary School (Grant Nissen Memorial Playground): The School is not an official Park. Yet it functions in that way except during school hours. Facilities available include; covered picnicking, play structure, and basketball courts. A large grassed area supports a wide range of turf activities while a paved surface is available when the field is too wet for use and for hard surface games and play.

The school gym is a unique resource which potentially can offer diverse activities when not in use for school activities. The children's play structure area does not include any sitting areas or benches. Adults visiting the site with young children will find this omission significant.

City Hall (Jail) Park: The old jail at this park provides a historic feature that is unique among the City's parks. That function coupled with this area's use for pre-school and primary playground uses boosts its significance. Integration of the jail and play equipment could produce a stimulating adventure play area.

The park includes a covered picnic area, children's play equipment (swings and merry-go-round), benches, and a drinking fountain (inoperable in 1996). Despite being adjacent to First Street it offers a safe place for children to play due to fencing along that side along "B" Street.

New Phoenix Park: This park is undeveloped. Future plans call for the construction of court areas (2 tennis courts and four basketball courts), community center, playground, grassed open play areas, a covered picnic area, amphitheater, natural / wetlands nature study, bicycle and pedestrian paths, and restroom facilities. The construction of the Greenway in this area is planned to compliment the function and value of the park.

Bicentennial Park: Characterizing this City owned tract as a park requires some imagination. The developed area is largely paved and functions as parking for adjacent businesses and not for park visitors. The picnic table, the one lone improvement, looks out of place.

The property is currently under review for possible conversion from “Park use” to a commercial function. Changing the function of the property is complicated by; 1) a deed restriction limiting the tract to park use, and 2) its existing Comprehensive Plan map designations as Park. The former restriction was placed on the property as a part of its transfer from the Oregon Department of Transportation to the City. Appraisals are currently underway to determine the value of the property with and without the deed restriction.

Assuming plans to convert the site to a commercial use wins community endorsement; subsequent development should still retain some “park-like” elements. Open spaces and a park like environment will improve the overall function of the City Center and yield pedestrian friendly amenities which are crucial to the development of a functional downtown. Development should include a well-designed and landscaped sitting area complimenting the commercial uses in the area and the Streetscape Plan.

Phoenix Pioneer Cemetery: The Cemetery was designed and is managed for a single purpose. However, other public purposes are supported and could be enhanced without detracting from the Cemetery’s purpose. These other uses include: public open space, historical study, genealogy, walking and other passive activities. The graveled walkway that links Rose Street and Church is an important segment of the pedestrian transportation system.

Phoenix Elementary School (Primary Playground): The small primary playground is on the southwest corner of the Phoenix Elementary School site, north of City Hall Park, and east of the canal. The Playground equipment constitutes the only improvement. Absent are any areas that afford adult, supervising the children who may play there, a place to sit. Ideally, the seating would be under a deciduous tree which could provide summertime shade and be a comfortable distance away from the activities.

Bear Creek Greenway: The Greenway is a linear park stretching from Ashland to Central Point. The Greenway functions to protect a

variety of natural resources including fish and wildlife habitat, wetlands, riparian vegetation, and fragile soils. It too provides a pleasant place to walk, run, bicycle, shoot photos, fish, and observe wildlife.

All of the land necessary to ensure a continuous path along its entire length is now in public ownership. Unfortunately, key sections of the Greenway trail have not been constructed. In fact, none of the Greenway in the vicinity of Phoenix has been constructed. The closest trailheads are located at Bear Creek Park in Medford and the Lynn Newberry Park in Talent. Sections both north and south of these points have been constructed or will be constructed within the next year. It is hoped that the Talent – Phoenix and Phoenix – Medford sections will be constructed within the next five years. That hope will rise or fall depending upon U.S. Congress’ reauthorization of the Intermodal Surface Transportation Efficiency Act and inclusion of Transportation Enhancement Funding. This source of funds has provided money for the recent construction of the Medford to Central Point section and will also fund the planned construction of the North Ashland section in 1997.

The Greenway Trail in Phoenix is expected to be located between Bear Creek Drive and Bear Creek. While the area is only 50 feet wide in places, it has been surveyed and studied extensively and is believed to be adequate to accommodate the 12 foot wide bike path. Further analysis of the site will be undertaken as part of the bike path’s final design. The location of the trail through the new Phoenix Park is planned to go through centers of activity and avoid riparian areas.

Table 4 details existing and recommended activities at each City park site. Not included in the table are the Phoenix Pioneer Cemetery nor the Phoenix Elementary School (primary and elementary) site due to their existing dedicated functions.

**Park
Classification**

The design and development of parks is a function of size, service area, location, access, intensity of development, range of recreation opportunities. Establishing a classification system for use in managing the City’s parks will ensure appropriate levels of development, avoid unnecessary duplication, and provide coherence to the overall park system. Typical classification systems include: regional, district, community, neighborhood, special use

parks, and greenways. Each park class is described in the paragraphs that follow.

Regional Parks are large, multi-functional parks usually set in a natural setting with a prominent land mark, water attraction, or other natural or manmade feature. Numerous parks, lying outside the City's urban growth boundary, might fall within this classification. Roxy Ann Park, Touvelle Park, Emigrant Lake Park are a few examples. There are no City parks suitable for classification as a regional park. Further, the City's recreational or leisure time needs for recreational activities available at regional parks can be satisfied through regional parks outside the urban area.

District Parks are smaller than regional parks but still 75 to 100 acres in size. Like regional parks, they provide low and high intensity recreation for all ages in a relatively natural setting. District parks are located in proximity to natural or man-made resources such as rivers, lakes, creeks, or high school. All modes of transportation, except train and air, should be available to provide access to district parks.

The City's recreational needs for district parks are satisfied through parks outside the urban area. Lithia Park in Ashland and Bear Creek Park in Medford are two prominent district parks. As the City's population grows it may be appropriate to designate a district park. That level of development is not expected within this nor the succeeding planning period (beyond 2035).

Community Parks: Parks of this type provide a wide range of low and high intensive recreation in an urban setting. Typically community parks range in size from 20 to 30 acres when self-contained and 10 to 12 acres when combined with a public school. Usually within one mile walking distance of multiple housing types whose occupants are of all age groups. Community parks are accessed via foot, bicycle and automobiles. Improved areas usually constitute the majority of the park site. Passive areas can be used to provide a buffer between active and passive park areas or adjacent residential areas.

Table 4

Park Name	Phoenix Community Garden	Phoenix Park (Colver Rd)	New Phoenix Park	Bicentennial Park	City Hall Park (Jail)	Bear Creek Greenway
	Existing Activities	Existing Activities	Existing Activities	Existing Activities	Existing Activities	Existing Activities
Activity	Recommended Activities	Recommended Activities	Recommended Activities	Recommended Activities	Recommended Activities	Recommended Activities
Patrons						
1. Infants	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Pre-School	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3. Young Children	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
4. Younger Adults	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Older Adults	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Activities						
1. Turf		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
2. Court		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
3. Aquatic						
4. Table			<input type="checkbox"/>	<input type="checkbox"/>		
5. Arts & Crafts			<input type="checkbox"/>	<input type="checkbox"/>		
6. Physical Fitness			<input type="checkbox"/>			<input type="checkbox"/>
7. Nature Study	<input type="checkbox"/>		<input type="checkbox"/>			<input type="checkbox"/>
8. Social		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
9. Culture			<input type="checkbox"/>		<input checked="" type="checkbox"/>	
10. Adventurous Play		<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
11. Specialized (type)				<input type="checkbox"/>		<input type="checkbox"/>
Facilities						
1. Softball		<input checked="" type="checkbox"/>				
2. Soccer, Rugby, Flag Football		<input checked="" type="checkbox"/>				
3. Basketball, Volleyball, Badminton Ct.		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
4. Gymnasium						
5. Handball Courts						
6. Platform Tennis Courts						
7. Tennis Courts			<input type="checkbox"/>			
8. Putting Green						
9. Lawn Bowling Green						
10. Horseshoe Pit		<input checked="" type="checkbox"/>				
11. Pools						
a. Open Swimming						
b. Enclosed Swimming/Diving						
c. Wave						
d. Wading						
e. Fountain (Decorative)	<input type="checkbox"/>			<input type="checkbox"/>		
12. Picnic Tables & Shelters		<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>
13. Barbecue Pits			<input type="checkbox"/>			
14. Chess / Checker Table	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>		
15. Adventurous Free Play			<input type="checkbox"/>		<input checked="" type="checkbox"/>	<input type="checkbox"/>
16. Turfed Free Play Area		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
17. Children's Play Equipment		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
18. Tot Play Structure		<input checked="" type="checkbox"/>	<input type="checkbox"/>			
19. Quiet, Passive Garden			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
20. Teen Center	<input checked="" type="checkbox"/>					
21. Adult Center						
22. Senior Center						
23. Community Center					<input checked="" type="checkbox"/>	
24. Multi-purpose Center						
25. Arts and Craft Center						
26. Amphitheater			<input type="checkbox"/>			
27. Band Shell						
28. Arboretum with Trails						
29. Track and Field						
30. Jogging Trails		<input checked="" type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>
31. Bike Trails		<input checked="" type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>
32. Drinking Fountain		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
33. Restrooms	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
34. Bike Racks			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
35. Parking		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			
36. Concession Stands		<input checked="" type="checkbox"/>				
37. Night Lighting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

■ Available

□ Not available but recommended

Like neighborhood parks, described below, community parks should provide a wide range of recreational activities. Both indoor and outdoor recreation facilities are supported in parks of this type. When adjacent to schools, indoor facilities should utilize these rather than constructing dedicated structures. A community park can serve as a neighborhood park for nearby neighborhoods.

Neighborhood Parks: These parks are key to developing a park system, as well as serving the everyday passive and active recreational needs of residents. Typically, these parks are seven to 12 acres in size or smaller (3 – 5) when in conjunction with an elementary school site. Neighborhood parks should be sited in close proximity to residential areas to afford easy access by foot or bicycle. Automobile parking should consume a very small part of the site.

Adherence to a residential scale, focus on moderate intensity uses where active and passive areas are separated by space and landscaping, and an abundance of shade producing trees are crucial to developing a park with a neighborhood character. They are used predominantly for outdoor recreation. Typical are: infant and pre-school play areas, apparatus areas, paved areas for court games: quite activity areas for older adults, wading pools, and shelters with rest rooms.

Special Use Parks: These parks are intended to provide public access and ownership to unique amenities and areas (natural, cultural, or institutional). Usually, small areas are characterized as pocket parks, they can also be linear and include larger areas. Access depends upon their location relative to public transportation services and the roadway network, however pedestrian and bicycle access should always be afforded.

Table 5 classifies each park (i.e. neighborhood / community / special) according to its function and also lists recommended additional acreage needed to full-fill the designated function.

Table 5

Park Name	Park Classification				Total Acres
	Classification	Existing Acres	Acres Needed (additional)		
			1996	2016	
Colver Road Park	Neighborhood	5.60	1.50	4.90	12.00
City Hall (Jail) Park	Special Use	0.48	0.00	0.00	0.48
New Phoenix Park	Community	28.76	0.00	8.00	38.76
Bicentennial Park	Special Use	4.01	<3.41>	0.00	0.50
Phoenix Elementary School	Neighborhood	5.10	0.00	0.00	5.10
Phoenix Pioneer Cemetery	Special Use	4.17	0.00	0.00	4.17
Bear Creek Greenway	Special Use	37.70	0.00	0.00	37.70
Community Garden (Rose Dr.)	Special Use	0.15	0.00	0.00	0.15
Total		85.97	1.50	12.90	98.86

Park Needs

Various methods are available to estimate demand for park and recreation facilities. A survey technique which draws upon a large number of interviews and explores the behavior and interests of residents is on technique. Survey questions attempt to determine the respondent's future participation in recreational activities based upon specified conditions of access, price, quality, and etcetera. This information can then be analyzed to yield estimates of demand for specific facilities/programs. The Oregon Parks and Recreation Department utilized a questionnaire of that type to develop the Oregon Outdoor Recreation Plan. Unfortunately, the sampling does not yield information that is reliable at the community level. Nor has the City conducted a survey of this type at the local level.

A second approach for estimating recreational demand applies standards for facilities based upon population. Standards recommended by the National Recreation and Park Association appear in Table 6 and Table 7. Such standards are useful for comparisons. However, their application to both small and extremely large cities diminishes their pertinence to any particular community.

In addition to these standards, the National Recreation and Park Association recommends that a minimum of 25 percent of new towns, planned units development, and large subdivision be devoted to park and recreation lands and open space. Approximately, 1.3 percent of the City within the UGB are currently dedicated to such uses.

Table 6

Sample Standards for Parks by Classification			
<i>Classification</i>	<i>Acres/1000 people</i>	<i>Population Served</i>	<i>Service Area</i>
Play lots	n.a.	500 – 2,500	Sub-neighborhood
Vest-pocketed parks	n.a.	500 – 2,500	Sub-neighborhood
Neighborhood parks	2.5	2,000 – 10,000	¼ - ½ mile
District Parks	2.5	10,000 – 50,000	½ - 3 miles
Large Urban Parks	5.0	One for 50,000	w/in 1 hr. drive
Regional Parks	20.0	Serves entire community in smaller communities	w/in 1 hr. drive

Source: National Park Recreation and Open Space Standards, 1971

A key factor in community members’ use of parks and more particularly in their participation in recreational activities is the distance that they must travel to facilities. The service area for neighborhood parks is ¼ to ½ mile according to Table 6. This factor is a key consideration in the development and designation of the City’s park system. Please refer again to Table 1 for data illustrating the direct relationship between participation in community recreational activities and the distance to facilities.

Based upon extensive review and discussion among the Ad Hoc Parks Committee members and the Citizen Public Advisory Committee it was determined that one-quarter mile was the appropriate distance between residential areas and neighborhood parks. Application of this standard to the City yields two deficiencies; one in the northwest quadrant and one in the eastern half of the City. That is, existing parks are more than ¼ mile away from residential developments in these areas.

Based upon data included in Table 7, the City’s park system, considering existing and planned population, will need an additional softball or youth baseball diamond and a standard baseball diamond. Both ball diamonds should be accommodated in future rather existing park sites.

Table 7

Standards for Special Facilities	
<i>Facility (outdoor)</i>	<i>Standard per 1,000 Population</i>
Baseball Diamonds	1 per 6,000 people
Softball Diamonds (and/or youth diamonds)	1 per 3,000 people
Tennis Courts	1 per 2,000 people *
Basketball Courts	1 per 500
Swimming Pools (25 meters)	1 per 10,000
Neighborhood Centers	1 per 10,000
Community Centers	1 per 25,000
Outdoor theaters – (non-commercial)	1 per 20,000

*** Best in battery of four**

Source: National Park Recreation and Open Space Standards, 1971

Additionally, the sites should include joint use soccer fields. While not listed in Table 7, soccer is a rapidly growing youth and young adult field sport. Other specific facility needs are left to identification within the master planning process.

Park Settings

“Research and experience has [sic] shown that people prefer different outdoor “settings” in which to pursue recreational activities.”¹⁰ Settings are simply the environment or surroundings in which the park is situated; its remoteness, naturalness, crowding, facility type and visitor management. The Oregon Parks and Recreation Department utilizes 11 distinct categories to classify parks and other public open/natural spaces. Only those which are pertinent within a rural or urban environment are summarized below (The interested reader may choose to review the complete listing for park setting which is included in the Oregon Park and Recreation Department’s Oregon Outdoor Recreation Plan 1994 – 1999).

Rural: Substantially modified environment, usually agriculture, with road access, moderate facility development and social interaction, within an open space context. Moderate social interaction.

¹⁰ Ibid, Oregon Parks and recreation Department

Urban within Open Space: A largely developed setting, with extensive paving and buildings, highly maintained vegetation, heavy interacting and visitor controls, within an open space context. Parks of this type can include golf courses or ornamental gardens.

Nature-dominant within Urban: Apparently undistributed, natural environment, with limited development, moderate to high interaction and visual or noise disturbance, within an urban context.

Park-like within Urban: Primarily maintained grass and shade tree environment with moderate to extensive support facilities, interaction and visitor controls, within an urban context.

Facility-dominate within Urban: Predominately built setting of pavement and structures, intended for leisure or recreational use, high level of interaction, management and visitor controls, within an urban context. May include small areas of grass, other vegetation, and/or shade trees growing within paved areas.

Table 8 classifies the City’s existing parks according to the above classification system.

Table 8

Parks Classification by Setting			
<i>Park Name</i>	<i>Classification</i>	<i>Existing Acres</i>	<i>Proposed Acres 2016</i>
Colver Road Park	Park-like within Urban	5.48	11.98
City Hall (Jail) Park	Park-like within Urban	0.48	0.48
New Phoenix Park	Park-like within Urban / Nature dominate within Urban	22.92	0.92
Bicentennial Park	Facility dominate within Urban	4.01	0.50
Phoenix Elem. & Primary School	Park-like within Urban	0.00	0.00
Phoenix Pioneer Cemetery	Park-like within Urban	4.17	4.17
Bear Creek Greenway	Nature dominate within Urban	25.58	25.58
Community Garden (Rose Dr.)	Facility dominate within Urban	0.15	0.15
Northwest Park (Proposed)	Park-like within Urban	0.00	12.00
East Park (proposed)	Park-like within Urban / Nature dominate within Urban	0.00	12.00

The City's Environmental Setting

Just as parks and open space have qualities and features in the form of settings that support their function and quality, so does the City as a whole. The geographic and spatial relationship of the City to the Rogue Valley and adjacent cities is also a component of park and open space needs. Residents are concerned with the potential for encroachment of urban and suburban development on the City.

It is feared that such development will erode the City's identity and with it key economic development advantages, social structures, community organizations and political power, among many. Weakening these important institutions will reduce the sense of and lead to a diminution of residents' quality life. While such concern is not easily quantified, the loss of a distinctive boundary separating one city from another or rural (suburban) lands from urban areas will adversely affect the City's environmental setting, and historic/social context.

The Economic Element acknowledges the importance of the City's "small town character."¹¹ That quality is a product of a variety of factors; one of which is the environmental setting. Reinforcing and enhancing this quality can, in part, be achieved through strategic location of parks and public open spaces within the City's Urban Growth Boundary (UGB), limiting development outside the City's UGB, and distinctive community design elements strategically located at entryways to the City.

Diminishing development and land speculation at the urban / agricultural lands interface is a key element in the creation of a definitive boundary between urban and rural lands. While UGB's function, in the short term, to distinguish urban from rural lands there is widespread belief that as cities grow, boundaries will be amended and ultimately provide for the conversion of rural / agricultural lands to urban uses. This belief can deter farmers from making the needed investments in capital or crops and thus diminish their profitability and future viability. Both of which ultimately lead to increased pressure for division, development, and conversion to urban development. Division leads to more dwellings and increased farm and nonfarm conflicts (i.e. noise, dust, spray drift, unpleasant smells, and vandalism). A study in the Willamette Valley found "farmers faced conflict-generated costs of \$11.75 per

¹¹ Economic Element – Final, October 25, 1996

acre. The study showed costs increased with residential density, and crop farmers faced the higher costs.”¹²

The City’s participation and eventual adoption of the Regional Problem Solving Plan for the Greater Bear Creek Valley will provide a clear direction for future urban expansion and reduce development pressure into agricultural lands.

A joint strategy to protect the City’s identity working cooperatively with our neighbors to the north and south, Medford and Talent, respectively, may also be warranted. It is in each city’s best interest to retain its identity and provide a clear line of jurisdictional responsibility. The later can help to avoid unnecessary confusion from residents regarding public facility and service responsibilities. Further, just as the City’s character is an important element of its economic development strategy, our neighbors benefit by bolstering their own identities. In concept the agreement would simply establish a specific minimum distance or some other specific geographic reference separating the UGB’s. It would do nothing to correct existing incursions by County approved development on the UGB. That issue, as noted in the Economic Element, is best left to re-negotiating of the City / County UGB agreement and development standards within the ‘area of mutual concern.’”

Conclusion

Full-filling existing and future recreation needs of the City’s residents will require a diverse mix of programs, sites, and activities. The City will need to move beyond its historic role of simply maintaining park sites. A comprehensive park and recreation program will be needed. Securing new funding and bolstering old ones will be of paramount importance. Without these, development or redevelopment of existing City parks, acquisition and construction of new park sites, or the provision of recreation programs (educational, historical, crafts, etcetera) will be impossible. These issues are addressed within the Goals and Policies section of the Element.

¹² Agenda for Livability – Reforming State and Local Land Use Planning for the 21st Century, 1000 Friends of Oregon, October 1, 1996

Goal 1 **To provide for the recreational needs of the community; including recreational programs, park facilities, and new expanded park and recreation sites.**

Initiate efforts, consistent with funding availability and need, to develop self-supporting park and recreation programs.

Policy 1.1

Ensure all residents have access (both physical and financial, etc.) to leisure activities.

Policy 1.2

Aggressively pursue funding and fees for the development and operation/maintenance of parks and recreational programs.

Goal 2

Periodically update park system development charges to reflect the program, facility, and land needs reflected within the Park and Recreation Element and park master plans.

Policy 2.1

Explore the creation of a broad based, dedicated, locally controlled funding source (such as a special recreation district within the city, sub-region, regional, sub-state or statewide to provide parks and recreation funding) for development and operation/maintenance.

Policy 2.2

Seek recreation funding from nontraditional sources including: private, corporate, and foundations.

Policy 2.3

Evaluate the possible use of hotel / motel taxes for the acquisition, development, and maintenance of public parks and public open spaces which may be frequented by the traveling public.

Policy 2.4

Ensure that costs of specialized and limited use recreation facilities are paid for by reasonable user fees whenever feasible and equitable.

Policy 2.5

Create a City-wide parks and recreation program which will coordinate acquisition, construction, and the development of parks and related programs consistent with the needs of the community.

Goal 3

Consider the creation of a Park and Recreation Committee to provide broad based public input on park and recreation issues and funding sources.

Policy 3.1

Develop, adopt and update (as necessary) master plans for each of the City's parks.

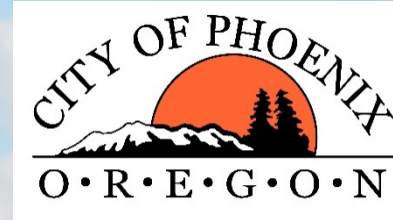
Policy 3.2

Master plans for City parks adjacent to other publicly owned park and open space lands, shall consider, the relationship, function, and coordination opportunities associated with adjacent public lands.

Policy 3.2.a

- Policy 3.3 Formalize a cooperative agreement with the Phoenix – Talent School District to provide for the joint use, planning, construction, and development of playground / park facilities at the Phoenix Elementary School
- Goal 4 Endeavor to develop neighborhood parks within approximately one-quarter mile distance of all residential neighborhoods acknowledging that some neighborhoods or parts thereof may be slightly beyond this distance.**
- Policy 4.1 Designate lands within the Comprehensive Plan Map, and plan for acquisition and development of new neighborhood parks in the northwest and eastern quadrants of the City.
- Policy 4.1.a The City shall amend its periodic review work program to study, evaluate, and designate future park sites. The Planning Commission shall be responsible for reporting the results of their studies and recommendations to the Council no later than February 2, 1999.
- Policy 4.2 Community parks will also function as neighborhood parks for those residents within close proximity just as neighborhood parks serve their neighborhoods.
- Goal 5 Facilitate environmental, historic, and cultural education and awareness through interpretive programs, signing and exhibits.**
- Policy 5.1 Foster the use and enjoyment of the park system through development of educational and informational programs in cooperation with other public agencies. (phoenix – Talent School District, Oregon Department of Fish and Wildlife, Oregon Department of Environmental Quality, Medford and Talent Irrigation Districts, Oregon Parks and Recreation Department, Jackson County Parks Department, etc.)
- Goal 6 Provide for the conversion of park lands to other uses when they are not needed for park, cultural, historical, open space, wetlands/storm drain water passive treatment, or recreational uses.**
- Policy 6.1 Dispose or develop for non-park use portions of Bicentennial Park while retaining sufficient acreage for development of a City Center pedestrian oriented, landscaped area. The design and development of the area should enhance the overall beauty, function, and enjoyment of the City Center.
- Goal 7 Establish programs, plans, and policies which protect the City’s environmental setting.**

- Policy 7.1 Continue to participate and support the City’s Regional Problem Solving Plan which promotes buffering of agricultural lands from urban uses within the UGB as well as proposing logical separation of urban and rural lands.
- Policy 7.1.1 Consider the creation of a program to acquire conservation easements on lands outside the UGB
- Policy 7.1.2 Cooperate with local, regional, state, and nationally based conservation programs and groups to secure conservation easements on lands adjacent to segments of the UGB designated as permanent.
- Policy 7.2 Explore interagency agreements or other cooperative arrangements with Jackson County, Medford, and Talent such as RPS to ensure that future expansions of UGB’s do not adversely affect the City’s environmental setting.



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PHOENIX PARKS MASTER PLAN

DECEMBER 2016

VOLUME I
FINAL REPORT

Special Thanks & Acknowledgements

Community Planning Workshop wishes to thank the following individuals for their assistance with this project. We thank Theresa Syphers, Matias Mendez, Matt Brinkley, and Steffen Roennfeldt from the City of Phoenix for their advice and assistance throughout the project. We also thank the Phoenix Parks and Open Space Commission for their dedication to this project.

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About the Community Service Center

The Community Service Center (CSC) is a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon. It is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the CSC is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

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Chapter 1: Introduction

The Phoenix Parks Master Plan will provide a guiding vision for the development and maintenance of the parks system in Phoenix for the next 20 years. The Phoenix Parks Master Plan articulates the community’s vision to provide healthy and enjoyable recreational opportunities to its residents and visitors, as well as build capacity to accommodate Phoenix’s changing population and needs. The plan provides specific tools and guidance for achieving the goals and vision of city staff and the community at large.

Overview

Parks systems play a vital role in residents’ quality of life. Whether through trails, natural areas, play equipment, sports fields, or open space, a



Quality of Life refers to an individual’s satisfaction with their social and physical surroundings. Parks and recreation are major contributors to the resources, assets, and opportunities that improve quality of life for residents

community’s parks system is a source of diversion, connectivity, aesthetic beauty, natural preservation and enjoyment for its residents. The

parks system shapes the character of communities, provides a gathering place for neighborhood activities, and promotes healthy behaviors and lifestyles.

Creating and maintaining park and recreation facilities is a challenge for local governments. Finite land, resources, and administrative and maintenance capacity may all limit a community’s ability to expand parks and services to meet their growing needs. Identifying system priorities and matching them with available resources requires thoughtful planning. Communities typically develop and adopt Parks System Master Plans to guide development of parks systems in a way that is both beneficial to the community and fiscally feasible.

Purpose of the Plan

This plan provides an extensive, stand-alone update of the 1997/2008 Parks and Recreation Element of Phoenix’s Comprehensive Plan. Phoenix is expected to undergo significant population growth and development in the next 20 years, which will require improved parks system capacity to maintain adequate levels of service. The Phoenix Parks Master Plan describes the community’s vision for its

parks and provides specific actions and tools necessary to achieve that vision. The plan:

- Provides a **community profile** that describes demographic, housing, and recreational trends in Phoenix.
- Updates the **park inventory** including city owned property as well as trails and linkages.
- Analyzes areas in the city that are currently **underserved** by park and recreational opportunities.
- Provides a planning framework of **goals, objectives, and specific recommendations** to guide the City's decisions.
- Includes five-year and ten-year **Capital/Parkland Improvement Plans** that prioritize park expenditures based on need.
- Details **strategies for acquiring new parkland** to better serve the community of Phoenix.
- Contains **funding options and opportunities** for park improvement and acquisition recommendations.

The Parks Planning Process

The parks planning process relied on input from residents, the Phoenix Parks Commission, and City staff to answer three key questions:

1. Where are we now?
2. Where are we going?
3. How do we get there?



The process was managed by a planning team consisting of external consultants (from the University of Oregon's Community Service Center) and members of the Phoenix Parks Commission.

Where are we now?

The planning team interviewed stakeholders and completed an inventory of park facilities to understand the current condition of parks. The planning team also hosted a parks planning open house and distributed a mailed and online survey to gather more information from residents about how well the current parks meet their needs.

Where are we going?

The planning team asked for feedback on how residents would like to see their parks improved and added to in the future through a series of public workshops and events, a mailed and online survey, and via an interactive website. This feedback helped the planning team create a Vision for the Phoenix parks system. The Community Service Center's landscape architect also gathered information through site visits, a design workshop, and a public comment event to develop a design concept that re-imagines Blue Heron Park.

How do we get there?

The planning team created a list of small parkland improvements under \$1,200 and a list of capital improvements that details higher cost (\$1,200+) parkland improvements that may require external funding. This document includes suggestions for how to finance park improvements, and a recommended strategy for acquiring new park land. The planning team also crafted a timeline to assist the City with plan implementation.

Community Engagement

Community and stakeholder engagement are critical elements of the planning process. Community engagement provides tangible benefits to the process by: (1) providing insight into community members' values and preferences; (2) developing and nurturing an environment of goodwill and trust; (3) building consensus support for the Plan. Throughout the planning process, the planning team used a variety of methods to gather input from Phoenix residents, including:

- Eight stakeholder interviews
- Five public workshops (including two with middle and high school students)
- Parks Commission meetings
- Site visits
- A printed and online survey
- An interactive website

This Plan combines community input with technical analysis to provide a framework for achieving the goals and objectives that implement the parks system vision. The Plan can also be integrated into other planning decisions that relate to areas of parks planning.



“Welcome to Summer” Workshop at Blue Heron Park
Source: Community Service Center

Relationship to Other Plans

The Phoenix Parks Master Plan complements and integrates with other plans that guide Phoenix and the surrounding area.

The **Parks and Recreation Element** of Phoenix’s **Comprehensive Plan** (updated concurrently with the Phoenix Parks Master Plan) serves as a technical guide to land use decisions related to parks and recreation. While the Phoenix Parks Master Plan provides a holistic vision and recommendations for cultivating a full-service parks system, the Comprehensive Plan Element focuses more on land use and development policies that will facilitate the implementation of the Master Plan.

The **Bear Creek Greenway Management Plan** is a multi-jurisdictional document that guides the operations, maintenance, and management activities of the Bear Creek Greenway. The Greenway itself is governed by the Jackson County “**Bear Creek Greenway Corridor Ordinance.**” The City of Phoenix contributes to maintenance of the Greenway, and activities involving the Greenway should consider both the Management Plan and the provisions of the Jackson County ordinance.

The **Greater Bear Creek Valley Regional Problem Solving Plan**, adopted in 2011 by Jackson County, was created as part of a collaborative Regional Problems Solving process to deal with issues of rapid population growth and development in the

Bear Creek Valley. The future development patterns described in the plan will have implications for park development in Phoenix. The Regional Plan established Urban Reserve Areas outside of Phoenix’s existing Urban Growth Boundary that will eventually be incorporated into the Phoenix city limits. This means that both Phoenix’s population and physical size will expand, creating the need for parkland expansion in northern Phoenix. The plan specifically identifies a need for between 70 and 90 more acres of parkland and open space.

Organization of the Plan

The remainder of the Phoenix Parks Master Plan is organized as follows:

Chapter 2: Community Profile – Provides information on Phoenix’s planning area, projected growth, and socio-demographic trends.

Chapter 3: The Phoenix Parks System – Provides an overview of the City of Phoenix’s existing parks and recreation facilities, park service areas, and park classifications.

Chapter 4: Parks and Recreation Needs – Presents findings from the community engagement process, including what the community values in a park system and identified needs and wants for future park improvements.

Chapter 5: Park System Vision and Goals – Presents a 20-year vision for the Phoenix park system, including goals and recommended action

items. These recommendations outline specific efforts, which the City and community can undertake to achieve the desired vision.

Chapter 6: Park System Improvements and Expansion – Includes recommendations to improve *existing* park and recreation facilities as well as suggestions for *future* expansion of the parks system.

Chapter 7: Operations and Funding – Provides descriptions of (1) the parks system’s current organization structure; (2) current operating budget; (3) projected park system expenditures; and (4) descriptions of funding tools available to the City of Phoenix.

Volume II: Blue Heron Park Redesign – Gives a detailed explanation of the process for developing the Blue Heron Park concept plan and presents goals and recommendations for the park.

Volume III - Appendix A: Parkland Acquisition and Level of Service – Presents an analysis of Phoenix’s current level of service and projected future parkland needs. It also includes a land acquisition strategy and design guidelines for new parks.

Volume III - Appendix B: Resources – Contains specific resources that will help the City implement the Parks Master Plan, including information about park system staffing, resources for how to form a “Friends of the Park” nonprofit, and a detailed preliminary plan for repairing the horseshoe pits at Colver Road Park.

Volume III - Appendix C: Community Input – Explains the community input process and shares findings from the community workshops, stakeholder interviews, and community survey.



Community Stage at Blue Heron Park
Source: Community Service Center



Chapter 2: Community Profile

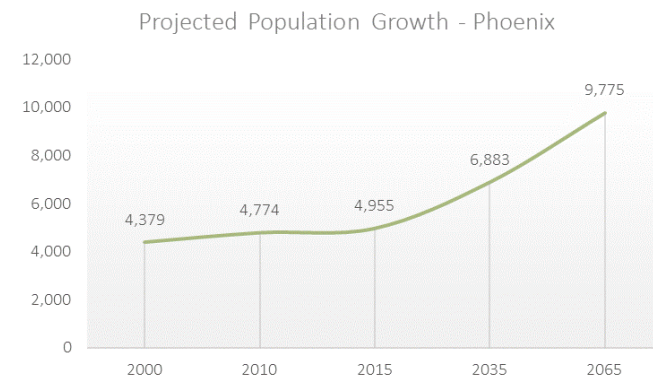
Who lives in Phoenix? What direction is the community headed? The Phoenix parks planning team gathered demographic and economic information to inform the design and planning choices included in the Parks Master Plan. By examining these characteristics, the planning team also identified populations and groups with unique needs that the City of Phoenix must consider as it continues to improve and expand the parks system.

Phoenix is located in the Rogue Valley of Southern Oregon, and much of the surrounding land is agricultural. In 2015, Phoenix had a population of 4,585 with a slightly female-biased gender balance and a median age of 48.^{1 2} The population is predominately white but has experienced significant growth of non-white residents in recent years.³

Phoenix has a labor force of approximately 1,900 people.⁴ More than three-quarters of employees in Phoenix work in services and retail trade, with the highest employment in administrative and support services (20%), elementary and secondary schools (12%), and food and drinking establishments (10%).⁵ Most businesses in Phoenix are fairly small, with 67% having only 1 to 4 employees.⁶

A growing population will require expanded parkland and recreation services⁷

Phoenix's population grew by 395 people between 2000 and 2010, an average annual growth rate of just under 1% per year. However, Phoenix's population is projected to grow at a much higher rate within the next 20 years (1.7% average annual growth rate), with a projected increase of nearly 2,000 residents by 2035. **This means that over the 20 years covered in this plan, Phoenix's population will increase by almost 40%.** By 2065, Phoenix's population is projected to *almost double* from 2015 levels.



Source: PSU Population Research Center. Jackson County Coordinated Population Forecasts 2015-2065.

A growing population demands a comparable increase in infrastructure and public goods. Public amenities such as parks and recreation will play a crucial role in maintaining livability and general welfare of the community, particularly as an influx of new residents drives economic growth and housing development.

Shifting age groups will bring new demands to the parks system⁸

Changing age demographics may create challenges for park planners, as they must find ways to accommodate growing populations on opposite ends of the age spectrum. From 2000 to 2010, the population of children 9 and under increased more than any other age group, at an average annual growth rate of 8.5% per year. Residents aged 65 and older experienced the second most pronounced growth rate during this same period (1.6% per year).

These trends indicate that the City will need to create more **recreation options that serve the needs of young children and families**, as well as an expected increase in adolescents. At the same time, the City must also consider the needs of **senior citizens**, particularly when assessing accessibility of facilities.

A diversifying racial and ethnic makeup will require greater outreach and inclusion⁹

Although Phoenix has a predominantly white population, the amount of residents identifying as people of color has risen significantly within the past decade. While Phoenix's entire population grew nearly 12% between 2000 and 2010, **about two-thirds of the growth occurred in non-white race categories**. The population identifying as **Hispanic or Latino accounts for the single largest demographic increase** in this time period, almost doubling from 9% to 16%.

In the past, park systems have been developed primarily with the needs and desires of a majority white population in mind. As minority populations increase, park systems much change to accommodate different needs and desires, and must seek new ways to be welcoming to traditionally marginalized groups. In Phoenix, the voices of minorities should be considered and sought out in future parks planning processes. Phoenix parks should not only be a welcoming and accessible space for *all* residents, but should also reflect the community's growing diversity with the services, design, and activities offered.

A high disability rate will necessitate investment in accessibility¹⁰

Phoenix has a higher percentage of 18-64 year-olds with a disability than both Jackson County and Oregon: 18% compared to 14% and 12% respectively. Phoenix's youth (under 18) disability rate is also higher than the County and the State at 7% compared to 5% for Jackson County and Oregon.

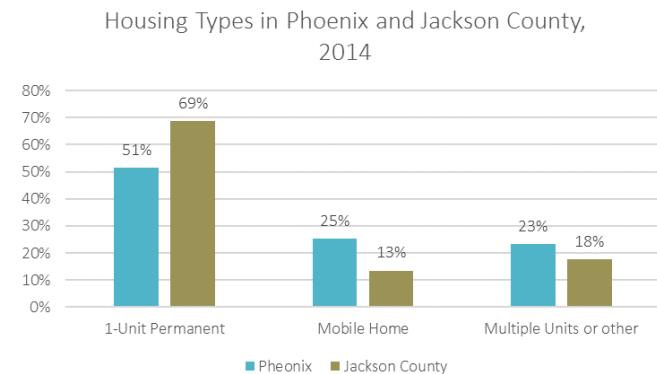
Living with a disability may bring unique challenges to accessing public goods such as parks. Parks may be difficult to navigate in terms of mobility, may offer limited activities that people with disabilities can enjoy, and/or may not feel like safe and accepting environments. The City must invest resources to ensure there are multiple access points for people with disabilities to each park and park facility, and also bear the needs of this group in mind in future park development and programming.

A high percentage of multi-family and trailer housing means limited private green space¹¹

Housing characteristics are important to consider in parks planning as they can indicate growth, economic stability, and permanence of residency. In 2010, Phoenix's housing units were at a 93%

occupancy rate, with about 58% owner-occupied and 35% renter-occupied. Of Phoenix's occupied housing units, **approximately half are either multi-family or trailer park housing**, as opposed to single unit homes. This is higher than in Jackson County as a whole, where less than one-third of housing units are multi-family or trailer park housing.

Multi-family housing and trailer park housing are less likely to offer access to a yard or any private green space, making residents of these homes more dependent on parks for opportunities to spend time outdoors, gather socially, or participate in exercise. The City must consider the needs of residents with limited yard space when developing level of service standards for the parks system. Future park development should also aim to serve areas where multi-family housing and trailer parks are concentrated.

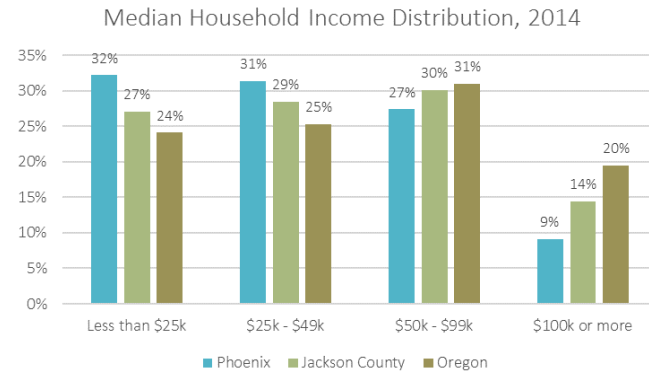


Source: US Census Bureau, American Community Survey. "Selected Housing Characteristics: 2010-2014 American Community Survey 5-year Estimates." Table DP04.

A large population living in poverty may benefit from parks¹²

In 2014, median income in Phoenix was \$34,478, lower than the Jackson County median (\$44,086) and over \$15,000 below the statewide median. Phoenix also has more households in lower income brackets than Jackson County and Oregon. With about **a quarter of both adults (aged 18-64) and youth (under 18) living below the poverty line**, Phoenix has higher poverty rates than both Jackson County and Oregon.

These data suggest that Phoenix's parks system must seriously consider the needs of those living in poverty, a population that often relies more heavily on public goods such as parks. Facilities should support programming and services that would benefit this demographic, so that the parks may serve as a system of support as well as a source of enjoyment for those who cannot afford other sources of recreation.



Source: US Census Bureau, American Community Survey. "Selected Economic Characteristics: 2010-2014 American Community Survey 5-year Estimates." Table DP03.



Monarch Waystation at Blue Heron Park
 Source: Community Service Center

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¹ Portland State University Population Research Center. "Certified Population Estimates 2015." <https://www.pdx.edu/prc/population-reports-estimates>

² US Census Bureau, American Community Survey. "Age & Sex: 2010-2014 American Community Survey 5-year Estimates." Table S0101.

³ US Census Bureau. Census 2000 and 2010 Summary File 1, 100% Data. "Race and Hispanic or Latino Origin." Table QT-P3.

⁴ Oregon Zoom Prospector. "Phoenix, OR Community Profile – Labor Force." <http://oregon.zoomprospector.com/>

⁵ Oregon Zoom Prospector. "Labor Force Report (Phoenix, Oregon) – Total Employees by Major SIC (2016) and Total Employees by NAICS (2016)." <http://oregon.zoomprospector.com/>

⁶ Oregon Zoom Prospector. "Labor Force Report (Phoenix, Oregon) – Total Establishments by Size (2016)." <http://oregon.zoomprospector.com/>

⁷ Portland State University Population Research Center. "Coordinated Population Forecast 2015 – 2065, Jackson County: Urban Growth Boundaries (UGBs) and Area Outside UGBs." June 2015. http://www.pdx.edu/prc/sites/www.pdx.edu/prc/files/Jackson_Forecast_Report_201506.pdf

⁸ US Census Bureau. Census 2000 and 2010 Summary File 1, 100% Data. "Sex and Age." Table QT-P1.

⁹ US Census Bureau. Census 2000 and 2010 Summary File 1, 100% Data. "Race and Hispanic or Latino Origin." Table QT-P3.

¹⁰ US Census Bureau, American Community Survey. "Disability Characteristics: 2010-2014 American Community Survey 5-year Estimates." Table S1810.

¹¹ US Census Bureau, American Community Survey. "Selected Housing Characteristics: 2010-2014 American Community Survey 5-year Estimates." Table DP04.

¹² US Census Bureau, American Community Survey. "Selected Economic Characteristics: 2010-2014 American Community Survey 5-year Estimates." Table DP03.

Chapter 3: The Phoenix Park System

This chapter focuses on Phoenix’s existing park system. The park classification, inventory, and service analyses are critical components of the Master Plan. These components characterize the existing park system and establish a framework that helps identify current and future park system needs.

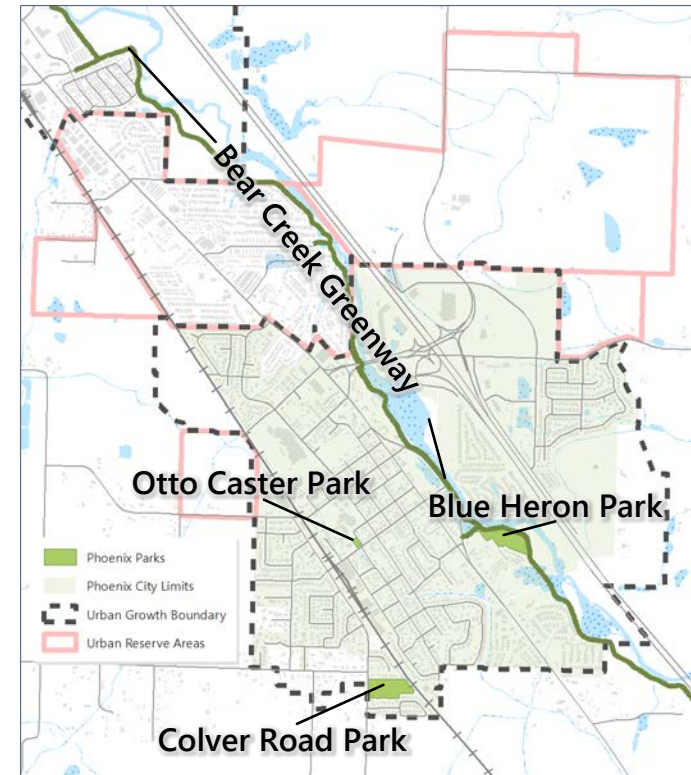
The City of Phoenix owns three parks: Blue Heron Park, Colver Road Park, and Otto Caster Park. Phoenix is also one of the jurisdictions responsible for managing the Bear Creek Greenway, a paved trail that connects towns from Ashland to Central Point. In total, the City of Phoenix currently owns approximately 30 acres of developed parkland and open space, with two more parks currently in the development phase (the downtown plaza and wetlands park). Of these 30 acres, approximately 12 are “developed parkland” – areas with built up infrastructure to serve park visitors. Phoenix’s growing population and changing demographics will require the park system to expand to accommodate the community’s needs.

Planning Area

Phoenix is located in Oregon’s Rogue Valley in Jackson County. The city is situated 3 miles

southeast of Medford, 2.5 miles northwest of Talent, and is traversed by Interstate-5. The Phoenix parks planning process focused on a planning area within the current Urban Growth Boundary and Urban Reserve Areas.

Map 3-1. Phoenix and Its Parks



Source: Jackson County GIS, prepared by Community Service Center

Parks Inventory

A critical step in parks planning is identifying how much parkland exists, where parks are located, what facilities and amenities parks provide, and what condition parks are in. This information is used to create both a parks inventory and a classification system. The parks inventory and classification process identifies the strengths and weaknesses of a park system by revealing areas or activities that are underserved by the system, as well as overall improvements the system requires.

Parks are assessed based on level of development, amenities, size and service area. Parks are categorized into the following classification types using the National Recreation and Parks Association (NRPA) methodology: Pocket Parks, Neighborhood Parks, Community Parks, Regional Parks, Special Use Parks, Linear Parks, Greenways, Open Space/Natural Areas, and Undeveloped. **Table 3-1** on the following page shows an inventory of Phoenix's current parks system.

Other Recreation Assets

The Bear Creek Greenway

The Bear Creek Greenway connects Ashland, Talent, Phoenix, Medford, and Central Point as a 20 mile paved trail. The greenway is open to walkers, bikers, joggers and all other non-motorized vehicles, providing an opportunity for recreation and transportation to residents and visitors of these

communities. The trail parallels I-5, Highway 99, and Bear Creek, with parks along the route providing parking, restrooms, and drinking water. Blue Heron Park is the main point of access between Phoenix and the Greenway, and serves as a resting point for those using the trail.



Bear Creek Greenway through Blue Heron Park
Source: Community Service Center

Table 3-1. Park System Inventory

Park Name	Address	Acres	Development Level	Parking	Amenities	Facilities	Classification
Blue Heron Park	4361 Bear Creek Dr	7	7 acres developed 17 acres undeveloped	44 (2 ADA)	2 play structures, community garden, community stage, community activity board, access to Bear Creek Greenway	Basic: water fountain, 7 trash cans, restrooms, 5 benches Food: 2 covered eating pavilions, 15 picnic tables , 2 BBQ stands, 1 water spigot	Community Park
Colver Road Park	4042 Colver Rd	5	Developed	53 (2 ADA)	4 play structures, bike/foot path around park perimeter	Basic: restrooms, 4 trash cans, 4 benches, drinking fountain Food: 3 covered eating pavilions (2 single table, 1 multi), 9 picnic tables, concessions stand, BBQ stand Sports: baseball field, basketball court, horseshoe pits, open field area	Neighborhood Park
Otto Caster Park	510 W. 1st St	0.5	Developed	None	2 play structures, miniature library, library access via footpath, public art features	Basic: drinking fountain, 2 trash cans Food: 5 picnic tables, covered pavilion	Pocket Park
Downtown Wetlands Park	-	-	Developing	-	-	-	Nature Parks, Green Space & Trails
Downtown Community Center Park	-	-	Developing	-	-	-	Urban Plaza Parks

Park Classifications

Park classifications are provided to give city staff, community members, developers, and consultants common language when discussing potential parks improvements and new park development. These parks classifications can provide a framework for the planning of new parks but are not a substitute for site-specific design. The park classifications described here come from classification system adopted by the Oregon Parks and Recreation Department.¹



Playground at Colver Road Park
Source: Community Service Center

Pocket Parks

TYPICAL ACREAGE	0.25 – 2 acres
SERVICE AREA	Serves nearby residents, ¼ mile radius
EXISTING PARKS	Otto Caster Park
DEFINITION	Pocket parks provide basic recreation opportunities on small lots within residential areas. Typically less than two acres in size, these parks are designed to serve residents in immediately adjacent neighborhoods. These parks provide limited recreation amenities, like playgrounds, benches, and picnic tables. Mini parks can be expensive to construct and maintain on a per unit basis but can be very valuable in neighborhoods that do not have parks or open space in close proximity.
BENEFITS	<ul style="list-style-type: none"> → Provides access to basic recreation opportunities for nearby residents → Contributes to neighborhood identity → Provides green space within neighborhoods → Protects the City's tree canopy → Contributes to health and wellness
DESIGN CRITERIA	Fencing should offer privacy to residents abutting the park property line while still providing transparency. A four-foot fence lined with trees that are limbed up 4 feet and shrubs that are generally 2 to 3 feet high will create a barrier for the park neighbors while still allowing the neighbors to enjoy the view of the park from their yard. Adjacent neighbors of the park should have a lockable gate to allow them direct access to the park from their yards.

¹ Oregon Parks and Recreation Department. "Statewide Comprehensive Outdoor Recreation Plan: 2013-2017 – Parkland Classification System." P. 104-108. https://www.oregon.gov/oprd/PLANS/docs/scorp/2013-2018_SCORP/2013-2017_Oregon_SCORP.pdf

Neighborhood Parks

TYPICAL ACREAGE	2 – 15 acres
SERVICE AREA	Serves residents within walking and biking distance, ½-mile radius. May include sports fields that attract users from greater distances.
EXISTING PARKS	Colver Road Park
DEFINITION	Neighborhood parks provide close-to-home recreation opportunities for nearby residents. Typically 5 to 10 acres in size, these parks are designed to serve neighbors within walking and bicycling distance of the park. Neighborhood parks include amenities such as playground equipment, outdoor sport courts, sport fields, picnic tables, pathways, and multi-use open grass areas. A neighborhood park should accommodate the needs of a wide variety of age and user groups. These spaces are designed primarily for non-supervised, non-organized recreation activities. The needs of pedestrians, bicyclists and other non-motorized travelers should be a high priority consideration in the design of these parks. Connectivity to the surrounding neighborhood is vital to these parks. Sidewalks, bike paths, crosswalks and connections to larger trail systems should be established. These parks may be co-located with school facilities.
BENEFITS	<ul style="list-style-type: none"> → Provides a variety of accessible recreation opportunities for all ages → Provides opportunities for social and cultural activities → Contributes to community identity → Serves recreation needs of individual, families, small and large groups → Provides green space within neighborhoods → Protects and enhances the City’s tree canopy → Contributes to health and wellness → Connects residents to nature → Provides green space within neighborhoods
DESIGN CRITERIA	Approximately two-thirds of a neighborhood park should be reserved for active recreation uses such as ball fields, tennis, basketball, and volleyball courts, open grass area for free play, children’s playgrounds and space for outdoor events. Viewsheds should be highlighted by the placement of picnic areas (some should be reserveable), benches, gardens and natural areas. Vegetation can be thinned or planted on the site to accentuate or hide scenes of the surrounding valley. Paved pathways should direct users to areas within the park as well as to adjacent trails, greenways, streets and sidewalks. Housing developments need to create access to parks if they are located on the boundary of a park. To promote further connectivity, these developments should connect to other neighborhoods as well, especially if those other neighborhoods are connected to a park.

Baseball field at Colver Road Park
Source: Community Service Center



Community Parks

TYPICAL ACREAGE	15 – 100 acres
SERVICE AREA	May draw residents from the entire community, 1-mile radius. Provides access from a collector or arterial street. Should be located to incorporate bus and transit access. Supports bicycle and pedestrian access for nearby neighbors.
EXISTING PARKS	Blue Heron Park
DEFINITION	Community parks provide both active and passive recreation opportunities that appeal to the entire community. Typically 20-30 acres, these sites draw residents from throughout the community. Community parks accommodate large numbers of people and offer a wide variety of facilities, such as group picnic areas and shelters, sport fields and courts, children’s play areas, horseshoes, gardens, trail or pathway systems, community festival or event space and green space or natural areas. There is also an opportunity to provide indoor facilities because the service area is much broader and therefore can meet a wider range of interests. Community parks require additional support facilities, such as off-street parking and restrooms. The size of these parks provides opportunities to offer active and structured recreation activities for young people and adults.
BENEFITS	<ul style="list-style-type: none"> → Provides a variety of accessible recreation opportunities for all ages → Provides opportunities for social and cultural activities → Contributes to community identity → Serves recreation needs of individual, families, small and large groups → Provides green space within neighborhoods → Protects and enhance the City’s tree canopy → Contributes to health and wellness → Connects residents to nature → Provides green space within neighborhoods
DESIGN CRITERIA	Approximately two-thirds of a community park should be reserved for active recreation uses such as ball fields, tennis, basketball and volleyball courts, open grass area for free play, children’s playgrounds and space for outdoor events. Viewsheds should be highlighted by the placement of picnic areas (some should be reserveable), benches, gardens and natural areas. Vegetation can be thinned or planted on the site to accentuate or hide scenes of the surrounding valley. Paved pathways should direct users to areas within the park as well as to adjacent trails, greenways, streets and sidewalks. Housing developments need to create access to parks if they are located on the boundary of a park. To promote further connectivity, these developments should connect to other neighborhoods as well, especially if those other neighborhoods are connected to a park.



“Welcome to Summer” workshop in Blue Heron Park
Source: Community Service Center

Nature Parks, Green Space, and Trails

TYPICAL ACREAGE	Size and shape will vary depending on its function, use and available land.
SERVICE AREA	Service area will vary depending on its function, use and available land.
EXISTING PARKS	Bear Creek Greenway Parts of Blue Heron Park (riparian area) Wetlands Park (in development)
DEFINITION	Green space provides natural or landscaped areas within the City in contrast to the built landscape. The size, shape, and service area of green space will vary depending on its function and use. Green space may be managed for different purposes, including: stormwater management, wildlife habitat, and flood retention. Natural areas and greenways are designed to protect or conserve significant natural features, such as trees and tree canopy, rivers and streams, wetlands, steep hillsides, environmentally sensitive areas, and wildlife habitat. Where appropriate, these parks may also support outdoor recreation, such as trail-related opportunities, bird and wildlife viewing, environmental interpretation and education, and small-scale picnicking. Trail corridors are linear-shaped parks that may follow streams, abandoned railroad lines, transportation or utility rights-of-way, or elongated natural areas. These parks typically support facilities such as soft or hard-surfaced trails, interpretative and informational signage, and trailheads. Trail corridors may support non-motorized transportation, recreation, exercise, and community access by connecting significant destinations within the City. Trails should be looped and interconnected to provide a variety of trail lengths and destinations. They should link to various parts of the community, as well as existing park sites.
BENEFITS	<ul style="list-style-type: none"> → Protect valuable natural resources and open space → Contribute to the environmental health of the community, including protecting the tree canopy and improving water and air quality → Contribute to community identity and quality of life → Provide wildlife corridors through the City → Improve the aesthetic quality and beauty of Phoenix → Encourage non-motorized transportation, such as walking and biking → Improve community connectivity, by linking parks and other community destinations, such as schools, neighborhoods, shopping areas, and recreation opportunities provided by others → Provide opportunities for nature-based recreation and environmental education
DESIGN CRITERIA	Sensitive areas such as wetlands, riparian zones and other ecologically sensitive areas should be protected. Trails that pass through sensitive areas should be designed with site-sensitive materials that do not harm the resource. Views to these areas can be achieved through proper site layout.

Bear Creek: view from the Greenway
Source: Community Service Center



Urban Plaza Parks

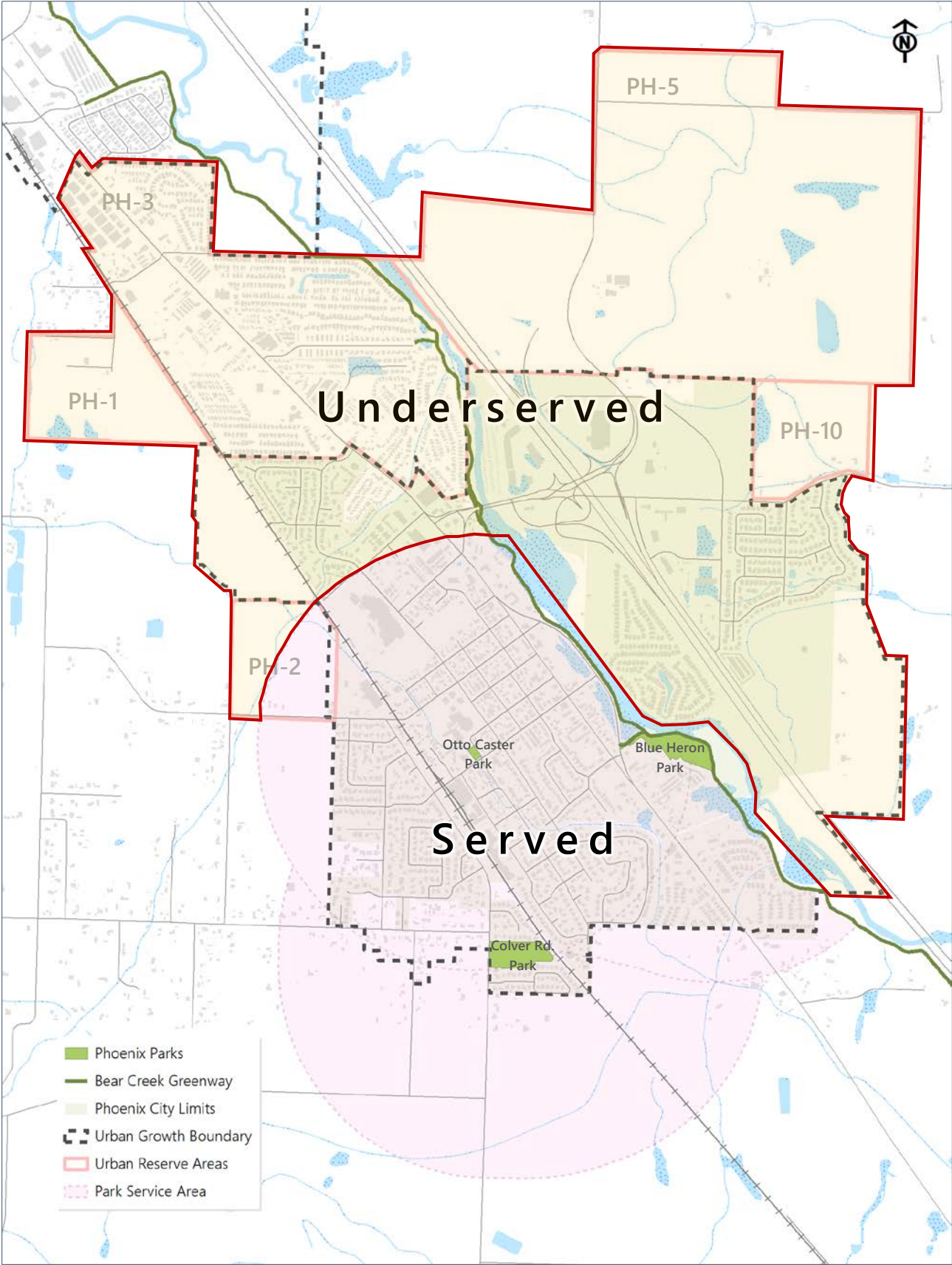
TYPICAL ACREAGE	0.25 – 3 acres
SERVICE AREA	Users of the urban area.
EXISTING PARKS	Downtown Community Center Park (in development)
DEFINITION	Urban plaza parks are public gathering spaces in urban spaces that foster community interaction and civic pride. They are small in size (¼ to 3 acres) and intensely developed. Visitors will tend to be those who are already in the neighborhood for other purposes, such as shopping, work, dining and/ or those who live in or near densely developed urban areas. Urban plaza parks typically include amenities such as drinking fountains, benches, litter receptacles, trees and shrubs, paved walkways and plazas.
BENEFITS	<ul style="list-style-type: none"> → Creates a source of civic pride → Contributes to community identity and quality of life → Provides a central gathering areas in dense urban spaces → Improves the aesthetic quality and beauty of Phoenix → Provides a place for employees to enjoy work breaks near their place of work → Provides opportunities for historical and cultural education
DESIGN CRITERIA	The site should be located in a dense urban or downtown setting. It is ideally located near government and/or commercial facilities. Plazas should be open with site lines throughout the space. Avoid use of elements around edges that create barriers to entering the space such as fences, gates, and railings. Use high quality materials such as brick, stone and wrought iron. Incorporate historic or cultural themes to create a unique character for the plaza. Include artwork as an integrated design element on the walls, floors and ceilings of outdoor space. Promote participatory artwork that moves or responds to the viewer. Include artwork as an integrated design element on the walls, floors and ceilings of outdoor space. Promote participatory artwork that moves or responds to the viewer.

How well are Phoenix residents served by parks?

In addition to inventorying and classifying parks, the parks planning team assessed the how well Phoenix’s existing parks serve residents. **Map 3-2** on the following page shows a half-mile buffer around each of Phoenix’s three parks (based on park classifications, these three parks should serve residents within an approximate half-mile radius). The map reveals areas where residents do not have easy access to parks: areas east of I-5 and the northern-most portions of the city west of I-5.

As Phoenix’s population continues to expand, the City will have to develop new parks in underserved areas. **Chapter 6** and **Appendix A** of this plan provide more detail about how the City might work to expand the park system and promote better access to existing parks.

Map 3-2. Areas served and underserved by Phoenix's parks.



Source: Jackson County GIS, prepared by the Community Service Center.

Evaluation of the Park System

For a community of its size, Phoenix has access to a relatively broad range of parks. With Otto Caster, Colver Road, and Blue Heron Parks representing a spectrum of park sizes and functions, the Phoenix parks system currently offers residents a diversity of options for parks and recreation uses.

However, as noted in the Community Profile, **this system will need to expand to meet the growing demands of an expanding and diversifying population.** The City should also work to increase use of existing facilities by increasing community knowledge of parks and investing in necessary changes and improvements.

For a smaller community like Phoenix, parks should maximize their use of space. Colver Road Park currently offers a variety of activities, but could provide more to the neighborhood by making use of some of the open field space. Similarly, Otto Caster, while only a small park, presents recreation opportunities almost exclusively for young children. Each park should aim to provide something for everyone, even if the park is primarily oriented towards a certain age or interest group. In general, Phoenix needs more neighborhood-oriented parks like Colver Road and Otto Castor that provide a safe, accessible, and inviting space for nearby residents.

In addition to traditional play-oriented parks, Phoenix can build on the natural beauty and natural features (such as Bear Creek and surrounding wetlands) that characterize the community. Blue Heron is a good example of a park that incorporates the natural landscape, and in the future, the City has the opportunity to enhance the park's connection to nature by increasing creek access and further incorporating environmental stewardship into its signage and design.

As the City focuses more attention on expanding the park system, it will be important to consider unmet community needs. Parks and their facilities should be targeted towards reaching a previously underserved area (i.e. northern and eastern neighborhoods), demographic (i.e. teens), or function (i.e. dog park). At the same time, the entire park *system* must emphasize connectivity. By creating multiple entryways, good signage, and walking/biking paths between parks, the City can help to increase overall park use. Ultimately, all park improvements and expansions should strive to improve quality of life and access to recreation opportunities for all residents.

Chapter 4: Park & Recreation Needs

Community input is an essential component of any planning process, allowing residents to have a voice in shaping their community, express their needs and desires, and ensure efficient and desirable use of public resources. The Phoenix Parks planning team sought input from a variety of residents, young and old, to ensure recommendations for the future of Phoenix’s parks aligned with how residents wanted to see parks evolve and change.

Generally speaking, **Phoenix residents who provided input into the parks master plan expressed satisfaction with the parks system.**

Sixty-eight percent of residents who responded to the Parks Master Plan Survey were either satisfied or very satisfied with the overall quality of Phoenix parks, and 65% rated parks as very important to the quality of their life. However, many also identified areas of desired improvement for current or future parks in Phoenix.

This chapter describes key themes to emerge from the community input phase of the master plan process. We derived these themes from a five-month outreach process that included:

- A **community survey** mailed to over 1,500 residents, available online or in paper form (190 responses received)
- Eight **interviews with key community members** who are involved with or interested in parks and recreation
- Three **public workshops** in or near the parks
- Two **youth workshops** with 7th-12th grade students

For community engagement methodology and specific findings from the community engagement process, please refer to **Appendix C**.



Workshop at Phoenix High School
Source: Community Service Center

Facilities, Maintenance, & Safety

Park Facilities

Residents would like to see more variety in the facilities parks provide. The following are some of the facilities of high interest for future addition to parks, as expressed through the survey and conversations with residents:

- **Restrooms** were rated as the **highest priority** for future addition to parks (67% of survey respondents indicated this was a high priority), particularly in Otto Caster where there are currently no bathroom facilities.
- **Water features** were extremely popular in both survey responses and workshop activities. On the survey, 60% rated water, spray, or splash play features as a high priority addition for future investment in the parks.
- **Facilities to accommodate parties and group gatherings** were the third highest priority for park improvements and additions. There was high interest in adding **sheltered or covered areas** (56% of respondents rated this as a high priority) and **picnic tables** (53% of respondents rated this as a high priority).
- Residents would like **off-leash areas for dogs** in the parks. Dog walking was one of the most prevalent activities people self-reported using

the parks for on the survey (36%) and a dog park was rated as a popular option for future additions (45% of respondents rated this as a high priority). Additionally, many residents who commented during public workshops expressed a desire for a dedicated dog park.

- Residents would enjoy more **nature and walking trails** in and outside of parks, as there are limited options for hiking and areas for outdoor pursuit that don't require a car for transportation. Survey respondents rated **green space or natural areas** (57%), **unpaved trails** (39%), **paved trails** (35%) and **bicycle terrain tracks** (26%) as high priority future park improvements and additions.
- Survey respondents also rated features such as additional **playground equipment** (49%), **nature-play playgrounds** (44%), **botanical gardens** (40%) and a **basketball court** (40%) as a high priority for future park improvements and additions.

Park Maintenance

Those who provided input generally felt Phoenix's parks were well maintained.

- During public workshops, complaints over parks maintenance rarely arose.
- Most maintenance related complaints centered on **restrooms** being poorly kept or locked at inconvenient hours during the day.

- A few residents expressed a desire to more easily access park facilities. Some workshop attendees noted that they would like to use picnic facilities more but power sources were often turned off and water spigots were not accessible.



Vision from Phoenix High School workshop.
Source: Community Service Center

Park Safety

There was general concern and dissatisfaction with safety in the parks, especially related to the riparian areas adjacent to Bear Creek Greenway and Blue Heron Park.

- Survey respondents who did not regularly use parks ranked feeling unsafe as one of the top three reasons they didn't visit parks.
- Survey respondents referenced safety over forty times in their text responses, either as a reason for not visiting the Greenway or as an area of desired improvement. Most comments cited either homeless and itinerant activity or poor lighting as the cause of security issues.
- Many survey respondents and workshop attendees requested more frequent police patrols or better lighting along the Greenway and in other parks to increase safety and allow nighttime walking.

Access and Use

Park Location

Residents identified the concentrated locations of Phoenix's parks as an issue causing underuse.

- Current parks are all located within one geographic area of the city, leaving other

neighborhoods and their residents underserved.

- On the survey and in community workshop discussions, most participants identified the areas in to the east of I-5 and north of the city limits as areas most in need of new parks. These areas currently have no parks, but have experienced recent housing development that is expected to continue in the future.



Vision from Phoenix High School workshop.
Source: Community Service Center

Pedestrian and ADA Access

Residents identified access as an issue both within parks and in transportation to parks.

- **Not all facilities are ADA accessible.** In particular, workshop participants discussed the path to the picnic areas at Colver Road Park as a facility that was difficult for those with limited mobility to navigate. They also commented that there is only one wheelchair-accessible ramp leading from Blue Heron's parking lot to the park itself.
- While many survey respondents thought that all populations were adequately served by parks, 20% of respondents said **people with disabilities** were underserved by the parks system.
- In survey comments and during workshops, residents also expressed frustration over the **difficulty of walking to parks**. They felt there were no easy pedestrian routes through town, and pointed to the poor condition of sidewalks and lack of infrastructure such as crosswalks, road shoulders, and curb cutouts as impediments to walking. Blue Heron in particular came up as the park most difficult to access on foot.

Parking

Those who provided input suggested that parking was an obstacle to park use and event planning in Phoenix.

- In particular, **Blue Heron Park is perceived as having insufficient parking.** The park is the largest in Phoenix, with 24 acres of parkland, but has only 44 parking spots, fewer spaces than the smaller Colver Road Park.
- Lack of parking presents an obstacle for hosting events. Community events at Blue Heron Park have suffered in the past due to insufficient parking for event attendees and performers. The lack of an access road to the community stage also makes it difficult for performers to set up.

Comfort of Use

The hot climate in Phoenix presents a barrier to residents' use of the parks in the summer months.

- Both workshop attendees and survey respondents expressed a desire for more cooling devices or techniques to be used in the parks, particularly Blue Heron Park. Ideas included **increasing shade and providing more water play features.**
- At workshops, participants made many verbal requests for the addition of more shade trees, covered rest and play areas, and artificial shade devices for events on hot days (such as shade canopies).

Recreational Programming

Those who provided input frequently expressed a desire for more community events and park activities.

- Ideas, provided verbally or written on comment boards, often centered on **music and performance**, and/or **classes and workshops** in art, physical activity, and skills such as beekeeping.
- Particularly during stakeholder interviews, **residents expressed an interest in volunteering their time to teach classes or support other parks programming.** Volunteer opportunities can increase use of parks, build social capital, and feed back into the long-term sustainability of the parks system.

Connection to Nature

Green Space and Outdoor Pursuits

Those who provided public input felt that park development should incorporate nature and existing environmental assets.

- Fifty-seven percent of survey participants rated **green and natural spaces** as a high priority for improvement and future development, second only to the desire for restrooms and water features.

- During workshops, **preserving natural landscaping and ‘feel’** in parks was a common theme. Many participants expressed a preference for natural landscaping over inorganic materials and strictly manicured lawns.
- Workshop participants frequently requested more **trees, landscaping, and gardens**, as well as **secluded areas to sit peacefully**. Several participants also expressed interest in having more **fruit trees** in parks.



Vision from Phoenix High School workshop.
Source: Community Service Center

Environmental Education and Stewardship

Many residents expressed a hope that the park system could take a more active role in environmental conservation and education.

- Parks programming and educational initiatives built around environmental stewardship were of high interest to workshop participants and stakeholders.
- Phoenix already has established groups, businesses, and residents who are interested in environmentalism, such as the **garden club and Bee City USA**. Both these groups hoped to **play a role in environmental leadership** by continuing to engage in activities that support the environmental services of parks.
- Some workshop participants were dissatisfied with the amount of pesticides and water used in parks maintenance. They hoped it would be possible to move towards **more sustainable park designs**, suggesting ideas like drought resistant and native plants to reduce water waste.

Inclusivity

Underserved Youth and Seniors

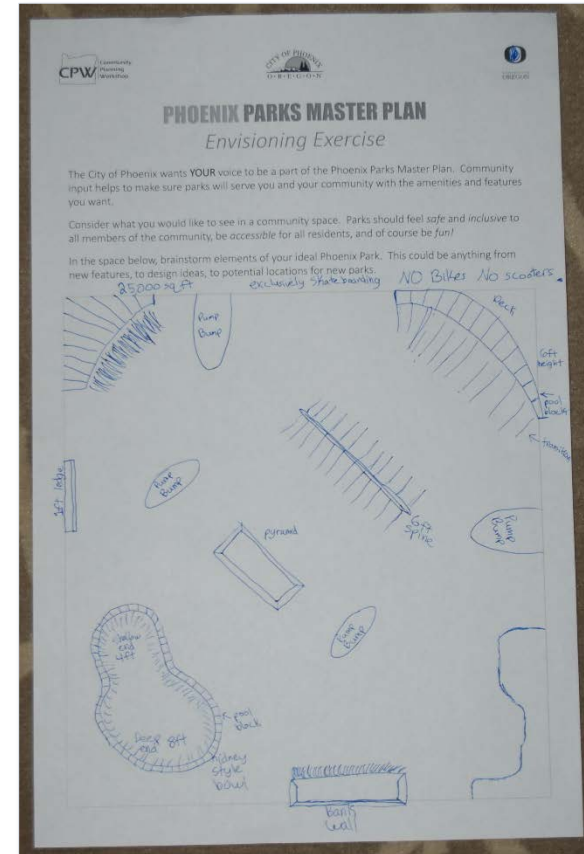
Survey participants identified youth and senior citizens as the top two demographics not adequately served by the parks system – two

demographic groups whose populations have been growing for over a decade.

- In community workshops, especially those conducted in the schools, participants frequently stated that Phoenix has little to offer young adults. The parks have features for young children, but little to no function for teens other than as a gathering space.
- Teens are frequently perceived as ‘loitering’ because there are few public gathering places where they can spend time, especially after dark when the parks close. Participants in the youth workshops specifically requested **extended park hours and park spaces intentionally designed for young adults.**
- A **skate park** was a popular proposed facility that would serve young adults.

Seniors are also in need of more active ways to engage with parks.

- Providing **more walking trails** could encourage exercise and enjoyment, and a **“senior fitness station”** or other fitness equipment was a popular idea in discussions with the public.
- Some workshop participants proposed **classes, music, or public talks** in the parks as forms of entertainment for the retired community.



Skate park vision from Armadillo Technical Institute workshop.
Source: Community Service Center

Open to All

Phoenix has a wide range of socioeconomic characteristics, and has been diversifying in terms of race and ethnicity. However, **those not a part of the majority or “mainstream” sometimes feel invisible in the community identity and unwanted at events or facilities such as parks.** Planning processes and community input often exclude those

Chapter 5: Park System Vision, Goals, & Recommendations

This chapter presents a 20-year vision including goals, objectives and recommendations for the Phoenix Parks System. Goals represent the general end toward which an organizational effort is directed. Objectives are measurable statements that identify specific steps needed to achieve the stated goals. The goals and objectives serve as an umbrella to categorize certain action item activities. The parks planning team derived action items (recommendations) from the needs analysis and input from the community and Parks Commission.

The values and desires of the City of Phoenix and its residents guide the parks master planning process and future decisions made regarding the parks system. A series of Parks Commission meetings, community workshops, and conversations with City staff led to the development of the vision statement, goals, and recommendations found in this chapter. The vision statement, goals, and recommendations provide guidance for the development of new facilities and other capital improvements as well as operation and maintenance decisions made for Phoenix's system of parks.

Vision

The Phoenix parks system provides recreation opportunities for patrons of all ages and abilities, and promotes the general health and social vibrancy of the community. Parks and trails are well maintained in order to be safe and welcoming spaces for residents and visitors to enjoy, connect with nature, and one another.

Park System Goals

The Phoenix Master Parks Plan update establishes a set of goals that provide a framework for development of the park system. The plan goals are intended to be used as a guide to address current and future community needs. Each goal includes one or more objectives that provide guidance on specific steps to take in order to achieve the goal. Because each goal is equally important, the goals are not listed in priority order.

- ◆ **Provide adequate park system funding.**
- ◆ **Increase capacity for park operations and maintenance.**
- ◆ **Develop and expand recreational programming options.**
- ◆ **Incorporate environmental stewardship practices in park design and maintenance.**
- ◆ **Foster opportunities for community support and involvement.**
- ◆ **Increase inclusion and improve access to parks.**
- ◆ **Develop a vibrant park system and acquire parkland to accommodate future needs.**

Recommendations

The Phoenix Parks Master Plan update establishes a set of recommendations that serve as a framework for development of the park system. The plan

recommendations fall under the umbrella of the stated goals and objectives and provide specific instruction for how the City and community can work towards the park system vision.

Priority Levels

Each recommendation is labeled with a priority level (**Table 5-1**). The level reflects the urgency of need as well as the amount of time needed to complete each recommendation. Priority 1 (P1) is high priority, and should be completed within 5 years. Priority 2 (P2) is medium priority, meaning it is not as urgent as a P1 recommendation but should still be completed within 5 to 12 years. Priority 3 (P3) is low priority. This does not necessarily mean the recommendation is less important, but rather that it may take longer to complete or will not be necessary until other future expansions occur.

Table 5-1: Levels of Priority for Recommendations

P1: High Priority	1-5 years
P2: Medium Priority	5-12 years
P3: Low Priority	13-20 years

Goal 1: Provide adequate park system funding.

Objectives

- 1.1 Identify and evaluate **external** grant, donation, or endowment opportunities to develop outside funding streams for parkland development. The external capital sources could come from non-profits (such as a local parks foundation), state government, or federal agencies.
- 1.2 Evaluate the potential **internal** parks funding sources such as System Development Charges (SDCs), parks and recreation fee on utility bills, or dedicating a portion of a cannabis tax towards parks and recreation.

Recommendations

1. Dedicate a portion of the cannabis tax for the acquisition, development, and maintenance of public parks and public open spaces. *(Survey: 83% of respondents supported using the tax for parks)* **(P1)**
2. Create a parks utility fee in the range of \$2-5 per month that will provide additional funding to the park system. Based on current population, even a modest fee could generate significant revenues. *(Survey: 38% Yes; 40% No; 22% Depends on how much; of pro-fee respondents, 50% supported \$1-3/month, 27% supported \$4-6/month)* **(P1)**
3. Re-evaluate SDC fee structure to accommodate future park development. (See Appendix A for a preliminary evaluation of SDCs.) **(P1)**
4. Establish a park endowment fund that would be managed by 501-C nonprofit organization. This organization would partner with the City to accept grants, donations and other funding that the City itself could not accept (also see *Goal 5. Community Support & Involvement, Recommendation 3*). **(P2)**
5. Re-apply for grant to fund movies and equipment to offer a free “Movies and Music in the Park” summer series at Blue Heron Park with family-friendly films and local music acts, including high school musicians. **(P3)**

Recommendations

1. Establish a part-time Parks Coordinator position in the Public Works Department with responsibility for parks operation and the development of future parks and recreational programming. In the future (5-20 years), this position may be expanded to full-time as the park system grows. **(P1)**
2. Parks Coordinator should establish and manage a clear online booking system for reservation of park space, so that people are more easily able to plan BBQs, family events, etc. **(P2)**
3. Parks Coordinator should create and adopt a standard “Terms and Conditions of Use” for parks and publicize prominently on the online booking system. **(P2)**
4. Install automatic toilets and hand dryers to reduce waste and maintenance needs and allow for extended bathroom hours. **(P2)**
5. Add a minimum of 1 Full-Time Employee (FTE) position for park maintenance and operations as additional parkland is acquired and developed. This should complement the existing staff time dedicated towards parks which currently amounts to about 1 FTE, meaning that in the future, the park system should be served by 2 FTE for maintenance and operations and 0.5 – 1 FTE for operations and recreational programming. (See Appendix B for information about park system staffing in other Oregon cities with 9,000 – 10,000 in population.) **(P3)**
6. Provide additional FTE as seasonal demand requires. **(P3)**

Goal 2: Increase capacity for park operations and maintenance.

Objectives

- 2.1 Hire additional staff to manage parks operation, maintenance, and development of future parks and recreational programming.
- 2.2 Develop a parks maintenance program that informs when replacements, repairs or other improvements should be completed and with what resources and staff.
- 2.3 Build maintenance strategies into future park development and improvements.

Goal 3: Develop and expand recreational programming options.

Objectives

- 3.1 Parks Coordinator develops year-round and seasonal recreational programming. Although some programming should be city-sponsored, opportunities for interested community members to initiate their own programming should also be available.
- 3.2 Measure programming or event attendance and invite public feedback to determine the success of various programs. Use feedback and other metrics to improve recreational programming.

Recommendations

1. Create an annual recreation schedule of activities and distribute as a seasonal brochure or catalog via mail, e-mail and at City Hall. **(P1)**
2. Create opportunities for residents to develop and lead classes at the new community center to build on existing community interests and resources (e.g. resident interested in teaching beekeeping). **(P1)**
3. Build a new skate park to increase the amount of recreational options available to young adults (also see *Goal 7: Park system expansion.*) **(P1)**



Basketball court and horseshoe pits in Colver Road Park

Source: Community Service Center

Recommendations

1. Work with OSU Extension's Integrated Pest Management (IPM) Program and Bee City USA to explore ways to continue to lessen the amount of herbicides used in parks maintenance. **(P1)**
2. Devote at least 30% of each park's land to native landscaping to reduce water usage. This could include the use of rain gardens and butterfly gardens with pollinator-friendly and drought-tolerant plant species. Refer to OSU Extension Office, Master Gardeners, Saving Water Partnership, USDA, and NRCS for planting guides. Incorporate this theme into the branding and signage of the parks. **(P2)**
3. Create three interpretive signs (one for each park) describing a brief history of the park and its current ecological context. Also, highlight and describe the City's restorative and native landscaping practices on site to encourage residents to do the same in their backyards. Signs should be in both English and Spanish. **(P2)**
4. Create at least one interpretive sign for each new park developed in Phoenix describing the park's ecological context and highlighting the City's restorative and native landscaping practices. Signs should be in both English and Spanish. **(P3)**

Goal 4: Incorporate environmental stewardship practices in park design and maintenance.

Objectives

- 4.1 Incorporate environmental stewardship into the design and identity of new and existing parks through environmentally conscious landscaping, maintenance techniques, signage, art, and recreational/ educational programming.
- 4.2 Work closely with Bear Creek Greenway Foundation to align environmental stewardship goals with the Comprehensive Enhancement and Restoration Plan for Greenway and Riparian Corridor and collaborate on restoration projects at Blue Heron Park.

Goal 5: Foster opportunities for community support and involvement.

Objectives

- 5.1 Create community events, educational opportunities, and informational material that are geared towards increasing park system awareness and use.
- 5.2 Develop and coordinate volunteer opportunities to assist with the maintenance, fundraising, and recreational programming for parks.

Recommendations

1. Parks Coordinator should establish an Adopt-a-Park volunteer program that targets park maintenance activities. Utilize volunteers, private businesses, group-quartered individuals, students, and other Samaritans in town to perform light maintenance activities like mowing, trash pickup, trail maintenance, and other similar work whenever possible. This will help to lessen the load placed on the City's maintenance staff, freeing them to perform more complicated and difficult maintenance tasks such as building repairs. **(P1)**
2. Work with the newly established Phoenix Public Arts Council to ensure each park has at least one piece of public art. Possible partners for public art projects include local artists and students in the Phoenix-Talent School District. **(P1)**
3. Work with community members to establish a "Friends of the Phoenix Parks" 501(c)3 nonprofit foundation to assist with parks development, maintenance, and programming (also see *Goal 1. Funding, Recommendation 3*). (See Appendix B for information about forming a nonprofit.) **(P2)**
4. Create a "Nature Talks" series where local and regional experts are invited to give brief educational tours touching on various ecological topics regarding native plants, creeks, wildlife, and the human role and impact on the landscape. Possible partners for tour guides include Bear Creek Greenway Foundation, Bee City USA, Nature Center at U.S. Cellular Park, OSU Extension Master Gardner program, and the Rogue Valley Council Governments. **(P2)**
5. Work with the Phoenix Historical Society to provide historic and cultural education through free monthly interpretive tours in the parks. **(P2)**

Recommendations

1. Recruit diverse candidates for future openings on Parks Commission and Friends of the Phoenix Parks to reflect diversity of Phoenix in genders, races, ages, sexual orientations, abilities, and socio-economic status. **(P1)**
2. Create bilingual signage in all parks to ensure accessibility and inclusion of growing Spanish-speaking population. **(P1)**
3. Offer scholarships or subsidized pricing for recreational programming to ensure accessibility for low-income families. **(P2)**
4. Provide at least one free event per month year-round to increase access for all community members. **(P2)**
5. Prioritize connections between parks and neighborhoods in Transportation System Plan and Capital Improvements Plan updates. **(P1), (P2), (P3)**



Play structure at Otto Caster Park
Source: Community Service Center

Goal 6: Increase inclusion and improve access to parks.

Objectives

- 6.1 Create parks and programming with the specific intent of including underserved populations such as young adults, seniors, low-income residents, geographically isolated residents, people with disabilities, and people of color.
- 6.2 Ensure that parks are physically linked to neighborhoods and other parks with safe and well-defined pedestrian, bike, and public transit infrastructure.

Goal 7: Develop a vibrant park system and acquire parkland to accommodate future needs.

See Chapter 6 for recommendations and further information on existing park system improvements and expansion of the park system.

Objectives

Existing Park Improvement Objectives

- 7.1 Upgrade aging or broken equipment to keep parks safe and fun for all ages.
- 7.2 Add amenities like public art, interpretive signs, lighting, and seating to improve parks' aesthetic ambiance and safety.

Park System Expansion Objectives

- 7.3 Expand the park system and services to accommodate the needs of Phoenix's growing population. Continue to evaluate levels of service and concentrate new park development in the underserved areas of eastern and northern Phoenix.
- 7.4 Improve infrastructure such as sidewalks and trails around and between parks to facilitate easy access for pedestrians, bikers, and people with limited mobility.



Chapter 6: Park System Improvements & Expansion

This chapter expands on Goal 7: Develop a vibrant park system and acquire parkland to accommodate future needs. The recommendations for existing park improvements and park expansion should guide staffing and financial planning activities that will contribute to the enhancement of Phoenix’s park system. To complement the recommendations, **Appendix A** includes design guidelines for new parks that the City will develop in the future. For more information regarding the cost of the recommendations presented in this chapter, refer to the park budget, and parkland/capital improvement guides included in Chapter 7.

Goal 7: Develop a vibrant park system and acquire parkland to accommodate future needs.

Part 1 – Existing Park Improvement Objectives

7.1 Upgrade aging or broken equipment to keep parks safe and fun for all ages.

7.2 Add amenities like public art, interpretive signs, lighting, and seating to improve parks’ aesthetic ambiance and safety.



Play structure and path mosaics at Otto Caster Park
Source: Community Service Center



Community garden at Blue Heron Park
Source: Community Service Center

Bear Creek Greenway



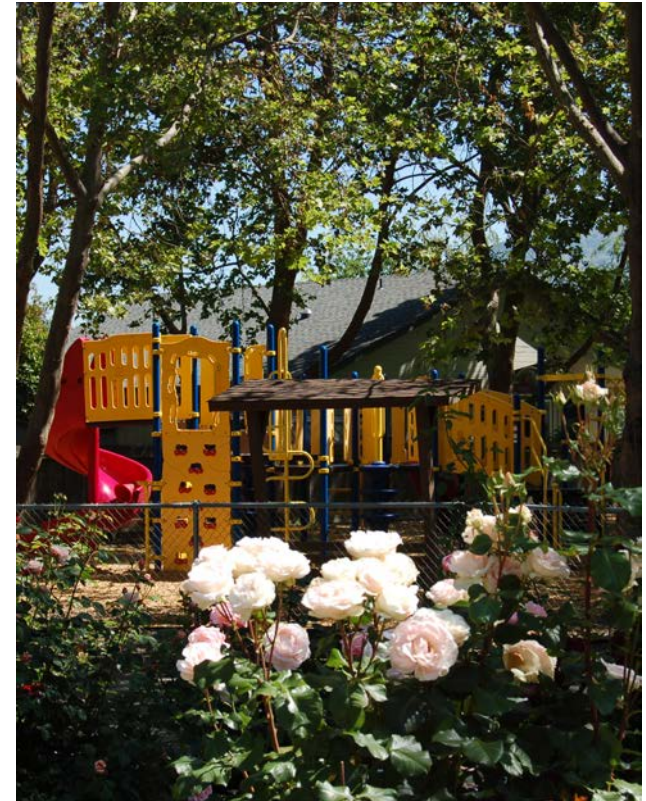
Recommendations

- BCG-1** Use Bear Creek Greenway Management Plan to further protect and develop Bear Creek Greenway (the Greenway). **(P1)**
- BCG-2** Work with the Police Department to coordinate a seasonal volunteer safety patrol on bikes, golf carts or walking along the Greenway. Volunteers should have communication capabilities to report any suspicious or concerning behavior. **(P1)**
- BCG-3** Coordinate volunteers to provide educational and habitat restoration opportunities that enhance the riparian area around Bear Creek. **(P2)**
- BCG-4** Partner with the Bear Creek Foundation, Rogue Fly Fishers, Steelheaders, the Rogue River Watershed Council, and other relevant groups to develop and restore the riparian area around Bear Creek near Blue Heron Park. This could include development of a trail system, vegetation management and restoration (e.g. to clear the invasive blackberries and reestablish native plants), and the creation of picnicking and nature play areas. **(P3)**

Recommendations

- C-1** Develop a lighting plan similar to Blue Heron Park to make park safer. **(P1)**
- C-2** Update bathrooms with newer, more efficient toilets, sinks, and hand dryers. **(P1)**
- C-3** Partner with the Horseshoe Club to repair and maintain the horseshoe pits. **(P1)**
- C-4** Install two more trash cans closer to park entrance and at least one trash can next to the backstop of the baseball field. **(P1)**
- C-5** Improve and enhance landscaping at park entrance and parking lot and improve parking lot condition with ADA accessible parking facilities and address drainage issues. **(P1)**
- C-6** Provide a shaded swing set separate from current playground equipment area. **(P1)**
- C-7** Designate one acre of field for a fenced off-leash dog area. **(P2)**
- C-8** Address gopher problem in fields with non-lethal options such as castor oil spray, vibrating stakes or gopher traps. **(P2)**
- C-9** Increase ADA access to picnic tables and fields by smoothing out main walking path and repairing cracks on sidewalks. **(P2)**
- C-10** Provide more shade for picnic areas and the walking path. **(P2)**
- C-11** Develop an interpretive sign that discusses the heritage and/or natural environment of Colver Road Park. Signs should be in both English and Spanish. *(Also see Goal 4, Recommendation 4).* **(P2)**

Colver Road Park



Otto Caster Park



Recommendations

- OC-1** Develop lighting plan similar to Blue Heron Park to make park safer. **(P1)**
- OC-2** Install two unisex bathroom facilities. **(P1)**
- OC-3** Install a fence with a latch to protect smaller children from running into traffic. **(P2)**
- OC-4** Increase signage on main roads to better direct people to the park. **(P2)**
- OC-5** Partner with the Phoenix Public Arts Council, local artists, and children to create more public art at the park. **(P2)**
- OC-6** Develop an interpretive sign that discusses the heritage and/or natural environment of Otto Caster Park. Signs should be in both English and Spanish. *(Also see Goal 4, Recommendation 4).* **(P2)**

Recommendations

- BH-1** Develop a trail system and observation areas in the riparian area. (P3)
- BH-2** Enhance natural riparian corridor through restoration and vegetation management. (P3)
- BH-3** Maintain understory vegetation near Bear Creek to provide open site lines and discourage undesirable activities. (P1)
- BH-4** Provide bilingual signage (English/Spanish) to inform visitors about Bear Creek watershed and riparian restoration. (P3)
- BH-5** Incorporate a nature play area near northwest parking lot. (P1)
- BH-6** Use the central parking lot island and additional planting beds as a display garden for native and bee habitat plants. (P1)
- BH-7** Expand the “Monarch Waystation” on the south side of the greenway and add bilingual (English/Spanish) interpretive signage. (P2)
- BH-8** Add 33 parking stalls with two designated as accessible. (P2)
- BH-9** Assess potential for parallel parking on southern access road. (P3)
- BH-10** Assess potential for future event parking on adjacent properties. (P3)
- BH-11** Create a system of pathways to separate uses and improve access. (P2)
- BH-12** Construct an access road from the central parking area to the greenway. A section of this road will provide access to the stage. (P2)
- BH-13** Reconfigure east section of playground to have specified uses by age. (P3)
- BH-14** Incorporate a water play area into the existing playground space. (P1)
- BH-15** Add a full size sand volleyball court. (P2)
- BH-16** Add trailside fitness stations (5-10 stations could provide a circuit). (P3)
- BH-17** Add 6 new picnic tables with six BBQ grills (at least two ADA accessible). (P2)
- BH-18** Install public art at park entrances. (P2)
- BH-19** Install solar lights around playground and along concrete pathways (city currently has 10 fixtures). (P2)
- BH-20** Plant additional shade trees using native and drought tolerant species when possible. (P1)
- BH-21** Create native wetland swales at the southeastern corner of the park (use cut soils to construct berm landforms on the site). (P2)

Blue Heron Park



As part of the 2016 Parks Master Plan update, the planning team developed a redesign concept for Blue Heron Park (see following page). The recommendations to emerge from the redesign are listed here (in a condensed form), and a more detailed description of the redesign process, goals, and recommendations can be found in **Volume II - Blue Heron Redesign**.

BLUE HERON PARK CONCEPTUAL DESIGN



Part 2 – Park System Expansion

Currently, Phoenix’s park system serves the southwestern portions of the city well, but residents to the east of I-5 and north of the high school have very limited access to parks and open space. Furthermore, Phoenix’s population is expected to increase 40% by 2035, which will augment issues of park service and access.

In the next 20 years, the City will need to focus on expanding parks and connections to parks in underserved areas. The following objectives and recommendations are designed to guide expansion of Phoenix’s park system. For more detailed information about how the parks planning team arrived at these recommendations, see **Appendix A: Parkland Acquisition and Level of Service**. This appendix also includes a land acquisition strategy for the City and design guidelines for new parks the city develops.

Park System Expansion Objectives

7.3 Expand the parks system and services to accommodate the needs of Phoenix’s growing population. Continue to evaluate levels of service and concentrate new park development in the underserved areas of eastern and northern Phoenix.

7.4 Improve infrastructure such as sidewalks and trails around and between parks to facilitate easy access for pedestrians, bikers, and people with limited mobility.



Field in Colver Road Park

Source: Community Service Center



Residents give feedback in Blue Heron Park

Source: Community Service Center

Park System Expansion

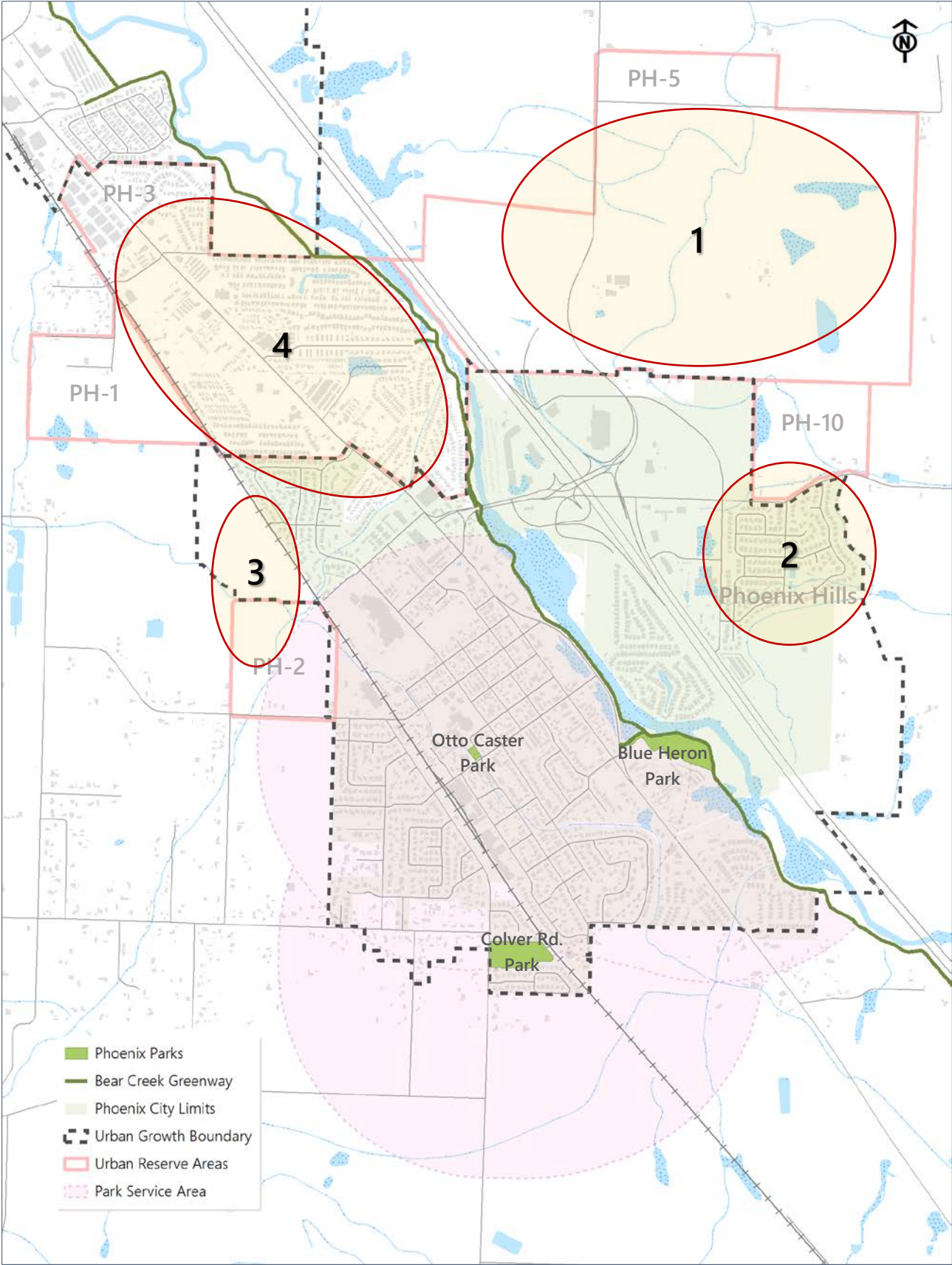


Recommendations

Based on the Level of Service analysis presented in **Appendix A**, Phoenix will require an additional **11.2 acres** of parkland within the urban growth boundary to sustain the current level of service. The city, however, is expected to grow substantially over the next 20 years. The Regional Problem Solving Plan specifies that Phoenix will require an additional **69 acres** of parkland and open space in the Urban Reserve Areas. In total therefore, **Phoenix will require between about 70 new acres of parkland** to be added in the future. See **Map 6-1** on the next page for a visual representation of the areas to be targeted for park development.

1. Build a new skate park, likely downtown (also see *Goal 3, Recommendation 3*). **(P1)**
2. In PH-5 and PH-10, develop the following: **(P3)**
 - a. 1 Community Park (5 – 20 acres) in residential areas
 - b. 1 Urban Plaza in the employment area
 - c. 2-4 Pocket or Neighborhood Parks (.25 – 5 acres) in residential areas
 - d. A trail system that connects parks in PH-5 to Medford's Chrissy Park, and possibly Jackson County's Prescott Park
3. In the Phoenix Hills neighborhood (to the east of I-5), develop at least one Pocket or Neighborhood Park (.25 – 3 acres). **(P3)**
4. Create a functional open space on the City's property west of the railroad tracks currently accessible by an informal path extending from Dano Way. **(P3)**
5. Explore opportunities to create at least one Pocket or Neighborhood Park in northern Phoenix (land currently in city limits, in the Urban Growth Boundary, or in PH-1, PH-2, or PH-3). **(P3)**
6. Connect all parks with biking infrastructure: develop dedicated bike streets (using sharrows and/or signs), bike lanes, and/or off-street paths that create a link between all parks. **(P3)**
7. Place directional signs at key intersections to inform park visitors of parks' location relative to their position. **(P3)**

Map 6-1. Areas for future park development.



Source: Jackson County GIS, prepared by the Community Service Center.

Chapter 7: Operations & Funding

A vibrant, well-used park system relies on a solid foundation of organizational and financial support. As Phoenix’s park system grows, so must the funding and staff support required to provide engaging programming and high-quality maintenance. This chapter describes the current organizational and financial structure of Phoenix’s park system and provides resources that will help the City move from a 3-park system to a 6+ park system with recreational programming by 2035.

Current Organizational Structure and Operations

Phoenix Public Works Department oversees the Phoenix park system. The Department is responsible for the upkeep and maintenance of City-owned parks, trails, and undeveloped open space, as well as landscaping on other City-owned properties. Work is carried out by Public Works Department employees, Jackson County Parks (contracted to provide mowing services), the Community Justice work crew (for occasional

assistance with debris pick-up and leaf, brush, and weed removal), and community volunteers.

The Phoenix “parks staff” includes:

- **Public Works Director** – approximately 0.01 FTE dedicated towards parks
- **1 Lead Utility Worker** – approximately 0.05 FTE dedicated towards parks
- **5 Utility Workers** – a combined total of approximately 0.95 FTE dedicated towards parks between the five workers
- **1 Seasonal hire** serving between May and September

In addition to the public works staff who manage park operations and maintenance, the City of Phoenix has established and appointed a Parks Commission. The Parks Commission consists of seven appointed members who serve four-year terms, and meet at least quarterly.² The Commission also has one City Council Liaison, and the Public Works Administrative Assistant acts as the Commission’s secretary. The Parks Commission serves as a vision-keeper for the Phoenix park system. Its members often volunteer to put on events and support other recreational activities. As

² City of Phoenix Parks Commission webpage (as of September 2016): <http://www.phoenixoregon.gov/prc>

of 2016, the park system had no paid staff responsible for recreation and special event programming.

Operating Budget

The Phoenix Parks operating budget accounts for ongoing costs such as staffing, operations, maintenance, and equipment. It does not include longer term, “big ticket” items such as equipment purchases for a new park; these items are instead incorporated into the Public Works Department’s Capital Improvement Plan when they arise.

The operating budget is developed during the normal budget cycle each year. Beginning in January, the Public Works Director works with the Finance Director and City Manager to discuss budget estimations for the upcoming fiscal year. The budget is then drafted and approved by June 30. This section presents park operating budget information from FY 2011-2012 through FY 2015-2016.

Revenues & Expenditures

Revenue for parks comes from property taxes (General Fund), System Development Charges (SDCs), and any grants the City receives (**Table 7-1**). The SDC Fund also maintains working capital, which may or may not be used each year (**Table 7-2**).

Park expenses fall into three main categories: personal services, materials and supplies, and

capital outlay. Personal services and materials and services are currently covered by General Fund revenue. Capital outlay, on the other hand, is currently covered by the SDC Fund, both from annual SDC Fund revenue and from the SDC Fund’s working capital.

Table 7-1. Phoenix Parks Operating Budget

	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Revenue					
General Fund					
General Fund Total	\$ 79,978	\$ 65,422	\$ 70,692	\$ 83,955	\$ 93,514
SDC Fund					
SDC Fund Total	Not Available	Not Available	\$ 10,095	\$ 819	\$ 1,279
TOTAL REVENUE	\$ 79,978	\$ 65,422	\$ 80,787	\$ 84,774	\$ 94,793
Expenses					
Personal Services (Covered by General Fund)					
Total Personal Services	\$ 51,106	\$ 43,025	\$ 44,172	\$ 42,340	\$ 50,157
Materials & Services (Covered by General Fund)					
Total Materials & Services	\$ 28,872	\$ 22,397	\$ 26,520	\$ 41,615	\$ 43,357
Capital Outlay (Covered by SDC Fund)					
Total Capital Outlay	Not Available	Not Available	\$ 416	\$ 1,510	\$ 14,600
TOTAL EXPENSES	\$ 79,978	\$ 65,422	\$ 71,108	\$ 85,465	\$ 108,114

Source: City of Phoenix Budget

Table 7-1. SDC Fund Working Capital Balance

	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16
Fund Balance					
System Development Charges Fund					
Fund Working Capital	Not Available	Not Available	\$ 96,190	\$ 105,869	\$ 105,178

Source: City of Phoenix Budget

Projected Expenditures

Based on the recommendations provided in Chapter 6, this plan includes projected expenditures for both small-scale parkland improvements and large-scale capital improvements.

Parkland Improvements

Parkland improvements are specific low-budget projects (\$1,000 or less) that are included each year in the park's operating budget. These projects should be reevaluated and updated each year to reflect completed projects and new upcoming projects. **Table 7-3** and **Table 7-4** on the following page show parks improvements proposed for the next five years and ten years (P1 and P2 recommendations). The tables contain costs associated with improvements to Colver Road and Otto Caster Parks (Blue Heron Park is included in a separate section). This cost table should be used to help the City budget for near-term park improvements, beginning with the next fiscal year budget. Costs are only *estimates*.

Estimated costs *do not* include labor. This means that if the City contracts out the work, the actual cost of improvements will likely be higher than those reported here. Just under \$11,000 in parks improvements are proposed for the next ten years. Contingency costs are built into project costs to account for unanticipated issues such as permitting

fees that may arise or unexpected increases in material costs.



Cyclist on Bear Creek Greenway
Source: Community Service Center

Table 7-3. P1 Parkland Improvements (FY17-18 through FY22-23)

Program Element	Quantity	Unit	Cost/Unit	Total
Colver Park				
C-4: Trash cans	3	Each	\$ 350.00	\$ 1,050.00
C-5: Landscaping at entrance and parking lot	--	--	--	
Shrubs- 1 gallon (installed)	10	Each	\$ 10.00	\$ 100.00
Shrubs- 3 gallon (installed)	6	Each	\$ 27.00	\$ 162.00
Ground Cover plants- 4" pots (installed)	20	Each	\$ 2.50	\$ 50.00
			Subtotal	\$ 1,362.00
			SUBTOTAL	\$ 1,362.00
			<i>Add 10% Design/Engineering</i>	<i>\$ 136.20</i>
			<i>Add 15% Contingency</i>	<i>\$ 204.30</i>
			<i>Add 2% Fees</i>	<i>\$ 27.24</i>
			TOTAL	\$ 1,729.74

Source: Community Service Center estimates.

Table 7-4. P2 Parkland Improvements (FY23-24 through FY28-29)

Program Element	Quantity	Unit	Cost/Unit	Total
Colver Park				
C-7: Dog Park-specific furnishings	--	--	--	--
Water line and Spigot	1	Each	\$ 1,000.00	\$ 1,000.00
Doggie Crawl	1	Each	\$ 900.00	\$ 900.00
Stepping Paws	1	Each	\$ 925.00	\$ 925.00
Weave Posts	1	Each	\$ 725.00	\$ 725.00
Hoop Jump	1	Each	\$ 550.00	\$ 550.00
C-8: Gopher Twin Pack Sonic Spikes	14	Each	\$ 25.00	\$ 350.00
C-9: Crusher fines on pathway	500	Sq. Ft.	\$ 0.74	\$ 370.00
C-10: Shade Sail for picnic area	1	Each	\$ 800.00	\$ 800.00
C-11: Heritage Interpretive Sign	1	Each	\$ 500.00	\$ 500.00
			Subtotal	\$ 6,120.00
Otto Caster Park				
OC-4: Park Identification Signage	1	Each	\$ 500.00	\$ 500.00
OC-6: Heritage Interpretive Sign	1	Each	\$ 500.00	\$ 500.00
			Subtotal	\$ 1,000.00
			SUBTOTAL	\$ 7,120.00
			<i>Add 10% Design/Engineering</i>	<i>\$ 712.00</i>
			<i>Add 15% Contingency</i>	<i>\$ 1,068.00</i>
			<i>Add 2% Fees</i>	<i>\$ 142.40</i>
			TOTAL	\$ 9,042.40

Source: Community Service Center estimates.

Capital Improvements

Capital Improvements are projects that require a larger financial investment (in this case greater than \$1,000) that are expected to have a useful life greater than three years. **Table 7-5** and **Table 7-6** on the following page show capital improvements proposed for implementation in the next five years and ten years (P1 and P2 recommendations). It covers improvements for Colver Road and Otto Caster Parks.³ **Table 7-7** shows costs for the Blue Heron Park Redesign, which do not necessarily need to take place in the next five years. Similar to the parkland improvement cost table, these cost tables should be used to help the City estimate how much to include in the Public Works Capital Improvement Plan, and are *estimates* only that *do not* include labor.

A total of about \$267,000 of capital improvements are proposed of Colver Road and Otto Caster Parks. Blue Heron estimated capital improvements total just over \$770,000. With the SDC Fund as the primary source for covering capital improvement costs, it should be noted that at the current rate of SDC, revenue will not be sufficient to support the proposed schedule of capital improvements. As with the parkland improvements cost table, contingency costs have been built in to account for

unanticipated issues such as permitting fees that may arise or unexpected increases in material costs.



Memorial rock at Blue Heron Park
Source: Community Service Center

³ Note that the Rogue Valley Pitchers (the organized group that uses the horseshoe pits at Colver Rd. Park) have provided a detailed preliminary plan for horseshoe pit upgrades. This plan is included in Appendix B and should be used to create more accurate cost estimates in the future.

Table 7-5. P1 Capital Improvements (FY17-18 through FY22-23)

Program Element	Quantity	Unit	Cost/Unit	Total
Colver Park				
C-1: LED luminaire (every 50' on major pathways)	40	Each	\$1,500.00	\$60,000.00
C-2: Remodel bathrooms	1	Each	\$20,000.00	\$20,000.00
C-3: Repair horseshoe pits	12	Each	\$300.00	\$3,600.00
Replace south fence (4' high)	1	Each	\$1,600.00	\$1,600.00
Replace cement walkways	1	Each	\$10,000.00	\$10,000.00
C-6: Swing set with soft fall	1	Each	\$9,500.00	\$9,500.00
			Subtotal	\$104,700.00
Otto Caster Park				
OC-1: LED luminaire	10	Each	\$1,500.00	\$15,000.00
OC-2: Build two bathroom facilities	1	Each	\$75,000.00	\$75,000.00
			Subtotal	\$90,000.00
			SUBTOTAL	\$194,700.00
			Add 10% Design/Engineering	\$19,470.00
			Add 15% Contingency	\$29,205.00
			Add 2% fees	\$3,894.00
			TOTAL	\$247,269.00

Source: Community Service Center estimates.

Table 7-6. P2 Capital Improvements (FY23-24 through FY28-29)

Program Element	Quantity	Unit	Cost/Unit	Total
Colver Park				
C-7: Fence for 1-acre dog area	834	Linear Ft.	\$ 17.00	\$ 14,178.00
C-7: Dog Park-specific furnishings	--	--	--	--
Seating benches	2	Each	\$ 1,500.00	\$ 3,000.00
Information kiosk/Doggie bag station	1	Each	\$ 2,000.00	\$ 2,000.00
			Subtotal	\$ 19,178.00
Otto Caster Park				
OC-3: Fence	200	Linear Ft.	\$ 17.00	\$3,400.00
			Subtotal	\$3,400.00
			SUBTOTAL	\$ 22,578.00
			Add 10% Design/Engineering	\$ 2,257.80
			Add 15% Contingency	\$ 3,386.70
			Add 2% Fees	\$ 451.56
			TOTAL	\$ 28,674.06

Source: Community Service Center estimates.

Table 7-7. Blue Heron Redesign Cost Estimates

Program Element	Quantity	Unit	Cost/Unit	Total
Parking Improvements				
Parking cost per space (does not include demolition and removal of existing materials)	33	1 space	\$ 1,692.50	\$ 55,852.50
				Subtotal \$ 55,852.50
Playground Improvements				
Splash pad (1200 - 1500 sq. ft.)	1	Each	\$ 100,000.00	\$ 100,000.00
2-5 year old play area (1000 sq. ft.)	1	Each	\$ 35,000.00	\$ 35,000.00
				Subtotal \$ 135,000.00
Site Amenities				
Nature play area	1	Each	\$ 50,000.00	\$ 50,000.00
Art sculptures	TBD	Each	TBD	--
Picnic tables	6	Each	\$ 1,500.00	\$ 9,000.00
BBQ grills	6	Each	\$ 150.00	\$ 900.00
Trailside fitness station (8-10 stations along trail)	1	Each	\$ 15,000.00	\$ 15,000.00
Seating benches (6' ADA)	6	Each	\$ 2,000.00	\$ 12,000.00
Sand volleyball court (50' x 80' with concrete border)	1	Each	\$ 20,000.00	\$ 20,000.00
River observation deck	2	Each	\$ 15,000.00	\$ 30,000.00
Bike racks	2	Each	\$ 1,200.00	\$ 2,400.00
Garbage cans	4	Each	\$ 500.00	\$ 2,000.00
				Subtotal \$ 141,300.00
Paths				
Paved paths (4" concrete)	5,300	Sq. Ft.	\$ 7.50	\$ 39,750.00
Unpaved paths (crushed gravel)	8000	Sq. Ft.	\$ 0.74	\$ 5,920.00
10' Multi-purpose access roads	6,860	Sq. Ft.	\$ 7.00	\$ 48,020.00
Solar lighting (45' spacing along major pathways)	35	Each	\$ 1,500.00	\$ 52,500.00
Gates	2	Each	\$ 1,200.00	\$ 2,400.00
				Subtotal \$ 148,590.00
Earthwork				
Earth moving/ regrading/ ampitheatre berm	1000	C.Y.	\$ 15.60	\$ 15,600.00
				Subtotal \$ 15,600.00
Vegetation				
Trees (2" caliper)	60	Each	\$ 250.00	\$ 15,000.00
Planting beds (Soil prep, fertilizers, plant materials, mulch)	10550	Sq. Ft.	\$ 3.50	\$ 36,925.00
Grass/native forbs seed	25000	Sq. Ft.	\$ 0.35	\$ 8,750.00
				Subtotal \$ 60,675.00
Riparian Restoraton				
	7	Acre	\$ 6,500.00	\$ 45,500.00
				Subtotal \$ 45,500.00
Signage				
Interpretive signs	8	Each	\$ 500.00	\$ 4,000.00
				Subtotal \$ 4,000.00
				SUBTOTAL \$ 606,517.50
				<i>Add 10% Design/ Engineering</i> \$ 60,651.75
				<i>Add 15% Contingency</i> \$ 90,977.63
				<i>Add 2% Fees</i> \$ 12,130.35
				TOTAL \$ 770,277.23

Source: Community Service Center estimates.

Additional Funding Tools

This section presents potential funding tools available to the City for park system improvements and maintenance. This information was gathered through a case study review of other cities' Park Master Plans within the State of Oregon – such as Sweet Home, Brookings, and Grants Pass – as well as professional knowledge of parks planning and general research. City of Phoenix must work to develop the most appropriate funding strategy for the community's park system given the fiscal environment and other influencing community factors.

General Fund

The general fund accounts for all city financial resources that are not specifically tied to another fund. Resources come from a wide variety of revenue streams and support essentially all of the local government's essential functions, including policy and legislation, public safety, code enforcement, economic development, city officials, and so on. Use of the general fund may not be the most appropriate revenue structure because the general fund has competing priorities with essential City services. A more appropriate structure may be to create a more self-sustaining park system with expenditures stemming from this funding tool. The general fund may potentially be used to offset administrative, liability, or fleet operation

expenditures of the park systems rather than capital improvement projects or park systems maintenance. Currently, Phoenix parks rely very heavily on the General Fund.

Utility Fees

Utility fees, or park maintenance fees, are a popular funding tool used to generate stable revenue streams for parks maintenance. A standard utility fee is added to each residence’s utility bill and collected by the City on a monthly basis. Utility fees allow local governments to collect a continuous revenue stream throughout the year and can fund a wide variety of functional tasks and aspects of the park system.

Local governments use Parks utility fees across the State of Oregon. Cities such as Medford, Talent, and West Linn have successfully implemented Parks Utility Fees for the operation and maintenance of parks, facilities, beautification and right-of-way areas. Parks Utility Fees for these three cities range from \$2.80 in the City of Talent to \$9.20 in the City of West Linn. Based on the population (and projected population growth) of Phoenix, a \$2-5 monthly utility fee is recommended.

When surveyed, City of Phoenix residents were supportive of a monthly utility fee to fund parks and safety. The City of Phoenix Parks Commission also supports the use of utility fees.

Implementation of parks utility fee allows local governments to continually invest in parks, making it possible for these assets to be used by residents. The parks utility fee can be increased to stabilize the on-going maintenance needs, which represent a large long-term cost to the City. This would relieve the park system’s reliance on revenue from the City’s General Fund.

Table 7-8 presents the estimated revenue generation, based on the number of housing units in Phoenix in 2016, from a parks utility fee. It also includes estimates based on the projected 20-year population growth, which would greatly increase revenue.

Table 7-8. Park Utility Fee Revenue Potential

Monthly Fee (\$)	2016 Revenue Potential		Estimated 2035 Revenue Potential*	
	Monthly	Annual	Monthly	Annual
\$1	\$1,400	\$16,800	\$1,960	\$23,520
\$2	\$2,800	\$33,600	\$3,920	\$47,040
\$3	\$4,200	\$50,400	\$5,880	\$70,560
\$4	\$5,600	\$67,200	\$7,840	\$94,080
\$5	\$7,000	\$84,000	\$9,800	\$117,600

*Based on an assumed 40% increase in utility fee payers (Phoenix’s population is expected to grow 40% by 2035)

Source: City of Phoenix utility billing database.

Cannabis Tax

A percentage of the cannabis tax revenue can be applied to the acquisition, development, and maintenance of public parks and public open spaces. Other cities in Oregon and Colorado have used these tax dollars for public services. The

current estimated annual revenue from the cannabis tax in Phoenix is \$120,000. Depending on what percentage of this tax revenue is allocated towards the funding of parks and safety, the City could have anywhere between \$6,000-\$48,000 per year for parks.

When surveyed, 83% of City of Phoenix residents were supportive of using a portion of the Cannabis tax revenue to fund parks (improvements, maintenance, and new park development). The City of Phoenix Parks Commission also supports the use cannabis tax revenue.

Table 7-9 presents the estimated revenue generation, based on the tax’s current estimated total revenue of \$120,000.

Table 7-9. Cannabis Tax Potential

% of Cannabis Tax for Parks	Revenue Potential	
	Monthly	Annual
5%	\$500	\$6,000
10%	\$1,000	\$12,000
15%	\$1,500	\$18,000
20%	\$2,000	\$24,000
40%	\$4,000	\$48,000

Source: City of Phoenix finance department.

Sponsorship

Sponsorship is a funding mechanism used to offset operations and maintenance costs for parks systems. The City of Phoenix should establish an

“Adopt-A-Park” program, which would help provide volunteer labor for the parks system. The City or Parks Commission may increase solicitation of sponsors (either individuals, private groups, or businesses) who are willing to pay for advertising, signage, naming rights, park infrastructure, or special events or programs.

Public, Organizational or Government Grants

Grants provide a source of revenue not otherwise accessible within a local community. This funding source can be used for either large or small-scale projects.

This funding tool is best used for projects that have a set goal(s) or tangible improvement. On-going administrative functions, maintenance, and strategic planning projects are less attractive to donors. Grant contributions should not be considered a primary funding tool for a self-sustaining park system, but rather to supplement occasional special projects.

Grants can be highly competitive and often require matching contributions. When applying for grants it is important to do substantial outreach and research to ensure the proposed project or initiative adheres to the criteria set forth in the grant. In recent years the number of transportation related grants, especially for pedestrian and bicycle infrastructure, has increased substantially. Other

park related projects or initiatives well-suited for grants include building trails and greenways, natural resource conservation and water quality, public safety, and tree planting.

Local Improvement District or Parks and Recreation District

Forming a local improvement district or parks and recreation district are common funding tools for a park system. Both types of designated districts establish a tax on real property within a specified area to offset all or part of the costs of a public revitalization or development initiative. This provides a long-term and stable revenue stream to be used for either maintenance or capital improvements to local parks.

Parks and recreation districts establish a set rate, or tax, on local residents to support the park system. In a local improvement district, rates are apportioned according to the estimated benefit that will accrue for each property. Bonds are then sold for the amount of the improvement or special project.

These tools present an opportunity for local residents to invest in their neighborhoods and support projects and initiatives they have identified as a priority. Funding is generated from a tax levy on real property within a specified area. In turn, these funds directly benefit the designated area and the local residents therein.

A parks and recreation district requires a majority vote from property owners or electors within the proposed district area and therefore should only be used if the community has expressed strong support for their park system. Once established, all or partial control of a parks and recreation district is given to a local organization or board. This loss of management could be considered a benefit or drawback for a local government depending on local political and economic climate.

Donations, Contributions and Volunteer Support

Donations of labor, cash, land, or park infrastructure (such as benches, trees, or playground equipment) can be used for specific projects. Examples of donations from community members for capital improvement projects could include an annual tree planting day sponsored by a local organization, property donation to the City, a fundraiser drive, or “legacy planning” through individual estates. This funding tool is well suited for capital improvements projects because it provides a tangible enhancement or “finished product” to the local park system to which donors or participants can feel connected.

Tax Levy

A tax levy is a common tool for continued maintenance and land acquisition for a park system.

This tool can stem from a variety of local taxes or license fees. Tax levies commonly support a local government's general fund unless a parks and recreation district is in place, in which case levies can be collected by the district. A tax levy can be used for long-term system-wide improvements or short-term targeted improvements (i.e. special projects fund) and provide a dedicated and permanent source of funding. However, it is important to assess whether or not there is adequate community support for the goals and actions laid out in the Parks Master Plan prior to initiating this tool.

Park Dedication in Lieu of Fees

Phoenix may explore offering land developers the option of dedicating parkland to the parks system in lieu of system development charges. Public dedication offers guaranteed land for the parks system expansion in step with land development trends and also helps to relieve the pressure of new development on the parks system. This tool is best utilized when coupled with strong outreach efforts to land developers. To apply use of public dedication, Phoenix should adopt an ordinance in the City's development code and in the City's Comprehensive Plan update offering guidelines for the use of Park Dedication in Lieu of Fees. The ordinance should include specified criteria to ensure that in-lieu land dedications are appropriate for park development.

User Fees

User fees may be collected from individuals for facility rental as the park system. The City currently rents pavilions and picnic structures in Colver Road and Blue Heron Parks to individuals and groups for events and gatherings. As the park system expands and new facilities are built, this reservation program could expand. Parking fees could potentially be expanded to special events. Although user fees will typically only make up a small amount of the total park system revenue, these fees could help offset day-to-day maintenance costs. This program could potentially be expanded to include ballfields maintained by the City and used by private organized sports leagues. When considering renting city owned facilities it is important to have a fair fee structure applicable to all interested parties regardless of affiliation.

Land Trust and Easements

Land trusts and easements are often considered a win-win solution to set aside land for parks, natural areas, or rights of way. This is because these tools (1) are a voluntary action on the part of a local community member, business, advocacy group, or other organization and (2) offer tax incentives for the benefactor.

Trusts can be acquired by the City or partnering organization through a donation, estate will, reduced priced sale, or exchange. Private property

owners can acquire easements. Easements may be an especially attractive tool for accessibility projects and initiatives that aim to connect parks and natural areas throughout the city that may be separated by numerous public and private properties. Private property owners are able to allow full or limited access through their property without forfeiting other property rights.

The drawbacks of land trusts and easements are that these tools can take a considerable amount of time and effort from City staff. If land trusts are considered for the Phoenix park system, the City or Parks Commission may want to partner with a nearby conservancy group for advising or management assistance.

Wetland Mitigation Banking

Wetland mitigation banking is a planning and funding tool used to protect, restore, and enhance critical conservation areas, including wetlands, streams, and sensitive habitat areas. It should not be considered for a manicured or highly maintained park, but rather for natural areas where development is unlikely.

Wetland mitigation banking aims to consolidate small fragmented mitigation projects into larger contiguous sites. A mitigation banker (in this case the City of Phoenix) would undertake a design and compliance process to preserve a conservation area under its jurisdiction. Once the process is complete,

the banker can acquire “credits” or payments from private developers for certain applicable projects. Developers buy credits from the City when they wish to improve a property for commercial purposes that would impact a wetland, stream, or habitat area on that property. In theory, the loss of a small wetland, stream, or habitat area on the developer’s property would be compensated with the preservation of a larger conservation area on the City’s property.

Wetland mitigation banking has a significant amount of compliance and a steep learning curve; however, this tool has continued to grow in popularity and can be used to offset management costs for natural and open spaces that meet specified requirements. Wetland mitigation banking should not be considered a short-term strategy, as it takes substantial commitment and upfront investment from a city.

During the first five years or initial phase, the City would be required to fund management plans and any necessary retainers. The City also must work with federal land agencies, such as the Army Corps of Engineers, and subject matter experts for planning purposes. After the first five years, the local wetland mitigation banking program typically enters into a maintenance phase with substantially less operating and management costs.

In order for the City of Phoenix to be approved for wetland mitigation banking they must meet certain

criteria, including (1) owning a site that is conducive and appropriate for wetland mitigation (i.e. vegetation, hydrology, and soil types), (2) having necessary up front capital and commitment, and (3) access to necessary resources (i.e. subject matter expertise and earthmoving equipment).

Today, there are only a limited number of local jurisdictions using wetland mitigation banking. The demand for conservation credits from developers is higher than what is currently available through supply⁴.

The first step for consideration of this option is to identify suitable properties within the Urban Growth Boundary.

⁴ *Ibid.*



Colver Road Park in Summer

Source: Community Service Center



Prepared for:
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Phoenix, OR 97535

Prepared by:
Community Service Center

University of Oregon
Department of Planning, Public Policy and Management



UNIVERSITY OF OREGON



PHOENIX PARKS MASTER PLAN

DECEMBER 2016

VOLUME II - BLUE HERON
DESIGN CONCEPT

Special Thanks & Acknowledgements

Community Planning Workshop wishes to thank the following individuals for their assistance with this project. We thank Theresa Syphers, Matias Mendez, Matt Brinkley, and Steffen Roennfeldt from the City of Phoenix for their advice and assistance throughout the project. We also thank the Phoenix Parks and Open Space Commission for their dedication to this project.

Phoenix Parks and Open Space Commission

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Blue Heron Park Redesign Concept

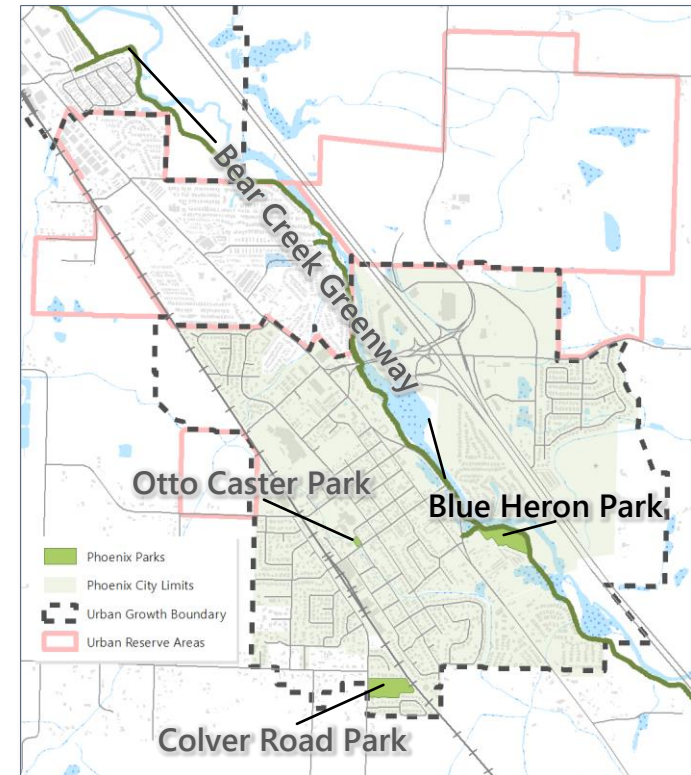
This supplement to the Phoenix Parks Master Plan describes the planning process used to generate a redesign option for Blue Heron Park, presents the final redesign concept along with key goals, and offers a phased breakdown of costs associated with the proposed park improvements. Given the scale of park improvements, we assume that upgrades to Blue Heron Park will likely occur over many years – perhaps ten or more. Although we present a long-term vision for the park, there are many exciting opportunities where the City can take immediate action. We hope that over the years, the park will continue to grow and reach its full potential as a community-wide destination for nature lovers, recreators, families, and friends.

Background

Supplemental to the Phoenix Parks Master Plan, the University of Oregon’s Community Service Center (CSC) planning team was engaged to develop an updated conceptual design for the 24-acre Blue Heron Park. Located adjacent to Bear Creek and including a portion of the Bear Creek Greenway, Blue Heron Park currently consists of undeveloped riparian natural areas as well as many existing recreational park features including covered picnic

pavilions, playground equipment, an events stage and an established community garden. The updated design was informed by a process that included site analysis, public engagement, and feedback from city staff and the Phoenix Parks Commission.

Map B-1. Phoenix and Its Parks



Source: Jackson County GIS, prepared by Community Service Center

Planning Process

The following timeline shows the steps taken by the CSC planning team to arrive at a final design for Blue Heron Park. The process involved extensive input from the public, both during the workshop held in Blue Heron Park, and through conversations with residents and the Parks Commission during community events and meetings.



Welcome to Summer Workshop

Interactive activities and conversations gathering input on concerns, hopes and desires for Blue Heron Park (at Blue Heron Park)

Dog Days of Summer Workshop

Activities including feedback on 3 Blue Heron concept alternatives using post-its, verbal comments, and dots (at Colver Rd. Park)

Parks Commission Meeting

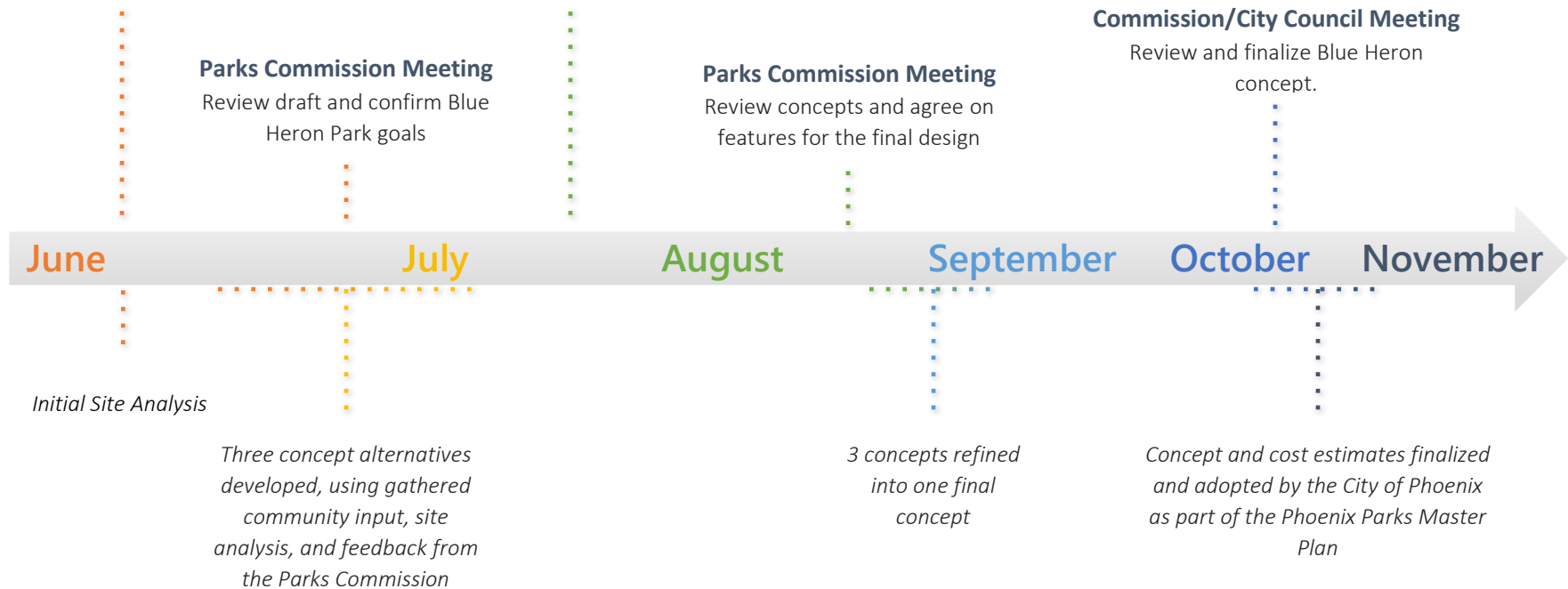
Review draft and confirm Blue Heron Park goals

Parks Commission Meeting

Review concepts and agree on features for the final design

Joint Parks Commission/Planning Commission/City Council Meeting

Review and finalize Blue Heron concept.



Blue Heron Goals and Actions

Based on the desires expressed during the public input phase, the CSC planning team developed six goals the shape the direction of Blue Heron's redevelopment. Those who attended workshops and responded to the survey emphasized a desire to preserve the park's connection to the Bear Creek natural area, increase opportunities to host community and educational events, and increase the park's use by making it more comfortable and adding desirable features.

These desires led to the following six goals, which are coupled with actions in the following pages:

- Goal 1:** Develop connections between the park and the creek.
- Goal 2:** Create park programming around outdoor education.
- Goal 3:** Increase parking capacity.
- Goal 4:** Create a functional, cohesive, and accessible park design.
- Goal 5:** Improve playground and add other desired site elements.
- Goal 6:** Restore wetland areas.

The full design for Blue Heron Park improvements and additions is displayed on the next page.



Bear Creek Greenway looking South
Source: Community Service Center



Goal 1: Develop connections between the park and the creek.

Develop connections between Blue Heron Park and Bear Creek to provide recreational and educational opportunities and increase desirable activity throughout the riparian area.

Actions

1. Develop a gravel or asphalt trail system and observation areas along creek and within riparian area.
2. Enhance natural riparian corridor through restoration and vegetation management (partnership and a phasing plan should be developed to make restoration feasible and sustainable).
3. Maintain understory vegetation between Bear Creek and the greenway path to provide open site lines and discourage undesirable activities.
4. Provide bilingual (Spanish/English) signage to inform visitors about the Bear Creek watershed, riparian restoration, and the site's history.
5. Install additional bench seating in appropriate viewing areas along the Bear Creek Greenway.



Bear Creek at Blue Heron Park

Source: Community Service Center

Actions

1. Incorporate a nature play area near northwest parking lot.
2. Use the central parking lot island and additional planting beds as display gardens for native and bee habitat plants.
3. Expand the “Monarch Waystation” on the south side of the Bear Creek Greenway trail and add bilingual (Spanish/English) interpretive signage.



Monarch Waystation and path to Bear Creek
Source: Community Service Center

Goal 2: Create park programming that promotes outdoor education.



Bear Creek Greenway sign at Blue Heron Park
Source: Community Service Center

Goal 3: Increase parking capacity.

Actions

1. Add 33 parking stalls (with 2 designated as ADA accessible) to the main parking area.
2. Assess potential for parallel parking on the southern access road.
3. Assess potential for future events parking (permanent or temporary) on adjacent properties.



Parking lot near play area and picnic pavilions

Source: Community Service Center

Actions

1. Create a system of concrete pathways to provide form and allow access to and separation of use areas.
2. Construct an asphalt access road from the central parking area to the Bear Creek greenway path to the east. A section of this road will provide access to the stage.

Goal 4: Create a functional, cohesive, and accessible park design.



Community Stage at Blue Heron Park
Source: Community Service Center

Create a highly functional, cohesive park design that integrates the existing park elements (stage, playgrounds, community garden, open lawns, covered picnic areas, etc.) and is in compliance with guidelines from the Americans with Disabilities Act (ADA).

Goal 5: Improve playground and add other desired site elements.

Improve the existing playground area and add site elements that are most desired by the community (as determined through public input).

Actions

1. Reconfigure the east section of the playground area to have specified use areas by age. This should include the addition of a new 2-5 year-old play area.
2. Incorporate a water play area into the existing playground space.
3. Add a full size sand volleyball court.
4. Add trailside fitness stations (5-10 stations could be installed as a circuit along the greenway and new paths).
5. Add 6 new picnic tables with 6 BBQ grills, with at least 2 being ADA accessible.
6. Add public art (potentially sculptures) at park entrances.
7. Install solar lights around the playground and along concrete pathways (currently, the City has 10 light fixtures).
8. Install additional bike parking near the restrooms and at the west entrance to Bear Creek Greenway.
9. Plant additional shade trees using native and drought tolerant species with possible.

Actions

- 1. Create native wetland swales at the southeastern corner of the park.

Goal 6: Restore wetland areas.



Wetland swale
Source: Community Service Center



Path down to Bear Creek riparian area
Source: Community Service Center

Cost Estimates and Phasing

We recommend that the City phase in improvements and additions to Blue Heron Park by concentrating on three different areas of the park over time.

Phase 1: Central Parking and Playground Area	1-3 years
Phase 2: Natural Play Area and Wetland Swale Restoration	4-6 years
Phase 3: Bear Creek Restoration	7+ years

This proposed timeline will likely require adjustment based on the availability of funding. On the following pages, we present one possible option for phased additions to the park, along with cost estimates for each park element. These elements should be incorporated into the City’s capital improvements plans, and are estimates only – the City will need to gather more accurate bids to understand the true cost of redevelopment.



Blue heron detail on the Community Stage
Source: Community Service Center

Program Element		Quantity	Unit	Cost/Unit	Total
Phase I	Central Parking and Playground Area				
	<i>Parking Improvements</i>				
	Parking cost per space (does not include demolition and removal of existing materials)	33	1 space	\$ 1,692.50	\$ 55,852.50
	<i>Playground Improvements</i>				
	Splash pad (1200 - 1500 sq. ft.)	1	Each	\$ 100,000.00	\$ 100,000.00
	2-5 year old play area (1000 sq. ft.)	1	Each	\$ 35,000.00	\$ 35,000.00
	<i>Site Amenities</i>				
	Sand volleyball court (50' x 80' with concrete border)	1	Each	\$ 20,000.00	\$ 20,000.00
	<i>Paths</i>				
	Paved paths (4" concrete)	5,300	Sq. Ft.	\$ 7.50	\$ 39,750.00
	Solar lighting (45' spacing along major pathways)	35	Each	\$ 1,500.00	\$ 52,500.00
	<i>Vegetation</i>				
	Trees (2" caliper)	24	Each	\$ 250.00	\$ 6,000.00
	Planting beds (Soil prep, fertilizers, plant materials, mulch)	6850	Sq. Ft.	\$ 3.50	\$ 23,975.00
	Subtotal				\$ 333,077.50

	Program Element	Quantity	Unit	Cost/Unit	Total
Phase III	Bear Creek Restoration				
	<i>Site Ammenities</i>				
	River observation deck	1	Each	\$ 15,000.00	\$ 15,000.00
	<i>Paths</i>				
	Unpaved paths (crushed gravel)	5600	Sq. Ft.	\$ 0.74	\$ 4,144.00
	<i>Riparian Restoraton</i>				
		7	Acre	\$ 6,500.00	\$ 45,500.00
<i>Signage</i>					
Interpretive signs	8	Each	\$ 500.00	\$ 4,000.00	
			Subtotal	\$ 68,644.00	

Combined Phases 1, 2, and 3

Phase 1	\$ 333,077.50
Phase 2	\$ 204,796.00
Phase 3	\$ 68,644.00
SUBTOTAL	\$ 606,517.50
<i>Add 10% Design/Engineering</i>	\$ 60,651.75
<i>Add 15% Contingency</i>	\$ 90,977.63
<i>Add 2% Fees</i>	\$ 12,130.35
TOTAL	\$770,277.23



Community garden at Blue Heron Park
Source: Community Service Center

Phoenix Parks Master Plan – Volume III



December 2016

Volume III - Appendices

Prepared for:

City of Phoenix

112 W 2nd Street
Phoenix, OR 97535

Prepared by:

Community Planning Workshop

A Program of the
Community Service Center,
Department of Planning, Public Policy and Management



UNIVERSITY OF OREGON



Community
Planning
Workshop

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APPENDIX A – PARKLAND ACQUISITION & FINANCING

Communities are strengthened by a sufficient supply and variety of parks, trails and pathways, open space, and natural areas. A holistic approach that focuses on community desires and local capacity is effective in improving the parks system for current users as well as accommodating future growth and changing needs of the community. Based on the assessment and evaluation of the current Phoenix parks system and input from the community and Parks Committee, this appendix outlines developed parkland needs, identifies target areas for future parkland acquisition and development, and discusses financing for new park development and capital improvements for existing parks using revenue from System Development Charges (SDCs).

Part 1: Level of Service (LOS) Analysis

The National Recreation and Park Association (NRPA) advocates for a system-wide parkland level of service (LOS) standard. NRPA does not advocate a specific LOS standard for all communities. Rather, the NRPA advocates a community-based approach—the LOS standard should be based on an assessment of local demand and desires for park facilities and the local vision for the park system.

The basic function of the LOS is to ensure quality and equity of service delivery by ensuring that the City is working over the long term to (1) provide adequate park facilities, and (2) ensure they are equitably distributed throughout the community. Moreover, the LOS standard is a measurable target for parkland development (typically measured as developed acres per 1,000 population) that provides the foundation for meeting future community parkland needs and leveraging funding.¹

The LOS is used to project future land acquisition needs based on forecast population growth and appropriately budget for those needs through the City budget process and the Capital Improvement Plan. Since it functions primarily as a target, adopting a LOS standard does not obligate a city to provide all necessary funding to implement the standard—it simply provides the basis for leveraging funds. Moreover, it does not obligate a city to actually acquire and develop land to meet the standard—it establishes a communitywide target or norm.

As part of the park inventory, the parks planning team assessed the level of service provided to residents of Phoenix by the existing parks. Table A-1 shows that Phoenix currently has 29.65 acres of developed parkland in its system. According to the Population Research Center at Portland State University, Phoenix had a 2015 population of 4,955 persons. This equates to a 2015 level of service of 5.98 acres per 1,000 persons.

¹ NRPA does not advocate that cities establish standards for open space, sports courts, bikeways, or other facilities.

Table A-1. Existing Level of Service by Park Classification (Phoenix, 2015)

Classification	Existing Parkland (Acres)	Level of Service (acres per 1,000 residents)
Neighborhood	5.30	1.07
Pocket	0.35	0.07
Urban Plaza	0.00	0.00
Community	24.00	4.84
Total Parks	29.65	5.98

The 1997 Phoenix Comprehensive Plan – Parks Element does not formally establish a system-wide parkland level of service standard.² The 1997 plan simply identified a need for 16.4 additional acres of parkland – 10 acres in a new community park and 6.4 acres for a new neighborhood park.

Phoenix will need to acquire and additional parkland over the 20-year planning horizon to maintain the current LOS of 5.98 acres per 1,000 residents. The official state coordinated population forecast for Phoenix is 6,883 people in the urban growth boundary by 2035. To maintain the current LOS of 5.98 acres per 1,000 residents, Phoenix will need to acquire and develop 11.2 more acres of parkland.

To accommodate regional growth, Phoenix participated in the Regional Problem Solving (RPS) process. That process, acknowledged by the Oregon Land Conservation and Development Commission in 2013, established a set of urban reserve areas (URAs) for the City of Phoenix. The analysis identified a need for 416 gross acres of residential land and 376 gross acres of employment land.³ Importantly, the RPS process identified a need for 69 acres of parkland in Phoenix. The city of Phoenix RPS summary states:

The park acreage demand is reasonably proportional with employment growth and population projections for the City of Phoenix. This is especially true when accounting for the transfer of employment and population in the Phoenix-Medford Urban Containment boundary which is essentially builtout and contains minimal urban amenities such as park land and for a fairly sizable built-out employment and population area.⁴

In short, rather than establish an LOS standard, Phoenix established a park land need through the RPS process.

The Phoenix parks planning team identified a need for specific developed park facilities to meet the 69-acre parkland need identified in the RPS process. Table A-2

² Amended ORD 774. February 3, 1997

³ “Greater Bear Creek Valley Regional Plan.” 2013. p. 4-107. http://www.friends.org/issues/regional_problem_solving

⁴ *Ibid.*

shows that Phoenix will need four new neighborhood parks, four pocket parks, and one community park. In addition, the City will dedicate about eight acres for new bikeways/linear parks and about 20 acres to open space and natural areas.

Table A-2. Parkland Needs, 2015 – 2035

Classification	Facility Need	Average Size	Needed Acres
Bikeway/Linear Park	Opportunity for bikeway/linear park system in Ph-5	na	8.0
Neighborhood	Four neighborhood parks needed.	5.00	20.0
Pocket	Four more pocket parks needed.	0.25	1.0
Urban Plaza	Probably sufficient once new Wetlands Park and Community Center are developed.	na	
Community	One additional large community park needed.	20.00	20.0
Open Space/Natural Areas	As identified to protect significant natural resource areas	na	20.0
Total Parks			69.0

The level of service analysis identified significant areas of Phoenix as underserved by parks. The northwest areas of Phoenix do not have any public parks, but are primarily built out and provide limited opportunity for new parks. Eastern Phoenix (east of I-5) also does not have any public parks, but unlike northwest Phoenix, the area is less developed and presents greater opportunity for park development.

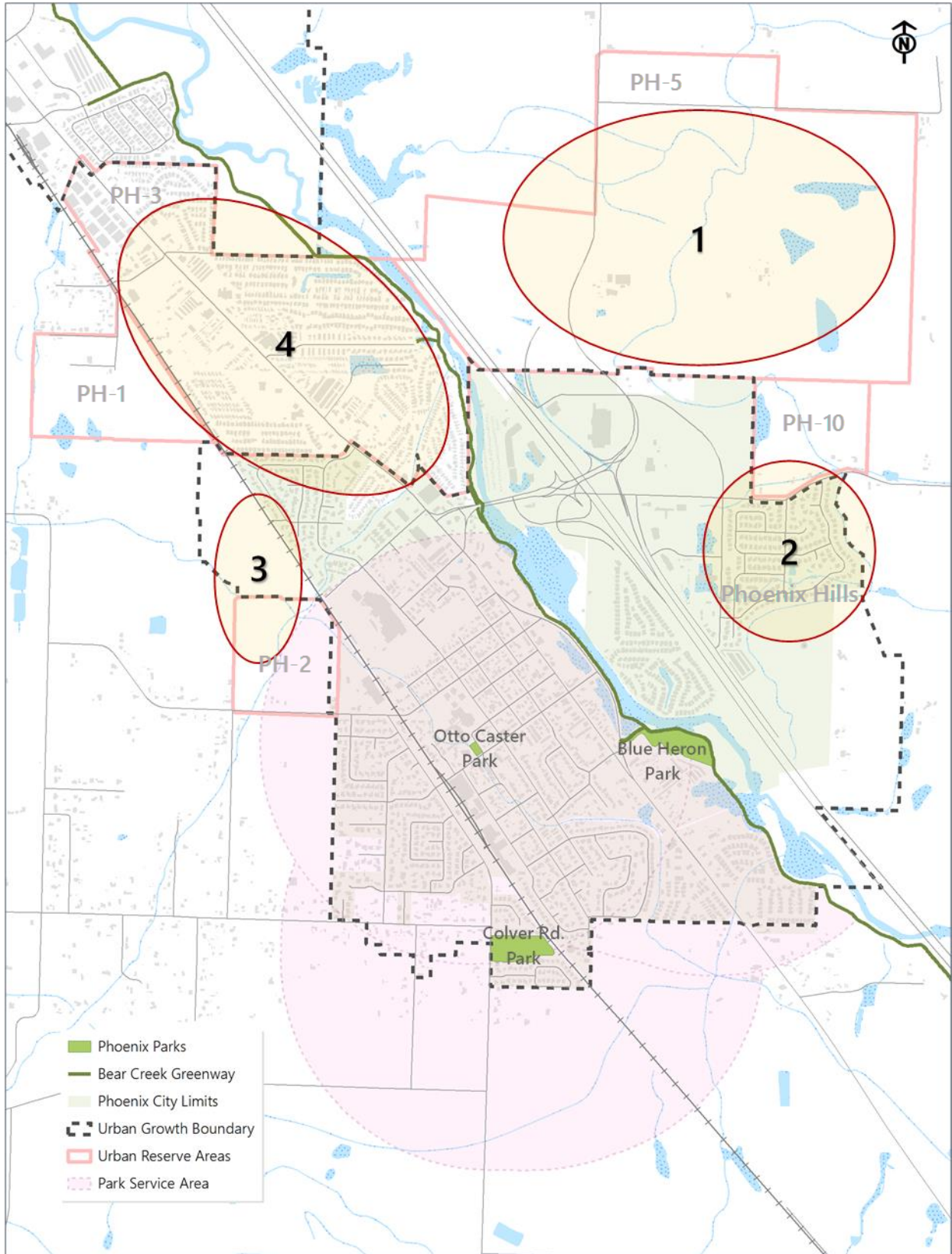
Table A-3 identifies parkland need by urban reserve area. The RPS identifies 20 acres of parkland in PH-2 and 49 acres in PH-5.

Table A-3. RPS Parkland Need by URA

URA	Developable Area (acres)	Park/Open Space	
		Percent	Acres
PH-2	40	50%	20.0
PH-5	412	12%	49.4
Total	452		69.4

Map A-1 on the following page represents the park planning team’s consensus for areas of the city (including urban reserve areas) where future park development should occur. The recommendations for park system expansion listed in Chapter 6 of the main plan provide suggestions for the type, quantity, and size of parks that should be developed in four different sections of the city (circled and labeled on Map A-1). In total, this new development should provide about 70 new acres of parkland for Phoenix residents in the next 20 years, with a *minimum* of 11.2 additional acres required to maintain the current level of service.

Map A-1. Areas for future parkland development.



Part 2: Parkland Acquisition and Development Framework

This section provides evaluation criteria for land acquisition decisions and design guidelines for park development. This framework should help the City set priorities for how it will acquire land and develop the desired new parks identified in Part 1 and Chapter 6 of the main Parks Master Plan.

Note that this plan does not identify specific tax lots or parcels for acquisition; rather, it identifies areas of need consistent with the RPS and matches them with opportunities and approximate locations for future parks (as depicted in Map A-1). Identification of specific parcels for acquisition would place a significant burden on both the City and property owners. It would not allow for reasonable negotiations to occur between the City and property owners during a land acquisition. Moreover, it would place the City at a competitive disadvantage in those negotiations by identifying the City's interest in a property and potentially inflating prices.

Acquisition Considerations

As the City begins to consider property acquisition in areas underserved by parks, it must carefully evaluate land options to ensure that the land will (1) meet the city's needs and (2) have minimal accompanying regulatory burdens. Prior to parkland acquisition, the City should conduct or require an environmental assessment of the proposed lands. The City should also assess the following factors when deciding whether to purchase or accept land:

Factors	Desired attributes
Topography, geology, ingress/egress options, parcel size, and location of land	Property is conducive to park development.
Vehicular and pedestrian access	Property provides flexible and easy-to-access options for vehicles and pedestrians.
Nearby property	Property that is adjacent to previously acquired property for parks should be given preference as this expands options for park development.
Land value	The average value per-acre of comparable land over the past three years should not greatly exceed the City's available park development funds.
Environmentally sensitive areas	New parks should be able to provide either minimal adverse effects on environmentally sensitive areas, or beneficial impacts.
Parks Master Plan and Comprehensive Plan	The property should be compatible with the recommendations and policies of the plans governing park development.

After evaluating potential parkland using these guidelines, the City may decide to purchase or accept donated land. The City must then turn its attention to park development. The park design guidelines tables (Table A-4) on the following pages

provide baseline standards to ensure that parks are designed in a way that promotes enjoyment, safety, accessibility, comfort, and sustainability.

Table A-4. Design Guidelines for Phoenix Parks

Program Area	Overview	Guidelines
<p>Safety</p>	<p>Spaces need to be designed to deter transient, illegal, or potentially threatening uses in parklands. Park design should emphasize transparency in public areas while also providing spaces for visitors to feel unmonitored.</p>	<ul style="list-style-type: none"> • Vegetation that is directly adjacent to pedestrian areas should be greater than 7 feet or less than 2 feet in height. Shrubs in the formal areas of the park that are taller than 2 feet should be limbed up to provide visual access to users and authorities. • Built structures should be situated for easy observation from areas of frequent use and convenient access by police. • Vehicle access to the park and amenities should allow authorities to patrol parks with some ease and proficiency. This access can also provide emergency services and maintenance. • Sidewalks and paths intended for vehicle use should be at least 8 feet wide. Those that are concrete should be at least 7 inches thick. • Rounded corners at park edges will provide protection from invisible intersections with adjacent areas.
<p>Plantings</p>	<p>The use of native and other drought tolerant vegetation can enhance park design and support the ecological systems unique to the region. The following vegetation and irrigation guidelines assist in the creation of efficient, distinctive, and lush spaces.</p>	<ul style="list-style-type: none"> • Vegetation along trail systems, waterways (creeks, rivers, bioswales and storm water) and within linear parks should consist of native plants and flora. The use of non-native species should be buffered by a broad band of native seed (i.e., tufted hair grass) between lawn and native vegetation. • New planting areas should be designed to require no irrigation after establishment (irrigation should be reserved for areas such as sports fields). The use of native and other drought tolerant vegetation will reduce the need for irrigation. To establish plants, consider using a temporary irrigation system or hand watering. Design the irrigation system so that irrigation heads spray underneath plants or into them, not above them. • Trees planted in groups increase the efficiency of mowing and maintenance. When designing tree groups, it is important to provide a flush border around groups to ease irrigation and mowing. • Planting areas in parking lots should be designed to provide continuous coverage within 3 years. The plants should be hardy, with a track record that indicates their survival in extreme environments. At least 400 cubic feet of the appropriate soil per tree in a planting strip is recommended. • Trees should not be planted next to restrooms because they may provide unwanted access to the roof as well as create hiding places near the structure. Shrubs surrounding restrooms should be less than 4 feet in height and should be limbed up to allow visual access under them. Plantings should allow maintenance access to the roof.

Program Area	Overview	Guidelines
Turf Areas	Turf areas allow different experiences in parks. Groomed areas provide field sports, picnicking, and free play, while rough mowed areas provide an aesthetic to the park while buffering natural and riparian areas. The process of maintaining and mowing turf should be efficient.	<ul style="list-style-type: none"> • Rough mown areas are mowed once or twice a year. There should be 15 feet between vertical obstacles in these areas. Maximum mowing slopes for rough turf or natural areas should be less than 5:1. Use native grasses such as Spike Bentgrass (<i>Agrostis exarta</i>), California Oatgrass (<i>Danthonia californica</i>) or Tuffed Hairgrass (<i>Deschampsia cespitosa</i>), especially in areas buffering waterways. • Groomed turf slopes should be less than 4:1, with less being preferable. Irrigation systems should take into account solar aspect, wind, and topography to minimize the overuse of water. The minimum distance between vertical objects is 7 feet for mower access. Design for continuous mowing, taking care to avoid the creation of dead ends, tight corners, or areas where a mower cannot easily reach. Provide a concrete mowing strip around vertical objects such as fence posts, signs, drinking fountains, light poles, and other site furniture with a 12" minimum off set between the object's vertical edge and turf. Also, plant trees in groups (see Planting). • Providing vehicular access for maintenance personnel is an important consideration. Curb cuts should be provided in logical areas such as turn-a-rounds. Curb edges should have large radial corners to protect adjacent planting or lawn areas. • Herbicide use should be limited to promote stream health as well as health of nearby flora, fauna, and humans.
Parking	Parking lots should be representative of the experience the user will have at the park. The entrance to the parking area should be considered an entrance to the park itself, with trees, other plantings, and signage included.	<ul style="list-style-type: none"> • A minimum of 3 to 5 spaces per acre of usable active park area should be provided if less than 300 lineal feet of on-street parking is available. • Park design should encourage access by foot or bicycle. • Provide bicycle racks at each primary access point and at restrooms. • The size of planting areas within the parking lot should be as large as possible with adequate room for maintenance to be performed safely. • Water runoff should be diverted into a bioswale before entering the storm water system to reduce the impact of pollution on stream and creek systems. To achieve water purification and cooling, bioswales should be planted with native or other drought tolerant vegetation (see Planting).

Program Area	Overview	Guidelines
Restrooms	Restrooms are an important public amenity in high-use park facilities. The components, design, and placement of restroom structures are important decisions to consider when specifying facilities. Restroom facilities should be safe, easy to maintain, and consistent with the park system vision.	<ul style="list-style-type: none"> • Interior surfaces and exterior surfaces of restrooms should be non-porous for easy cleaning (i.e., glazed block, glazed tile, painted block or painted concrete). The use of heavy concrete partitions between stalls is recommended. Specify only stainless steel restroom fixtures. • The drain inside the structure should always operate correctly. If the facility is near an athletic field, such as volleyball courts or a spray park, there should be an area outside the restroom with a faucet/ shower and drain for users to rinse off. • Including separate storage areas adjacent to the restroom structure can increase efficiency. Storage areas may house recreation equipment for fair weather activities and maintenance supplies for park crews. • Skylights can maximize the use of natural light. Minimizing light fixtures helps prevent tampering, destruction, and keep costs down. Facilities that are open in the evening should have lighting that is designed with vandalism in mind. Use LED lights whenever possible to minimize replacement and energy costs. • A 5 to 6 foot apron around the structure should be provided to protect the building from debris and water. Trees should be avoided next to the restroom (see Plantings).
Play Areas	Playgrounds should meet the needs of children of different ages and abilities. Playground facilities should ensure accessibility and safety for children of all ages.	<ul style="list-style-type: none"> • Parks that have playground equipment, sports fields and spray parks should be accessible to all children under sixteen. • Play areas should be level to reduce the surface substance from slumping to low points. Consider using beach sand as a cost- effective, low-maintenance playground surface. Do not use engineered wood chip surfaces because decomposition will result in regular and expensive replacement. • Play structures and equipment come in many different materials. Avoid specifying wood because: wood footings will rot, they are prone to termite infestation, the shrink/ swell defect of moisture loosens bolts and creates a safety hazard, and pressure treated wood contains chromate copper arsenate (CCA), a carcinogen. • Wooden play structures that exist presently should be sealed every two years to prevent arsenic leaching. • Natural play areas created from boulders, logs and land forms and playground equipment made from 100% recycled plastic or steel is recommended. Steel can become very hot in the summer months. If it is necessary to use steel, planting trees or other structures to shade the play area is recommended.

Program Area	Overview	Guidelines
Site Furnishings	<p>The selection of site furnishings (i.e., benches, trash receptacles, light poles, etc.) should be based on an established standard for Phoenix. The water fountains, benches, light fixtures and posts, signage and bike racks used in the parks should be consistent with those used in City civic spaces, along streets, and vice versa. Consistency in site furnishings will help establish an identifiable civic image, through the use of repeatable aesthetic elements, for Phoenix and the park system as a whole. These furnishings should offer comfort, aesthetic beauty and be of formidable stature to prevent vandalism.</p>	<ul style="list-style-type: none"> • Seating should be made from a material that is comfortable both in winter and the heat of summer while being able to withstand vandalism. Benches should be provided to offer places of rest, opportunities to experience views, and congregate. • Drinking fountains should be available at a ratio of 1 per acre with the exception of pocket parks (typically smaller than 1-acre) which should have one. Drinking fountains should be complementary to other site furnishings, such as benches, and be operational in freezing conditions. Consider drinking fountains that are friendly not only to human users but to canines as well. • Signage should be located in every park in areas visible to all users. For example, place a sign at the entrance of the park that is visible to vehicular traffic, also place signs along greenways and trails to inform pedestrians and bicyclists. Signage should be easy to read and informative. Interpretive signs fall into this category as well. They can be useful in natural and historic areas. When used in natural areas these signs should be placed outside environmentally sensitive areas (i.e., wetlands and endangered habitat) and should be placed in areas that are accessible to all.

Part 3: Financing Land Acquisition and Park Development

This section addresses the cost of land acquisition and park development and provides an evaluation of the existing (2016) System Development Charges (SDC) structure – the City’s main built-in mechanism for park development financing. Additional suggestions for park development financing are included in Chapter 7 of the main Parks Master Plan.

Cost of Land Acquisition

The RPS presents an acknowledged parkland need for Phoenix URAs of about 69 acres. A key question is “How much will it cost to acquire the 69 acres?”

The answer to that question depends on a number of factors including how much of the City’s system is acquired through donations, when acquisitions occur, where they occur, and a myriad of other factors that affect real estate values. Land acquisition costs estimates are needed for the purpose of the plan, and for setting the City’s parks system development charges (SDCs). The estimates presented here are based on the assumption that different types of land have different values:

- Vacant land inside the UGB is more expensive than the vacant land outside the UGB
- Serviced land is more valuable than land without services
- Platted residential lots in subdivisions are more valuable than residential tracts
- Lands closer to existing developed areas are more valuable than lands further from development

Data from Zillow and Realtor.com support these assumptions. Tract land inside the Phoenix and Medford UGBs averages approximately \$250,000 per acre. Land outside the UGBs is considerably less valuable—\$50,000 to \$100,000 per acre. Table A-5 presents a range of land acquisition cost estimates to meet the 69-acre parkland need adopted in the RPS Urban Reserve plan.

Table A-5. Estimated Parkland Acquisition Cost (69.4 acres)

Scenario	Per-Acre Assumption	Total Cost Estimate
Low Cost (per acre)	\$50,000	\$3,472,000
Medium Cost (per acre)	\$100,000	\$6,944,000
High Cost (per acre)	\$150,000	\$10,416,000

Note: Assumptions based on broad averages observed for land for sale on Zillow and Realtor.com in October 2016

The results suggest that land acquisition costs could range from \$3.5 million to \$10.5 million or more. The actual cost of land acquisition will depend on a broad range of factors that cannot be fully modeled. As a general principle, the City

should encourage land donations or bargain sales. Acquiring land in the URAs well ahead of when they are brought in to the urban growth boundary and city limits should result in lower overall costs.

Cost of Park Development

Once the City of Phoenix acquires parkland, the land must be developed. To provide a rough estimate of the costs of developing the RPS stipulated 49 acres of parkland⁵, we use the following per-acre park development estimates⁶:

- **Linear park** - \$82,000/acre (includes grading, irrigation, seeding, landscaping (trees), pathway, site amenities, parking)
- **Neighborhood park** - \$131,000/acre (includes grading, irrigation, seeding, landscaping (trees), playground, picnic area, picnic tables, pathway, basketball and tennis courts, small shelter building, misc. paving and site amenities, signage)
- **Pocket park** - \$107,000/acre (includes grading, irrigation, seeding, landscaping (trees), playground, picnic area, picnic tables, Pathway, misc. paving and site amenities, signage)
- **Community park** - \$113,000/acre (includes grading, irrigation, seeding, landscaping (trees), playground, picnic area, picnic tables, pathway, basketball and tennis courts, large and small shelter buildings, misc. paving and site amenities, signage, sports fields, parking and restrooms)

Based on these estimated development costs, Table A-6 shows projected development costs for the proposed additions of bikeway/liner park acreage, four neighborhood parks, four pocket parks, and one community park. In total, we estimate development of these parks would cost around \$5.6 million.

Table A-6. Estimated Costs of Parkland Development

Classification	Needed Acres	Development Cost	Total
		per Acre	Development Cost
Bikeway/Linear Park	8	\$82,000	\$656,000
Neighborhood	20	\$131,000	\$2,620,000
Pocket	1	\$107,000	\$107,000
Urban Plaza		na	-
Community	20	\$113,000	\$2,260,000
Total Parks	49		\$5,643,000

⁵ We assume that the 20 additional acres called out by RPS will remain as undeveloped open space and natural areas. These acres are not therefore not included in parkland development estimates.

⁶ Estimates developed by Greg Oldson based on figures from Willamalane Parks and Recreation District.

We therefore estimate the combined cost of new parkland acquisition and development over the next 20 years to be somewhere between **\$9.1 million and \$16.1 million**.

Current System Development Charges

In 2008, the City of Phoenix adopted a methodology for calculating system development charges (SDCs) and adopted a base rate for the Park SDC.⁷ Since then, the City has increased the base rate from \$423 per person (the 2008 rate) to \$444.03 per person. To determine the amount charged to a developer, the City multiplies the base rate by an accepted “persons per unit” figure, depicted in Table A-7, then multiplies this by the number of units proposed by the developer.

Table A-7. Per-Unit Park SDC Fee

Housing Type	Persons per Unit	Total SDC Fee
Single Family Units	2.84	\$1,261.05
ADU’s – 65% of SFR	1.84	\$819.68
Attached 2-4 Units	2.12	\$941.85
Multi-family (5 or more)	1.62	\$719.25
Mobile Home Park	1.64	\$728.70

Updating the Park SDC

In light of updated population growth projections and the new proposals for future parkland development yielded by this parks master plan update, we recommend that the City of Phoenix re-evaluate and adjust its SDC base rate. SDCs are an important mechanism for more equitably spreading the costs associated with increased infrastructure use to those creating increased pressure on public facilities (developers and new residents).

To properly update Phoenix’s SDCs, the City should hire an external consultant (as they did in 2008). Here, we provide some resources that should inform the consultant’s update process and assist the City Council as it considers what to adopt.

Total Capital Improvement Cost Estimates – Existing and New

Table A-8 provides a summary of the total costs estimated over the next 18 years. Depending on the cost of land acquisition, we estimate that total costs will be between \$10.1 million and \$17.1 million.

Tables A-9 through A-14 provide more specific cost estimates for capital improvements to Colver, Otto Caster, and Blue Heron Parks. Note that these estimates do not include labor.

⁷ City of Phoenix, Resolution 736. June 16, 2008.

The consultant hired to update Phoenix's SDCs can use these cost estimates when calculating a new fee structure.

Table A-8. Summary of Capital Improvement Estimates FY17-18 through FY34-35.

Existing Park Improvements	
Capital Improvements - Colver and Otto Caster	\$ 266,799
FY17-18 - FY22-23	\$ 238,125
FY23-24 - FY28-29	\$ 28,674
Blue Heron Improvements	\$ 770,277
FY17-18 - FY22-23	\$ 333,078
FY23-24 - FY28-29	\$ 204,796
FY29-30 - FY34-35	\$ 68,644
<i>Subtotal</i>	\$ 1,037,076
Future Land & Development Acquisition	
Land Acquisition - Low Estimate	\$ 3,472,000
Land Acquisition - Mid Estimate	\$ 6,944,000
Land Acquisition - High Estimate	\$ 10,416,000
Future Park Development	\$ 5,643,000
<i>Low Subtotal</i>	\$ 9,115,000
<i>Medium Subtotal</i>	\$ 12,587,000
<i>High Subtotal</i>	\$ 16,059,000
Low Total	\$ 10,152,076
Medium Total	\$ 13,624,076
High Total	\$ 17,096,076

Table A-9. Capital Improvement Estimates FY17-18 – FY22-23 for Colver and Otto Caster Parks.

Program Element	Quantity	Unit	Cost/Unit	Total
Colver Park				
C-1: LED luminaire (every ~50 ft on major pathways)	40	Each	\$ 1,500.00	\$ 60,000.00
C-2: Remodel bathrooms	1	Each	\$ 20,000.00	\$ 20,000.00
C-3: Repair horseshoe pits	--	--	--	--
Replace south fence (4ft high)	1	Each	\$ 1,600.00	\$ 1,600.00
Replace cement walkways	1	Each	\$ 10,000.00	\$ 10,000.00
C-6: Swing set with Dyna cushion mats	1	Each	\$ 5,900.00	\$ 5,900.00
<i>Subtotal</i>				\$ 97,500.00
Otto Caster Park				
OC-1: LED luminaire	10	Each	\$ 1,500.00	\$ 15,000.00
OC-2: Build 2 bathroom facilities	1	Each	\$ 75,000.00	\$ 75,000.00
<i>Subtotal</i>				\$ 90,000.00
SUBTOTAL				\$ 187,500.00
<i>Add 10% Design/Engineering</i>				\$ 18,750.00
<i>Add 15% Contingency</i>				\$ 28,125.00
<i>Add 2% Fees</i>				\$ 3,750.00
TOTAL				\$ 238,125.00

Table A-10. Capital Improvement Estimates FY23-24 – FY28-29 for Colver and Otto Caster Parks.

Program Element	Quantity	Unit	Cost/Unit	Total
Colver Park				
C-7: Fence for 1-acre dog area	834	Linear Ft.	\$ 17.00	\$ 14,178.00
C-7: Dog Park-specific furnishings	--	--	--	--
Seating benches	2	Each	\$ 1,500.00	\$ 3,000.00
Information kiosk/Doggie bag station	1	Each	\$ 2,000.00	\$ 2,000.00
			Subtotal	\$ 19,178.00
Otto Caster Park				
OC-3: Fence	200	Linear Ft.	\$ 17.00	\$ 3,400.00
			Subtotal	\$ 3,400.00
			SUBTOTAL	\$ 22,578.00
			<i>Add 10% Design/Engineering</i>	\$ 2,257.80
			<i>Add 15% Contingency</i>	\$ 3,386.70
			<i>Add 2% Fees</i>	\$ 451.56
			TOTAL	\$ 28,674.06

Table A-11. Blue Heron Improvement Estimates FY17-18 – FY22-23.

Program Element	Quantity	Unit	Cost/Unit	Total
Central Parking and Playground Area				
Parking Improvements				
Parking cost per space (does not include demolition and removal of existing materials)	33	1 space	\$ 1,692.50	\$ 55,852.50
Playground Improvements				
Splash pad (1200 - 1500 sq. ft.)	1	Each	\$ 100,000.00	\$ 100,000.00
2-5 year old play area (1000 sq. ft.)	1	Each	\$ 35,000.00	\$ 35,000.00
Site Amenities				
Sand volleyball court (50' x 80' with concrete border)	1	Each	\$ 20,000.00	\$ 20,000.00
Paths				
Paved paths (4" concrete)	5,300	Sq. Ft.	\$ 7.50	\$ 39,750.00
Solar lighting (45' spacing along major pathways)	35	Each	\$ 1,500.00	\$ 52,500.00
Vegetation				
Trees (2" caliper)	24	Each	\$ 250.00	\$ 6,000.00
Planting beds (Soil prep, fertilizers, plant materials, mulch)	6850	Sq. Ft.	\$ 3.50	\$ 23,975.00
			Subtotal	\$ 333,077.50

SDC Reference Points

Every few years, the League of Oregon Cities conducts a survey of Oregon jurisdictions regarding their SDCs. The most current survey is from 2013. Table A-15 on the following page provides some examples of SDC rates in other cities near Phoenix based on the results of the League of Oregon Cities' SDC Survey Report.

It is unlikely that the City will be able to cover all of the projected costs of capital improvements and land acquisition by increasing SDCs – the SDC base rate would have to be much higher than the public is likely to tolerate. These reference points should help the City Council determine a reasonable rate for Phoenix that will cover some of the park development costs while remaining palatable to developers.

Currently, the City of Phoenix does not collect SDCs on non-residential developments. As the City Council considers mechanisms for funding the additional 69 acres of parkland identified through Regional Problem Solving process, we recommend that Council consider adding a non-residential SDC. Over 40% of the acreage in Phoenix's Urban Reserve Areas is designated for employment (rather than residential) land. Adding an SDC for non-residential development will assist with covering the costs for new parks.

Table A-15. SDCs for Cities near Phoenix

City	Residential				Nonresidential			Basis of Fee
	Improvement	Reimbursement	Other Fee	Total	Improvement	Reimbursement	Total	
Phoenix	\$79	\$1,134	\$5	\$1,218			\$0	\$444.03 Base rate (Improvement fee = 6.52%; Reimbursement fee = 93.48%; Administrative fee = 3.81%). SDC = Base rate*x persons per unit (for example, 2.84 for single family residential)
Ashland				\$1,041			\$488	Residential SDC is a per unit charge. The nonresidential parks and recreation SDC applies to tourist accommodation developments only. A base rate of \$488 is multiplied by the number of tourist accommodation rooms in the development.
Talent	\$867	\$518	\$74	\$1,459			\$0	Cost of existing land owned by city and projected park facilities based on projected population
Medford	\$3,433			\$3,433	\$4,590		\$4,590	Based on type and number of residential units, or number of employees for commercial/retail. City uses the Standard Industrial Classification (SIC) Code to determine the number of employees per business type. Current fee is \$85 per employee for commercial/retail. The SDC for nonresidential was based on 54 employees.
Central Point	\$1,746	\$548	\$85	\$2,379			\$0	Single Family Dwellings are categorized as 2.69 people per household. Our SDC is \$853 per person plus a 3.7% admin fee.
Eagle Point				\$2,304				Set rate per dwelling unit, reduced rate for RV/Trailer spaces. Unsure of breakdown between improvement fee and reimbursement fee.
Grants Pass	\$637	\$512		\$1,149	\$2,917	\$2,277	\$5,194	Improvement fee is acquisition SDC and reimbursement fee is development SDC. Residential is per unit, nonresidential is per parking space.

Source: League of Oregon Cities. "SDC Survey Report – Summary Data and Tables." Summer 2013.

http://www.orcities.org/Portals/17/Premium/SDC_Survey_Report_2013.pdf

Source: City of Ashland. System Development Charges webpage. <http://www.ashland.or.us/Page.asp?NavID=15787>

APPENDIX B – RESOURCES

This appendix compiles resources requested by the Phoenix Parks Commission to assist with taking action on the recommendations included in the main parks plan. It includes information about park system staffing, resources for forming a nonprofit “Friends of the Phoenix Parks” organization, and a preliminary plan for horseshoe pit upgrades provided by the Rogue Valley Pitchers.

Park System Staffing

As the Phoenix park system grows to accommodate population growth and better serve underserved areas, the City must consider the additional effort required to maintain parkland and manage recreational programming. We investigated four Oregon cities with populations between 9,000 and 10,000 to understand how these larger cities manage their parks. This research revealed that park staffing can vary greatly even in cities of a similar size. Ultimately, the City of Phoenix will have to determine what is appropriate for its particular needs, but these case studies provide a starting point for the discussion about future park staffing.

Baker City, Oregon

Population: 9,828

No designated Parks Department. Maintenance is contracted and YMCA recreation centers are shared with the City. 1 FTE for water and street maintenance and 2 FTEs allocate part of their hours to Parks.

Cottage Grove, Oregon

Population: 9,686

Designated Parks Department housed under Public Works with 2 FTEs who split their time between Parks and Buildings & Maintenance Departments.

Newport, Oregon

Population: 9,989

Designated Parks Department with 1 FTE for recreation and 2 FTE and 1 PTE for maintenance (hire extra employees for summer season).

Sandy, Oregon

Population: 9,570

Community Services Department with 1 FTE who oversees multiple facets including Parks and the Parks Board. The Parks maintenance is handled by Public Works Department.

Resources for Forming a Nonprofit “Friends of” Organization

In Goal 5, Recommendation 3, we recommend that the Phoenix Parks Commission work with community members to form a “Friends of the Phoenix Parks” foundation that can accept charitable contributions. This will require the official

formation of a nonprofit corporation by filing documents with the IRS and Oregon Secretary of State.

We suggest the Phoenix Friends identify an existing “Friends of” organization that may be willing to share their bylaws. Phoenix residents can then easily adapt these existing documents to suit their needs. Ashland has a parks foundation (established in 1995) that might serve as a model:

- Ashland Parks Foundation
<http://www.ashlandparksfoundation.com/Index.asp>

Another example, more centered around habitat restoration, native landscapes, and trail work, is the Friends of Hendricks Park organization, based in Eugene, OR:

- Friends of Hendricks Park <http://friendsofhendrickspark.org/index.html>

For additional guidance, we recommend interested residents make use of resources from the Nonprofit Association of Oregon (NAO). NAO’s website offers comprehensive guidance on forming a nonprofit. NAP also has knowledgeable, helpful staff who can answer questions.

- NAO’s resources for starting a nonprofit:
https://www.nonprofitoregon.org/helpline_resources/tools_information/aqs/starting_a_nonprofit

Other useful sources of information include:

- Oregon Secretary of State:
<http://sos.oregon.gov/business/Pages/nonprofit.aspx>
- The Foundation Center:
<http://foundationcenter.org/gainknowledge/map/oregon.html>

Rogue Valley Pitchers Preliminary Plan for Horseshoe Pit Upgrades

The following text was provided by Alan Ringo of the Rogue Valley Pitchers to assist with planning for upgrades of the horseshoe pits located in Colver Road Park.

Horseshoe Pitching at Colver Park

When was the last time you stopped by Colver Park? Was it taking kids to the playground? Or a Sunday picnic to use one of the covered areas there? Have you hiked in the park on the walkway around the main field and seen the softball/baseball field there? But, have you noticed there are 12 horseshoe courts in the park? And, maybe you have been at the park when a tournament was taking place or a group was practicing or a couple of people were enjoying a game of horseshoes at the courts. How many of you have pitched horseshoes or wondered about the sport as you watched these events? Did you know there is an organized, local club that regularly practices and competes at the Colver Park Horseshoe courts?

The first sanctioned tournament was held on June 29, 1985. City utility foreman Jim Wear and Bill Stoner donated 350 hours labor to install the pits. To this day there has been a horseshoe club active at the courts. The club now goes by “The Rogue Valley Pitchers.” The group would like everyone to know about them and encourages new members to join in the fun. All ages and skill levels can participate and get instruction. Many members pitch year round – our retired pitchers meet regularly on Tuesday mornings. The busiest time for the club is April thru September. In addition to Tuesday mornings, club members also pitch Mondays at 5pm at Colver Park, Wednesdays at Grants Pass, and Thursdays at Rogue River. Pitching on Saturdays may take place at any of these courts. Beginners can get instruction and everyone can have fun and improve. Those interested in higher levels of competition may opt for local tournaments or joining the Oregon Horseshoe Pitcher’s Association. Winter tournaments and practice are now being scheduled. For more information, contact Alan Ringo at 541-779-6867.

More about the Rogue Valley Pitchers at Colver Park

The membership has ranged from 20-35 members from 2010-2015. This is a group that comes from Southern Oregon (not just Phoenix). The Rogue Valley Pitchers pitch every Tuesday morning year round (weather permitting) and from April – October has a scheduled group practice one evening a week. So, scheduled practice days will see the courts used 75-100 days a year. This does not count random days that members will come to use the courts. I know that others use the courts and picnic groups often include horseshoes in their activity selection. During the April – October time frame we have averaged hosting about 6-8 tournaments a year.

Court and/or Safety Improvements Needed

30-35 years of wear and tear on the cement walkways have seen the walkway cement chipped away on the outer edges of each walkway. Other than an occasional backboard or peg being replaced, there has been little improvements made since the building of the courts in 1985. One exception was the replacement of the North fence about 10-12 years ago, changing the 3-foot fence to that of the present 4-foot fence – a big safety improvement. The courts could stand some improvements for safety and longevity reasons. Some of the possible improvements that would be recommended depending on the budget available would be (there is no particular order of priority in this listing):

1. Replacement of the backboards in all courts.
2. A 4-foot fence on the South side of the courts with 1-2 gates.
3. Fence in the East and West ends – leaving a drive-thru gate on the West end for access and maintenance and small gate on the East end to access water.
4. Add a second gate on the North side near the basketball court area.
5. Cement walkways redone in some or all courts. Bend, Oregon has recently refurbished the entire horseshoe facility at Juniper Park – a good model.
6. Make all pits surrounded by cement (even if front) with imbedded angle iron on the front foul line – this will prevent any foul board/cement replacement in the future.

7. Proper drainage and upgrade of the material covering the infield between pits.

Depending on the budget available, some or all of this could be done. Safety should be the number one concern and longevity a close second so repeat refurbishing is at a minimum. Keep in mind that the Rogue Valley Pitchers do a lot of volunteer upkeep and maintenance throughout the year.

Contact: Alan Ringo – Rogue Valley Pitchers (779-6867) or avringo@charter.net

20 Year Plan for Horseshoe Courts at Colver Park

The main expense in upgrading the horseshoe courts at Colver Park would be cement work and fence replacement. The other repair and upkeep items would be minimal after the initial work. Looking at the original construction being done in 1985 and lasting to the present, if redone properly, the main expenses would occur in the first 4-5 years of the plan with minimal upkeep in the years that follow. Part of the plan has already occurred this year. See a recommended time-line below, if year one is this year with item one already being done:

1. Year one (2016) – Backboard replacement was done in May, 2016. Materials were paid for by the city and the local Rogue Valley Pitcher's horseshoe club did the work.
2. New, four-foot fencing on the South side of the courts – estimate given at \$1600.00 would be the recommended next step for the next budget year. The local horseshoe club would replace foul boards and do basic maintenance at the courts. The city would continue their normal weed spraying schedule, leaf removal at the park as they normally do .
3. The most expensive step would be redoing the cement walkways/pads in some or all of the 12 horseshoe courts. Ideally, having all 12 redone would be the recommendation, but an alternate plan could have 2 or 3 courts done each year over a period of time so that a lesser amount could be budgeted annually for a period of 4-6 years. \$2000-\$2500 each of 4 years would finish 3 courts per year. The costs will vary with the quality of the materials requested. The city of Phoenix may have some contractors that have done quality cement work in the past and seek their expertise in the project.
4. As courts are done, the fill material between all the cement pads would be added. I don't know the cost or what would be chosen.
5. The 14-20 years that follow would require minimal upkeep and replacement – broken backboard and foul board replacements (no foul board replacement if cement/angle iron protection done in front of each horseshoe pit).

The horseshoe courts at Colver Park in Phoenix, along with All Sports Park in Grants Pass, are the only NHPA (National Horseshoe Pitcher's Association) sanctioned courts in Southern Oregon. Roseburg and Bend are the next closest sanctioned courts. Rogue River and Merlin have useable courts for recreational use. The Colver Park horseshoe courts can be used in their present state, but continued breakdown of the edges of the walkways make it more likely to have ankle/knee injuries as the surface becomes more uneven. Few of these injuries occur, but prevention is the goal.

APPENDIX C – COMMUNITY INPUT

This appendix describes the process for gathering input that informed the Phoenix Parks Master Plan and documents the findings from the various public comments we received.

Public Workshops

Armadillo Technical Institute Workshop: May 18, 2016

The first of two workshops at high schools in Phoenix was designed with the intent of getting input from youth, a demographic strongly affected by parks development but which is often not the target of regular community outreach.

At the ATI workshop, the CSC team worked with around 15-20 middle school and high school aged youth, who were strong advocates for the addition of a skate park to Phoenix. The participants enumerated the reasons they believe a skate park is needed in Phoenix and participated in a visioning activity where they drew and designed their ideal park on worksheets.

The students voiced concerns that Phoenix does not offer sufficient activities and recreation for youth, and this lack of options can sometimes lead to behavior deemed “delinquent” such as loitering and skating in non-sanctioned spaces. Whether in the form of a skate park or other diversions for young adults, ATI students hoped that additions to the parks system would intentionally seek to serve young adults, not just children.

Phoenix-Talent HS Workshop: May 18, 2016

The CSC team also met with students in an AP Environmental Science class in Phoenix High School. The class of 25-30 upperclassmen participated in the same “ideal park” visioning activity as in the ATI students in small groups, and then shared their ideas with the whole class in a group debrief.

While their requests were less centered on the idea of a skate park, they also seemed to echo the sentiment that Phoenix needs more activities for youth. Common themes to emerge from the students’ brainstorm included activities-based spaces, such as sporting facilities, holistic and natural design appearance, and water features.

Phoenix Parks Open House: May 18, 2016

The first public workshop was designed to introduce residents to the parks master plan update process and gather initial input on how residents would like to see the parks expand and change.

Activities included dot posters which allowed attendees to select up to 3 features they would like to see incorporated into the current parks by placing dots on a poster displaying a variety of potential park amenities and designs. Workshop

visitors also used a map of Phoenix to indicate where they would like to see future parks, and wrote comments about the park system on a comment board.

Blue Heron Design Workshop: June 4, 2016

The CSC team used a workshop in Blue Heron Park to gather design ideas and feedback for the park's redesign, as well as additional input on the entire parks system. Workshop visitors again participated in the dot poster and map activities, as well as a mini-survey about Blue Heron and general comment boards. The CSC team's landscape designer was present to assess design potential of the park and to gather concept ideas from participants.

Dog Days of Summer Workshop: July 24, 2016

The CSC team staffed a booth at the Dog Days of Summer festival in late July to gather public feedback on the Blue Heron design concepts produced by the team's landscape designer. The three design concepts were displayed on posters, and a landscape architecture student facilitated conversation and critiques to help assimilate the most popular elements of the three posters into a final design concept.

Other CSC team members invited further feedback on parks and recreation needs and desires with the public using the same activities present at the Blue Heron design workshop and through open conversation.

Stakeholder Interviews

Diane Reiling: President of the Garden Club

- Discussion in this interview centered on environmental preservation, especially of pollinator species. The Garden Club was involved in the creation of the current monarch waystations in Blue Heron Park and Reiling would like to see more presence of environmental activism and education in Phoenix parks.
- The Garden Club may be interested in one-time or small scale assistance with installing or maintaining gardens in the parks.

Sandra Wine: Active member of the Community Garden

- The discussion surrounded the community garden and its success as a component of Blue Heron Park. The garden is very active and most plots are usually filled.
- Wine was also involved in starting a small community garden affiliated with a low-income apartment complex. She believes such projects could be a key to civic engagement and food security, especially with the city and parks department's support.

Theresa Sayre: Phoenix-Talent School District Superintendent

- Interview focused on the overlapping needs and services of public parks and school grounds and facilities. School grounds can serve a function similar to parks for the community, but only after school hours or with reservations for some facilities (i.e. track for large groups).

- Sayre believes there is a need for more activities and spaces for teens, particularly those living in trailer parks and apartments. She would also like to see infrastructure improvements around town to make parks more accessible by biking and walking, particularly to serve the North areas of Phoenix that are further from the current parks' service radius.

Mike Foster: Reverend of Presbyterian Church

- Conversation centered on making sure parks developments serve as wide a demographic as possible and are inclusive to all residents. Rev. Foster sees parts of the community that don't typically have a voice in outreach and city government events.
- Phoenix is a fairly low-income community and so parks activities and events should take care to be economically inclusive, either free or at a low price. The City should also put effort into having events that aren't centered on spending disposable income.

Clarkie Clarke: Community member and skate park advocate

- This interview concerned the possibility of building a skate park in Phoenix to create more activities for young adults and serve the community's skateboarder population.
- Skate parks can be a valuable asset to bring in people from out of town and provide entertainment. There is already a group of youth forming to advocate for one through petitions and other measures.

Aaron Spohn: Skate park builder, located in California

- Interview concerned gaining information about the practicality of skate park development and possible strategies for implementation.
- There are many different funding strategies that can remove much of the burden from the City. Oregon has a strong grant program for skate park development that will match city funds at a higher proportion. Skater advocates can also engage in fundraising to raise money, support, and awareness, as well as convey their commitment to creating a skate park.
- Breaking down the stigma surrounding skateboarding and getting it to be seen as a legitimate sport is an important step, which can be accomplished with public forums and data-based proof.

Sharon Schmidt: Business owner and active member of Bee City USA

- Focused on creating "pollinator and people friendly habitats", as well as educating people about the importance of pollinator preservation and low pesticide use.
- The parks can play an important role in this mission by planting pollinator friendly habitat, lowering the use of pesticides, and offering classes and educational information about pollinator preservation.
- Bee City USA would be interested in helping with creating more pollinator gardens in the future, as well as teaching educational classes about the need for pollinators and beekeeping.

Community Survey

The community survey was created to obtain more expansive input on park usage, satisfaction, comments, and funding strategies from a broader range of residents than those who attended public workshops and other outreach events.

Methodology

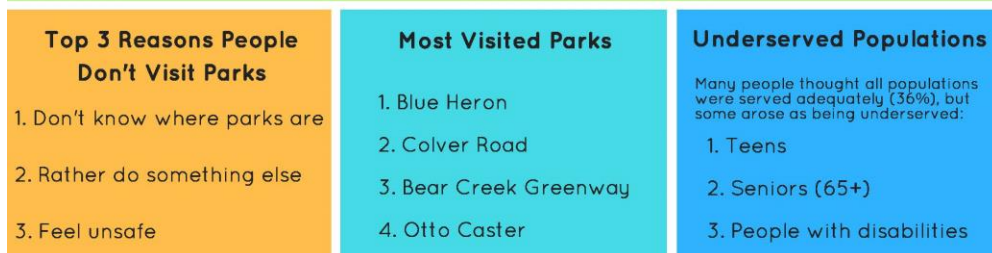
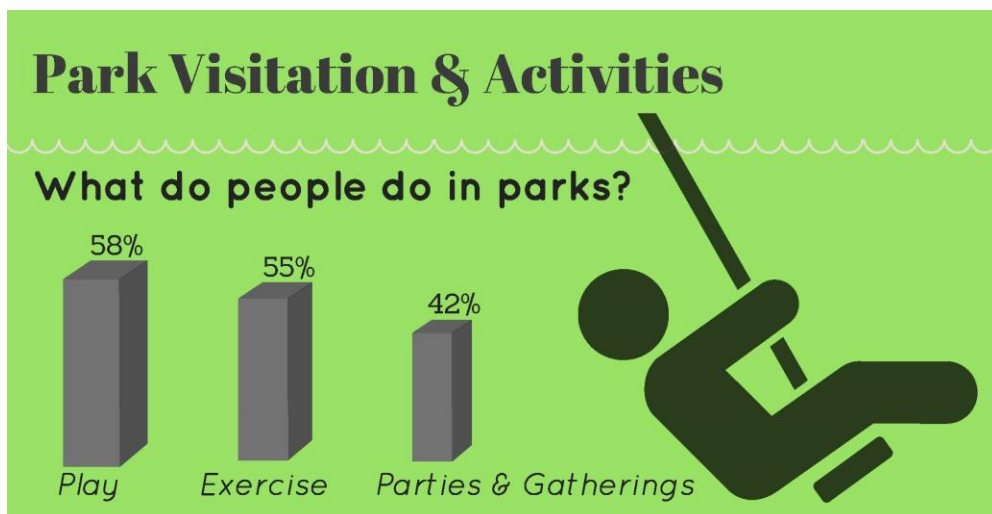
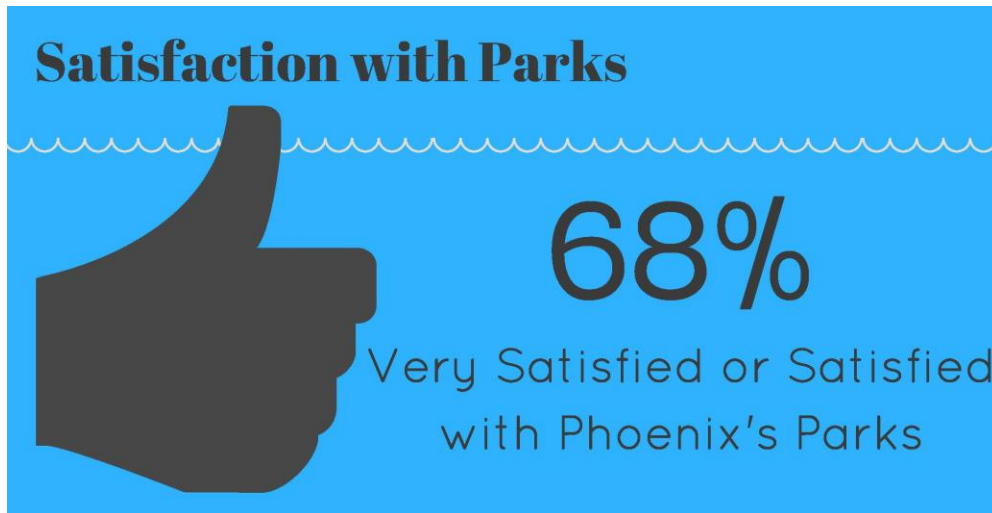
The survey was mailed twice to lists of registered voters in Phoenix (first to a random sample of 1,040 voters, then later to a random sample of 750 voters using a more up-to-date voter registration list). The survey was also made available in paper form at the public library and online. The City of Phoenix promoted the survey link using their Facebook page. In total, the survey received 190 responses.

Since the survey was not conducted as a strict random-sample, the results should not be generalized as representative of the entire Phoenix population's desires. The results, however, do provide insight into what some residents see as priorities for their parks.

Responses

The parks planning team created the following visual summary of key points to emerge from the responses to the survey. We also provide a full summary of responses to each of the survey's 26 questions (aside from those questions recorded under text responses).

Summary of Key Themes



Priority INDOOR Activities



Lots of interest in...

1. Swimming pool or splash pad
2. Community Center

HIGH

Moderate interest in...

1. Running or walking track
2. Volleyball
3. Basketball
4. Fitness & exercise equipment
5. Tennis

MEDIUM

Not much interest in...

- Art studio & gallery (display space)
- Racquetball
- Performance venue

LOW

Priority OUTDOOR Activities

Lots of interest in...

1. Water, spray, or splash play features
2. Restrooms
3. Green space/natural areas
4. Sheltered/covered areas
5. Picnic tables

HIGH

Moderate interest in...

1. Cooking facilities
2. Tennis Court
3. Basketball Court

MEDIUM



Not much interest in...

- Skatepark
- Football field
- Baseball field

LOW

Funding for Parks

On average, people want to spend the most on

1. Improving existing parks
2. Building new parks



83%

Support using a portion of the cannabis tax for parks

Support a new fee on the utility bill for parks **38%**

48% Would be willing to pay \$1 - \$3 for this fee

Full Survey Responses

The following pages contain the full responses to the parks survey, excluding questions that required text responses. Text responses are recorded at the end of this appendix.

Text Responses

The following are categorized text responses for survey questions that asked respondents to write in answers. As categories are broad and some residents offered lengthier responses, some responses could fall into multiple categories; however, they have only been recorded here only in one.

Question 4: Please write any specific comments or concerns you have about parks and greenways in Phoenix in the box below. Consider landscaping, safety, maintenance, etc.

Parks System as a whole

General comments

- I'm very happy parks are in Phoenix
- All fine!
- I think Blue Heron Park is great for families
- In general, I am satisfied
- Nice signs accompanying the park entrances
- Overall good job!
- Overall I'm happy with the park options we have in Phoenix.
- So important as a resource for the people who live in Phoenix
- The parks are great!
- Very happy with everything.

Cleanliness and maintenance

- Bathroom cleanliness is very important to me. I have young children and appreciate a clean place for them to use the restroom while we are out!
- Bathrooms could be kept cleaner
- Functional maintenance of the spaces - like having holes in the fields.
- Great maintenance for small staff number
- I feel our parks staff have done a great job with maintenance
- It seems that when something breaks it takes a long time to get fixed, or just gets removed.
- More maintenance in general
- Mostly in good repair and free of graffiti.
- Restrooms are clean!!
- Should be mowed more frequently
- The fences along Clover Park should be replaced.

Safety

- Greenway safety
- I think all the parks in Phoenix should be smoke free. I am tired of smelling people smoking cigarettes and pot.
- I would like more lighting even though they would be closed at night. I feel the lack light can hide people, drugs, etc.
- I would like more lighting to deter people using the park after hours
- Most locations are great would just like to see more security to monitor certain areas better
- Personal safety around transient population

- Please keep transients away from the park. Police patrols would alleviate this problem.
- Provide for residents first. Keep safe from bums/vagrants/panhandlers
- Safety and keeping them free of homeless and drugs.
- Shady people, drug addicts, bums and spare changers are ruining the greenway - people take this path to and from work a lot
- The greenway is horrible
- These would be important, but for the fact most people would not venture there alone!
- With many kids to watch, I want good visibility of strangers for safety reasons - I want to see them coming far off in case we need to leave quickly

Desired Additions

- I feel like the Phoenix area could use some beautifying and parks are a great way to do that.
- I really appreciate the large open spaces in Colver and Blue Heron, however Otto Caster has no public restroom.
- I think the kids get a little bored of just climbing, there are no longer slides, swings and merry-go-rounds in most parks, all of which I too enjoyed. Maybe we need a big/ little kid and senior combo park or some unique play toys! I think there is equipment for seniors available, it would be fun to participate with the kids instead of just observe. I think the slats in the plastic equipment could cause compound fractures if a foot or an arm were through one and the child fell.
- I would like to see the area behind the high school developed into a walking greenway along the TID and connect park space to be developed near Dano.
- I would love if there were some hiking trails through Phoenix and more spaces for community gardens.
- I'd like to have Dog-inclusive parks, with no leash requirements
- We also need a skate park for the youth. They have nothing else to do in Phoenix, the only town without a skate park in southern Oregon. Let's fix that.
- Less homeless and more water fountains. And more lighting
- More lights on all parks for walking at night
- More shade, garbage pits, water rec, ponds, waterfalls, etc.
- My family has had several children's birthday parties at the Blue Heron Park and especially the Clover Road Park. We would like to see additional playground equipment installed at the Clover Park. Overall, we love these parks. They are quiet, clean and well maintained.
- Need more restrooms, would be nice to have a water feature or pool for those in the Phoenix area
- Needs a water/splash pad and a dog park
- Phoenix needs a dog park!
- Shade trees are great!
- There needs to be a dog park in Phoenix. I live in East Phonics on the east side of the interstate. No parks at all over here for that matter. A dog park and a park over here is needed.
- There should be a basketball court. There should be a park near the Phoenix Hills subdivision.
- Too much empty space. A skate park needs to be built its good for the community
- Would love to see a splash area at colver rd
- Would love to see more trees. Also more for teens like an indoor or outdoor skate park so they don't have to skate on the roads.

Infrastructure and Community Needs

- Need a sidewalk on at least one side of Colver Rd Park. Is there city fund for a park with a "country" view? Which parks have fitness courses?
- Need better access for wheelchairs and bikes. Need ramp in corner closest to the greenway, going straight in.
- Parks are fine the road sucks!
- I think cleaning up the storefronts along 99 should be priority. Returning the road to 2 lanes is also a good idea.
- Get rid of the "road diet" through town
- Need a pool and fitness center in Phoenix

Other comments

- My main concern is that the city stop using astronomical water fees to support anything other than the purchase and delivering of water
- Not Used
- Since I lost my husband 3 years ago I have not revisited our parks as much. I take my grandchildren to the parks when they visit and occasionally have lunch with a friend.
- You have to think about what activity you want to do then decide which park would best work for that

Blue Heron Park

General comments

- Beautiful park, not sure what it offers
- Coming along nicely, keep it up!
- Constantly Improving
- Blue Heron is coming along nicely. When my kids were little, we didn't use the park much because there wasn't much shade. I was nervous to let the kids explore because of the Greenway (transient activity)
- Good
- Good
- Great for families
- Great park! Perfect to take my three year old to just like the other two. Great for a not so hot day
- I haven't been there that often, but when I have, I thought that it was well maintained.
- I like the park
- I really enjoy the open area with all the grass.
- I really like the community garden and fun equipment, thank you
- It's nice, love the community garden.
- Lots of beautiful improvements for families and groups. Community Garden!
- love the band shell
- Nice addition to the community. Improvements have been attractive.
- Our newest and most beautiful park in a very good location along the greenway, Could use more development
- Overall we are lucky to have this park and its connection to the greenway.
- Plenty of green grass. I wrote on another note that if I'm available this fall I could volunteer or spring.
- Popular, well used, like using the community garden

- Happy it has grass and is getting some shade.
- Very attractive and clean
- Very nice capital improvements in the past 5 years have created a lovely space.
- Very nice park - feels safe and well maintained
- Very pretty, it is my favorite Phoenix park
- Very pretty after recent improvements. Look forward to bandshell being utilized more.
- We enjoy this park
- Well maintained

Cleanliness and Maintenance

- Bandshell has chalk drawing on it and has not been cleaned/tended too
- Dogs off leash - people not cleaning up after pet and themselves
- Drinking Fountains need attended
- Goat heads all over the park
- I wish those water pumps were on at the 2 shelters every day
- Needs bark replaced more often and equipment fixed
- Needs more attention to puncture vine (goal's heads) used control. Weeds already growing and setting seeds by bandstands!
- Stop Vector Control from spaying poisons on our bees and Monarch Stations at Blue Heron and other bee, Monarch friendly cities.
- The play structures could be maintained a little better
- Too many goat heads!
- Wish driving fountain was alias on and worked better

Safety

- There seems to be a lot of odd behavior at Blue Heron Park, not sure if it's due to its seclusion but I never feel safe when I go there.
- Due to homeless/transient use of bathroom, they should be checked more often/ have found them disgusting more than once.
- Last few times we have went we ended up leaving shortly after due to strange activity and drug deals.
- safety issues due to greenway use
- Safety with the Greenway right there and dense trees at the play equipment - Love the shade but want visibility at play equipment with several children - would love fence along Greenway for safety
- The tire swing seems a bit too hard and heavy because if a toddler should get loose and run into its path he could be very injured, maybe a little fence around it. I don't like the bums being there.

Desired Additions

- Functional. Good for children. Not so pleasing to the eye.
- Good park - needs a skate park for kids and maybe a water fountain for kids to play in
- How about lighted tennis courts
- It's hard to watch the kids play from the covered tables when we have parties there. It would be nice if it had an additional party area where the kids could play on the playground equipment and be visible to the adults at the tables.
- Large paved track or area for kids to ride bikes. Gets a bit scary or greenway with heavy bike traffic

- Skate park needs to be built ASAP
- Needs more for Kids.
- Needs to be a venue for a festival the puts Phoenix on the map. Take advantage of our Hispanic Heritage. Have a giant Hispanic Themed festival
- Nicely kept - more plants, flowers, sitting areas
- Not enough bathrooms, needs shade, electricity for covered areas, water features, dog area to let off leash
- There could be a better surface under playground equipment and the amphitheater is inadequate for anything but a very small group venue...no natural slant of ground to enhance viewing even on blankets on the ground...what was the thinking for this project?
- Skate park needed for our youth.
- I would like to see a venue board at the highway so we don't miss any fun things like concerts.
- Might need more parking or a shuttle if there is a well-attended event.
- Also would be a great place for a dog park.
- Would like to see more added
- Would like to see more public garden plots

Water Features and Shade

- Could use more play area shade
- More shade
- Need more shade trees!
- Needs a sprinkler park area for kids there is no shade to speak of yet until the tree grows
- Be nice to have a couple of lush places with shade and seating.
- Needs more trees, there isn't any shade
- Would love to have a splash pad.
- Maybe more shaded areas?
- Too much direct sun, but understand it will change with tree growth
- This park needs more shaded areas and a splash pad or skate park would be great. Phoenix has no water park or skate park which would greatly benefit kids of all ages!

Other comments

- Never been yet
- The ingress egress for the bike path is not easy right there.
- Too close to a trailer park, not a very nice looking one either, needs a new location. I would never go there. Also runs along Bear Creek Greenway yuck! See below.
- Use the space better as well as the bandshell

Colver Road Park:

General comments

- Beautiful and quiet
- Beautiful! Wonderful shady park. Perfect for kids parties
- Best of all - leave big field alone
- Clean well maintained

- I love that they keep it clear so there is visibility all the way to the tracks, nowhere for bums to hide and that I am able to see the kids no matter where they run, I like the fence, the shade, parking, shelters, fruit to pick and the walk way. If the building is rent-able it would be nice if the info. Were posted. The trash bin NOT in a shady parking spot and so close to the kids is nice but I think it should have a lock on it as I see many people that might be bringing their home trash to dump.
- I think they do a pretty good job maintaining the park. It is hard to keep up with the litter thrown by irresponsible visitor, (and I try to help when I am able to walk) overall they do a darned good job
- It's a great open space, easily accessible from my neighborhood
- Kept in good condition although paths are cracked, not a big deal.
- Love it.
- Love seeing folks using this park...softball, picnics, playground, horseshoes!
- Love the horseshoe pits
- Love the little park. Did a birthday party here
- Love this park - it is off the road for play, shaded, but visibility of whole park is great
- Love this park! It is vital to the community!
- The park is in great shape and well taken care of but there is minor work like removing fallen branches from the trail.
- Very nice park.

Cleanliness and Maintenance

- Baseball diamond field and infield in despair
- Better landscape maintenance. Field needs to be smoothed out.
- Could be maintained better
- Could use more often clean-up crews! It is a home people do not pick up after themselves! I see more people leave a mess and I or other people pick up trash!
- Ground is very uneven and should be smoothed out
- We frequent the baseball diamond, and the dugouts are often filthy with garbage and drug paraphernalia.
- It would be nice of the grass was in better shape
- Wish drinking fountains functioned better
- hoping for updated bathrooms
- Would like to see more upkeep! Better maintenance thank you.
- Maintenance doesn't seem as good as it has been in past (green space)
- Need field work for ball field and all grass many holes!
- Would like playground and park to be better maintained
- Very dirty bathrooms. No child changing tables

Desired Additions

- Again a splash pad would be a great addition to this park.
- Basketball court needs to be fenced in better so that we are not chasing ball in the bushes or parking lot. Perhaps some lighting for the courts
- Big open area - Have adult casual player softball league
- I would like meow benches/picnic tables. I like the park too
- I would love see upgraded bathrooms at Colver.

- If there aren't any swing sets, that needs to be added. Same goes for basketball hoop. If dogs aren't allowed then they need to be allowed and add a cleanup station. The city also needs a pool.
- It would be nice if you could expand the playground (swings, slides, more climbing obstacles, etc.) Also a sprinkler park would be a nice addition.
- My son loves this park, although it would nice to have some swings
- Need more for kids... trees, anyone can take a big field and call it a park...
- Needs a dog park - perfect place for one
- needs swings, would be nice if Colver rd had a side walk that ended at the park
- Needs walking path around green area
- Nice open field, could use more shade around play structures
- No swings for children. Need doggy park,
- Swings for children. Pathway cracks need fixing
- Swings needed
- This would be an ideal spot for a splash park, the younger children and toddlers need a safe place to play too.
- Upgrade playground
- We miss the swings!
- Were it up to me I would remove the horseshoe area and place a water feature
- Would have some swings at this park. A water park would be awesome!
- Would love to have swings.

Landscaping

- Blue Heron is the nearest to my residence so I haven't visited this park for a few years, but at the time we were going there it could have used a little more landscaping as I remember.
- Good for children, walking, horseshoes, basketball etc. Seems to be a sports park. Wouldn't call it beautiful, pleasing to the eye. What about Rose gardens. Koi ponds in one of the parks. I suppose it's costly.
- Make it look more appealing, Colorful landscape and plants from the road e.g. around sign at Colver park
- More flowers and trees
- More places to sit along the park and shaded areas
- Uneven ground in the field

Other comments

- Again, the playground equipment is VERY far away from the covered tables.
- COLVER Road Park needs more accessibility for people in wheelchairs. More sidewalks - to the picnic area, etc. Picnic tables need wheelchair accessible seating. Playground is NOT accessible in any way, shape, or form. Upgrade the basketball court and add lights for evening use.
- Don't have any
- I don't know
- I'd like to see the baseball diamond being used more.
- In the summer/spring there are people that are noisy at 10 & 11pm.
- Needs improvement, I like the doggie bags provided thank you.
- No idea
- ok
- Walk through it

- Where are they?
- Many people hang out in car, strange vibe. They don't use parks. Creeps.
- Safety issue with uneven black top in areas.

Otto Caster Park

General Comments

- cute park for little kids
- Cute park great for kids
- Excellent park. No complaints
- Good for children
- Great park for small children /
- Great place for children, being close to library
- I like the fence that's around it to keep the energetic toddlers in.
- It is mostly play equipment which is nice
- Like the tall trees
- Look like a fun family and school place
- Love it
- Small but great
- This very small park seems adequate as is mainly used by smaller children
- Very nice location and very clean
- Very nice.
- We appreciate the upgrades. Feels safer

Safety and Maintenance

- As the park nearest the school it seems the security could be better with regular patrolling perhaps by volunteers.
- Last time I visited there was a lot of gang graffiti on the picnic bench
- There should be more safety precautions near the streets, such as a latching gate to keep children from running into traffic.
- I think for safety reasons it would be nice to have a latching gate to the entrance when you're coming off the sidewalk from 1st street. Considering it's so close to the road I think it would give parents peace of mind knowing their little ones would be slowed down by a gate if they were to run off. At this time it's just an open gap. Toddlers & small kids are quick even if you are diligently watching them.
- This park is so small and sweet. I would love to see this park cleaned up a little. Most of all the stones what the kid made are broken or in the creek, there was broken glass all around the tables.

Desired Additions

- A restroom would be nice
- Add a swings, public restroom, picnic table because parents would like to sit and watch kids play. Might be dirty to use library bathroom and not always open.
- Bathroom needed
- Bathroom?
- More lighting. I use the park during the day
- Really small park. but would be nice to expand
- We were so excited about the "accessible" playground. It didn't really turn out to be that way. In fact, the little ramp thingy into the playground isn't even usable. Once you get a wheelchair user in there, then what?

Other Comments

- Don't have any
- Haven't seen it
- I don't know
- N/A
- Never been
- never been
- Never used it
- No idea
- Phoenix
- We have never been to this park
- We haven't visited in years :(
- Where are they?

Bear Creek Greenway

General Comments

- Great in morning for bike rides.
- Good attempts to keep side growth down!
- I think the greenway is really good
- My husband and I used this a lot while we were able - walking and bike riding. It's great and always wished it would have been created much sooner,
- satisfied with city's commitment
- Use our bikes on it

Cleanliness and Maintenance

- I love the Greenway. I'd like to help remove debris I have experience cutting and maintaining trails.
- Blacktop is in need of maintenance
- Keep the vegetation off the path
- More needs to be done about litter and animal waste as well as the presence of vagrants
- Need to clean up, weed, and remove black berry infestation along the Phoenix stretch
- Needs more/regular maintenance
- Some garbage along path and still don't feel very safe in the area but still ride our bikes. Looking forward to having path down to the main path (near intersection) completed through.
- Some of the thorn bushes extend into the path.
- The Greenway is interspersed with uneven terrain due to tree roots growing through.
- There are numerous cracks and potholes that need attention.
- Tree roots causing bulging on the pike path needs to be dealt with and brush needs to be kept back
- With 1/4 mile markers were repainted to see them better. Otherwise good.

Safety

- Dangerous for people who are on it along given opportunity for homeless to live and harass people - Plus more cost to maintain and for the police to check on
- Do not feel safe to be on the greenway at any location.

- Don't feel safe walking alone
 - Don't feel safe walking the Greenway with the homeless living along the creek
 - Don't feel safe walking there
 - As a woman alone I feel unsafe or trapped on the greenway because there are not enough exits to leave if I should feel threatened. The Blue Heron Park is next to the greenway and creek which I love but I see many bums ruining the park for me as they lurk around, lay on the tables and destroy the restrooms.
 - Personal safety is a concern with transient population. I would like to see volunteers on golf carts patrolling or a more visible police presence.
 - Feels unsafe due to certain users. I do not allow my teen to use unsupervised.
- Safety issues
- Do not feel safe towards evening. I think it will be better when the remodel is done.
 - Homeless camping issue - need safe trails too. Open water way spots for nature observation.
 - Homeless camping spots in hidden areas
 - homeless people
 - Homeless people camping
 - I don't think I would feel safe on the greenway
 - I feel less safe in this park, because of homeless.
 - I frequently walk here and encounter transient persons and have concerns for my safety
 - I hardly use the greenway due to safety concerns. Are there conversations about lighting?
 - I have not been on the Bear Creek Greenway since the construction on the bridge started. When I did, I thought that it was a very nice way to bike around the valley. There is a problem with vagrancy, but that goes without saying in most parks and areas like the Greenway.
 - I think the Greenway does have a problem with people who I've "outdoors" (the homeless). But that issue must be resolved by our local and state government - it to beyond the scope of the parks.
 - I want it to be safe for my family to go on.
 - It feels closed off and dangerous for a single woman to run on this path. I wish it was more open.
 - It would feel more comfortable with lighting or less brush. Also (though this'll likely be fixed with updated road) it is a hazard to cross the bridge with the busy traffic.
 - My concerns are transient activity, and theft. It's a wonderful system to travel by bike, but if I park my car in the parking lot to travel the Greenway, how safe is my vehicle?
 - Not safe
 - Not very safe in my opinion
 - A fence along the path and the water would make it much safer for my young grandchildren to walk and ride their bikes without the fear of them getting to close to the edge.
 - bikes and skateboarders that I think they own the path - Bikes that don't warn walkers - have been almost hit several times and small dog sideswiped - don't use path alone if a senior.
 - Only use it once in a while. Feels unsafe to go too alone.
 - Pretty but to many homeless hiding

- safety
- Safety
- Safety and homeless
- Seems unsafe because of homeless. No access conveniently for last 2 years. More benches, more patrol. Better paving and cleaning of bike trail.
- Should be patrolled for homeless people more often
- Sketchy/unsafe
- There are many homeless camps along the Greenway that make us question safety
- The Greenway is not a safe place. It is a Rape/Murder waiting to happen. Too bad it could be a great place
- The greenway just seems to attract the worst kinds of people and never seems safe, and being a close resident of it, I wish it was removed.
- This bike path is fine. Too many homeless camps around it. Costs too much money. Should be lanes through town. I hate the "road diet" we need 2 lanes both directions. Bike riders should use the expensive greenway!!!
- too many homeless hang out along Bear Creek
- Too many homeless people camp out along there. I do not feel safe even riding my bike there. That whole area needs to be supervised by police in my opinion.
- Too over grown, dangerous
- Very sketchy and unsafe
- Well maintained, but it's the Greenway (scary) county wide issue. I do feel it is a safer stretch than Medford.
- Worried about safety. Homeless people
- Would like it patrolled for safety
- Would love to utilize the Greenway more with my children but have been afraid because of past experiences with transients. If I felt more secure I would utilize the Greenway much more. Volunteers bike patrollers for safety? Phoenix police (Jackson County) hiring bike officers for the Greenway? (Yes I know it would be an additional tax)

Desired Additions

- In my opinion, need more flowers. Pretty things to look at.
- Lighted path would be great
- Need more restrooms along the way - especially if walkers are going far on the trail. Also, because of the fencing which is understandable - it doesn't always feel safe if a person (not criminal or vagrant) needed to exit the trail sooner than planned

Other Comments

- Excited for the construction to be completed on Fern Valley.
- good after construction of Exit 24
- Creek is not visible - no access available
- I wish bikes used our \$22,000,000 Greenway instead of tearing up our roads and using my taxes to make a 4 lane road 2 lanes with bike lanes I never see anyone use!
- Is this handicap accessible? Where is the access?
- Needs TLC
- Never used it
- None

Question 5: Have you visited a park or greenway in Phoenix in the last 12 months? 5a. If you answered NO, what are the main reasons you DIDN'T use a park or greenway?

- Don't know about accessibility
- I have dogs I would like to bring there and no kids yet
- My dog passed away
- Not much opportunity to do it
- Personal Limitations
- There's no dog parks!

Question 7: What activities do you and your family use the parks for?

Biking, boarding, active transport

- Bicycling
- biking
- Biking
- Cycling
- Relaxation and biking
- Skate boarding, rollerblading, BMXing
- walking
- relaxing and strolling
- Walking

Leisure and socializing

- Enjoyment of outdoors
- Just chilling
- leisure
- relaxation
- relax,
- relaxing and strolling
- Relaxing by Boat Creek,
- to relax
- picnics
- eating during lunch break
- picnicking, lunch
- picnic lunch

Gardening

- Garden
- Garden plot
- community garden use
- gardening at Blue Heron
- Visiting the community garden

Other

- A little of this, a little of that
- bird watching
- bird watching
- Rest stops

Question 9: Check any and all populations you feel are underserved by Phoenix's parks.

- access from parking lot
- Animals
- Different parks serve different groups
- I am disabled and need to sit, please add picnic tables to all parks
- I didn't pay attention to whether or not all populations were being served
- I don't know
- need soccer fields/ tennis courts, more team sports activities
- Our fur babies (pups)... Dogs
- people with dogs/pets
- Water based facilities would be nice
- Water sport needed

Question 10: How important are the following indoor park facilities to you or your household? Mark your preference for future investment in the improvement or addition of the following park facilities.

- community dance classes
- Does the community center mean YMCA? If yes, then it would be medium investment. If anything else, low interest
- Dog park
- Dog park
- Outdoor spaces should be prioritized
- pickle ball
- Sauna, jacuzzi, steam room
- skate park
- SKATEPARK
- soccer field
- Universal Access for all users
- Wall for wallball, and lacrosse
- gymnasium
- outdoor tennis courts
- skate park
- SKATEPARK
- Splash pad
- skate park
- SKATEPARK

Question 11: How important are the following outdoor park facilities to you or your household? Mark your preference for future investment in the improvement or addition of the following park facilities.

- lush creative landscape
- Maybe disc golf
- Obstacle Course

- Pickle ball
- skate park
- Skate Park
- Universal Access for all
- comfortable seating to sit and read...
- ponds, waterfalls

Question 14: If you think Phoenix needs additional parks, please tell us what kind of parks and types of facilities you would like.

Water feature, park, or pool

- a splash park
- Splash park
- A waterpark (aquatic center)
- A water park for the summer
- A water park of some sort would be really nice. Maybe an addition to a current park or in a whole new location all together.
- A water park would be great!
- Splash pad
- water feature parks
- Maybe a water park.
- I would love to see a water park
- splash/ water play area for kids
- Pool and Rec center
- Splash parks, shaded play areas
- Spray park would be wonderful!
- Swim/Rec
- Swimming pool and water park
- Swimming pool, splash park, tennis courts, swings, rock climbing wall
- Swimming pool/community rec/fitness center
- swimming pools
- Water features, covered play areas, and more restrooms
- Water park
- Water park! with restrooms, shaded areas, enough parking
- Water park
- Water/Spray park
- A pool that is indoors, not everyone can afford a pool and it gets very hot here!

Dog Park

- Dog park
- Dog park
- Dog park
- Dog parks
- Doggy parks
- Pup parks please!
- Dog Park

- A dog park would be great (maybe in C)?
- dog park
- A dog park!
- We really need an off leash dog park with trees and covered picnic area
- Dog park

Gardens/landscaping/natural

- A botanical garden would be cool
- A nature park with rock climbing features would be fantastic!
- Comfortable, lush, beautifully landscaped
- Community farms / botanical learning center
- gardens and open areas
- I feel like something more recreational than just a large span of grass would be great.
- I would like to see natural parks with green spaces, shade trees, and natural looking walking trails
- Maybe even a botanical garden in addition if finances permit
- Indoor facilities or a botanical garden.
- Community garden space.
- More gardens, nature education like, something that pertains to the eco-system. Place where teens and children would enjoy going to.
- botanical gardens with tables

Sports/Activity facility

- A dog. disc golf course along greenway by blue heron park
- A skate park is a must with bowls and street trick equipment.
- Tennis courts
- Skate parks
- Exercise park or to play sports
- I would like some fitness equipment along with an area for small children to play.
- Indoor pool / fitness center
- Music hall, concert venue, build an amazing venue where people can have fun. Families and adults
- Outdoor self guided fitness station
- Pickeball / picnicking
- performance venues, covered venue areas
- FOR MUSIC PERFORMANCES LIKE BRIT
- I'd love to see a performance venue and/or playground in the middle of town. We need to unite the town of phoenix and that starts at the core. We need the town to also look good to attract more families. If we have a nice central area, we could have weekly farmer's markets and other outdoor events.
- Performance community spaces
- Skate Park is desperately needed. Lots of skaters in town with no legal place to skate. Every city except Phoenix has one. There is not enough for teens to do.
- Skate park or bike terrain tracks to give teens something to do.
- SKATE PARK PLEASE!!!
- regulation height basketball
- Tennis courts
- Tennis Courts, Disc Golf
- Performance venue.
- volleyball/basketball court
- skatepark, an area for sand volleyball & tennis courts

Specific location/demographic

- I think that every family (and person) should be able to walk to a playground, park, and picnic table area!
- Family friendly
- Family parks, water fan, picnic tables and bike paths especially with changes downtown.
- A multi-use park, similar in layout to Colver Rd park in desperately needed on the east side of the freeway
- Better play or gathering area for young children age 0-3 to play and learn.
- Playgrounds for children
- Elder friendly park in the south Hwy 99 area.
- Even a small park so seniors and kids could walk from most places they live, a place seniors could congregate while kids play.
- Just a family park like Cover would be nice. There are no parks over in section C, so even a small park would be good.
- One that would attract local seniors. Covered patio table, horseshoes, and cooking facilities.
- There are no parks across the freeway.
- There is nothing on the A side of the freeway, like Phoenix hills. Children and parents need a park to walk/bike to. This becomes critical as they get to junior high and start creating trouble for neighbors in their gardens. We need a park in A.
- Universal Access for all in all aspects. Isn't it easier to make it right from the start so all can play?
- more activities for adults and teens, and all ages.
- A flat trail to talk/ride bikes on for elderly/ disabled in east Phoenix.
- We also need a shooting range in East Phoenix! behind Home Depot area. A park with swings and a slide and picnic table that allows dogs with a public restroom in East Phoenix behind Home Depot.
- We live off Fern Valley Rd in section A. We have no destination parks or stores or coffee houses or restaurants to walk to in our area (other than big box store Home Depot - don't get me started on that) It would greatly improve the quality of our lives to have some options on this side of the freeway.. and now I hear we're getting another storage facility just around the corner. Really can't we add a cute park, good bean coffee or healthy farmer's market store/restaurant to improve our community?
- Young kids parks. 0-5 yrs olds

Trails

- Off leash nature-walk parks
- Larger parcels of land that presence trees. Putting in parks that could connect up to possible hiking trails.
- Jogging paths
- Also more walking paths
- natural walkways to provide connectivity from open space to park to pocket parks or playgrounds...get away from the need for cars to access park lands with parking, runoff, vehicle related costs.
- Parks with walking trails that aren't isolated or that could be dangerous for a person to be alone.
- nature walks
- Walking trails

- Walking trails next to waterways - examples: / Eugene - Willamette River all thru town / Springfield - Clearwater Park and trail / Sacramento - American river walk / In Phoenix - Community center - like the YMCA in Medford
- hiking trails without homeless campers

Basic facilities/similar expansion

- Playground, Swings
- Playgrounds with coverings. Dog parks
- Pocket parkwith playground and picnic area
- Play area, grass, picnic tables & cooking bbq
- More of the same
- Grass, picnic area, tennis court, playground.
- Restrooms
- Similar to Blue Heron and Colver Rd
- Young kid playgrounds with shade areas.

Other

- Get the state to drop the "wet lands" crap on the meadow view property and make it "natural park" - the residents would help.
- Small local fairgrounds
- The giant sandbox in medford's Hawthorne park is also a great feature.
- Colver road park is what I would suggest modeling future parks after.
- For beauty - rest - relaxation - for community - take some of the ... out of B and replace with beauty parks
- Map shoes colver park at wrong side of road. Country View. In old growth tall trees.
- Parks and rec program for children and teens
- Smaller versions of Hawthorne Park and Lithia Park

Question 15: Do you think the City of Phoenix should allocate a portion of the Cannabis Tax towards park improvements, improved maintenance, and/or new parks?

Don't support use of cannabis

- I do not even approve of all the places here that sell it
- I don't believe cannabis should be used at all. Its a drug. I don't support any part of it, even taxing it.
- Not supportive of cannabis for recreational use. I don't know how to support funding from it.
- You don't want growers in your city you should not collect any tax

Use for other needs

- I think they should use it to put the road back to what us tax payers paid for!
- Parks are important, but if the cannabis tax is better served to improve overall quality some place else, then it is better where it should be.
- Should go to police and schools
- Should help pay far above for roads, police and fire debts and schools

Other

- I don't want to over tac these businesses. They create economic opportunity from nothing and invest locally
- If it's going towards a skatepark
- not sure what it goes toward now

- Where else would the money go?
- Who knows?
- YES! AND SCHOOLS!!!

Question 16: Would you support a new fee on your utility bill to pay for park improvements, improved maintenance, and/or new parks?

Depends on amount

- A marginal increase would be fine.
- depends how much
- depends on how high the fee is
- depends on how much
- Depends on money increase
- Depends on price. Would prefer cannabis tax
- How much it costs?
- How much?
- It depends on how high it would be.
- Not a property tax, but if its a decent fee it may be considered if its on a utility bill.
- on how much money is used
- On the amount and the length of time
- What's the plan? How much money?

Depends on what it goes to

- Depends on cost. Would be willing to support dog park.
- Depends on what is improved if I want to contribute
- If it was going towards a skatepark
- Only if it its only for the parks
- What is provided and how often maintained
- yes to build water features, dog park, pool, and fitness center

Other

- I don't live here. I would do it
- I don't live in the city limits.
- I rent and live in apartments. Senior. If fee goes up to owners then rent goes up
- set fee? percentage? permanent? temporary? would it increase over time as most taxes do?
- would first like to see it come from those profiting in our town before those on fixed incomes are asked.
- Would see a proposal to vote on

Question 17: If you were given \$100 to spend on parks in Phoenix how would you divide it among the following categories? You may put it all in one category or in any combination of categories.

- Activity staff. Seasonal youth activities
- Benches on teh Creek
- bills
- Cameras/patrol - greenway
- offset taxes with it
- organizing venues
- pet park
- Pool or water feature
- Skate park

- skate park
- to help add tennis courts, horseshoes, basketball etc

Question 18: Do you have any additional comments or suggestions about how to improve Phoenix's parks and recreation facilities?

General comments

- As Phoenix develops, I am hopeful it will continue to develop in a community oriented direction. Parks will be essential in expanding community and bringing more families to the area.
- Glad you brought up parks. Need nice in every park, especially Blue Heron
- Good job with Blue Heron. Now look at neighborhoods. Thank you.
- I enjoy the small town feeling of our current parks. I feel comfortable taking my young kids to play. Bear Creek or Hawthorne in Medford are too big and then feel dangerous to me.
- I love that you're asking the public. Thank You. I also think cannabis dispensaries should be permitted in phoenix =. It would bring a lot of money in the town I feel there's a strong support of that in Phoenix
- Keep up the good work!
- Thank you for asking us about our opinion

Park Additions

- A zen garden with water features would be nice. / / The more nature (grass, tress, birds) the better.
- Both blue Heron and Colver parks have wide open spaces, which is nice to have to some degree, but I feel we can add more activities to parts of these parks to provide more to do in town for local residents. Our parks are fine if I want use a playground, shoot baskets, or just walk. But much of the time we end up going to the parks in Talent and Ashland.
- Bring in a skate park for the skaters and the youth.
- Changing tables in bathroom for babies
- EXPANDING AND IMPROVING THE PARKS. MAKING ALL THE PARKS SMOKE FREE. CONSIDER WATER PARKS, DISC GOLF, UNPAVED TRAILS AND MORE ACTIVITIES FOR KIDS. WE HAVE PLENTY OF PARKS IN PHOENIX. LETS FOCUS ON IMPROIVING THEM BEFORE DECIDING TO MAKE MORE PARKS.
- I don't believe we need more parks, we need to improve the ones we have and add on to them what we lack. A dog park is a must have for the community. Gang graffiti must be painted over right away.
- Improving current park qualities and adding a dog park would be great
- Just to have more options for teenagers & adults. It's great we gave the horseshoe pits but it would be nice to have skateparks, volleyball or tennis courts in addition.
- Look into San Diego's "Old Town". Need a reason for people to come to Phoenix. Need food trucks, fiestas, music, artist colony, tiny businesses, pop up stuff. Flea market, xmas bazaar in July promote community for up and coming families. It can all be done in our parks
- Dog park or fenced dog area in existing park.
- Need a pool in Phoenix
- Remove some of the many features for younger kids and add skate obstacles. A full sized skate park is also needed due to the large population of skateboarders and teens in general with no place to hang out outside of school.
- Skate park
- Skatepark for teens. Activity based improvements/additions for middle school, teens, and families.

- We need pet parks and a disc golf course
- Would like to see more county farm look features. Brick designed ground entry to pathways.
- To me the most beautiful and used parks are those that provide shade during the warm months. Trees and water features or water play areas are what draw my family to a park during the summer. I think its important make the park experience that's pleasing to the senses. You can have nice playground equipment, but if the grounds aren't pleasing and visually it's less likely families will want to go there.
- More shade trees. Schools track -fields basketball courts - playground equipment close by and so is down the road 99 to nature
- More greenery, shade, and water features
- Both blue Heron and Colver parks have wide open spaces, which is nice to have to some degree, but I feel we can add more activities to parts of these parks to provide more to do in town for local residents. Our parks are fine if I want use a playground, shoot baskets, or just walk. But much of the time we end up going to the parks in Talent and Ashland.
- A community center that offers classes for hobbies such as sewing, art, jewelry making, gardening, cooking, and classes for youth. Then for teenagers classes such as sports, fitness, music, art, drama, woodshed, gun safety,/ shooting/outdoors, bow shooting, auto shop. I don't see a place for extra curricular activities outside of school for kids. I also didn't see a place offering classes/hobbies/activities for ages 20-40 either that are for a housewife, that is not attending college and can't work/doesn't. All I have is the library and genealogy library. I get very bored and didn't want to go to Medford. / / A shooting range and outdoor/nature park in East Phoenix! Plenty of space for it and a need on this side of the interstate. One that allows dogs, has a flat bike and walking trail and public restroom with picnic tables. / / There's no park whatsoever in East Phoenix! We really need one over here! Especially since the new interchange has moved the over pass north of Home Depot. I have 2 dogs, plan on starting a family and I am disabled. I am unemployed and cannot walk until the afternoon so I would love a dog park over here, an indoor pool, a park to take my future kids to and a safe trail that is flat (not uphill) to ride my bike on or go walk. These areas also need extra surveillance due to the homeless and thefts in this area I've had twice!

Maintenance and operations

- Ability to make reservations at specific locations for parties/get togethers.
- At this point I do not feel that security is an issue.
- Clean up vegetation by the creek. Add security along path.
- Community garden space should be given to community members first before out of town folks are considered...we all pay for the resource with water, space etc. So it should be open to Phoenix citizens first. Let them create a community garden in their own areas. / Summer rec programs would be nice....perhaps hiring an outdoor educator with any new revenue. A splash park would be a great addition to Blue Heron similar to the Jville or south Medford ones.
- Fix the bumpy, broken, path around colver park
- More consistent maintenance.
- Time and effort on fields
- Clean up vegetation by the creek.

Programing/publicity

- announce happenings in many places and early since not every one gets a newspaper, watches/listens to the news etc. maybe fliers at businesses, library, water bills... I hate seeing how wonderful an event "was" on the news as it is too

late to go! So have news radio announce "before" events. We need a water play area.

- Better coverage where the otto caster and colver rd parks are
- A summer parks and rec program would be beautiful
- summer program for teens

Security

- Greenway - improve security open up more
- I think the parks in Phoenix are great and well maintained, although I would safer if there was more of law enforcement even if it was just a drive by through the parking lot. Blue heron and cover park are pretty secluded during the weekdays and have had a to leave a few times due to feeling unsafe.
- I would like to see more lighting. I have had experiences finding people sleeping at the park. hiding int the play structures. When it begins to get dark some shady characters are arriving at the parks.
- More lighting in all parks
- More lighting on sidewalks and trails
- more security.
- We feel the greenway could be made safer.
- Security police on bikes thru greenway and parks patrolling.
- Add security along path.
- All in all the city does a fine job the only true issue area to me is the greenway. If there were a way to reduce access from neighborhoods via wall or fence and monitored with cameras, other means I feel it would improve the city as a whole!

Other

- I think this questionnaire went way overboard fir a city the size of Phoenix. Maybe you were thinking of Phoenix, AZ where they can expand into the rest of the desert
- The way they put the lanes to one lane is not very helpful in my opinion.
- I'm not from here nor live here. Tire blew back and forth from Ashland, Medford, and Grants Pass. (Josephine County Historical Society) Stayed at the Bavarian for 2 weeks2 months ago and discovered Bear Creek Greenway. / / I would like to apply as the maintenance worker or do some volunteer work.
michaeldcollins06@gmail.com 541-292-6795
- Some of my earlier comments may belong here
- No
- No
- No
- No
- Though I chose no on Q15 & Q16 I agree with weed tax and would be ok with a utility fee if the funds were directly injected in Phoenix Schools. By improving our schools we can increase our property values and increase the tax base. With increased tax revenue we can explore truly great park ideas.
- I would have the city keep my \$100 and pay the cost of a money managing course for police chief Bowker, who's done nothing but damage to the city by learning behind a distressed property (Rose & 5th) only to move east medford and buy a distressed property on his wife's name/credit. At the same time, Bowker has Phoenix committed to ridiculously leveraged contract. Lower all city officials salaries! More importantly whats Bowker doing with his money?

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Comprehensive Plan

URBANIZATION ELEMENT

June 7, 2021 (Ordinance No. 1014)
Acknowledged by DLCD July 2, 2021
DLCD File Number 002-20

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Summary

Statewide Planning Goal 14 and Urbanization

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

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

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

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

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

The location of the UGB itself must address

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

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

History of Urbanization in Phoenix

Phoenix devised its first Urban Growth Boundary in July 1978 followed by its first Comprehensive Plan and Land Development Code several years thereafter. At the time, it was estimated that 1,033 acres were in the Urban Growth Boundary, of which less than half were in the City’s political boundary. Both the 1998 Land Use Element and the recently adopted updated Land Use Element found the number of acres within Phoenix’s UGB to be around 1,090 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,

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or other urban uses in 40 years. Phoenix has changed during this period of time. Although population growth 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 five other cities and Jackson County. The resulting long-range plan considered regional population and employment growth over a 50-year planning period and prescribed a number of ways to manage that growth. In doing so, that plan (which was adopted by Phoenix and other participating jurisdictions into their own comprehensive plans) identified Urban Reserve Areas in accordance with OAR 195.137-145. The Urban Reserve Areas were assessed based on the relative superiority of their characteristics for urbanization compared to other lands. Lands designated as URAs were found to be generally better suited to more efficient urban development, while their conversion from resource land (or lands that were underdeveloped in some instances) posed fewer and less severe negative consequences. Similar to the locational criteria for Urban Growth Boundaries, each URA was analyzed using the following criteria:

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

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

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

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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-3 and PH-5. PH-3 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” or “business as usual” scenario and relies on assumptions that are more consistent with historical residential development patterns in Phoenix which have been produced a housing inventory that is 75% single family detached homes. 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:

Table 1

Comp Plan Designation	Percentage of residential type	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	61%	97	255	-135	-28.04
Medium Density Residential	15%	56	63	-7	-0.98
High Density Residential	19%	14	79	-55	-7.68
Residential Hillside	5%	44	21	23	7.71
		167	417	-174	-36.41
				Avg density (DU/gross acre)	4.77

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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	Density assumptions DU/gross acre	Gross to net factor	DU/net acre
Low Density Residential	4.80	0.25	6
Medium Density Residential	7.20	0.25	9
High Density Residential	18.40	0.25	23
Residential Hillside	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.

Table 2

Comp Plan Designation	Percentage of residential type	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	50%	97	209	-111	-18.53
Medium Density Residential	25%	56	104	-49	-4.87
High Density Residential	25%	14	104	-91	-4.53
Residential Hillside	0%	44		-44	-7.33
		167	417	-250	-35.26

Avg density (DU/gross acre) 7.20

	Density assumptions DU/gross acre	Gross to net factor	DU/net acre
Low Density Residential	6.00	0.25	7.5
Medium Density Residential	10.00	0.25	12.5
High Density Residential	20.00	0.25	25
Residential 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

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The figures in Table 2 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.

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 33 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)

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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 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" 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, 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. To accommodate the need for residential land over the 2019-2039 planning period, the UGB is proposed to expand into PH-5 and include approximately 51 acres of residential

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land located east of North Phoenix Road on the south side of Campbell Road. The land in this location was selected as it was shown to be most readily serviceable with water and sewer, and the investments in water and sewer infrastructure at this location will provide the greatest benefit to the water and sewer facilities in the area of PH-5 and PH-10. Initially, the City considered adding only 36 acres of residential land near the southeast corner of North Phoenix and Campbell Road, but this UGB orientation would have resulted in inefficient development of needed infrastructure for water, sanitary sewer and transportation. This small addition of acreage provides the opportunity to connect the new north/south collector street on the east side of PH-5 to Campbell Road. This connection helps to facilitate the construction of a well-planned network of streets into PH-5 and it will likely help in providing water and sanitary sewer infrastructure into PH-5. For these reasons, a small amount of additional residential land was added to provide for better efficiency in development. In total, 44.76 acres of residential land will be added from PH-5 (see Table 5 in Conclusions), which is 9.5 acres more than the 35.26 acres that was shown to be needed through the Housing Element (see Table 2 above). However, the number provided by the Housing Element is an estimate and is not intended to represent an exact, to the acre, statement of land need. It is important that the City balance the information from the Housing Element with UGB location requirements, including efficiency of land use and the ability to serve urbanization with necessary public facilities. The removal of approximately 50 acres of Hillside Residential designated land, and the addition of approximately 45 acres of generally unconstrained land for residential development, will result in a net reduction of approximately 5 acres of residential land to accommodate the need for residential development through 2039.

In total, 44.76 acres of residential land, equaling approximately 47% of the Regional Plan allocation of residential land in PH-5 (22% residential according to the Regional Plan, p. 13) will be added to the modified UGB. This land will be assigned a mix of Low-Density, Medium-Density and High-Density Residential designations, generally consistent with Table 2 above. A Neighborhood or Special Area Plan, consistent with Policy 2.1, must be adopted prior to annexation and development. Based on the adopted Neighborhood or Special Area Plan, this land will eventually receive a mix of R-1, R-2 and R-3 zoning (as defined by the Phoenix Land Development Code), in order to meet the required minimum density of 7.2 DU/gross acre. The ratios of residential land types may change as density is likely to play a role in determining the types of dwellings developed in each zone. Although the list of housing types permitted in each zone is the same and includes standard single-family detached homes, smaller single family detached, single family attached, duplex, triplex, accessory dwelling, and multi-family residential buildings, the minimum and maximum density standards differ between the residential zones.

In the aftermath of the September 8, 2020 Alameda Fire, the City of Phoenix adopted Land Development Code text amendments to permit residential development in the Commercial Highway zone. This was done to help encourage the redevelopment of Commercial Highway properties located both north and south of the City Center District that were impacted by the fire; to provide an immediate supply of vacant land for high-density residential development; and to aide in addressing Comprehensive Plan goals for providing housing across all income levels. Although these changes will help to intensify uses within the existing Urban Growth Boundary – increasing the efficiency of land uses – as well as help in meeting the immediate need for housing in Phoenix, they are not viewed as changing the need for residential lands outside of the existing UGB. Although this recent text amendment may provide for some additional high-density housing within the existing urban area, the approximately 5 acres of R-3 residential land identified in Table 2 above must still be included in the expanded UGB. This is done to provide for high-density residential development within areas added to the UGB. Without this area for high-density housing, this area will struggle to meet regional obligations for both density and mixed-use/walkable neighborhoods.

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

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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 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 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 20-year need for 272 acres of employment land (REOS, p. 42). Demand was based on extrapolation of the 10-year OED Rogue Valley employment forecast which projected nearly 30,000 new jobs over the next 20 years, across Jackson and Josephine Counties.

The REOS analyzed two separate scenarios assessing the prospects for specific industries that have been successful in the local economy and those that are currently underrepresented (p. 39). The preferred scenario was a hybrid of the two. The types of uses contemplated for PH-5 include small to mid-size distribution firms; mid to large advanced manufacturing firms; and traded sector financial, professional, scientific, technical and health service operations (REOS, p. 41). PH-5 could be developed, at least in part, as a multitenant business

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park. Opportunities to locate within such an environment are known to be extremely limited.² Other employment users would locate on larger, individual tracts of land.

This strategy is designed to achieve several important benefits, most notably

- Greatest focus on traded sector employers rather than service sector employers;
- Complementary rather than competitive role with respect to the Central Point (CP-1B) freeway site which is anticipated to be oriented to large scale, land-extensive transportation and distribution uses;
- Also complementary to Medford's MD-5 area (directly adjoining PH-5) which is anticipated to be developed for a greater mix of commercial office and retail as well as institutional uses and possibly phased to follow and build-on initial PH-5 absorption due to closer proximity to the Fern Valley Road interchange with I-5. (p. 41)

This Urbanization Element proposes to modify the City's UGB to facilitate achievement of this strategy. Therefore, 217 acres of employment are proposed to be added to the City's UGB. These are gross acres, that is they include all existing and future right-of-way and other public facilities and infrastructure.³ A 32-acre parcel north of Campbell Road is not included in the proposed UGB. That land is owned by a winery that has recently invested significant resources in preparing and planting new vineyards and constructing a processing facility. The owners of the winery have never responded to inquiries made by the City regarding potential inclusion of these lands in the UGB, and given the significance of recent and ongoing business investments the City has concluded that the property owners are not interested in such an opportunity. Approximately 37 acres of future employment land, located east of the future north/south collector street, is also not included in the modified UGB at this time. This land is located far from existing public and private utility infrastructure and will require the development of a significant amount of land prior to being developable.

Assuming that 25% of the gross acreage is committed to use for public facilities (mostly roads), roughly 163 "net" acres would be available for development. Some of this land will be lost to environmental constraints that are discovered through the development due diligence process. Soil conditions, existence of wetlands and other environmentally sensitive lands that have not already been identified will result in some additional loss of developable land, but the exact extent of this impact cannot be known or determined at this time. For the purposes of this Urbanization Element, these lands are assumed to be relatively unconstrained to the extent that they are relatively flat and are not traversed by any known natural surface bodies of water with the exception an approximately 3-acre pond in the southeastern corner of PH-5. This pond is identified as "wetland" by the National Wetland Inventory.

The need for 22 acres of local-serving industrial employment land and 18 acres of local-serving public employment land are assumed to be satisfied within the 207 gross acres of employment land in PH-5. Need for local-serving employment land is not, therefore, added to the need for regional-serving employment land.

Employment Land Development Efficiency

The proposed modified UGB would remove 33 acres of employment land currently inside the UGB. As mentioned elsewhere in the Element, the employment land known as the "Helicopter Pad" cannot be easily developed and poses relatively more significant negative impacts on the surrounding community than development of employment land in PH-5. These include routing of freight traffic associated with industrial land uses through a well-established residential neighborhood.

² The lack of locations within business park settings was identified as early as 2007 by the Bear Creek Valley EOA that was completed during Regional Problem Solving. The REOS demonstrates that this has not changed.

³ Recent GIS analysis of PH-5 and 10 done during the preparation of the Urbanization Element revealed a discrepancy in the actual size of PH-5 when compared with the Regional Plan (RP). The RP determined that there are 427 total acres in PH-5, when in fact there are roughly 433. Land use allocations in the RP dictate that 66% of the land in PH-5 is to be developed for employment; 22% is reserved for residential development; and the remaining 12% is to be used for Open Space (as defined within the Regional Plan). Sixty-six percent (66%) of 433 acres is 285.

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Open Space Land Uses

Land use allocations in the Regional Plan dictate that that 66% of the land in PH-5 is to be developed for employment; 22% is reserved for residential development; and the remaining 12% is to be used for Open Space (as defined within the Regional Plan). Approximately 27 acres of open space land is identified on the portions of PH-5 to be included in the revised UGB. This represents approximately 52% of the roughly 52 acres of open space that must eventually be designated across all portions of PH-5. It is anticipated that much of the remaining open space will be provided along the east and northeast boundaries of PH-5 to provide for required buffering between urban uses and agricultural lands.

Transition from Urban Containment Boundary to Urban Growth Boundary

The area immediately north of Phoenix city limits along Highway 99, known as PH-3, is mostly developed with a mix of both residential and employment (commercial and industrial) land uses. This approximately 250-acre area is fully contained between the barriers of the railroad right-of-way on the west, Bear Creek and Interstate 5 on the east, the City of Medford on the north, and Phoenix on the south. This area is part of the Jackson County Urban Containment Boundary and is zoned for a variety of urban-density classifications which mostly reflect current uses and housing densities.

The Regional Plan Element lists the following Goal 14 implications of this area:

- 1) Urbanization in this area is not necessarily optimally efficient.
- 2) This area was largely developed before any planning or zoning at the county level.
- 3) Urban efficiency is challenged by the condition and standards of the existing pattern of urbanization.
- 4) Urban public facilities, while present, do not meet current standards.
- 5) Improvement of Highway 99 is the responsibility of the Oregon Department of Transportation.
- 6) ODOT faces many challenges bringing this section of Highway up to modern standards, including the many and diverse property ownerships.
- 7) Improvements to the public water system in the area will involve absorption of the Charlotte Anne Water District into the City of Phoenix.

These Goal 14 implications present several challenges to including PH-3 in Phoenix's Urban Growth Boundary and eventually incorporating this area into the City of Phoenix. However, these implications also present rationale for including PH-3 in the UGB at this time. By adding PH-3 to its UGB, Phoenix will have better controls on the planning for land use and public facilities improvements in this area. The inclusion of PH-3 in the City's UGB will also aid in the eventual annexation of this area to the City of Phoenix. During the regional planning process, Jackson County expressed a desire to have PH-3 added to the Phoenix UGB so that these planning considerations, along with eventual jurisdictional control, could transition from Jackson County to the City of Phoenix.

As this area is almost entirely developed, with approximately 69% of the land used for residential development and approximately 31% of the land used for employment, the inclusion of this area into the UGB is not expected to help in addressing any of the City's demonstrated land need over the 20-year planning period. Lands will be given the City of Phoenix land use designation that most closely matches the existing Jackson County zoning for the property. Much of this area was impacted by the Almeda Fire and is currently involved in reconstruction and redevelopment. However, the redevelopment of PH-3 is expected to replace those uses lost to the fire and not to provide any substantial additional capacity for future residential or employment uses. Likewise, the redevelopment of this area, whether within the City's UGB or outside of it, is not expected to produce any additional demand on existing facilities, including transportation⁴, drinking

⁴ Jackson County requires at least a 20-foot building setback (depending on zone) along the Highway 99 corridor through PH-3 much like the 15-foot setback required by the Oregon 99 Setback Overlay Zone in the Phoenix Land Development Code. The purpose of these setbacks is to reduce the disruption and cost caused by future widening of these segments of Oregon 99. The City of Phoenix shall amend its Land Development Code to add applicable portions
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water, sanitary sewer, or storm drainage, as the future uses will replace the uses lost and the intensity of uses provided for within the existing Jackson County zoning is generally equivalent to the uses that could be developed under similar Phoenix zoning.

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 Need to Accommodate Residential Land Uses and Need to Accommodate Employment Land Uses sections of this chapter, three types of infrastructure will be most affected by projected population growth and economic development: the transportation system, sanitary sewer 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 1,800 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 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" 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 spacing

of PH-3 to the Oregon 99 Setback Overlay, retaining the 20-foot building setback for these properties, prior to State acknowledgement of a UGB amendment which includes PH-3.

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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-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.

There are three separate sewer basins located in the areas of PH-5 and PH-10. One sewer basin will drain into the existing sewer connections serving the areas of the Phoenix Hills subdivision and the Petro Stopping Center. This basin includes all of PH-10 and the southeastern corner of PH-5. Connection to this sewer basin will likely require the extension of the sewer main in Pear Tree Lane (at the western terminus of Fern Valley Road), along Fern Valley Road approximately ¼ mile, to connect to the southwest corner of PH-10. From there, the sewer main would need to be extended across Payne Creek to provide sewer service to much of PH-10 and the southeast corner of PH-5. The second sewer basin will drain to the existing sewer infrastructure near Home Depot and Lazy Boy Showroom. This basin covers only the southwest portion of PH-5. The third sewer basin will drain to a new crossing under I-5 and connect to the 36-inch RVSS regional interceptor. This basin includes all of the northern portions of PH-5 (more than 50% of PH-5) and large portions of MD-5 in Medford. Development of sewer connections in this sewer basin will require coordination with RVSS, the City of Medford, the City of Phoenix, and property owners in both Phoenix and Medford, but this coordinated effort will help to facilitate development on hundreds of acres of land in both Phoenix and Medford.

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.

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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).

The City is also in the process of adopting a TAP Water Master Plan. That plan identifies the need to provide additional water to Phoenix through the TAP water system. The plan recommends connecting to the Medford Water Commission water system in the southeast corner of Medford and extending a water line along North Phoenix Road to connect to the existing TAP system along Hwy 99 in Phoenix. This line would be helpful in three ways: 1) It would provide water the areas of PH-5 and PH-10; 2) it would provide additional water to Phoenix as it would augment the TAP water line currently in place; and 3) it would provide redundancy in the TAP system. If something were to happen to the exiting TAP line along Hwy 99, this new TAP line in North Phoenix Road could still provide water to Phoenix, Talent and Ashland.

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 in 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 PH-3 and could accommodate the full buildout of PH-5.

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 and area of PH-3 over the past several years. Natural gas is available in sufficient quantities to serve development in PH-5.

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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 on 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% 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-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-5 (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 33 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 was addressed through Regional Problem Solving and the Regional Plan. The impacts of adding PH-3 to the UGB were also reviewed but were found to be negligible given the fact that PH-3 has been previously urbanized outside of an incorporated city. 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 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.

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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).
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 includes wetlands identified in the National Wetland Inventory.. It is possible, and even likely, that wetlands will be discovered as more thorough investigation is conducted through future development processes. The City 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.

Removal of Hillside Residential land the Helicopter Pad will ensure that nearly 85 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).

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 RVCOG 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 B). The modified UGB presented with this updated Urbanization Element is

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substantially consistent with these plans, with minor changes based on infrastructure development, which are discussed below. 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 to 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 C, 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 B.

Further investigation into the availability of infrastructure for water, sewer and transportation and how these facilities should be developed to serve these URAs have caused the City to reconsider where best to site residential development. The past assumption was that utilities would be developed through PH-10 to serve PH-5 along a new north/south collector street near the east side of PH-5/PH-10. The reality is that utilities will be extended to PH-5 from the north along North Phoenix Road.

The City adopted a revised conceptual plan for PH-5, through Resolution No. 1068 (Exhibit D), which places residential land near the corner of North Phoenix Road and Campbell Road to make it more readily available for development as water and sanitary sewer facilities are extended. Also, the North Phoenix Concept Plan shows a number of commercial zoning designations. Per the Regional Plan, all employment portions of PH-5 must be designated as industrial. A new industrial zone must be created for the PH-5 employment areas and the requirements/allowances of this new industrial zone are contained in the revised Land Use Element. The network of higher-order streets has been revised slightly between the North Phoenix Concept Plan and the revised conceptual plan for PH-5 based on topography and future development plans, but these minor changes should have no effect on the functioning of the transportation system in the vicinity.

The City also adopted a Conceptual Transportation and Land Use Plan for the URA known as PH-3 through Resolution No 1069 (Exhibit E). Unlike all other URAs added through the Regional Problem Solving (RPS) process, PH-3 is comprised entirely of exception lands within an urban containment boundary. The conceptual plans were intended to act as a long-range planning tool to identify and preserve major transpiration corridors and to determine future amounts of respective land use categories. However, since PH-3 was previously urbanized, the major transportation routes (Hwy 99 and the Bear Creek Greenway Trail) and urban land use designations have already been identified, developed and assigned. This being the case, the adopted conceptual plan merely reflects the existing patterns for both transportation and land use.

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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 33 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. Safeguards against parcelization and land uses which are inconsistent with the purpose of PH-5 as a regional employment center.
4. 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, based on Table 4-3 of the Economic Element. 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 the new zoning designation outlined in the Restricted Land Uses in PH-5 portion of the Land Use Element, consistent with Regional Plan Performance Indicator 9.

CITY OF PHOENIX URBANIZATION ELEMENT

Policy 2.4

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 to annexation of any residential designated lands in PH-5.

Goal 3

Provide urban infrastructure sufficient to meet the needs for 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.

Goal 4

Implement economic development strategies to support buildout of employment lands in PH-5 according the City's long-range plans, including the Regional Economic Opportunity Study.

Policy 4.1

The City shall collaborate with regional partners, particularly SOREDI, to actively market PH-5 development opportunities to large footprint, traded-sector employers in target industries identified by the REOS and other regional economic development studies such as the One Rogue Regional Economic Development Strategy.

Policy 4.2

The City shall explore the feasibility and benefits of developing portions of PH-5 through public-private-partnerships with property owners. Community support and participation may consist of less direct means, such as development incentives, or more direct means, such as construction of infrastructure.

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Conclusions

Based on underlying long-range planning documents, including but not limited to its Housing Element, Economic Element, Regional Plan 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-3 and PH-5 Urban Reserve Areas.
2. 50.05 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-5. 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 4: Hillside Residential Lands to be Removed from Phoenix UGB

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:

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Table 5: Land Included in Modified UGB by General Land Use Category

Jackson Co. Map Taxlot #	URA	Residential Total Acres	Employment Total Acres	Open Space Total Acres	Total Acres Included in Modified UGB
381W10100	PH-5	0	38.97	2.62	41.59
381W10101	PH-5	0	6.80	.21	7.01
381W031600	PH-5	44.76	95.35	17.79	157.90
381W04500	PH-5	0	36.59	6.30	42.89
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	1.00	0	1.00
381W09A101	PH-5	0	9.20	0	9.20
		44.76	207.2	26.92	278.88

5. The following lands from URA PH-3 are added in order to transition this area of urban development from an Urban Containment Boundary to the City's UGB:

Jackson Co. Map Taxlot #	URA	Residential Total Acres	Employment Total Acres	Total Acres Included in Modified UGB
381W09B1700	PH-3		4.74	4.74
381W09B1800	PH-3		4.37	4.37
381W04C1100	PH-3		3.89	3.89
381W09B5200	PH-3		3.37	3.37
381W09B2700	PH-3		3.03	3.03
381W04C900	PH-3		3.00	3.00
381W09B3600	PH-3		2.40	2.40
381W09A1400	PH-3		2.37	2.37
381W09A1600	PH-3		2.14	2.14
381W05D3200	PH-3		2.00	2.00
381W05D3300	PH-3		2.00	2.00
381W09A1500	PH-3		1.95	1.95
381W09A1300	PH-3		1.86	1.86
381W04C1000	PH-3		1.85	1.85
381W09A1200	PH-3		1.81	1.81
381W05D3000	PH-3		1.76	1.76
381W09A1100	PH-3		1.76	1.76
381W04C700	PH-3		1.39	1.39
381W04C800	PH-3		1.31	1.31
381W04C1300	PH-3		1.26	1.26
381W05D2800	PH-3		1.07	1.07

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381W09B2800	PH-3		1.05	1.05
381W05D2600	PH-3		1.01	1.01
381W09B4200	PH-3		0.99	0.99
381W09B3000	PH-3		0.98	0.98
381W09B1500	PH-3		0.94	0.94
381W09B3100	PH-3		0.93	0.93
381W09B800	PH-3		0.89	0.89
381W04C600	PH-3		0.86	0.86
381W09B900	PH-3		0.86	0.86
381W09B3800	PH-3		0.80	0.80
381W09B3400	PH-3		0.79	0.79
381W05D2900	PH-3		0.76	0.76
381W09B4100	PH-3		0.66	0.66
381W09B1400	PH-3		0.61	0.61
381W09B3900	PH-3		0.61	0.61
381W09B3300	PH-3		0.52	0.52
381W04C499	PH-3		0.41	0.41
381W09B1402	PH-3		0.40	0.40
381W09B1900	PH-3		0.37	0.37
381W04C1200	PH-3		0.36	0.36
381W09B2100	PH-3		0.34	0.34
381W09B2500	PH-3		0.34	0.34
381W05D2500	PH-3		0.33	0.33
381W09B4000	PH-3		0.32	0.32
381W04C1400	PH-3		0.29	0.29
381W05D2700	PH-3		0.29	0.29
381W09B3500	PH-3		0.27	0.27
381W09B4500	PH-3		0.19	0.19
381W09B2801	PH-3		0.15	0.15
381W09B5301	PH-3		1.72	1.72
381W09B5300	PH-3		1.61	1.61
381W09B3700	PH-3		2.63	2.63
381W09B3200	PH-3		2.23	2.23
381W09B3202	PH-3		1.10	1.10
381W09B3201	PH-3		0.98	0.98
381W04C500	PH-3	0.08		0.08
381W04603	PH-3	32.31		32.31
381W04C400	PH-3	18.42		18.42
381W09A805	PH-3	14.12		14.12
381W09A1000	PH-3	11.61		11.61
381W09B1600	PH-3	10.56		10.56
381W09B1401	PH-3	6.72		6.72

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381W09B1501	PH-3	6.25		6.25
381W09A804	PH-3	5.21		5.21
381W09B201	PH-3	4.80		4.80
381W09B200	PH-3	4.13		4.13
381W04601	PH-3	3.97		3.97
381W09A810	PH-3	3.11		3.11
381W04C300	PH-3	2.49		2.49
381W09A806	PH-3	0.80		0.80
381W09A803	PH-3	0.74		0.74
381W09B2000	PH-3	0.69		0.69
381W09A701	PH-3	0.60		0.60
381W09B100	PH-3	0.59		0.59
381W09B2400	PH-3	0.25		0.25
381W09B2300	PH-3	0.20		0.20
381W09B2402	PH-3	0.17		0.17
381W09A809	PH-3	0.14		0.14
381W09B2401	PH-3	0.13		0.13
381W09B2200	PH-3	0.11		0.11
381W09B2403	PH-3	0.11		0.11
381W09B2201	PH-3	0.10		0.10
381W09B2203	PH-3	0.09		0.09
381W09A401	PH-3	0.05		0.05
381W05D3500	PH-3	8.13		8.13
381W05D3100	PH-3	1.94		1.94
381W05D3400	PH-3	1.66		1.66
381W09AB300	PH-3	6.71		6.71
381W09B600	PH-3	5.53		5.53
381W09AB200	PH-3	4.28		4.28
381W09BA100	PH-3	1.55		1.55
381W09BA200	PH-3	1.26		1.26
381W09B300	PH-3	0.84		0.84
381W09BA2000	PH-3	0.39		0.39
381W09BA400	PH-3	0.36		0.36
381W09A1890	PH-3	0.35		0.35
381W09AB3300	PH-3	0.29		0.29
381W09AB1800	PH-3	0.28		0.28
381W09BA1900	PH-3	0.25		0.25
381W09BA90000	PH-3	0.25		0.25
381W09BA50000	PH-3	0.24		0.24
381W09BA70000	PH-3	0.24		0.24
381W09BA80000	PH-3	0.23		0.23
381W09BA300	PH-3	0.21		0.21

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381W09BA1800	PH-3	0.21		0.21
381W09AB1900	PH-3	0.19		0.19
381W09AB3312	PH-3	0.17		0.17
381W09AB3313	PH-3	0.17		0.17
381W09BA700	PH-3	0.17		0.17
381W09BA701	PH-3	0.17		0.17
381W09AB400	PH-3	0.16		0.16
381W09AB500	PH-3	0.16		0.16
381W09AB600	PH-3	0.16		0.16
381W09AB700	PH-3	0.16		0.16
381W09AB800	PH-3	0.16		0.16
381W09AB2800	PH-3	0.16		0.16
381W09AB2900	PH-3	0.16		0.16
381W09AB3000	PH-3	0.16		0.16
381W09AB3100	PH-3	0.16		0.16
381W09AB3200	PH-3	0.16		0.16
381W09AB3301	PH-3	0.16		0.16
381W09AB3314	PH-3	0.16		0.16
381W09AB3325	PH-3	0.16		0.16
381W09BA1600	PH-3	0.16		0.16
381W09AB900	PH-3	0.15		0.15
381W09AB1000	PH-3	0.15		0.15
381W09AB1100	PH-3	0.15		0.15
381W09AB1200	PH-3	0.15		0.15
381W09AB2400	PH-3	0.15		0.15
381W09AB2500	PH-3	0.15		0.15
381W09AB2600	PH-3	0.15		0.15
381W09AB2700	PH-3	0.15		0.15
381W09AB3302	PH-3	0.15		0.15
381W09AB3303	PH-3	0.15		0.15
381W09AB3304	PH-3	0.15		0.15
381W09AB3305	PH-3	0.15		0.15
381W09AB3306	PH-3	0.15		0.15
381W09AB3307	PH-3	0.15		0.15
381W09AB3311	PH-3	0.15		0.15
381W09AB3315	PH-3	0.15		0.15
381W09AB1300	PH-3	0.14		0.14
381W09AB1400	PH-3	0.14		0.14
381W09AB1500	PH-3	0.14		0.14
381W09AB1600	PH-3	0.14		0.14
381W09AB2000	PH-3	0.14		0.14
381W09AB2100	PH-3	0.14		0.14

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381W09AB2200	PH-3	0.14		0.14
381W09AB2300	PH-3	0.14		0.14
381W09AB3308	PH-3	0.14		0.14
381W09AB3309	PH-3	0.14		0.14
381W09AB3310	PH-3	0.14		0.14
381W09AB3316	PH-3	0.14		0.14
381W09AB3317	PH-3	0.14		0.14
381W09AB3318	PH-3	0.14		0.14
381W09AB3319	PH-3	0.14		0.14
381W09AB3320	PH-3	0.14		0.14
381W09AB3321	PH-3	0.14		0.14
381W09AB3322	PH-3	0.14		0.14
381W09AB3323	PH-3	0.14		0.14
381W09AB3324	PH-3	0.14		0.14
381W09BA60000	PH-3	0.14		0.14
381W09BA50003	PH-3	0.02		0.02
381W09BA50005	PH-3	0.02		0.02
381W09BA50007	PH-3	0.02		0.02
381W09BA50001	PH-3	0.02		0.02
381W09BA60001	PH-3	0.02		0.02
381W09BA60002	PH-3	0.02		0.02
381W09BA70001	PH-3	0.01		0.01
381W09BA70005	PH-3	0.01		0.01
381W09BA70008	PH-3	0.01		0.01
381W09BA70003	PH-3	0.01		0.01
381W09BA70007	PH-3	0.01		0.01
381W09BA70006	PH-3	0.01		0.01
381W09BA70004	PH-3	0.01		0.01
381W09BA70002	PH-3	0.01		0.01
381W09BA80007	PH-3	0.01		0.01
381W09BA80003	PH-3	0.01		0.01
381W09BA80005	PH-3	0.01		0.01
381W09BA80006	PH-3	0.01		0.01
381W09BA80002	PH-3	0.01		0.01
381W09BA80001	PH-3	0.01		0.01
381W09BA80004	PH-3	0.01		0.01
381W09BA80008	PH-3	0.01		0.01
381W09BA90007	PH-3	0.01		0.01
381W09BA90004	PH-3	0.01		0.01
381W09BA90001	PH-3	0.01		0.01
381W09BA90005	PH-3	0.01		0.01
381W09BA90002	PH-3	0.01		0.01

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Table Land	381W09AB1700	PH-3	0.01		0.01
	381W09BA90006	PH-3	0.01		0.01
	381W09BA90008	PH-3	0.01		0.01
	381W09BA90003	PH-3	0.01		0.01
	381W09BA50002	PH-3	0.00		0.00
	381W09BA50004	PH-3	0.00		0.00
	381W09BA50006	PH-3	0.00		0.00
	381W09BA50008	PH-3	0.00		0.00
			172.60	76.92	249.52

Included in Modified UGB by General Land Use Category

Exhibits

Exhibit A: City of Phoenix Recommended Urban Growth Boundary, Adopted June, 2021

Exhibit B: PH-5 and PH-10 Conceptual Land Use and Transportation Plans

Exhibit C: RVMPO Comments on Future Growth of Areas PH-5 and PH-10

Exhibit D: Revised Conceptual Land Use and Transportation Plan for PH-5

Exhibit E: Conceptual Land Use and Transportation Plan for PH-3

**CITY OF PHOENIX
CITY CENTER
COMPREHENSIVE PLAN
ELEMENT**

**ADOPTED BY CITY COUNCIL
OCTOBER 7, 2002
ORD. NO. 826**

PHOENIX COMPREHENSIVE PLAN CITY CENTER PLAN

INTRODUCTION

To build a city center where individuals take responsibility for the community, contributing to the betterment of all is an ideal that goes back to the ancient Greeks. Strong city centers have traditionally been built by people who acknowledge the center's potential as a place to bring residents together to form a community.

The importance of the City Center as a place where residents meet informally to socialize, undertake business, and shop has been devalued in recent years by single use shopping centers that are primarily for the convenience of retailing and car parking, rather than personal interaction. The shopping center disperses people, segregating them by activity, shoppers, city business, entertainment, recreation etc.

This dispersal, made possible by the motorcar has reduced our potential for human interaction and the satisfaction it can offer. Consequently our ability to test publicly a diversity of ideas and opinions has been diminished. This relative isolation has meant that people have become less social and less tolerant.

The Phoenix City Center Plan will provide a traditional interactive Center where individual activities overlap, bringing diverse people together. The development over time of a place that residents consider the Center of their city, a place to go, in close proximity where celebrations, recreation, entertainment, business and shopping are within walking distance of their home is the goal.

In order to accomplish this goal, residents will need to continue to develop and use the opportunities of the City Center Plan. The challenge is to make the Center an active and vital place that reflects the concerns and ideas of Phoenix. The Plan is a beginning but it will require stewardship and innovation to bring the ideas to fruition.

A concept land use plan for the City Center was adopted in 1997; a market study was not prepared at that time. When the market study was done it identified flaws in the proposed land use mix. The problem was that the concept plan was too aggressive in terms of the intensity of development that could be realized in the downtown. Given this scenario, the land use plan was amended to reflect a plan that could be realistically implemented.

1. DESCRIPTION OF PLANNING PROCESS

The planning process for the City Center Plan began in 1997. Citizen participation included interviews with stakeholders, workshops, and a charrette. The draft plan was approved by the Planning Commission and adopted by the City Council in 1997.

In 2001 the City received a grant for a market study and financial plan for the City Center. This study in its entirety is available in the Planning Department at City Hall. The City Center's market study and implementation plan was reviewed and amended. The 2001 update and amendment process included the original Citizen Advisory Committee, public workshops, and public hearings before the Planning Commission and City Council. The main ideas that came out of the 1997 and 2001 public meetings and workshops were:

- ❖ The character of Phoenix should remain like a farm community – with new buildings supporting this image.
- ❖ New commercial buildings with mixed uses including offices, and housing, that support strong public activity in the Center should be encouraged. Other types of uses desired are a health Center, craft Center and light industry.
- ❖ Phoenix's position between Ashland and Medford provides an opportunity that should be addressed by City Center improvements to the public and private realms. Tree plantings, widened sidewalks, better parking could be undertaken by the City. While individuals could maintain their own buildings to a higher standard and bring in new businesses.
- ❖ The Bear Creek Greenway should have a strong connection to the Center of Phoenix.
- ❖ The Bear Creek Wetlands should be incorporated into the new City Center Plan.
- ❖ Traffic on Main Street should be slowed down and additional parallel parking returned to the street by reducing curb cuts.
- ❖ Develop new places for off street parking in the Center.
- ❖ Develop places for markets that will bring people into Phoenix to serve residents and visitors. Types of markets could include fruit and vegetable, crafts, art, antiques, fairs and flea markets.
- ❖ Develop places for public buildings near the Center to support the public places and commercial activities. Required are meeting facilities, day care, social services Center and a senior Center.
- ❖ Encourage businesses that support local needs.
- ❖ Enhance the level of upkeep and aesthetic appeal of the City Center area using public and private investment in landscaping, sidewalks, lighting and open spaces.
- ❖ Encouraging non-auto oriented businesses that focus on serving the local community rather than catering to the tourists.

Additional ideas that came out of the 2001 amended plan were:

- ❖ Moving the market plaza location from 2nd Street to an area along the wetland park and the transit area along 1st Street.
- ❖ De-emphasizing pedestrian access across Main Street at 2nd Street. Focusing pedestrian crossings at intersections with planned traffic signals rather than mid-block locations.
- ❖ Refocusing pedestrian amenities and open space features along 1st Street, particularly linkages to the wetland and open space areas.

- ❖ Include an at-grade crossing to the Bear Creek Greenway, rather than a pedestrian underpass.
- ❖ Allow transit-oriented development to be integrated into the City Center in both vertical and horizontal patterns.

To respond to these and many more ideas the Plan developed includes places for new commercial buildings (retail and offices), public market, public buildings, cottage industrial and housing.

2. BASIC CONCEPTS:

These basic concepts are principles that are specific to Phoenix. Many of these concepts came from residents in discussions that were part of the workshops and charrette. These concepts will give prospective developers an insight into the most important ideas of the Plan.

2.1 Retention of Existing Buildings

In developing the City Center Plan as many of the existing buildings as is practicable were retained. Retention of existing buildings will give continuity to the Center, even where the buildings retained are not historically important. Where buildings were not of significant character or economic value* they were not retained.

* The criterion for removal would be – if the value of the building in question did not equal the land value.

2.2 Building Character

Residents strongly supported the idea of retaining the qualities and elements of existing historic buildings. Simple clapboard buildings of two and three floors with large vertical windows, bays, covered porches are favored. New buildings need to be compatible in terms of character, elements and scale with the historic buildings.

2.3 Topography and Natural Features

Existing topography and natural features were taken into consideration in the design of the new Center. All of the existing major natural features, the change in elevation across the site, the wetlands and the Bear Creek Greenway are significant components of the design and the economic strategy.

2.3.1. Wetlands will be included in the new development as a wetland park with water related vegetation. This park can be used as a public destination exhibit that educates visitors about wetlands and draws people into the downtown. The wetlands can also be used to filter storm water from City streets before going back into Bear Creek.

2.3.2. The Bear Creek Greenway is potentially a destination for visitors and an opportunity for recreation. The planning response is to provide entrances from the Greenway into the Center.

2.4. Concentration of Major Buildings

The new commercial and public buildings of the Center are strongly connected to the existing Library and Grange buildings, which can work as anchors for the new Center. The new Center includes a new market square, public and commercial buildings, cottage industrial and housing.

2.5. **Parking** will be included adjacent to a new street between Main and Bear Creek Drive and small parking lots behind buildings. The new street will provide significant new parking between the concentrations of new development. Stairs and street access will connect the new parking with the Market Square and Main Street.

2.6. **Housing** is an important component of the center. A variety of sizes of housing units for diverse income groups provides a resident population in the center. The idea that the center will always have people in it is a significant economic and safety issue for the City. This resident population will tend to support activities and shops and to work in the center. The people living in the center will also provide "eyes on the street" to make the downtown a safer place.

3. DESIGN / CHARACTER OF CITY CENTER:

In the planning workshops and charrettes held for Phoenix the residents', the consensus was for the downtown to have the character of a rural center. The concept plan as shown at the beginning of this element is a result of both the 1997 and 2001 workshops. It suggests that buildings planned for the Center should have many characteristics of the best historic buildings currently found in the center. For example, the new buildings should be two to three stories in height, located close to the back of the sidewalk, with generous windows, porches, bay windows and clad mainly with wood siding. New buildings should be of comparable scale and size to existing buildings and should not present excessive visual mass or bulk to public view or to adjoining properties. New buildings should be visually interesting in the frequent use of architectural elements such as large windows bays, covered porches, layering of facades and natural materials. New buildings should enhance visual and literal connections to adjacent or surrounding natural elements. New buildings should enhance connections to streets and market square. Ground floor shop windows and entrances in commercial areas should be generous and conducive to their commercial functions. Mixed-use projects containing commercial, light industrial and housing are encouraged. Building materials should have a durable, permanent quality, be of natural materials and support the character of a rural center described above.

The proposed Center is mainly mixed use (commercial and housing) buildings. This mix of uses will have a significant impact on the character of the Center. The mixture of uses also ensures activity and "eyes on the street" for safety in the Center during most of the day. The mixture of uses in the center of Phoenix makes the downtown safe and attractive for pedestrians.

The major component of pedestrian usage of the Center is slowing the traffic along Main Street and Bear Creek Parkway. This can be accomplished by making these two arteries less like highways and more like city streets. Encourage parallel parking on Main Street by reducing curb cuts. Consider curb extenders, landscape, and other traffic calming methods. These methods will change the perception of the appropriate speed along downtown streets. In addition wide sidewalks will encourage pedestrians to use the streets and shops, and cafes and restaurants will spill out on to them.

Significant additional parking is proposed in the form of a landscaped parking street between Main and Bear Creek Drive. This two block long street will have head in parking to maximize the amount of parking available. The close proximity of this street to the Center will enable it to be a visible and effective place to park.

Bicycle lanes on Main Street and Bear Creek Drive and frequent bicycle parking are also proposed in the new Center.

4. MARKETING AND DEVELOPMENT STRATEGIES

The position of Phoenix between and in close proximity to Ashland and Medford, adjacent to Jacksonville and Talent brings a significant resident and tourist population in close proximity to Phoenix. Since it is on the route between Ashland and Medford, the Center of Phoenix can become a destination for people visiting the area. When Phoenix can distinguish itself by hosting events and supporting shops and services, people will consider it a destination. Phoenix should not emulate its neighbors, but should develop its own character and events to make it unique and memorable.

To utilize this opportunity of proximity to major centers and travelers, Phoenix should develop a qualitatively improved character, distinctly it's own. It should also sponsor events of interest to residents of the Rogue Valley Region and visitors alike. If the town is physically pleasing and there are strong reasons to stop, then there will be a growing demand for shopping, housing, services and light industry. Significant ongoing events will encourage people to think of Phoenix when they are considering options for recreation and/or shopping. These events should be designed to be somewhat unique and of interest to a large number of people. The advantage of organizing events is that they require little investment and can be profitable, if the right kind of events are planned.

The interaction between the Market Square, Wetland Park, commercial and housing uses is critical for the economic well being, visual quality and character of the Center. Instigating and maintaining this dynamic, by encouraging projects that support particular plan areas, will be crucial in phasing the Center. The Market Square with it's events and Wetland Park will be major draws. The commercial housing will provide services and continuity of people that will increase benefits from the market and park.

The strategy to bring people to Phoenix includes an organized market on a new market square that operates seven days a week, a designed wetland park with an educational display,

greenway access and trout fishing on Bear Creek to be developed by the City of Phoenix. This investment by the City residents (volunteer help) will also encourage development interest.

4.1. Market:

Phoenix has a tradition of weekend markets. The Grange site, parking lots and other places throughout the town are used informally to hold markets. If this interest in public markets can be enhanced, they will become a significant draw from the surrounding area. Numerous types of markets could be regular features. Markets might include used and new furniture, fruits and vegetables, flea markets, crafts, art, antiques cars etc. Events might include ethnic foods, bicycle races, town celebrations, music, etc.

However, to gain economic benefits from holding markets and events in the downtown, there should be new buildings with support services and shops that will encourage market users to spend additional time in Phoenix. For this reason a Market Square, surrounding shops, cafes, restaurants, offices and housing that will support the market are proposed. The Market Square is located along the Wetland Park project and the transit area along 1st Street. When there is no market these tree lined open spaces can be used for sitting, strolling and open space.

4.2. Public Buildings:

An important component of the central area includes the development of public uses. Public buildings are significant draws for people and events. As new public uses are contemplated, they should be considered for location in the City Center District. A greater intensity and mixture of uses concentrated in this area will make for a dynamic and interesting Center. People often visit a Center for a particular task or event and become interested in other things that are available there. Public buildings appropriate to the Center could include meeting rooms, social services, craft center, day care, etc. The variety of public and private opportunities is the mark of a successful Center.

4.3. Wetland Park:

The wetland adjacent to Bear Creek Drive will be used to attract people into the center. The present ponds are repositioned and redesigned to provide an Interpretive Center that describes a wetland's role in nature, with living and visual displays interesting to children and adults. The plan shows a boardwalk and trellis surrounding the wetland to facilitate viewing the displays and to provide places to walk and sit in the shade. The wetlands will have a park-like atmosphere with the cooling effects of water. Numerous shops, restaurants, cafes and some housing will also be adjacent to the boardwalk, creating a pleasing place to shop, eat and live.

4.4. Bear Creek and Bear Creek Greenway:

The Bear Creek Greenway is already part of a regional plan. When it is completed, this recreational link with Ashland and Medford will be a significant attraction for people stopping to explore the Center of Phoenix. An entrance to the Center from the greenway is very important to let people know that there are events of interest in the downtown.

In addition, Bear Creek itself can be a source of interest if a section of it were to be made into a catch and release fishing stream for children. Considerable improvement of the stream bed for trout habitat would need to be undertaken, but as a draw for families this would be a significant event.

4.5. Commercial and Cottage Industrial:

During the 2001 amendment process it was determined that the 2001 market analysis did not support the high amount of commercial development envisioned in the 1997 plan. The prior plan estimated the need for 180,000 square feet of commercial space. The more recent market analysis identifies future commercial development potential of approximately 32,500 square feet for retail uses and another 110,000 square feet for office and cottage industrial uses over the next 20 years. There is moderate development potential for several small retail and service establishments with the City Center. Leading demand is anticipated from stores focused on eating and drinking, and miscellaneous retail/services. Without the support for a major retail anchor, the potential retail establishments within the City Center would depend upon their ability to intercept traffic along Highway 99, as well as local patronage. It is unlikely that a commercial retail developer would build a stand-alone retail center without a retail anchor. Hence, the retail development pattern would need to be established through space that is built on a series of out-lots, within flex space (space suitable for retail, office, and cottage industrial), or in the ground floor of mixed-use structures. The market findings indicate favorable conditions for a City Center mixed-use development concept. Recent and ongoing growth in population, households, income and employment serve as a solid foundation for investing in the City Center.

4.6. Housing

The City Center is well positioned to capture a significant share of the future townhome and multifamily housing demand. Benefits of a City Center location include proximity to the local library and municipal services, access to the planned Bear Creek pathway, and access to local and sub-regional labor markets, amenities, and multimodal transportation bus service. Market conditions could conceivably support a 20-year development program that includes 156 to 188 townhomes and multifamily dwellings, as well as housing that is situated above commercial buildings. Housing of a variety of sizes of units appropriate for low, median and middle-income levels are proposed for rent or for purchase.

4.7. Transportation Modes

The successful town Center will provide for alternative modes of transportation. The Plan establishes a balance between automobiles, pedestrians and bicycles. The parking street will provide for additional cars, increasing automobile access into the City Center. The Market Square, Wetlands Park, Boardwalk and wider sidewalks will make the area attractive for pedestrians. Each part of the Center should provide places for people to sit, in the sun or under cover. Covered bus stops with benches should also be part of the implementation of the pedestrian component of the Plan. Bicycle lanes on Main Street and Bear Creek Parkway and bicycle parking adjacent to mixed use buildings will support bicycle usage.

5. IMPLEMENTATION AND FUNDING:

5.1. Phasing:

The funding and phasing of public components and new buildings in the City Center is dependent on the economy and marketing. A thorough analysis was done as part of the Marketing and Financial Plan, which is available in the Planning Department at Phoenix City Hall.

For the Market Square to be successful, it needs to have services and commercial and housing around it. For the additional commercial to be successful, it will need the draw of the Market Square and Wetlands Park. It is important that the City take an active role in encouraging development that supports the priorities of the City Center Plan. However, it is an advantage to have a Plan that gives direction to an individual or developer initiated project out of the phasing sequence.

5.2 Goals and Policies for the Center

- 5.2.1. Support small development projects for individual buildings that occupy a majority of the Center.

Most commercial development today is undertaken by specialist developers. This has the advantage of providing places for shops and offices with a minimum of involvement by merchant or office occupiers. However, the disadvantage of this common arrangement is that there is a tendency for repetitious large scale buildings of dubious quality. Usually specialist developers do not want to undertake mixed use projects because they are outside their expertise.

It is our view that a more successful outcome for the Center can be achieved by encouraging individual buildings. This is a more traditional way to build up a Center; it encourages individual ownership and better quality buildings.

- 5.2.2. Consider siting new public buildings within the City Center and adjacent to the transportation center. Public services are a major draw in the downtown. This type of use will strongly support the diversity of activities in the Center.

It is also a type of use that ensures activity in the Center and provides assurance to potential developers and owners that the Center will continue to be economically viable. It is difficult to over emphasize the importance of concentrating this type of use in the center if the goal is to make a vital downtown. As discussions on siting public buildings occur, it is important that decision maker's bear in mind the opportunity that these buildings represent to the vitality of the Center.

- 5.2.3. Develop implementation tools such as Community Development Corporation (CDC), Economic Improvement District, Parking District, and Urban Renewal District.

We recommend that the City of Phoenix assist in the formation of a nonprofit Community Development Corporation. The CDC can be established to undertake nonprofit housing and commercial development that fits the community.

Housing at various income levels is an important component of a successful downtown. A Community Development Corporation would be able to develop housing at various income levels from 60% of median income or below to market rate.

The CDC provides control over the type and quality of housing and commercial development in the Center. It is also conducive to undertaking smaller scale projects with social value.

The City of Phoenix shall examine the potential for an Economic Improvement District, Parking District, and an Urban Renewal District.

5.2.4 Hire a Market Manager to initiate, market and coordinate types of markets and events. This person can also have responsibility for scheduling the market building and maintenance of the Wetland Park. The position can be self supporting from market, and market building revenues and wetland exhibition fees.

5.2.5 Initiate volunteer projects to begin rehabilitation of the Center.

5.2.6 Develop the Market Square Plan

The market square is in the concept phase with the design to be decided upon with the development of anchor buildings. On the concept plan the location is depicted adjacent to the wetland park, close to the institution building and the transportation center.

5.2.7 Develop the Wetlands Park

Hire a wetlands landscape specialist to work with interested residents to design a phased plan for the Wetlands Park.

Action: With volunteer labor undertake the first phase of the park.

5.2.8 Create a Tree Planting Plan and integrate the Street Scape Plan

Develop a phased tree planting plan and a timeline for the whole of the City Center Plan.

Action: With volunteer labor undertake the first phase of the tree planting plan.

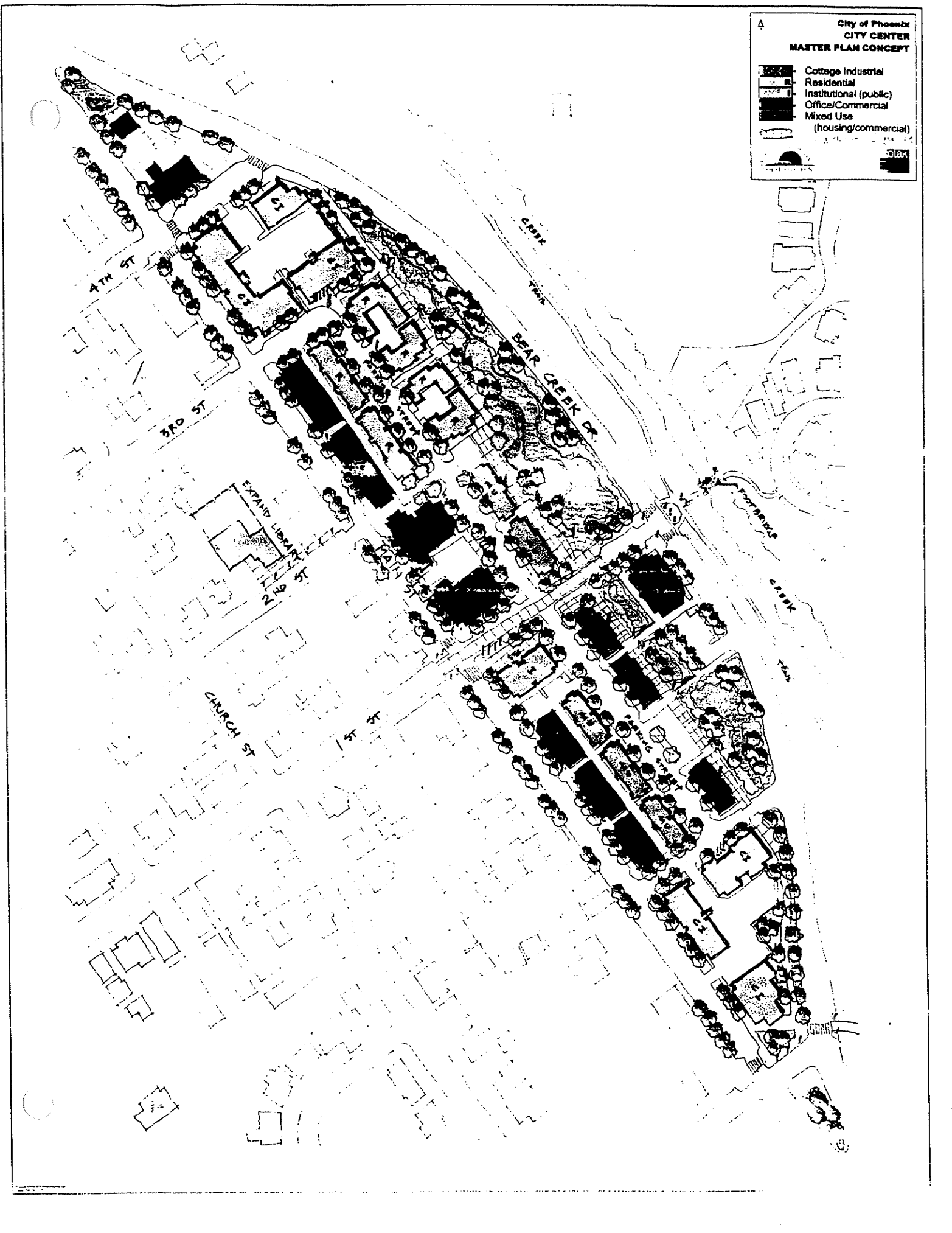
5.2.9 Integrate the Wet Land Park with a Bear Creek revitalization plan.

Work with the Fish and Game Department, Corps of Engineers, and the Division of State Lands to develop a plan for improving the Bear Creek habitat and access for children.

Action: With Volunteer labor undertake the first phase of the plan.

A City of Phoenix
CITY CENTER
MASTER PLAN CONCEPT

	Cottage Industrial
	Residential
	Institutional (public)
	Office/Commercial
	Mixed Use (housing/commercial)



CITY OF PHOENIX OREGON

ORDINANCE NO. 940

AN ORDINANCE TO AMEND THE PHOENIX COMPREHENSIVE PLAN TO ADD A REGIONAL PLAN ELEMENT; AMEND THE OFFICIAL COMPREHENSIVE PLAN MAP TO DESIGNATE THE REGIONAL PLAN BOUNDARY AND URBAN RESERVE AREAS; AMEND THE LAND DEVELOPMENT CODE RELATING TO BUFFERING STANDARDS, AND ADOPT AN URBAN RESERVE MANAGEMENT AGREEMENT BETWEEN JACKSON COUNTY AND THE CITY.

WHEREAS, after due consideration, the City of Phoenix has made certain findings in connection with the proposed amendments and has followed the statutory procedures; and

WHEREAS the staff report includes findings supporting the proposed Regional Plan Element and implementing documents, including reference to the Jackson County Board of Commissioners decision on November 23, 2011 (Ordinance No. 2011-14), to approve Regional Problem Solving; and

WHEREAS the Phoenix Planning Commission conducted a public hearing on June 25, 2012 to accept public testimony on the proposal, and voted to recommend that the City Council amend the Comprehensive Plan text by adding a Regional Plan Element; sign the Urban Reserve Management Agreement that is part of the Regional Plan Element; include the approved Urban Reserve Areas on the Comprehensive Plan Map; amend the Land Development Code by replacing Agricultural Buffering Standards in Land Development Code 3.3.3.F with new Agricultural Buffering Standards; modify Chapter 4.1 of the Land Development Code to include urban reserve decisions in the Type IV decision process; and add references to the agricultural buffering standards in land use district chapters of the Land Development Code where development is in proximity to farmland.

NOW, THEREFORE, the City of Phoenix Ordains as follows:

Section 1. COMPREHENSIVE PLAN AMENDMENT

Add a Regional Plan Element (Exhibit A) including an agricultural buffering program, and revise the Comprehensive Plan Map to designate Urban Reserve Areas.

Section 2. LAND DEVELOPMENT CODE AMENDMENT

Delete Agricultural Buffering Standards in Land Development Code 3.3.3.F, add new Chapter 3.11 entitled Agricultural Buffering Standards (Exhibit B); modify Table 4.1.2 to include urban growth boundary and urban reserve area decisions in the Type IV decision process (Exhibit C); and add references to the agricultural buffering standards in land use district chapters of the Land Development Code where development is in proximity to farmland (Exhibit D).

Section 3. FINDINGS AND CONCLUSIONS

Adopt the Jackson County Board of Commissioners' findings and conclusions (Exhibit E).


Section 4. URBAN RESERVE MANAGEMENT AGREEMENT

Approve the Urban Reserve Management Agreement (Exhibit F).

Section 5. EFFECTIVE DATE

Under the provisions of the 2009 Phoenix Charter, Chapter III, Section 18, this ordinance shall take effect 30 days following adoption.

PASSED AND APPROVED by the City Council of the City of Phoenix and signed in authentication thereof at a regular meeting on the 6th day of AUGUST, 2012.


_____, Mayor
Carlos DeBritto

ATTEST:



_____, Interim City Manager/City Recorder
Eli Naffah

EXHIBIT A
Phoenix Regional Plan Element

City of Phoenix

**REGIONAL PLAN
ELEMENT**

1. INTRODUCTION

The *Greater Bear Creek Valley Regional Plan* is the product of a comprehensive regional land-use planning effort undertaken by the cities of Ashland, Central Point, Eagle Point, Medford, Phoenix, Talent, and Jackson County to address long-term urbanization needs of the region, including the establishment of goals and policies.

The most significant product of the *Regional Plan* is the establishment of requirements which affect the form and function of future urban-level development and the creation of an *Urban Reserve (UR)* for each of the cities, the purpose of which is to set aside a 50-year supply of land for future urban-level development. The method of establishing an urban reserve is defined in state law (see ORS 195.137–145).

Adoption milestones:

- On December 23, 2009, the City of Phoenix signed the *Greater Bear Creek Regional Problem Solving Participants' Agreement*, acknowledging and supporting the continued efforts in completing and adopting a long-term regional plan for the continued urbanization in the Greater Bear Creek Valley.
- On November 23, 2011 the Jackson County Board of Commissioners adopted Ordinance No. 2011-14 approving the *Greater Bear Creek Valley Regional Plan (Regional Plan)*. On _____ July 25, 2012, the Board amended its decision by adopting Ordinance 2012-6____, consistent with the March 15, 2012 recommendations of the Land Conservation and Development Commission.
- The Plan was acknowledged by the Oregon Land Conservation and Development Commission (LCDC) on _____, 2012.

The purpose of this comprehensive plan element is to acknowledge by reference the entire *Greater Bear Creek Valley Regional Plan (Regional Plan)*¹, and to incorporate those sections of the *Regional Plan* that are applicable to the City of Phoenix, and in so doing commence implementation of the *Regional Plan*.

2. REGIONAL PLAN GOALS AND POLICIES

The *Regional Plan* contains three goals and guiding policies² that form the basis of the Regional Plan. These goals and policies are made a part of this Regional Plan Element.

3. URBAN RESERVE

The following describes the context in which the City selected its urban reserve areas. Sections 4-6 are extracted verbatim from the *Regional Plan*. Maps of each of the Urban Reserve Areas discussed in this section can be found in Appendix 1 of this Element. For a detailed description of the selection process, refer to Appendix 2.

¹ The entirety of the Regional Plan can be found in the Jackson County Comprehensive Plan.

² Greater Bear Creek Valley Regional Plan, Chapter 1, Section 5.3.2

4. CITY DESCRIPTION

Phoenix is one of the oldest communities in Bear Creek Valley, though it is one of the smallest. It has grown at a slower pace than other cities in the region.

The Regional Plan allocates population growth over the planning horizon to Phoenix in rough proportion to the regional share of the population it presently comprises. This translates into approximately 500 acres of total gross residential land demand. Of this, the City estimates 84 acres can be accommodated within the existing UGB. Therefore the Urban Reserve residential supply should provide 416 acres of gross residential land.

Employment land demand for Phoenix over the planning horizon is projected to be 513 acres. Of 513 acres, Phoenix estimates that 137 acres can be accommodated within the existing UGB. Urban Reserve buildable employment land supplies could be up to 376 acres to satisfy the allocated employment.

Based upon the regional growth planning discussed in Chapter 2, the regional growth demand is to be supplied in Urban Reserves in the City of Phoenix is as follows:

Figure PH.1

PHOENIX URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		Employment		Urban Parks		Total Demand (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	7,587	424	4,583	513			937
Planned Inside UGB	1,268	84	1,629	137			221
Urban Reserve Land Demand	6,320	341	2,954	376	49	-	766
Net New Urban Demand (Demand less Urbanized PH-3)							516

The City of Phoenix has also identified needs for park land of approximately 49 acres. The park acreage demand is reasonably proportional with employment growth and population projections for the City of Phoenix. This is especially true when accounting for the transfer of employment and population in the Phoenix-Medford Urban Containment boundary which is essentially built-out and contains minimal urban amenities such as park land for a fairly sizable built-out employment and population area.

Many challenges to Urban Reserve planning face the City of Phoenix, including:

- Much of the land west of the City is devoted to high value agricultural activities such as pear farming.
- The City has significant current transportation constraints at the I-5 Interchange and at Fern Valley Road and Highway 99. These constraints are being alleviated to significant extent with the planned Fern Valley Interchange reconstruction project. The City of Phoenix is in the process of formulating and adopting (jointly with ODOT) an Interchange Area Management Plan (IAMP) for the interchange. However, even with the new interchange configuration, this interchange will still be the only east-west connection for regional through traffic for a six-mile segment from the South Medford Interchange to Suncrest Road in the City of Talent.
- Some City's existing residential inventory in the southeast portion of the UGB has some relatively severe topographic constraints. These topographic constraints also have resulted in related access constraints.

The above challenges have been considered and evaluated throughout the Urban Reserve Planning process for the City of Phoenix and the implications of these challenges are related to the Urban Reserves proposed for the City of Phoenix.

5. CITY GROWTH GUIDELINES AND POLICIES

Two city and county growth policies have influenced the selection of urban reserve lands for the City of Phoenix.

First, Goal 4 of the City of Phoenix Comprehensive Plan Economic Element recognizes the opportunities for the traveling public and region to obtain goods and services near the Phoenix I-5 interchange. Through Regional Plan development, Phoenix has extended this policy to its long-range growth plans to accommodate a greater future share of regional employment growth. Recently, the City made a series of formal resolutions to pursue economic growth so it can improve the quality of services available and provide more employment options. To increase its share of the region's industrial and commercial activity, the City seeks to capitalize on its central location for employment growth and economic development. As discussed in the Chapter 3 (Regional Planning), the Regional Plan has recognized this potential and has allocated significant employment growth to the City of Phoenix beyond its current regional share.

Second, Policy 13 of the Jackson County Comprehensive Plan Urban Lands Element guides major urban growth boundary amendment policy choices regarding the South Pacific Highway 99 Urban Containment Boundary. Policy 13 encourages future inclusion of this exception area into the City of Medford and/or the City of Phoenix Urban Growth Boundary. The City of Medford already included a significant portion of this area in its most recent UGB amendment in 1993 consistent with this policy direction. During the RPS process, Phoenix expressed a desire to include remaining portions of the South Pacific Highway 99 Urban Containment Boundary area within its urban reserves and, ultimately, its urban growth boundary. Establishment of an Urban Reserve that does not include the remaining area would have the effect of lowering the priority for UGB inclusion of this area under the priority lands statute. Consistent with the County's longstanding policy for this area and the effect an urban reserve designation would have on this policy, the land in this area is included in the Regional Plan as part of the City of Phoenix Urban Reserves. However, because the area is essentially fully developed at urban densities, it meets the City's population allocation associated with a transfer of population in this area, but this population increase is not associated with any significant growth or development. I

6. URBAN RESERVE AREAS AND LAND USES

Each of the areas identified in the accompanying Atlas as numbered Urban Reserves were evaluated for suitability, considering the growth policies for Phoenix and balance of Statewide Land Use Planning Goal 14 boundary location factors. All of the numbered areas were found to be suitable for inclusion/ protection as Urban Reserve for the detailed reasons explained below.

PH-1:

This 58-acre area, located immediately west of the railroad right-of-way, consists of four parcels once occupied by a lumber mill. This land has very limited road access; access to Highway 99 will require substantial investment. Moreover, this land also has little or no ability to secure a rail crossing to the east that will accommodate industrial traffic. Therefore, the principal means of access to PH-1 will be from the north. As further explanation, the railroad right-of-way extends along the entire eastern one-half mile long border of PH-1. The nearest road to the west is Voorhies Road and the nearest road to the south is Carpenter Hill Road. PH-1 properties are separated from both roads by road-less agricultural lands. The lumber mill formerly had access via a private road (West Glenwood Road) which intersects with Highway 99. West Glenwood Road and the one-lane, unimproved, un-signalized railroad crossing north of the mill property are still used for access to a handful of homes north of the mill property and west of the railroad tracks which have no other access. Discussions the City has had with railroad representatives indicates that to accommodate industrial traffic, the crossing would

need to be upgraded and additional right-of-way acquired at costs of over \$1 million. The industrial land cannot absorb such costs without putting this land at a significant economic disadvantage with other industrial lands in the region which are not similarly constrained.

PH-1 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 58	Reasonably Developable: 55	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan						100%
Proposed Uses						100%

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs*- This land serves as a mechanism in concert with PH-1a to provide a means to obtain access to these County industrial lands as well as the lands further to the south inside the existing UGB without the need for an additional rail crossing.
2. *Orderly and Economic Provision of Public Facilities and Services*- This land serves as a mechanism in concert with PH-1a to provide a means to obtain access to these County industrial lands as well as the lands further to the south inside the existing UGB without the need for an additional rail crossing. Special facility planning and infrastructure finance planning may be required.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is neutral, based upon the following:
 - a. *Economic*- The comparative economic consequence of selecting these lands is slightly positive because the site is relatively small and its ability to accommodate employment has relatively little impact on the amount of regional employment allocated to the City of Phoenix. This area in combination with industrial lands further to the south within the Phoenix UGB may be capable of accommodating some economic development over time as infrastructure plans become realized.
 - b. *Social*- The comparative social consequences are expected to be positive over time as its inclusion in an Urban Reserve may eventually lead to annexation which would serve the site with public facilities and make available job opportunities over time.
 - c. *Environmental*- The comparative environmental consequences are expected to be neutral or positive. In the even the site redevelops, it environmental issues from the properties' past life as a mill may be identified and redevelopment may support remediation of any environmental issues.
 - d. *Energy*- The comparative energy consequences are expected to be neutral or positive. The energy inputs to obtain adequate access will be substantial, but the site is well located to serve some niche regional industrial land needs and proximity to rail provides access to high efficiency freight transportation. This site can accommodate employment in near proximity to Phoenix residential areas which will result in energy savings by permitting employees living nearby to walk or otherwise commute to work using not vehicular travel modes.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- PH-1 is deemed suitable because it is already designated industrial so it will consume no resource land and the adjacent farmlands have become accustomed to some level of industrial use occurring on the property over time.

PH-1.a:

This approximately 52-acre area is located northwest of PH-1 and along the railroad tracks. The northernmost portion of this area is adjacent to South Stage Road and would make possible the opportunity to access both the abandoned mill site at PH-1 and existing green-field industrial lands to the south that are already within the existing UGB, but lack access. The area is predominantly comprised of rural residential exception lands with one small Agricultural parcel that contains some field farming uses.

PH-1a Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 52	Reasonably Developable: 47	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		67%		33%		
Proposed Uses						100%

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs*- Because these lands are mostly exception lands in relatively small parcels, efficient accommodation would be challenging without external infrastructure planning and financing. However, it is expected that this area represents a lower cost option to a grade separated rail crossing to serve the industrial lands of PH-1 and the existing UGB. Infrastructure planning and financing will be directed at the employment potential of these sites over time and these investments may be of significant scale and scope that incremental services to the PH-1.a lands would represent a negligible impact, but by having these lands within the UGB would allow such infrastructure planning and investment to occur. With this infrastructure in place and driven by these industrial investments, the other urban uses in the area can be accommodated efficiently and present opportunities for low-cost workforce housing in close proximity to future industrial demand.
2. *Orderly and Economic Provision of Public Facilities and Services*- The infrastructure planning of this area will be wholly dependent on the needs and planning for the industrial lands to the south. However, these lands are determined to be suitable because their inclusion into the UGB would provide a regulatory path for planning and extending such facilities to serve industrial lands to the south.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is neutral, based upon the following:
 - a. *Economic*- The comparative economic consequence of selecting these lands is positive because this area represents a land use regulatory bridge to a public at-grade rail crossing that could be utilized to serve the industrial lands further to the south. At such time as industrial development on those lands is realized, significant economic benefit would be expected to accrue and this benefit is especially rare for any rail dependent industries interested in a south valley location.
 - b. *Social*- The comparative social consequences are expected to be balanced as it will be positive for the city and will likely be negative for existing county residents. When industrial traffic materializes on the industrial lands to the south then this location will have positive social benefits to the City as this regulatory access bridge will not result in increased industrial traffic within the City core. However, this traffic would then be located within the existing exception areas within PH-1.a; some social benefits may accrue to these lands owners over time through rising urban land values.
 - c. *Environmental*- The comparative environmental consequences are expected to be slightly positive as including this land may support redevelopment of PH-1 and tangentially support the environmental benefits derived from that area described above.
 - d. *Energy*- The comparative energy consequences are expected to be slightly positive if inclusion of these lands supports eventual industrial development to the south that

utilizes the existing rail access because rail is a very energy efficient means of freight mobility.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* PH-1.a is deemed suitable because it is unlike most other areas west of Phoenix. Most areas west of Phoenix are located in a small ribbon of rural residential and agricultural between the foothills and the City. However, the valley expands considerably as far north as PH-1.a. and urbanization of a small strip of land to the west in this location will not encroach significantly on this much broader area of agricultural land. Moreover, this area already contains many exception areas and no large commercial farming operations in immediate proximity, so small scale urbanization between Voorhies Road and the existing urban uses that abut the railroad tracks are not expected to significantly affect nearby agricultural and forest activities in the area.

PH-3:

This 250-acre area — the northern gateway to Phoenix — lies immediately north of Phoenix city limits and its UGB and south of the City of Medford's corporate limits and its UGB. It is directly east of and immediately across the railroad right-of-way from PH-1. Most of PH-3 is developed with residential uses (some of which is at urban densities) though much of the area also contains significant commercial and industrial uses. The area is part of the Jackson County Urban Containment Boundary. The area is fully contained between the barriers of the railroad right-of-way on the west, Bear Creek and Interstate 5 on the east, the City of Medford on the north, and Phoenix on the south. Except for a private, un-sigaled, and unimproved railroad crossing at West Glenwood Drive, a private dead-end road, the only way in to or out of PH-3 is State Highway 99.

As mentioned, the area is fully developed with a mix of urban residential, commercial, and industrial uses. The residential uses are primarily higher-density mobile home and trailer parks, and one apartment complex. The commercial uses are mostly low-intensity, highway-dependent retail and service uses, ranging from auto dealerships to mini-storages to flea markets. Jackson County has zoned the area for a variety of urban-density classifications which mostly reflect current uses and housing densities. There are no agricultural uses in the area.

The transportation artery serving the area is Highway 99, consisting of four travel lanes and a center turn lane, with no shoulders, no sidewalks for the most part, and no traffic signals. Side roads are mostly private and all dead end, either at the railroad right-of-way (on the west side of Highway 99) or at Bear Creek (on the east side). PH-3 obtains water service from the Charlotte Anne Water District (there are some private wells. The Charlotte Ann Water District is a special district established many years ago which obtains water from the Medford Water Commission. The area has public sanitary sewer service from Rogue Valley Sewer Services.

PH-3 Urban Reserve By-Existing and Potential Land-Use Type						
Gross Acres: 250	Reasonably Developable: 0	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		69%				31%
Proposed Uses		69%				31%

Because of the existing degree of urbanization in PH-3 detailed Goal 14 boundary analysis in support of its inclusion as an Urban Reserve is not merited. However, some important Goal 14 implications of this area are observed in the plan, such as:

- Urbanization in the area is not necessarily optimally efficient. This area was largely developed before any planning or zoning at the county level. Urban efficiency is challenged by the condition and standards of the existing pattern of urbanization.

- Urban public facilities, while present, do not meet current standards. Improvement of Highway 99 is the responsibility of the Oregon Department of Transportation. ODOT faces many challenges bringing this section of Highway up to modern standards, including the many and diverse property ownerships. Improvements to the public water system in the area will involve absorption of the Charlotte Anne Water District into the City of Phoenix. The Charlotte Anne Water District still serves some properties in the Phoenix City limits that in time will also likely be absorbed by Phoenix.
- Funding to improve the efficient urban utilization of the PH-3 area is expected to be a major challenge for the City of Phoenix even over a fifty-year planning period.

PH-5:

PH-5 consists of 427 acres and lies north of Phoenix city limits and its UGB, and immediately east of the Interstate 5 freeway. Medford is to the north, and agricultural land exists to the east. Much of the land immediately south and within Phoenix has been developed; there is a new Home Depot superstore, a La-Z-Boy furniture gallery, and a Peterbilt truck center adjacent to the freeway, at the regionally important Fern Valley Interchange.

All of PH-5 is currently planned for Agriculture and zoned EFU by Jackson County. The Resource Lands Review Committee (RLRC) recommended that PH-5 not be recognized as part of the commercial agricultural land base, despite the existence of an operating cattle ranch and equestrian center — Arrowhead Ranch. Compared to all the other surrounding Agricultural lands, PH-5 is comprised of the least capable agricultural soils.

PH-5 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 427	Reasonably Developable: 412	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses		22%			12%	66%

1. *Efficient Accommodation of Identified Land Needs-* PH-5 is represents Phoenix's best block of land to supply efficient future urbanization. Much of the land is found to meet the more stringent siting standards of many potential employers for which the City of Phoenix has been allocated regional growth beyond its historical share. PH-5 has one relatively manageable slope break on its south boundary. This slope break is one that would not be expected to present inordinate obstacles to efficient urbanization and will support efficient urbanization within the existing UGB by providing opportunities for a well-gridded street connection to the north that will not require use of regional transportation facilities. Within PH-5 itself, the land is most typically flat to gently rolling and provides opportunities for efficient urbanization patterns that are capable of integrating employment, parks and residential development (at various densities) and which can accommodate growth in a cohesive development pattern. PH-5 is also well situated from a regional perspective to integrate with planned development in southeast Medford in a manner that concentrates regional residential, commercial, and industrial growth for efficient urbanization and utilization of public facilities and services.
2. *Orderly and Economic Provision of Public Facilities and Services-* Water and sewer service is available to PH-5 because of the development of the Home Depot store located immediately to the south. The sewer trunk line serving Home Depot crosses PH-5, and has the capacity to serve additional development. A 12-inch water line was bored under Interstate 5 to serve Home Depot, and has additional capacity. The extent to which storm drainage facilities need to be developed depends on the specifics of development that ends up being proposed for PH-5.

Improved transportation facilities are the primary prerequisite for development of PH-5. The main transportation artery through PH-5 is North Phoenix Road, a county road already experiencing heavy traffic because of commercial and residential development in southeast Medford. That traffic, plus traffic from as far distant as northern California accessing the

regional medical facilities in south Medford, often use North Phoenix Road and the Fern Valley interchange. Improvement of the Fern Valley interchange, Fern Valley Road, and North Phoenix Road to handle current and projected traffic loads, and construction of an overpass or interchange³ at South Stage Road (midway between the Fern Valley and South Medford Interstate 5 interchanges) to handle some of the south Medford traffic, will be critical to the usability of PH-5 and development of the South Valley Employment Center. Both interchanges and their feeders are the responsibility of ODOT. The South Medford Interchange relocation is complete and the Fern Valley Interchange is fully funded and scheduled for reconstruction within the planning horizon in a few short years. Local street network planning is feasible for this area, but will need to be well coordinated with the City of Medford to assure local street grid traffic and alternative transportation modes are well accommodated within an efficient urban configuration to maximize the utility of the regional and State transportation systems.

3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:

- a. *Economic*- The comparative economic consequence of selecting this area is positive because the area is well situated to accommodate regional employment growth opportunities, some of which the Region has allocated to the City of Phoenix (see Chapter 3). The ultimate urbanization of PH-5 will support substantial regional economic opportunities wherein such opportunities are shared with a smaller City in the region to support the continued economic vitality of that City and thereby support the broader Regional Plan objectives to retain and support community identity over the life of the plan. The economic consequences from the loss of farm production will occur but is not expected to be significant in comparison to other alternative Urban Reserve areas.

PH-5 will ultimately be developed with a street system 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. The same will serve traffic moving between east Phoenix and Medford without need to travel near (and which will divert existing and future traffic away from) the interchange area. By diverting traffic away from the Fern Valley Interchange, its capacity will be preserved and intercity travel between Phoenix and Medford on Interstate 5 will be discouraged. A key objective of ODOT near urban areas is to reduce local traffic on its freeways, thereby preserving capacity for the intended purpose of the interstate system — to accommodate interstate travel.

- b. *Social*- The comparative social consequences are expected to be positive over time as efficient arrangements of urban land residential and employment opportunities support community vitality over time. Moreover, 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. There is some potential for negative social consequences due to loss of community identity caused by a growing together of Phoenix and Medford in this area; this consequence can and should be addressed to some degree with design elements at the detail level to address this social consequence.
- c. *Environmental*- The comparative environmental consequences are expected to be positive, primarily from an air quality perspective. The location is well situated for an efficient combination of urban land uses and to support employment from the regional labor market in an efficient manner. This can reasonably be expected to support efficient transportation systems and alternative transportation modes for long term air quality benefits.

³ It has yet to be determined whether freeway improvements (in the vicinity of where the easterly projection of South Stage Road crosses Interstate 5 to intersect with North Phoenix Road at Campbell Road) would be an overpass, interchange, or overpass capable of later upgrading to an interchange.

- d. Energy- The comparative energy consequences are expected to be positive because the site is well situated to support efficient and alternative transportation systems and efficient urbanization patterns. This can translate into positive energy consequences through job-housing balance and alternative transportation opportunities over time.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* PH-5 is planned and zoned for agricultural use and is predominantly composed of a working cattle ranch (Arrowhead Ranch) which is comprised of soils that are predominantly Class III and IV. There are few high value agricultural activities adjacent or nearby PH-5 and none currently exist within the area.

PH-10:

This area contains three parcels totaling 43 acres. It is located on the north side of Fern Valley Road north of the Meadow View Subdivision. PH-10 shares a common property line with PH-5 (Arrowhead Ranch) on the north and is contiguous to Phoenix's urban growth boundary along its west and south boundaries. This growth area can accommodate a mix of residential types and densities, as well as commercial uses. Development near the Fern Valley Interchange will be governed (on matters important to traffic) by an Interchange Management Agreement for the soon-to-be-reconstructed Fern Valley Interchange. The Agreement will be entered into by the City of Phoenix and ODOT and will exist in addition to the City of Phoenix Comprehensive Plan and Land Development Ordinance.

Figure PH.9

PH-10 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 43	Reasonably Developable: 39	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses		85%				15%

1. *Efficient Accommodation of Identified Land Needs-* This area is surrounded on three sides by existing urban development, planned urban development within the existing urban growth boundary, and the PH-5 Urban Reserve to the north. Given this area's close proximity to the city, it represents a logical choice for urban reserve. PH-10's relationship with PH-5 is its primary reason for consideration. As above noted, PH-10 will help accommodate an additional north/south urban transportation corridor that will: 1) provide for travel between east Phoenix and Medford in the vicinity of the Fern Valley Interchange, 2) divert from and therefore reduce impacts upon the Fern Valley Interchange, and 3) reduce reliance on Interstate 5 for intercity travel, thereby preserving capacity of the interstate system.
2. *Orderly and Economic Provision of Public Facilities and Services-* Water and sewer service is available to PH-5, a result from development of the Home Depot store located immediately south within incorporated Phoenix. Significant residential and freeway-oriented commercial development near the interchange further affords PH-10 efficient access to existing public facilities. In addition to existing development in east Phoenix, substantial development is contemplated for large blocks of land already within the Phoenix UGB.

Urbanization of this area, like any considered subarea in PH-A, will produce traffic impacts at the Fern Valley Interchange. However, the proximity of this growth area to the freeway would mean the impact on local arterials would be minor compared to proposed growth areas elsewhere in the region which are located longer distances from major highways. A future South Stage Road interchange or overpass would carry some of the current and future traffic, and alleviate much of the impact on the Fern Valley Interchange with the creation of local street network connections through PH-5. The City will actively pursue the necessary planning and cooperative arrangements with the Oregon Transportation Commission, ODOT, the MPO, and City of Medford to facilitate construction of the I-5/South

Stage interchange/overpass. Phoenix is committed to completion a site-specific master plan for this area consistent with the Regional Transportation Plan and PH-5.

3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
 - a. *Economic*- The comparative economic consequence of selecting these lands is positive because this area is well situated to function and support urbanization of PH-5 and provide needed infrastructure connections. Ultimate and efficient urbanization of PH-5 will benefit from an urban corridor and which will provide an alternative connection to southeast Phoenix that is separate and distinct from North Phoenix Road. The same will serve traffic traveling between east Phoenix and Medford without need to travel through the interchange area. In this way, substantial traffic will be diverted away from the Fern Valley Interchange and discourage intercity travel between Phoenix and Medford on Interstate 5. A key objective of ODOT near urban areas is to reduce local traffic on its freeways, thereby preserving capacity for the intended purpose of the interstate system — to accommodate interstate travel. The preservation of capacity at the Fern Valley Interchange and Interstate 5 corridor represents substantial positive economic consequences.
 - b. *Social*- The comparative social consequences are expected to be positive over time. Residents of southeast Phoenix have voiced considerable concern and issues associated with their single transportation connection that requires use of North Phoenix Road adjacent to the Fern Valley Interchange (during the public planning process undertaken in connection with the interchange reconstruction project). PH-10, in conjunction with ultimate urbanization of and street connections through PH-5, will support important alternative local street connections to the regional transportation system
 - c. *Environmental*- The comparative environmental consequences are expected to be slightly negative. Air quality benefits will accrue from the improved local street connectivity over time. However, PH-10 does include some steeper topography on its north boundary and a stream on its south boundary. Neither of these present insurmountable environmental challenges, but development of PH-10 is likely to require substantial grading and potential stream impacts, both of which can be mitigated. Phoenix can and will ensure proper mitigation through its development standards and approval processes.
 - d. *Energy*- The comparative energy consequences are expected to be positive because the site is well situated to facilitate and support efficiency enhancing transportation system improvements, and efficient urbanization patterns over time and in conjunction with the ultimate urbanization of PH-5. This will translate to positive energy consequences through job-housing balance, provision of an additional transportation corridor that operates to reduce interchange and freeway congestion, and by providing alternative transportation opportunities over time.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- PH-10 is composed of high-value agricultural soils. It is not devoted to high value agricultural use. There are active commercial farms situated to the east and southeast of PH-10. PH-10 has adequate land area to institute an agricultural buffer consistent with Regional standards along its eastern edge. Because of the close proximity to I-5 and the Fern Valley Interchange, traffic resulting from future urbanization of this area would not likely extend eastward into the nearby farm land. Therefore, potential impacts upon nearby farmland can be sufficiently minimized. PH-10 contains three undersized agricultural parcels each with a separate residence; it is unlikely these would ever be consolidated into a single agricultural unit. As such, they each represent a small contribution to the regional supply of high value agricultural land and are well located from an impacts standpoint to other lands when compared to the growth impacts and pressures that would be expected on alternative lands on the west side of Phoenix where much larger blocks of high value soils and intensive cultivation are present.

Summary of Proposed Land Uses in Phoenix Urban Reserves

Urban Reserve area	Residential		Employment		Open Space	
	Acres	percent	acres	Percent	acres	Percent
PH-1			58	100		
PH-1a			52	100		
PH-3	173	69	77	31		
PH-5	94	22	282	66	51	12
PH-10	37	85	6	15		

7. REGIONAL OBLIGATIONS

The City agrees to comply with all applicable monitoring and implementation requirements of the *Regional Plan, Chapter 5*, titled "Performance Indicators," which follows below. The City may not unilaterally amend these requirements.

8. PERFORMANCE INDICATORS

To effectuate the Regional Plan, Jackson County shall adopt the Regional Plan in its entirety into the County Comprehensive Plan. The Participating cities then shall incorporate the portions of the Regional Plan that are applicable to each individual city into that city's comprehensive plan and implementing ordinances, and shall reference the Plan as an adopted element of Jackson County's Comprehensive Plan. After the County and all participating cities have completed the adoptions, the amendments must be submitted to the State of Oregon Department of Land Conservation and Development for acknowledgement by the Land Conservation and Development Commission. Only after acknowledgement does the Regional Plan become effective.

Progress following the acknowledgement of the Greater Bear Creek Valley Regional Plan by the State of Oregon will be measured against a number of performance indicators to determine the level of compliance by participating jurisdictions with the Plan or the need to refine or amend it. The measurable performance indicators listed below are those identified as necessary for the acknowledgement of the Plan and as appropriate for monitoring compliance with the Plan.

1. Jackson County shall adopt the regional plan in its entirety into the county comprehensive plan and implementing ordinance.
2. All participating jurisdictions shall incorporate the portions of the Regional Plan that are applicable to each individual city into that city's comprehensive plan and implementing ordinances, and will reference the Plan as an adopted element of Jackson County's Comprehensive Plan.
3. Urban Reserve Management Agreement. Participating jurisdictions designating an Urban Reserve Area (URA) shall adopt an Urban Reserve Management Agreement (URMA) between the individual city and Jackson County per Oregon Administrative Rule 660-021-0050. Adoption shall occur prior to or simultaneously with adoption of the URAs.

4. Urban Growth Boundary Management Agreement. If there is an inconsistency between this Plan and an adopted Urban Growth Boundary Management Agreement (UGBMA), the city and Jackson County shall adopt a revised UGBMA. When an inconsistency arises, provisions in this Plan and associated URMA shall override the provisions in the UGBMA, until the UGBMA is updated.
5. Committed Residential Density. Land within a URA and land currently within an Urban Growth Boundary (UGB) but outside of the existing City Limit shall be built, at a minimum, to the following residential densities. This requirement can be offset by increasing the residential density in the City Limit.

City	Dwelling Units Per Gross Acre 2010-2035	Dwelling Units Per Gross Acre 2036-2060
Central Point	6.9	7.9
Eagle Point	6.5	7.5
Medford	6.6	7.6
Phoenix	6.6	7.6
Talent	6.6	7.6

Prior to annexation, each city shall establish (or, if they exist already, shall adjust) minimum densities in each of its residential zones such that if all areas build out to the minimum allowed the committed densities shall be met. This shall be made a condition of approval of a UGB amendment.

6. Mixed-Use/Pedestrian-Friendly Areas. For land within a URA and for land currently within a UGB but outside of the existing City Limit, each city shall achieve the 2020 benchmark targets for the number of dwelling units (Alternative Measure #5) and employment (Alternative Measure #6) in mixed-use/pedestrian-friendly areas as established in the 2009 Regional Transportation Plan (RTP) or most recently adopted RTP. Beyond the year 2020, cities shall continue to achieve the 2020 benchmark targets, or if additional benchmark years are established, cities shall achieve the targets corresponding with the applicable benchmarks. Measurement and definition of qualified development shall be in accordance with adopted RTP methodology. The requirement is considered met if the city or the region overall is achieving the targets or minimum qualifications, whichever is greater. This requirement can be offset by increasing the percentage of dwelling units and/or employment in the City Limit. This requirement is applicable to all participating cities.
7. Conceptual Transportation Plans. Conceptual Transportation Plans shall be prepared early enough in the planning and development cycle that the identified regionally significant transportation corridors within each of the URAs can be protected as cost-effectively as possible by available strategies and funding. A Conceptual Transportation Plan for a URA or appropriate portion of a URA shall be prepared by the City in collaboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies, and shall be adopted by Jackson County and the respective city prior to or in conjunction with a UGB amendment within that URA.

Transportation Infrastructure. The Conceptual Transportation Plan shall identify a general

network of regionally significant arterials under local jurisdiction, transit corridors, bike and pedestrian paths, and associated projects to provide mobility throughout the Region (including intracity and intercity, if applicable).

8. Conceptual Land Use Plans. A proposal for a UGB Amendment into a designated URA shall include a Conceptual Land Use Plan prepared by the City in collaboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies for the area proposed to be added to the UGB as follows:

Target Residential Density. The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the residential densities of Section 8.5 above will be met at full build-out of the area added through the UGB amendment.

Land Use Distribution. The Conceptual Land Use Plan shall indicate how the proposal is consistent with the general distribution of land uses in the Regional Plan, especially where a specific set of land uses were part of the rationale for designating land which was determined by the Resource Lands Review Committee to be commercial agricultural land as part of a URA, which applies to the following URAs: CP-1B, CP-1C, CP-4D, CP-6A, CP-2B, MD-4, MD-6, MD-7mid, MD-7n, TA-2, TA-4.

Transportation Infrastructure. The Conceptual Land Use Plan shall include the transportation infrastructure required in Section 8.7 above.

Mixed Use/Pedestrian Friendly Areas. The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the commitments of Section 8.6 above will be met at full build-out of the area added through the UGB amendment.

9. The following conditions apply to specific Urban Reserve Areas:

PH-1, PH 1a, PH3, PH-5, PH-10. Prior to the expansion of the city of Phoenix Urban Growth Boundary into any Urban Reserve Area to accommodate employment land need, the region shall agree on a mechanism (such as a Regional Economic Opportunities Analysis) to assist the city of Phoenix in justifying the regional need for urban reserve PH-5.

PH-5. Development of the portion of PH-5 designated as employment land is restricted to industrial zoning. Prior to the expansion of the Phoenix Urban Growth Boundary into PH-5, the City shall adopt standards to create visual distinction between the City of Phoenix and the City of Medford.

10. Agricultural Buffering. Participating jurisdictions designating Urban Reserve Areas shall adopt the Regional Agricultural Buffering program in Volume 2, Appendix III into their Comprehensive Plans as part of the adoption of the Regional Plan. The agricultural buffering standards in Volume 2, Appendix III shall be adopted into their land development codes prior to a UGB amendment.
11. Regional Land Preservation Strategies. Participating jurisdictions have the option of implementing the Community Buffer preservation strategies listed in Volume 2, Appendix V of the Regional Plan or other land preservation strategies as they develop.
12. Housing Strategies. Participating jurisdictions shall create regional housing strategies that strongly encourage a range of housing types throughout the region within 5 years of

acknowledgement of the RPS Plan.

13. Urban Growth Boundary Amendment. Pursuant to ORS 197.298 and Oregon Administrative Rule 660-021-0060, URAs designated in the Regional Plan are the first priority lands used for a UGB amendment by participating cities.

Land outside of a city's URA shall not be added to a UGB unless the general use intended for that land cannot be accommodated on any of the city's URA land or UGB land.

14. Land Division Restrictions. In addition to the provisions of Oregon Administrative Rule 660-021-0040, the following apply to lots or parcels which are located within a URA until they are annexed into a city:

- a. The minimum lot size shall be ten acres;

- b. Development on newly created residentially zoned lots or parcels shall be clustered to ensure efficient future urban development and public facilities, and this shall be a condition of any land division;

- b. Land divisions shall be required to include the pre-platting of future lots or parcels based on recommendations made by the city government to which the urban reserve belongs;

- c. Land divisions within a URA shall not be in conflict with the transportation infrastructure identified in an adopted Conceptual Transportation Plan; and

- d. As a condition of land division approval, a deed declaration shall be signed and recorded that recognizes public facilities and services will be limited as appropriate to a rural area and transitioned to urban providers in accordance with the adopted URMA.

15. Population Allocation. The County's Population Element shall be updated per statute to be consistent with the gradual implementation of the adopted Plan. If changes occur during an the update of the County's Population Element that result in substantially different population allocations for the participating jurisdictions of this Regional Plan, then the Plan shall be amended according to Section 5 of this Chapter of the Plan.

16. Greater Coordination with the RVMPO. The participating jurisdictions shall collaborate with the Rogue Valley Metropolitan Planning Organization (RVMPO) to:

- a. Prepare the Conceptual Transportation Plans identified in Section 8.7.

- b. Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 8.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of way costs.

- c. Plan and coordinate the regionally significant transportation strategies critical to the success of the adopted Regional Plan including the development of mechanisms to preserve rights-of-way for the transportation infrastructure identified in the Conceptual Transportation Plans; and

- d. Establish a means of providing supplemental transportation funding to mitigate impacts arising from future growth.

17. Future Coordination with the RVCOG. The participating jurisdictions shall collaborate with the Rogue Valley Council of Governments on future regional planning that assists the participating jurisdictions in complying with the Regional Plan performance indicators. This includes cooperation in a region-wide conceptual planning process if funding is secured.
18. Agricultural Task Force. Within six months of acknowledgment of the Greater Bear Creek Valley Regional Plan, Jackson County shall appoint an Agricultural Task Force made up of persons with expertise in appropriate fields, including but not limited to farmers, ranchers, foresters and soils scientists, representatives of the State Department of Agriculture, the State Forestry Department, the State Department of Land Conservation and Development, Jackson County, and a RPS participating city.

The Agricultural Task Force shall develop a program to assess the impacts on the agricultural economy of Jackson County arising from the loss of agricultural land and/or the ability to irrigate agricultural land, which may result from Urban Growth Boundary Amendments. The Agricultural Task Force shall also identify, develop, and recommend potential mitigation measures, including financing strategies, to offset those impacts. Appropriate mitigation measures shall be applied to Urban Growth Boundary Amendment proposals.

19. For the purposes of UGB amendments, the amount and type of park land included shall be consistent with the requirements of OAR 660-024-0040 or the park land need shown in the acknowledged plans.
20. Future urban growth boundary amendments will be required to utilize the definition of buildable land as those lands with a slope of less than 25 percent, or as consistent with OAR 660-008-0005(2) and other local and state requirements.

9. INCENTIVES AND DISINCENTIVES— ORS 197.656(2)(B)(D)

The state requires that participants in an RPS process delineate the factors, mechanisms, or outcomes that constitute the most compelling reasons for participants to comply with the Regional Plan over the identified planning horizon. Accordingly, the Participants have agreed to the following:

INCENTIVES:

- a. Continued regional cooperation through the 5-year review process and 10-year coordinated periodic review may improve the region's ability to respond to challenges and opportunities more effectively than it does presently.
- b. Adherence to the adopted Regional Plan may provide the region with a competitive advantage, increase the attractiveness of the region to long-term investment, and improve southern Oregon's profile in the state.
- c. Adherence to the adopted Regional Plan may produce significant reductions in transportation infrastructure costs by minimizing future right-of-way acquisition costs, encouraging mixed-use/pedestrian friendly development, and improving the overall long-range coordination of transportation and land use planning.
- d. Adherence to the adopted Regional Plan will provide participating jurisdictions with

population allocations that are predictable, transparent, and based on the relative strengths of the different participating jurisdictions.

e. The adopted Regional Plan offers compelling regional justifications and state agency support for Tolo and the South Valley Employment Center that may not have been available to an individual city proposal.

f. Adherence to the adopted Regional Plan will permit jurisdictions to implement the flexibility provided by the concept of the “Regional Community”, in which cities, in the role of “regional neighborhoods”, enjoy wide latitude in their particular mix, concentration, and intensity of land uses, as long as the sum of the regional parts contributes to a viable balance of land uses that is functional and attractive to residents and employers and in compliance with statewide goals.

DISINCENTIVES:

a. The region’s failure to adhere to the adopted Regional Plan may damage its competitive advantage, the attractiveness of the region to long-term investment, and southern Oregon’s profile in the state.

b. Adherence to the Regional plan may be a rating factor for MPO Transportation Funding. Transportation projects of jurisdictions not adhering to the adopted Regional Plan may be assigned a lower priority by the MPO when considered for funding.

c. Jackson County may reconsider the population allocations of jurisdictions signatory to the Agreement not adhering to the adopted Regional Plan.

d. Participating jurisdictions not adhering to the adopted Regional Plan will need to provide corrective measures in order to have a UGB amendment approved by the County.

e. The failure of a participating jurisdiction to adhere to the adopted Regional Plan will compromise its ability to implement the concept of the “Regional Community”, and will not provide the participating cities with as wide a latitude in their desired individual mix, concentration, and intensity of land uses.

10. MONITORING— ORS197.656(2)(B)(E)

a. **Monitoring.** Participating jurisdictions shall maintain a monitoring system to ensure compliance with the Regional Plan and future amendments. Specific indicators against which performance will be judged are listed in Section 8 of this Chapter. Monitoring to ensure compliance with the adopted Regional Plan will be a shared responsibility.

Regional Plan Progress Report. On a regular basis, beginning in 2017 and every 5 years thereafter, all participating jurisdictions shall participate in a regular Regional Plan review process. Jackson County shall initiate the Regional Plan review process by providing notice of the Regional Plan review to each participant and requiring that each participant submit a self-evaluation monitoring report addressing compliance with the performance indicators, set out in Section 8 of this Chapter of the Regional Plan, to the County within 60 days after the date of the notice.

A standardized format for the review and report shall be developed by Jackson County and agreed upon by the jurisdictions. The reports shall include descriptions of their jurisdiction’s

activities pertinent to the Regional Plan for the preceding five-year period, analysis as to whether and how well those activities meet each of the performance indicators, and a projection of activities for the next five-year period. Jackson County will distribute these monitoring reports to all participants and make them available to the public.

b. Coordinated Periodic Review. On a regular basis, beginning in 2022 and every 10 years thereafter the participating jurisdictions in the Regional Plan may, at their discretion, participate in a process of coordinated Periodic Review. This process may be initiated by any of the participating jurisdictions but requires agreement between all participants to proceed.

11. CORRECTIVE MEASURES AND PLAN ADJUSTMENTS— ORS197.656(2)(B)(F)

a. Corrective Measures.

1. If a Regional Plan Progress Report indicates that a particular city is not meeting the performance measures, the city shall propose corrective measures as an addendum to the Regional Plan Progress Report. The corrective measures shall be approved by the Policy Committee.
2. Cities that choose to expand their UGBs into land not designated as a URA will be required to go through the Regional Plan minor or major amendment process prior to or concurrent with any other process.
3. If land outside of a URA is included in a UGB while URA land remains available to that city, an equivalent amount of land shall be removed from the remaining URA land. Land removed shall be of equal or higher priority in relation to the land included. Additionally, if land determined part of the region's commercial agricultural base by the RLRC is included, the land removed shall also be land with that designation (if available).
4. A proposal for an UGB amendment will be required to demonstrate how the Regional Plan performance indicators have been met. A UGB amendment will not be approved by the County unless the Regional Plan performance indicators have been met or corrective measures are proposed which demonstrate how the performance indicators will be met.
5. Approval of a UGB amendment shall be subject to the condition that it be zoned and developed in a manner consistent with the Conceptual Land Use Plan submitted in the UGB amendment proposal. After the UGB Amendment has been approved, all subsequent Comprehensive Plan Amendments by a city to amend land uses which will result in an inconsistency with the Conceptual Land Use Plan shall be reviewed, modified as appropriate, and approved by the county prior to development. The amendment shall be processed as a Type 4 permit.
6. A UGB amendment to add land not designated as a URA shall only be considered through a quasi-judicial application when the land to be added is industrial.

b. Regional Plan Amendments.

1. Regional Plan Amendment Responsibility. Processing amendments to the adopted Regional Plan shall be the responsibility of Jackson County, and shall only be proposed by the governing authority of a participating jurisdiction. In acknowledgement of the collaborative

process by which the adopted Regional Plan was created, Jackson County shall have available the assistance of the participating jurisdictions through a Technical Advisory Committee and Policy Committee. Both committees serve on an as-needed basis, and both serve in an advisory capacity to Jackson County as follows:

Technical Advisory Committee. The TAC shall be comprised of planners and senior-level staff from signatory jurisdictions and agencies, and each signatory shall have one vote, irrespective of the number of participating representatives. Recommendations to the Policy Committee or directly to Jackson County shall be made by at least a supermajority vote (simple majority plus one) of a quorum of signatory jurisdictions and agencies.

Policy Committee. The Policy Committee shall be comprised of elected officials or executive staff from signatory jurisdictions and agencies. Each signatory jurisdiction shall designate a voting and alternate voting member, and each signatory jurisdiction will have one vote. Recommendations to Jackson County shall be made by at least a supermajority vote (simple majority plus one) of a quorum of jurisdictions. State agencies, the MPO, and Rogue Valley Sewer Services, while Signatories, shall not be voting members of the Policy Committee.

2. **Regional Plan Amendment Type.** When an amendment to the adopted Regional Plan is proposed, Jackson County shall make a preliminary determination regarding whether the proposed amendment is a Minor Amendment or Major Amendment, as defined below, shall notify signatory jurisdictions and affected agencies of the County's preliminary determination, and shall solicit input. Based on its preliminary determination and input received, Jackson County shall review the proposed amendment according to the procedures for Minor Amendments or Major Amendments set out below. Proposed amendments to the adopted Regional Plan shall adhere to the following provisions:

Minor Amendment. A minor amendment is defined as any request for an amendment to the adopted Regional Plan that does not conflict with the performance indicators and does not propose an addition of more than 50 acres to a city's URA established in the adopted Regional Plan or more than a 50-acre expansion of the UGB into non-URA land.

Should a city exceed its limit of 50 acres for adding to its URAs during the Planning Horizon for the Regional Plan, it may not use the minor amendment process for further additions to its URA. Should a city exceed its limit of 50 acres for expanding its UGB into non-URA land during the planning horizon, it may not use the minor amendment process for further expansions of its UGB into non-URA land.

Any participant jurisdiction may initiate a minor amendment to the adopted Regional Plan. The proposing jurisdiction must clearly identify the nature of the minor amendment, and specify whether the minor amendment would require any other signatory jurisdiction to amend its comprehensive plan. Should any signatory jurisdiction other than the proposing jurisdiction and Jackson County be required to amend their comprehensive plans as a result of the proposed minor amendment, the affected signatory jurisdiction shall be a party to the minor amendment proceeding.

Jackson County's process and the proposing jurisdiction's process for a minor amendment to the Regional Plan shall be equivalent to the state and local processes required for a comprehensive plan amendment.

Signatories and agencies shall be provided with notice of the County's and proposing jurisdiction's final decision on each minor amendment within five working days of the adoption of the final decision.

Major Amendment. A major amendment is defined as any requested amendment to the adopted Regional Plan that does not meet the definition of a Minor Amendment.

If multiple signatory jurisdictions are involved in a single request for a major amendment, a lead jurisdiction shall be selected by the affected jurisdictions.

Notice containing a detailed description of the proposed change shall be forwarded by Jackson County to all signatories and affected agencies.

Staff from signatory jurisdictions and agencies shall meet as a Technical Advisory Committee and generate a recommendation to the Policy Committee by vote of at least a supermajority of a quorum (simple majority plus one).

Decision-makers from signatory jurisdictions and agencies shall meet as a Policy Committee and consider the proposal and the Technical Advisory Committee recommendation. The Policy Committee shall generate a recommendation to Jackson County by vote of at least a supermajority of a quorum (simple majority plus one).

Should an existing city or a newly incorporated city desire to become a participating jurisdiction, increased population shall be added to the regional projected population adequate to accommodate the projected population growth of the newly incorporated city for the remainder of the Planning Horizon for the Regional Plan. The addition of a newly incorporated city to the Regional Plan, the establishment of Urban Reserve Areas and other such actions shall be accomplished through the major amendment process.

Jackson County's process, and the proposing jurisdiction's process, for a minor or major amendment to the Regional Plan shall be equivalent to the state and local required process for a comprehensive plan amendment, in addition to the Regional Plan-specific provisions. Signatories and affected agencies shall be provided with notice of the final decision on each major or minor amendment within five working days of the adoption of the final decision. Jurisdictions or agencies shall be noticed according to Figure 11.1.

Figure 11.1

JURISDICTIONS AND AGENCIES TO RECEIVE NOTIFICATION OF PROPOSED AMENDMENTS TO THE ADOPTED REGIONAL PLAN		
Jurisdiction or Agency	Routine	As Needed
City of Eagle Point	X	
City of Central Point	X	
City of Medford	X	
City of Phoenix	X	
City of Talent	X	
City of Ashland	X	
Oregon Department of Transportation	X	
Oregon Department of Land Conservation and Development	X	
Oregon Department of Environmental Quality	X	
Oregon Economic and Community Development Department	X	
Oregon Department of Agriculture	X	

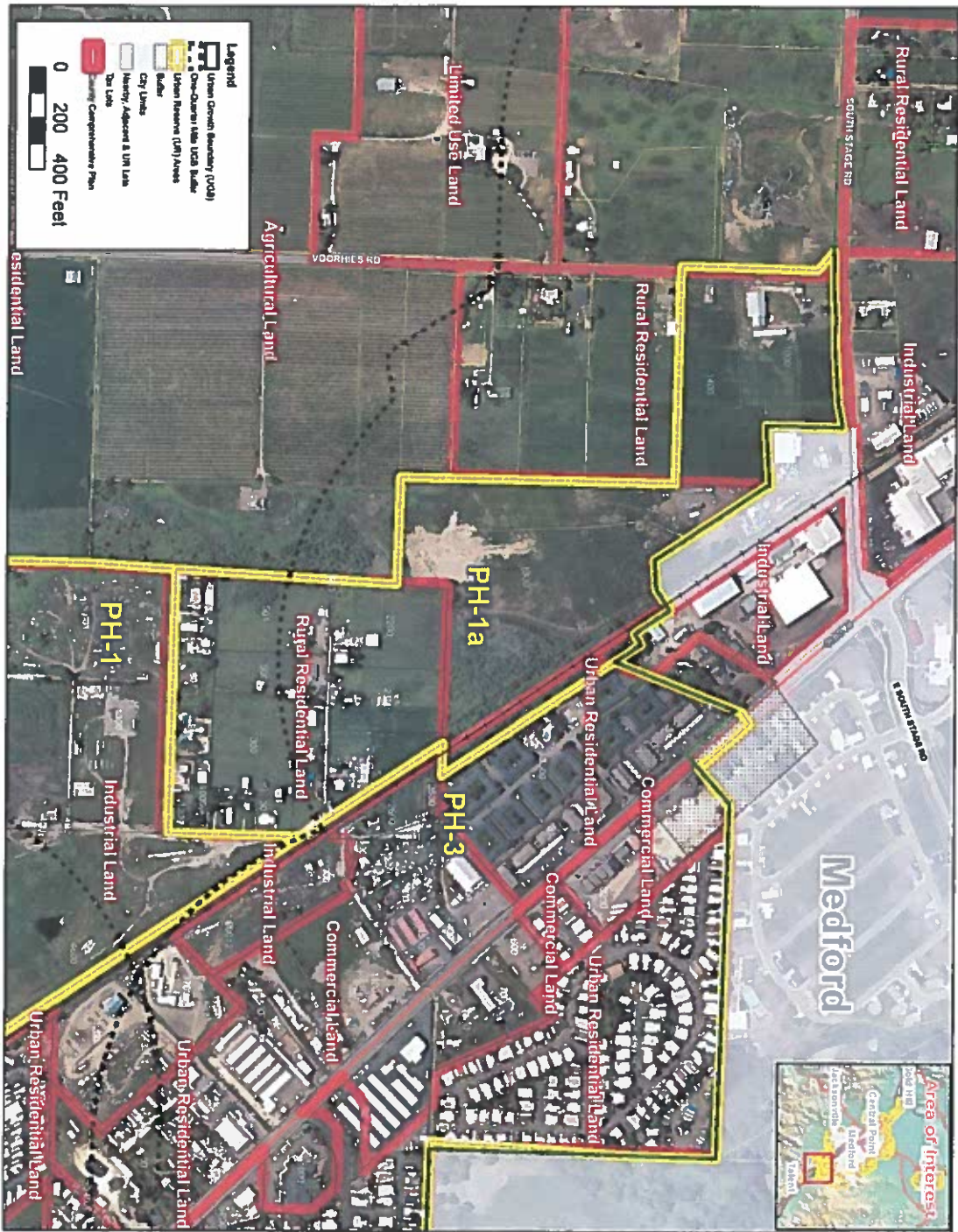
Oregon Housing and Community Development Department	X	
Rogue Valley Metropolitan Planning Organization	X	
Rogue Valley Sewer Services	X	
Medford Water Commission	X	
Rogue Valley Council of Governments	X	
Rogue Valley Transit District	X	
Oregon Department of Fish and Wildlife		X
Division of State Lands		X
Ashland School District #5		X
Central Point School District #6		X
Jackson County School District #9		X
Medford School District 549C		X
Phoenix-Talent School District #4		X
Eagle Point Irrigation District		X
Medford Irrigation District		X
Rogue Valley Irrigation District		X
Talent Irrigation District		X
Jackson Soil and Water Conservation District		X

12. URBAN RESERVE MANAGEMENT AGREEMENT

The creation of urban reserves required the adoption of an Urban Reserve Management Agreement (URMA) between the City and Jackson County. All development within the City's Urban Reserve Areas will be regulated in accordance with the URMA. The approved URMA for Phoenix's Urban Reserve is presented in Appendix 3 of this element.

APPENDIX 1

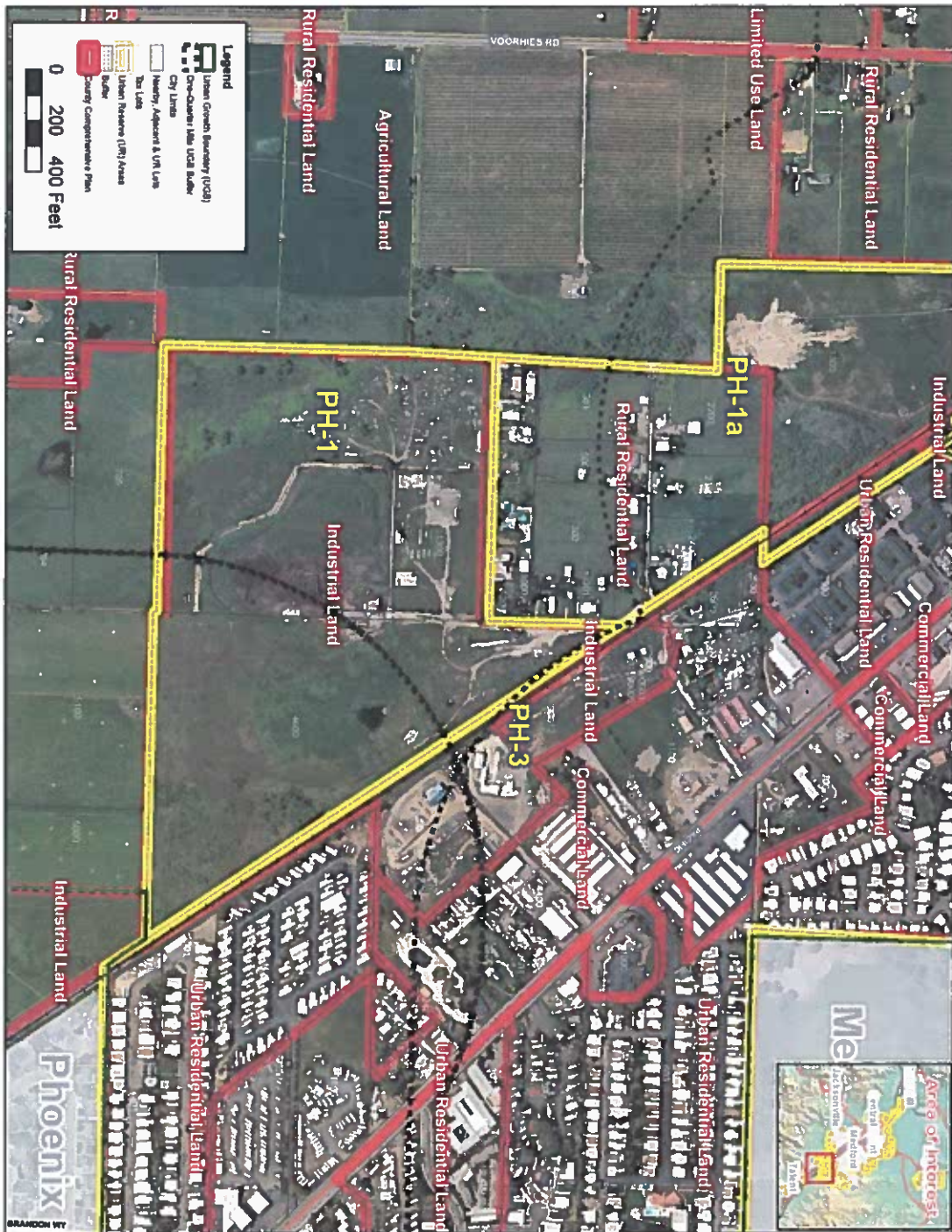
Urban Reserve Area Maps



Greater Bear Creek Valley - Regional Plan

Urban Reserve Area PH-1a
Phoenix





Greater Bear Creek Valley - Regional Plan

Urban Reserve Area PH-1
Phoenix

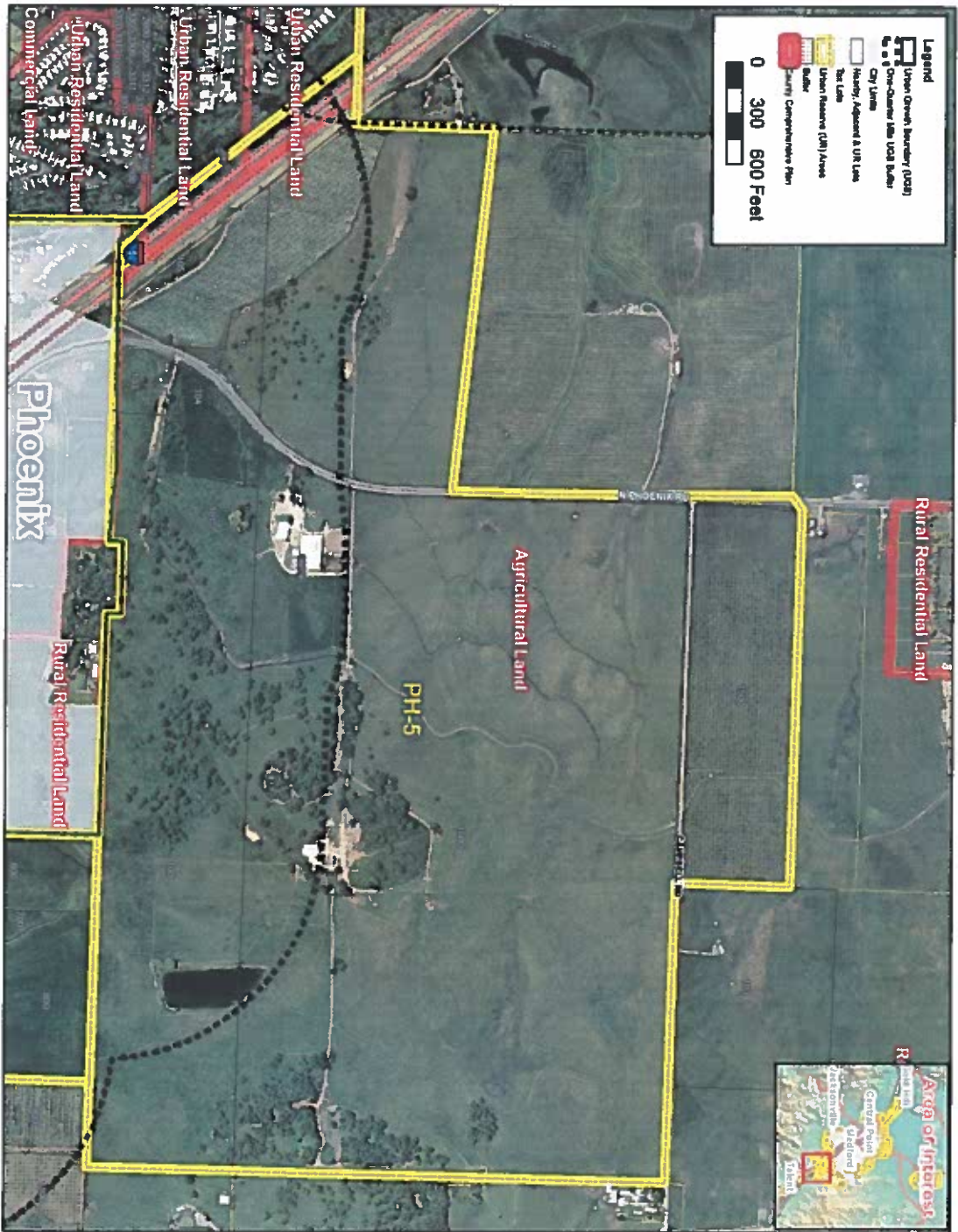




Greater Bear Creek Valley - Regional Plan

Urban Reserve Area PH-3
Phoenix





Greater Bear Creek Valley - Regional Plan

Urban Reserve Area PH-5
Phoenix





Greater Bear Creek Valley - Regional Plan

Urban Reserve Area PH-10
Phoenix



APPENDIX 2

Urban Reserve Selection Process

1. STUDY AREA SELECTION /COARSE FILTER

The study areas for initial (coarse) filtering are identified on Map 63 of the Atlas. They are PH-A, PH-B and PH-C. Phoenix, in coordination with the Regional Problem Solving Process, ultimately identified the suitable lands from these broad areas for final consideration as urban reserves. Inclusion of land within an urban reserve shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. The study areas for initial (coarse) filtering are identified on Map 63 of the Atlas. They are PH-A, PH-B and PH-C. The City of Phoenix, in coordination with the Regional Problem Solving Process, ultimately identified the suitable lands from these broad areas for final consideration as urban reserves. The study areas are sized to consider all nearby and adjacent lands and areas where urban reserves may be appropriately extended beyond one-quarter mile if needed to accommodate identified urban land needs over the planning horizon. The estimated urban land need for the planning horizon is related to the initial study area in the table at Figure PH.2 below. The study area is reasonably sized to yield an inventory of suitable lands responsive to the future urban needs of Phoenix. Of the 3,720 gross acres within the coarse study areas, 1,872 acres are passed through for further study.

Figure PH.2

COARSE STUDY AREA COMPARED TO ESTIMATED NEED				
Jurisdiction	Estimated Need (acres)	Coarse Study Areas		
		Lots	Acres	Percent of Residential Need
Phoenix	805	777	3,720	462%

Area PH-A

Area PH-A is generally described as those lands lying north, northeast, and east of the City, traversed north-south by Fern Valley Road. The northern half of PH-A is situated north of the city, east of Interstate 5 and north of Fern Valley Road with Payne Road delineating the approximate eastern-most extent.

The southeast corner of this study area includes lands along Payne Road that are part of a larger agricultural area that extends generally from Fern Valley Road east of Phoenix to North Valley View Road northwest of Ashland. This area has experienced considerable reinvestment in high-value pear orchards over the last ten years. There is very little residential development in and around this area, which is one of the factors that has made it appealing for companies to invest in agriculture within this area. The Fern Valley to Suncrest Corridor experiences fairly low volume traffic, further minimizing conflicts between urban or rural residents and commercial agriculture. The City has elected not to extend further east into PH-A because of the potential significant impacts additional traffic would likely pose on agriculture in the area, especially to the Royal Crest orchard reinvestment area and other impacts from increased urbanization pressure.

This northern part of PH-A contains approximately 1220 acres. Of which Arrowhead Ranch — a working cattle ranch and equestrian center — comprises ~362 acres. The southern extent of PH-A is situated south of Fern Valley Road and east of the City's existing Urban Growth Boundary, with Payne Road being the approximate east border of said study area. The southern half of PH-A is approximately 575 acres.

Coarse Suitability of PH-A North of Fern Valley Road: Much of this area is potentially suitable for future urbanization by either the City of Medford or the City of Phoenix. The coordinated resolution to this regional issue was to place the lands within a ¼ mile of the Phoenix UGB on the west side of North Phoenix Road into Phoenix's pool of suitable lands; lands east of North Phoenix Road and just north of Campbell Road were also included in the pool of potentially suitable lands. All lands within a ¼ mile of the existing UGB as well as lands along North Phoenix Road were selected for detailed study as potentially suitable lands for Urban Reserves based upon the following Goal 14 boundary location factors and resource land and use impacts:

1. *Efficient Accommodation of Identified Land Needs-* Following the reconstruction of the Fern Valley Interchange, most all of this study area could be urbanized with relative efficiency. The western

half of PH-A north of Fern Valley Road is relatively flat. This area is well served by, and visible from, major regional transportation facilities, specifically Interstate-5 and the North Phoenix Road. North Phoenix Road is expected to take on a greater regional transportation facility role over the life of the Regional Plan. The City of Phoenix urban land need is weighted toward employment lands, consistent with regional allocations to the City of Phoenix. Lands in the eastern half of PH-A north of Fern Valley Road are too steep to suit the needs of most regional employers. To assure an adequate pool of potentially suitable lands to meet the identified regional employment land needs with an efficient arrangement along regional transportation corridors, all lands within a ½ of North Phoenix Road to just north of Campbell Road were selected for detailed study as potentially suitable Urban Reserve Lands.

2. *Orderly and Economic Provision of Public Facilities and Services*- Preliminary evaluation indicates public facilities and services can be planned and eventually provided to the PH-A area; transportation planning for the area contemplates the need for an east-west connection from South Stage Road to North Phoenix Road across Interstate 5. This connection is expected to support adequate transportation facilities to serve this area.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
 - a. *Economic*- The comparative economic consequences of selecting all lands within a quarter mile plus lands within a ½ mile on North Phoenix Road to just North of Campbell Road for Phoenix Urban Reserves is expected to be positive as this land is well situated to serve regional economic development needs and to support future regional employment. Such economic development would also have beneficial impacts on general fund revenues that would accrue to the City of Phoenix.
 - b. *Social*- The comparative social consequences of selecting all lands within a ¼ mile plus lands within ½ mile on North Phoenix Road to just north of Campbell Road for Phoenix Urban Reserves, are expected to be positive by reason of expanded employment opportunities. Positive consequences will also result from employment land generating needed general fund revenues.
 - c. *Environmental*- The comparative environmental consequences of Urban Reserves in this area are not expected to be appreciably different than other potential areas.
 - d. *Energy*- The comparative energy consequences are significant when compared to other areas. The increasing share of regional employment that has been allocated to Phoenix translates to energy costs in the form of transportation energy expenditures by the regional labor force. The area within ¼ mile of the UGB plus lands within a ½ mile on North Phoenix Road to just North of Campbell Road for Phoenix Urban Reserves are well situated to serve the regional labor market and can be expected to have comparative energy benefits over other potential urban reserve areas.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The portion of PH-A lying north of Fern Valley Road and west of the irrigation canal has some farm uses. Most of the soils are Class IV with some classes I, II, IV and VI. The predominant agricultural use is a cattle and equestrian ranch — Arrowhead Ranch. The other acreage consists of hay production and other low-intensity agriculture. There are two very small pear orchards that were removed in the last five years and are now devoted to hay and field crop production. The area above the irrigation canal is oak savannah and pasture land. Soils in this area are Class II and Class IV. Urban growth in this area is not expected to adversely effect the long-term viability of other resource lands in the area, provided the Region's agricultural buffering standards are implemented in conjunction with future urban development.

Coarse Filter Outcome for PH-A: The areas from within Coarse Study Area PH-A, that are being passed through to the fine filter analysis are identified on Atlas Map 63b as PH-5, PH-10, PH-A.a, and PH-A.b.

Area PH-B

Coarse study area PH-B includes those lands generally situated south and southeast of the City of Phoenix. In total, PH-B includes approximately 650 acres. The area is bounded on the west by Colver Road and on the east by Payne Road. The area extends approximately ¼ mile to the south — roughly half the distance between the cities of Phoenix and Talent.

The eastern-most 280 acres includes gentle to steeply sloped terrain populated by oak trees and traversed by a narrow strip of irrigated pasture situated along Kenutchen Creek and between Interstate 5 and Payne Road. This is the only area between Ashland and Medford in which Bear Creek runs along the east side of the freeway.

The western-most portions of PH-B are dominated by flat, irrigated farmlands which are actively and intensively under commercial agricultural production. This area was designated as a community buffer area by the pCIC through the RPS plan development. Highway 99 extends through this area, creating an island of land between the state highway and Interstate 5. Parallel to Highway 99 and further west is the railroad right-of-way which exists as the primary physical feature traversing the relatively large blocks of farm-land between Highway 99 and Colver Road to the west. The only road access into this area is Hartley Road a privately maintained Local Access Road.

Approximately 36 acres of land within PH-B, along Highway 99 and immediately adjacent to the city are designated Rural Residential on the Jackson County Comprehensive Plan (JCCP). Uses within this area are relatively diverse, ranging from single family homes, to farm-stands and churches.

Coarse Filter Outcome for PH-B: Because of potential farmland impacts west of I-5 and the remoteness of lands in PH-B east of I-5, only those lands partially or wholly within ¼ mile of the Phoenix UGB were passed through to the fine filter analysis below, including those lands identified on Atlas Map 64 as PH-B.a, PH-B.b, and PH-B.c. All other lands are excluded from further consideration based upon the Goal 14 Factors and Resource Land Use impacts analyzed above.

Area PH-C

PH-C, an area of more than 1,000 acres, encompasses all land northwest, west, and southwest of Phoenix. From a coarse filter urban reserve standpoint, this is a fairly complex area; the area is complex because it contains a patchwork of Rural Residential designated exception areas intermingled with some of the Valley's best agricultural land. Rural Residential exception areas are primarily concentrated within a narrow ribbon of valley bottomland between the southwest corner of the City and the west hills that form the foothills of the 7000-foot peaks of the Siskiyou Mountains to the southwest. The west hills contain additional exception lands. Like other exception lands in the region, these were developed prior to state or county planning/zoning regulations. This narrow ribbon of land creates a rural land connection between two of the largest and most intensively cultivated high value crop areas in the Rogue Valley located west and northwest of Talent and west and northwest of Phoenix.

For this reason, a fundamental urban reserve suitability decision with respect to establishment of Urban Reserves for the City of Phoenix is whether lands greater than ¼ mile from the Phoenix UGB in PH-C should be passed through for detailed study. The area west of Phoenix is an instance where more specific suitability analysis of Goal 14 and Resource Land and Use impacts are appropriate and necessary to determine whether additional lands beyond ¼ mile should be evaluated in the detailed suitability analysis. These are further discussed below, as follows:

Coarse Suitability of PH-C: The suitability of Urban Reserves more than ¼ mile west of the existing Phoenix UGB is evaluated according to the following Goal 14 boundary location factors and resource land and use impacts:

1. *Efficient Accommodation of Identified Land Needs-* There is some degree of parcelization and the presence of small exception lots that can impede efficient urbanization to some degree by preventing the annexation and ultimate urban development; the region's experience has been that property owners within rural exception areas are typically satisfied with their neighborhoods (absent public facilities — sewer and water — limitations) and resist efforts of other nearby

owners to further develop to higher densities or land use intensities. However, the area does not contain additional confounding variables, such as environmental constraints, that render it significantly more difficult than is commonly overcome when redeveloping exception areas throughout the Jackson County and the State of Oregon. The same is not true beyond PH-C in the foothills to the southwest where steep topography combined with existing parcelization and development make efficient urbanization difficult to achieve. However, the railroad also presents challenges for orderly provision of public facilities and services to the existing industrial lands inside Phoenix's existing Urban Growth Boundary; this land has no access and may not be able to obtain access via an existing railroad crossing inside the Urban Growth Boundary or within an acknowledged exception area. One possible solution would be the extension of infrastructure parallel to the railroad to utilize an existing public crossing at South Stage Road.

2. *Orderly and Economic Provision of Public Facilities and Services-* There is some degree of parcelization and the presence of small parcels that can impede the orderly provision of public facilities. For purposes of street connectivity, the lack of railroad crossings combined with existing parcelization is likely to make the orderly and economic provision of public facilities challenging anywhere west of the City of Phoenix; the larger the area to be served, the greater the degree of orderly public facility challenges are likely to occur.
3. *ESEE Consequences-* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
 - a. *Economic-* The comparative economic consequence of Urban Reserves west of the City of Phoenix is expected to be generally negative. Agricultural lands west of Phoenix have adapted to the level and location of rural residential uses and intensive cultivation has continued, albeit with some conflicts. Increased urbanization pressures are expected to place future agricultural investments at risk and this would reduce basic sector economic production in Jackson County. The notable exception to this general consequence is the positive benefit and the potential for infrastructure extension to utilize the public railroad crossing at South Stage Road to derive full economic benefit from existing industrial lands within the Phoenix Urban Growth Boundary.
 - b. *Social-* The comparative social consequences of selecting these lands would be negative for the inverse reasons of the economic consequences. Locating urban uses closer to significant intensive agricultural uses has the potential to create adverse social consequences from land use conflicts with accepted farm and forest practices. Given the areas topography, some exception areas cannot be adequately buffered through use of the Region's agricultural buffering standards. The notable exception to this general consequence is the positive benefit and the potential for infrastructure extension to utilize the public railroad crossing at South Stage Road for the benefit of undeveloped industrial land within the existing UGB. This crossing would direct industrial traffic outside Phoenix's urban core and away from potentially conflicting uses such as schools and residential neighborhoods while still having relatively direct connections with regional transportation facilities.
 - c. *Environmental-* The comparative environmental consequence of Urban Reserves that are more than a ¼ from the existing UGB is not be expected to be significantly greater than would result in other alternative areas.
 - d. *Energy-* The comparative energy consequences are expected to be negative because this area is not as well connected to the regional transportation network than alternative areas. Lands along the railroad to the northwest of the City may be suitable from an energy perspective as these have somewhat more direct connection to the regional transportation network via South Stage Road.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* As discussed in the ESEE consequences, urban growth more than ¼ mile from the existing UGB in the City of Phoenix has the potential to cause land use conflicts with agricultural uses. In particular, the designation of urban reserves and eventual extension of the City of Phoenix to the southwest will create an urban divide between two of the most significant large blocks of agricultural use in Jackson County (west and northwest of Talent and west and northwest of Phoenix). Urbanization of this narrow strip of land (~3,100') will change the character of the area from

rural to urban and definitively split the two large blocks of farmland and intensive farm uses west and northwest of the City of Talent from the large block of farmland west and northwest of the City of Phoenix. Conflicts between farm uses and urban land uses are most acute for the urban residential land uses; this narrow strip of land is generally only suitable for residential development as it is ill-located for most employment uses. Intensified urban residential land uses in this narrow strip will create even more conflicts between the urban traffic patterns and significant fresh fruit and fruit waste hauling that occurs on the rural market roads between these two large blocks of contiguous agricultural land. Moreover, due to topography, Regional agricultural buffering standards will be less effective in mitigating land use impacts between agricultural and residential use.

Coarse Filter Outcome for PH-C: Because of potential farmland and farm use impacts, only those lands partially or wholly within ¼ mile of the Phoenix UGB and near the railroad tracks to the northwest in a location with the potential to provide access via South Stage Road to the existing vacant industrial land within the UGB are being passed through to the fine filter for further analysis below, including those lands identified on Atlas Map 64 as PH-C.a and PH-C.b. All other lands were excluded from further suitability analysis based upon the above Goal 14 analysis and the anticipated resource land use impacts.

Area Highway 99 Urban Containment Boundary [PH-3]

Coarse Suitability of PH-3: In addition to the study areas analyzed above, Jackson County has a longstanding policy to place lands within the Highway 99 Urban Containment Boundary within an UGB. Most of this land was placed in Medford's UGB in 1993 and now the coordinated urban reserve process has identified the balance of this area as appropriate for the City of Phoenix Urban Reserves. A detailed Goal 14 review is not provided or required where the land is already urbanized, there are no comparable alternatives, and the area does not meet identified land needs because it has no appreciable potential to accommodate additional development in the context of an urban reserve plan.

Coarse Filter Outcome for PH-3: Land within PH-3 is therefore passed through to the fine filter.

3. SUITABLE LANDS ANALYSIS / FINE FILTER

Lands within the initial coarse filter study areas which were selected for further study, were then examined in more detail to determine which should be inventoried as suitable lands for urban reserve consideration. In general, the rationale and reasoning for Urban Reserve designation in areas evaluated at the coarse filter level, is applicable to the more detailed specific areas. All Goal 14 and Resource Land Impacts and use analysis in the coarse filter analysis above, also applies to the fine filter suitability analysis unless specifically stated as it applies to the particular fine filter area analyzed. The structure of the fine filter analysis evaluates suitability under Goal 14 and the Resource Land and Use impacts first for those lands found to be unsuitable and then for those lands found to be suitable. Figure PH.3 summary table of the lands in each category for the more specific Fine Study areas:

Figure PH.3

OVERVIEW SUMMARY OF FINE STUDY AREA						
Fine Study Area	Lots	Existing Dwellings	Gross Acres	Physically Constrained	Built	Generally Unconstrained
PH-1	5	2	58	3	1	55
PH-1a	22	20	52	2	3	47
PH-2	2	1	41	1	1	40
PH-3	206	26	250	13	250	0
PH-5	13	3	453	14	1	438
PH-10	3	3	43	4	1	39
PH-A.a	12	6	191	4	2	185
PH-A.b	5	4	184	23	1	160
PH-B.a	6	0	51	15	0	36
PH-B.b	21	17	96	7	4	85
PH-B.c	32	28	155	4	8	143
PH-C.a	52	59	212	0	15	197
PH-C.b	17	10	138	3	3	133
Totals	396	179	1,924	93	288	1,556

4.1 Study Areas - Unsuitable

Each of the areas identified in the accompanying Atlas (Map 63b) as PH-A.a, PH-A.b, PH-B.a, PH-B.b, PH-B.c, PH-C.a and PH-C.b were evaluated for suitability considering the growth policies for Phoenix and the balance of Goal 14 boundary location factors. Each of these areas was found to be unsuitable for inclusion/ protection as Urban Reserve for the detailed reasons explained below:

Areas PH-A.a and PH-A.b

Areas PH-A.a and PH-A.b includes lands from coarse area PH-A primarily within a ¼ mile of the existing eastern border of the Phoenix UGB.

The Goal 14 location factors relate, in balance, to PH-A.a PH-A.b as follows:

1. *Efficient Accommodation of Identified Land Needs-* The PH-A.b is not well situated for efficient accommodation of urban land needs due to significant amounts of steep topography, some of which exceeds 22 percent slope. PH-A.a is somewhat better situated due to less topographic relief, but it is also split by Payne Creek. Additionally, Phoenix urban land need is weighted toward employment lands, consistent with the regional allocations to the City of Phoenix. Employment lands (especially large employers) are much more sensitive to topographic constraints than residential uses. This is largely an issue with respect to construction cost for buildings but also the inefficiency (and greater cost) associated with constructing substantial fields of off-street parking on steep terrain. Issues with grading, drainage and wasted land generally make steep lands impractical for employment uses and associated development. Designating steep lands for Employment would serve to place them at a competitive disadvantage with other lands not constrained by topography. Employment land uses, particularly retail, are also highly sensitive to visibility and access from regional transportation facilities which have high vehicle counts. Neither PH-A.a nor PH-A.b are sufficiently visible or have immediate access to high-traffic volume arterial streets to accommodate employment uses in general, nor retail uses in particular. Moreover, any attempt to accommodate employment uses within these areas would require the removal of a large hill and associated bedrock.
2. *Orderly and Economic Provision of Public Facilities and Services-* All of this study area south of Fern Valley Road has significant public facilities constraints in the form of streets and some in the form of water service. There is a large and steep hill in the southeast corner of the existing UGB that constrains access to this area. While development may eventually provide some local street network connections, higher order street connections would be challenging from engineering and fiscal standpoints. This area is further constrained by the proposed interchange redesign at Fern Valley Interchange. Any growth in this area would only have two

regional transportation options. One, a connection to Suncrest Road via Payne Road which would add traffic to a completely un-urbanized high value agricultural area. This connection is not well situated as it does not directly connect with regional destinations. All other increased traffic from this area must utilize Fern Valley Road at its intersection with North Phoenix Road. This would add significant turning movement demand to an intersection which is projected to be at or over capacity in 20 years. As opposed to through movements, turning movements at at-grade intersections consume a significantly higher percentage of intersection capacity. Significant growth in the southern portion of PH-A necessitate the planning for a viable transportation solution which, in this area, would be difficult or impossible to achieve.

3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
 - a. *Economic*- The relative economic consequences of selecting this area for Phoenix Urban Reserves is expected to be severe as much of the Phoenix growth is employment land and this area would be unsuitable for most employment uses due to steep topography, poor visibility from and access to regional transportation facilities, and the lack of arterial streets with high vehicle counts which provide the needed basis for retail development. This consequence of including this land for employment purposes, is to risk regional economic development and associated employment opportunities and lose them to other areas better physically suited to accommodate the needs of employment.
 - b. *Social*- The comparative social consequences of Urban Reserves in this area are derived from the potential lost employment opportunities as well as consequences to City residents caused by the employment land inventory sitting vacant and failing to generate needed general fund revenues.
 - c. *Environmental*- The comparative environmental consequences of Urban Reserves in this area are not expected to be appreciably different than other potential areas.
 - d. *Energy*- The comparative energy consequences are largely a function of the adverse consequences associated with increased travel demand in a location that is not well situated from a transportation facilities standpoint, making connections to the regional labor pool less energy efficient than other potential urban reserve areas.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- PH-A.a and PH-A.b are, based strictly on a soils capability comparison, comprised of lower capability farm soils than some of the other detailed study areas. However, the area contains active agriculture under a variety of ownerships. There are active orchards, vineyards, and small livestock pastures throughout the area. Most of the existing and sparse residential development is located along the existing roadways. The poorly rated agricultural soils in this area are located where significant topographic features separate existing agricultural land and farm uses from the urban uses to the west. Urban expansion into this area will impact agricultural practices by necessary removal of the natural topographic buffer created and from increased traffic on the Payne Road/Fern Valley Road farm market transportation system which carries high volumes of agricultural traffic during the pear harvest season.

This area was found to be unsuitable, on balance, in accordance with the review of the Goal 14 boundary location factors analyzed above. The substantial natural physical constraints and potential adverse impacts of urbanization on the active agricultural lands within and adjacent to these areas weighed analysis to conclude the lands are unsuitable.

Area PH-B.a

Area PH-B.a is a 51 acre, relatively inaccessible strip that runs between the east side of Interstate 5 and the steep terrain that comprises the western portion of PH-A.b. It includes gentle terrain populated by oak and the Bear Creek floodplain which runs along the east side of the freeway in this area.

The Goal 14 location factors relate, in balance, to PH-B.a as follows:

1. *Efficient Accommodation of Identified Land Needs*- This area is quite remote from the Phoenix urban area and has significant physical barriers to efficient urbanization, bounded by the Interstate 5 corridor and very steep topography. The area is also impacted by the floodplain and floodway of Bear Creek.
2. *Orderly and Economic Provision of Public Facilities and Services*- Extension of public facilities into most of this area is largely impractical unless the area in PH-A south of Fern Valley Road was also included as Urban Reserve (which it is not, see above).
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
 - a. *Economic*- The comparative economic consequences of selecting these lands are found to be negative with high costs to serve the lands relative to their potential developability, especially for regional employment uses.
 - b. *Social*- The comparative social consequences of selecting these lands are found to be negative due to the challenges and burdens that would need to be placed upon a small community in order to make these lands financially viable for urbanization. Additionally, such expenses would be in addition to the lost opportunities for employment while the expense of urbanizing these lands was absorbed.
 - c. *Environmental*- The comparative environmental consequences of Urban Reserves in this area is expected to be negative when compared to other areas due to the need to develop roads into the relatively narrow floodplain/floodway area between Interstate 5 and the hillside. The grading needed to accommodate employment buildings and parking would produce greater than typical environmental impacts.
 - d. *Energy*- The comparative energy consequences would be negative when compared to other areas when the very high costs of infrastructure extension are accounted for and the area's relative remoteness which will produce greater vehicle trip lengths and durations for employees and customers, the consequence of which is greater energy consumption. These consequences are significant in comparison to other areas.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Resource land impacts in the western portion of the area are expected to be minimal because little agriculture now exists in the area. Urbanization of the eastern portion of this area however does have the potential to generate urban land pressures on the recent and significant orchard investments off of Payne Road as well as other smaller agricultural activities in this area. These could be significantly adverse.

This area was found to be unsuitable due to its inaccessibility and the above Goal 14 boundary location factor analysis.

Area PH-B.b and PH-B.c

PH-B.b and PH-B.c are dominated by flat, irrigated farmlands which are actively and intensively under commercial agricultural production. This area was designated as a community buffer area by the pCIC through the RPS plan development. PH-B.b is an island of land that is created between the state Highway 99 and Interstate. Parallel to Highway 99 and further west is the railroad right-of-way which exists as the primary physical feature traversing the relatively large blocks of farm-land between Highway 99 and Colver Road to the west which comprises PH-B.c. The only road access into this area is Hartley Road a privately maintained Local Access Road.

Approximately 36 acres of land, along Highway 99 and immediately adjacent to the city are designated Rural Residential on the Jackson County Comprehensive Plan (JCCP). Uses within this area are relatively diverse, ranging from single family homes, to farm-stands and churches.

The Goal 14 location factors relate, in balance, to PH-B.b and PH-B.c as follows:

1. *Efficient Accommodation of Identified Land Needs*- There are several constraints to efficient urbanization in this area. Efficient urbanization under statewide Planning Goal 12 and its implementing rule (OAR Chapter 660 Division 12) requires a well connected street system that

is also integrated with other transportation modes (see public facilities discussion regarding streets, below). The parcelization in this area is fairly significant even in the resource zoned areas and unlike most undersized-parcel resource zoned areas, this area has a number of active and intensive farm activities on very good agricultural soils. As such, the resulting urban form from the patchwork of exception areas alone would be inefficient.

2. *Orderly and Economic Provision of Public Facilities and Services*- Planning a well connected street system in this area that could actually be constructed and does not conflict with other transportation modes cannot reasonably be expected. The area is traversed by Oregon Highway 99 and the railroad, both running on a northwest/southeast axis. At-grade accesses across railroads are notoriously difficult to obtain and the area is too small to lay off the cost of one or more grade separated crossings; this leaves only the Hartley Road crossing which would need to be upgraded to higher order crossing from a local access road which may be difficult (if not impossible) to obtain. Connectivity is further complicated by the presence of Anderson Creek and the need for any east-west connections west of Highway 99 to bridge this creek. The area east of Highway 99 exists on a narrow bench (~400 feet) at the highway and then drops down to floodplain along Bear Creek. Water, sewer and storm drainage do not appear to be as great a challenge as providing a well-connected future street system.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
 - a. *Economic*- The comparative economic consequences of selecting these lands are approximately neutral as there would likely be an offsetting benefit from the development that was feasible to accomplish set against the high costs and challenges of providing needed infrastructure to the area and the loss of productive farmland.
 - b. *Social*- The comparative social consequences of selecting these lands are negative due to aesthetic and community identity impacts. A central objective of the Regional Plan is the preservation and support of community identity. Urbanization in this area will reduce the separation between the cities of Talent and Phoenix which was identified by the pCIC as an important community buffer area to retain community identity between the two cities..
 - c. *Environmental*- The comparative environmental consequences of Urban Reserves in this area are expected to be slightly negative when compared to other areas due to the area's proximity to the confluence of Anderson Creek and Bear Creek. This will create engineering challenges for public facilities and development that will have some degree of environmental consequence.
 - d. *Energy*- The comparative energy consequences would be expected to be negative because of the expected compromises and challenges associated with development of a well connected street system that supports all modes of transportation for an energy efficient system.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Some portions of this PH-B.b and PH-B.c contain exception lands and other portions are resource lands. Most resources lands are undersized and are not held in large contiguous blocks, but they do contain a mix of high intensity agricultural uses. Soil capability is good to excellent (Class II and I). The existing exception areas are largely located within a quarter mile of the existing UGB and function as a relatively narrow buffer and transition from urban uses to the neighboring intensive agriculture to the south.

These detail study areas, due to the above negative results in the review of the balance of the Goal 14 boundary location factors and resource land use impacts, were found to be unsuitable for consideration for inclusion as Urban Reserve.

Area PH-C.a

This area contains approximately 212 acres and is located southwest of the existing Phoenix UGB from Houston Road to Colver Road and extending out approximately a quarter mile. The area contains a mix lands that are designated exception lands and land that are Class II agricultural land.

The Goal 14 location factors relate, in balance, to PH-C.a as follows:

1. *Efficient Accommodation of Identified Land Needs*- There is some degree of parcelization and the presence of small exception lots that can impede efficient urbanization to some degree. However, the area does not contain additional confounding variables, such as environmental constraints, that render it significantly more difficult than is commonly overcome when redeveloping exception areas throughout the Jackson County and the State of Oregon.
2. *Orderly and Economic Provision of Public Facilities and Services*- There is some degree of parcelization and the presence of small parcels that can impede the orderly provision of public facilities to some degree. However, the area does not contain additional confounding variables, such as environmental constraints, that render it significantly more difficult than is commonly overcome when urbanizing small lot areas throughout Jackson County and the State of Oregon.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
 - a. *Economic*- The comparative economic consequence of selecting lands south of Camp Baker Road has the potential to be severely negative. The existing UGB is only ~1,340 feet from the privately owned and operated regional reclamation facility for treatment and agronomic application of waste from the fruit processing industry⁴. The potential for land use conflicts regarding this facility is established; the original permitting was challenged at the Land Use Board of Appeals. Most of the tree fruit industry in Jackson County is either directly or indirectly reliant upon this facility. Even the temporary loss of this facility during a relocation period would be expected to have significant adverse effects on this basic sector industry in Jackson County.

Lands between Camp Baker Road and Houston Road would not be expected to have as acute an effect on this agri-business facility. However, urban expansion this direction would move Phoenix urban land use pressures further to the west and increase urban land use pressures and urban traffic patterns on the large block of contiguous agricultural land to the west.

- b. *Social*- The comparative social consequences of selecting lands south of Camp Baker Road would be negative for the inverse reasons of the economic consequences. Moving urban uses closer to a significant agri-business reclamation use can reasonably be expected have adverse social consequences.

Urban Reserves between Houston Road and Camp Baker Road would largely cause adverse social consequences from the land use change itself. This area contains a mix of agricultural and rural residential uses that have developed a long-standing and relative harmony of uses. Urban growth in this area can reasonably be expected to disrupt this harmony.

- c. *Environmental*- The comparative environmental consequence of Urban Reserves south of Camp Baker road is similarly high for the same reasons described above. The reclamation facility provides an environmental asset by pre-treating and reusing agricultural waste. Adverse environmental consequences would result from this facility being at risk.

Urban Reserves between Houston Road and Camp Baker Road would not be expected to cause significantly greater comparative environmental consequences than would otherwise be expected in other potential locations.

- d. *Energy*- The comparative energy consequences would be expected to be negative for Urban Reserves south of Camp Baker Road for similar reasons to the economic, social and environmental because the utilization of this agri-business reclamation facility is very efficient and risk to this facility has the potential for significant increased energy inputs to address fruit processing waste.

Urban Reserves between Houston Road and Camp Baker Road would not be expected to cause significantly greater comparative energy consequences than would otherwise be expected in other potential locations.

⁴ See Jackson County Planning File #00-40-LUC-RM which permitted the facility as well as established the State case law and ultimate legislation for treatment and application of farm use wastes in EFU zones.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* As discussed in the ESEE consequences, urban growth south of Camp Baker Road in PH-C.a has the potential to cause land use conflicts and pose a risk to a facility that is integral to the tree fruit processing industry in Jackson County. There are other intensive agricultural uses in this area such as a pear orchard and the area is connected via county market roads to the larger block of pear and vineyard land uses to the northwest via a narrow strip of farmland between the City of Phoenix and the west hills. Urbanization of this narrow strip of land (~3,100') will change the character of the area from rural to urban and definitively split the two large blocks of farmland and intensive farm uses west and northwest of the City of Talent from the large block of farmland west and northwest of the City of Phoenix. Conflicts between farm uses and urban land uses are most acute for the urban *residential* land uses; this narrow strip of land is generally only suitable for residential development as it is ill-located for most any employment use. Intensified urban residential land uses in this narrow strip of rural land will create even more conflicts between the urban traffic patterns and significant fresh fruit and fruit waste hauling that occurs on these rural market roads between these two large blocks of contiguous agricultural land.

The principal basis for concluding that land in PH-C.a between Camp Baker and Houston Road are not suitable of Urban Reserves is based upon the impacts to nearby agricultural uses and the consumption of high quality farmland by urban uses over time. This area includes some of the region's best and most intensively developed agricultural lands.

There are a few exception areas north of Camp Baker Road, but again this is an area where the west hills (with exception areas) extend eastward to form a narrow strip of agricultural land along Camp Baker Rd with a block of exception lands about 1,500 feet east of the west hills that is about 2,300 feet wide (along Calhoun Rd) then an island of agricultural land 1200 feet wide then the City's UGB. Through this narrow strip of inter-mixed agricultural and rural exception lands. Fully urbanizing these lands will result in a complete urban separation of the large block of high value agricultural lands west and northwest of Talent from the large block of high value agricultural lands west and northwest of the Phoenix.

The valley at Houston Road and further north almost doubles in width in relation to the distance from the west hills and the Phoenix UGB. This area contains a large contiguous block of agricultural land that contains some of the most intensively cultivated areas in the Bear Creek Valley. Significant expansion in this area will consume high value agricultural land and has the potential to increase conflicts with nearby agricultural land.

This area, due to the above negative results in the review of the balance of the Goal 14 boundary location factors and resource land use impacts, was found to be unsuitable for consideration for inclusion as Urban Reserve.

Area PH-C.b

The PH-C.b area is approximately 138 acres from Houston Road north to the rural industrial exception area (PH-1) to the north and out approximately a quarter mile and not containing the PH-2 Urban Reserve area. The area contains four rural residential exception lots along Houston Road and the balance is land designated Agricultural with Class II soils.

1. *Efficient Accommodation of Identified Land Needs-* There is one significant impediment to efficient urbanization, the railroad. There are no public railroad crossings from Houston Road (4th Street) all the way to South Stage Rd. (~9,000'). Only one private crossing exists over that distance. New at-grade crossings are effectively impossible to obtain and grade separated crossings can only be made feasible with development potential that warrants the investment. This situation is compounded by the fact that the area between the railroad and Highway 99 is already developed at urban intensity so higher order crossings will confront significant right-of-way constraints as well. The other urbanization efficiency issue in this area is the existing tract of UGB land with rail frontage and which is zoned for industrial use has no practical vehicular access and must obtain access from either Houston Road or Carpenter Hill Road. Without access, this rare south valley industrial land with rail frontage is essentially unusable. The PH-C.b land and PH-2 lands are the

alternatives to connections north through PH-1a to permit efficient urbanization of the industrial land inside the existing UGB.

2. *Orderly and Economic Provision of Public Facilities and Services*- There is one significant impediment to the provision of public facilities, the railroad. There are no public railroad crossings from Houston Road (4th Street) all the way to South Stage Rd. (~9,000'). Only one private crossing exists over that distance. New at-grade crossings are effectively impossible to obtain and grade separated crossings can only be made feasible with development potential that warrants the investment. This situation is compounded by the fact that the area between the railroad and Highway 99 is already developed at urban intensity so higher order crossings will confront significant right-of-way constraints as well.

With respect to the orderly and economic provision of public facilities, this land requires further Goal 14 analysis in relation to its effect on the provision of orderly and economic public facilities to the industrial land already inside the UGB. The existing industrial UGB land with rail frontage and zoned for industrial use has no practical vehicular access and must obtain access from either Houston Road or Carpenter Hill Road; access through portions of the City of Phoenix already developed (with residential uses) is infeasible due to lack of a rail crossing. Without vehicular access, this rare south valley industrial parcel with rail frontage is essentially unusable. The PH-C.b land and PH-2 lands exist as the only alternative for orderly and economic delivery of public facilities to the urban industrial land within the existing UGB. Ultimately, the Phoenix City Council concluded that the PH-1a alternative was suitable and that infrastructure extension from the north was viable. The PH-2 alternative was determined to be the suitable land to supply facilities efficiently and economically; however because of adverse transportation impacts of industrial use traffic through the City core area the Jackson County Board of Commissioners concluded that the PH-2 land is suitable for industrial use only if truck traffic is prohibited through the City core area. From a public facility standpoint, PH-C.b is not suitable because its connection with Carpenter Hill Road would have eliminated the through movement which now exists on Carpenter Hill Road at its 90-degree corner; an other alternative access location would produce a safety hazard or require land beyond a quarter mile to also be included in order to deliver a safe connection to the city-owned industrial property. Additionally, PH-2 has no existing development that might otherwise make the extension of public facilities difficult.

3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
 - a. *Economic*- The comparative economic consequence of selecting these lands is negative because the same economically beneficial outcomes from PH-2 can be realized at a lower expected facility cost. The economic consequences of eventual urbanization of either is therefore, significantly different; as the selection of PH-C.b will result in lost opportunity costs owing to the greater time to deliver public facilities and the multiple ownerships through which a future roadway would need to pass (which the City believes would result in greater right-of-way acquisition costs). Additionally, the same economically beneficial outcomes from PH-1a can be achieved through extension of services through lands already predominantly planned for industrial use (PH-1).
 - b. *Social*- The comparative social consequences of selecting these lands would be neutral as positive benefits associated with enhanced employment opportunities would be offset by industrial traffic impacts on existing uses.
 - c. *Environmental*- The comparative environmental consequence of selecting these lands is neutral or positive when compared to other lands as there does not appear to be any significant adverse environmental consequences to growth in this area.
 - d. *Energy*- The comparative energy consequences are similar and related to those described above for the economic consequences above.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The amount of impact for this area is largely due to the amount of the total identified land need that might be satisfied in this area. If growth expands beyond the exception areas to the northwest

then all the lands included are high value farmland under intensive cultivation. The exception lands in this area are not enough to satisfy all the regional land need that has been allocated to the City of Phoenix and therefore satisfaction of all land need in this area would result in high impacts. Satisfaction of some land need on the existing exception areas is not expected to result in significant new impacts that are not already present. With respect to providing access to the City owned industrial lands inside the UGB, impacts through PH-C.b and PH-2 are likely to be appreciably greater than an alternative location in PH-1a where most of the infrastructure extension would traverse exception land. However, with the condition to restrict truck traffic south through PH-2, compatibility of industrial uses in the PH-2 area with the downtown core area is greatly increased.

Therefore, the area PH-C.b, due to the above negative results in the review of the balance of the Goal 14 boundary location factors and resource land use impacts, was found to be unsuitable for consideration for inclusion as Urban Reserve.

Exhibit B

**New Chapter 3.11 of Land Development Code –
Agricultural Buffering Standards**

Agricultural Buffering & Mitigation

Section 3.11.1. Urban/Agricultural Conflict Mitigation

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Section 3.11.1. Urban/Agricultural Conflict Mitigation

The regulations in this section apply to urban land in the urban growth boundary that was added from the urban reserve areas shown in the Regional Plan Element of the Comprehensive Plan. The basis for these regulations can be found in the Greater Bear Creek Valley Regional Plan (Regional Plan), Volume II, Appendix III. Development on other land in the City may be required to provide agricultural buffering per Sections 10.801-805.

A. Purpose

The purpose of these standards is to mitigate the potential for conflict between farming activities and urban uses. These provisions implement a policy mutually adopted by the City and Jackson County in the Regional Plan. The mitigation provisions of this Section seek to achieve the following objectives:

1. Minimize the impacts of urban development on agricultural production activities.
2. Minimize the potential for complaints about agricultural practices and activities.
3. Ensure the continued use of agricultural land for agricultural uses.

4. **Minimize potential conflict by developing a well-defined boundary between agricultural and urban uses. The best boundary will be one that minimizes conflict in both directions.**

B. Definitions

The following definitions apply only to this Section

1. **Agricultural land uses.** The use of land for the cultivation and husbandry of plant and animal products, including agricultural activities permitted on land zoned Exclusive Farm Use (EFU).
2. **Classification. Agricultural**
 - (a) **Intensive Use (I).** The agricultural lands in this category:
 - (1) Are composed of Class I–IV agricultural soils; or
 - (2) Support existing or scheduled plantings of long-term crops with a height at maturity exceeding four (4) feet.
 - (b) **Passive Use (P).** The agricultural lands in this category:
 - (1) Are composed of predominately Class IV soils, can demonstrate an unbroken or essentially unbroken 25-year history of agricultural inactivity or grazing use, and which have either of the following: (i) greater than 50% hydric soils or (ii) greater than 50% shallow soils (surface to bedrock) of less than two feet in depth; or
 - (2) Are composed of greater than 50% of Class VI or poorer soil; or
 - (3) Are outside of an irrigation district’s boundary and outside of areas suitable for future expansion of a district, as determined by the district.
3. **Mitigation area.** A management zone of varying size, shape, and characteristics between different land uses that uses combinations of mitigation elements to buffer between agricultural land and urban land uses.
4. **Mitigation element.** A physical or legal feature within a mitigation area that mitigates an adverse impact. A mitigation element may consist of vegetation, transportation and utility corridors, natural barriers, deed restrictions, or other natural or man-made features.
5. **Spray drift.** Airborne movement of agricultural chemicals onto a non-target area.
6. **Urban Receptor. Sensitivity of:**
 - (a) **Urban receptor. Higher-sensitivity (H):**
 - (1) Residential use.

- (2) Motel, hotel, or hostel.
- (3) Place of worship; public meeting facility.
- (4) Childcare center, kindergarten, school, university, or other educational institution.
- (5) Medical center or hospital.
- (6) Public or quasi-public use, such as library, park, etc.
- (7) Other similar uses.

(b) Urban receptor. Lower-sensitivity (L):

- (1) Commercial use, except for any defined as higher-sensitivity urban receptor.
- (2) Industrial use.
- (3) All other uses not classified here.

C. Description of Impacts Requiring Mitigation

1. Spray Drift. Principally, spray drift is caused by agricultural chemical use, but can apply to urban use of agrochemicals. Separation between urban and agricultural uses is the preferred tool to mitigate the impact of the spray drift, employing either large setbacks or a combination of smaller setbacks and a tree buffer.
2. Trespass and Vandalism. Trespass and vandalism are often considered by farmers to be the most serious adverse potential impact to agricultural operations in proximity to urban areas. Climb-resistant, trespass-inhibiting fences and/or hedges in the mitigation area are the means of reducing these impacts, as is placing the buffer in individual ownership (such as larger urban lots with strict setback requirements).
3. Odor. Odor is one of the less important agriculture-related adverse impacts. Unless there are site-specific reasons why mitigation of odor is critical (such as the presence of a livestock feed lot), issues with odor are sufficiently addressed by requiring that owners of new urban development within 1,000 feet of agricultural land receive notice through an explicitly worded deed declaration of the potential adverse impacts to which they will likely be exposed as a result of living within 1,000 feet of agricultural land.
4. Dust, Smoke, and Ash. Like odor, this grouping of potential adverse impacts is one of the least important agriculture-related issues in the region, and, like odor, can be addressed by the use of a deed declaration.
5. Run-off. Stormwater and irrigation run-off arise from both urban and agricultural uses, and can adversely impact agricultural operations as well as urban health and livability. Impacts may be avoided or significantly reduced by employing erosion-prevention and erosion-control measures during construction, and by an adequate stormwater plan for urban development that takes into account impacts from and on the adjacent agricultural land.

6. **Noise.** Noise is an impact arising from agricultural operations. This Section contains no noise mitigation requirements, but applicants are encouraged to consider community design and construction practices that provide some level of noise mitigation. Recommended methods may be found in Appendix III of the Regional Plan.

APPLICATION STEPS

D. Applicability

1. The provisions of this Section apply to the development permit applications listed below where proposed urban development abuts land zoned Exclusive Farm Use (EFU) and the outer edge of the urban growth boundary. Refer to Regional Plan Element of the Comprehensive Plan for maps of the urban reserve.
 - (a) Land Division;
 - (b) Planned Unit Development;
 - (c) Conditional Use Permit;
 - (d) Site Plan and Architectural review.
2. A pre-application conference is required for all applications subject to the provisions of this Section.
3. Different degrees of mitigation are required of the applicant based on the following factors: the sensitivity of the adjoining urban use to agricultural impacts; the impact being buffered; the intensity of uses on the adjacent EFU land; and whether the mitigation area is to be mid- or long-term.
4. Mitigation elements established under this Section shall not be removed or reduced unless the adjacent EFU land changes to a non-agricultural zoning district.

E. Application: Agricultural Impact Assessment Report.

As part of any land use or development application listed in Subsection D where the agricultural mitigation standards in Subsections H–M apply, an applicant shall supply the Planning Department with a report entitled “Agricultural Impact Assessment Report” (AIAR). The purpose of the AIAR is to provide the approving authority with sufficient evidence to determine agricultural intensity (active or passive) and to evaluate the applicant’s proposed method of complying with the provisions of this Section.

1. Map showing the zoning of land adjacent and within two hundred (200) feet of the property proposed for urban development.
2. A description of the type and nature of agricultural uses and farming practices, if any, which presently occur on adjacent lands zoned EFU and sources of such information. The information thus required, if applicable, shall include:
 - (a) Method of irrigation.

- (b) Type of existing agricultural product produced or scheduled plantings within one year of projected development completion date.
 - (c) Types of agricultural production and practices for the five preceding years.
 - (d) Method of frost protection.
 - (e) Type of agricultural equipment customarily used on the property.
3. Detailed information obtained from the Natural Resources Conservation Service (NRCS) concerning soils which occur on adjacent lands zoned EFU, and whether the land has access to water for irrigation.
 4. Wind pattern information.
 5. A description of the measures proposed to comply with the requirements of Section XYZ.
 6. The persons who prepared said report and all persons, agencies, and organizations contacted during preparation of the report.
 7. All statements shall be documented, sources given as reference, and any other detailed information needed to substantiate conclusions should be provided in the appendices.
 8. If the applicant is requesting a deviation from the standards of this Section, the Agricultural Impact Assessment Report shall not be deemed to be complete unless accompanied by the Conflict Assessment and Mitigation Study described in Subsection O and the recommendation of Jackson County's Agricultural Buffering Committee, or a letter from Jackson County indicating that no such recommendation is forthcoming.

F. Review Process

1. Using the definitions of these classifications herein and the evidence of the AIAR, the approving authority shall determine:
 - (a) Whether adjacent agricultural uses are intensive or passive at the time the urban development application is filed and accepted by the City; and
 - (b) Whether the applicant's proposed mitigation plan meets the standards of this Section.
2. The approving authority shall approve, approve with conditions, or deny the AIAR and its proposals and conclusions.

G. Mitigation Requirements

1. All mitigation elements will be sited on urban land unless arrangements have been made with the adjacent agricultural land owner to site some or all elements on agricultural land.

2. Mitigation for **Intensive** Agriculture. To minimize or mitigate the potential adverse impacts associated with the proximity of urban and agricultural land uses, the following measures shall be undertaken by the applicant when urban development is proposed adjacent to land which is in intensive agricultural use:
 - (a) Setbacks as illustrated in subsection I, Figure 1, either alone or in conjunction with a tree buffer;
 - (b) Tree Buffer as illustrated in Figure 1 and described in subsections J and K;
 - (c) Screening Shrubs (only in conjunction with a tree buffer) as described in subsection L;
 - (d) Trespass-Inhibiting Hedges/Fencing as described in subsection M;
 - (e) Deed Declaration. All urban land proposed for development which lies within one thousand (1,000) feet of an EFU zoning district boundary shall be subject to a deed declaration that requires the owners and all successors in interest to recognize and accept common, customary and accepted farming practices which may produce noise, dust, odors, and other impacts. The deed declaration shall be in a form approved by the City. After the deed declaration is signed it shall be recorded in the official records of Jackson County, and copies shall be mailed to the owners of adjacent agricultural lands zoned EFU.
 - (f) Maintenance Program. Land adjacent to an EFU zoning district boundary shall be subject to a restrictive covenant that provides that the perpetual maintenance of mitigation-related fencing, the perpetual horticultural care and maintenance of trees, shrubs, and hedges that are used for mitigation, and the maintenance of other mitigation elements shall be solely the responsibility of the owners and all successors in interest of property subject to the covenant. The covenant shall be in a form approved by the City. After the covenant is signed it will be recorded in the official records of Jackson County.
 - (g) Runoff. Measures appropriate to the circumstances present shall be undertaken by the applicant to mitigate adverse impacts which occur from periodic naturally occurring runoff and inadvertent agricultural irrigation runoff.
3. Mitigation for **Passive** Agriculture. To minimize or mitigate the potential adverse impacts associated with the proximity of urban and agricultural land uses, the following measures shall be undertaken by the applicant when urban development is proposed adjacent to land in passive agricultural use:
 - (a) Setbacks as illustrated in subsection I, Figure 1, either alone or in conjunction with a tree buffer;
 - (b) Tree Buffer as illustrated in Figure 1 and described in subsections J and K;
 - (c) Screening Shrubs (only in conjunction with a tree buffer) as described in subsection L;

- (d) Trespass-Inhibiting Hedges/Fencing as described in subsection M;
- (e) Deed Declaration. A deed declaration as described in subparagraph G.2 (e).
- (f) Maintenance Program. A restrictive covenant guaranteeing perpetual maintenance as described in subparagraph G.2 (f).
- (g) Runoff. Measures as described in subparagraph G.2 (g).

H. Alteration or Removal of Mitigation Measures

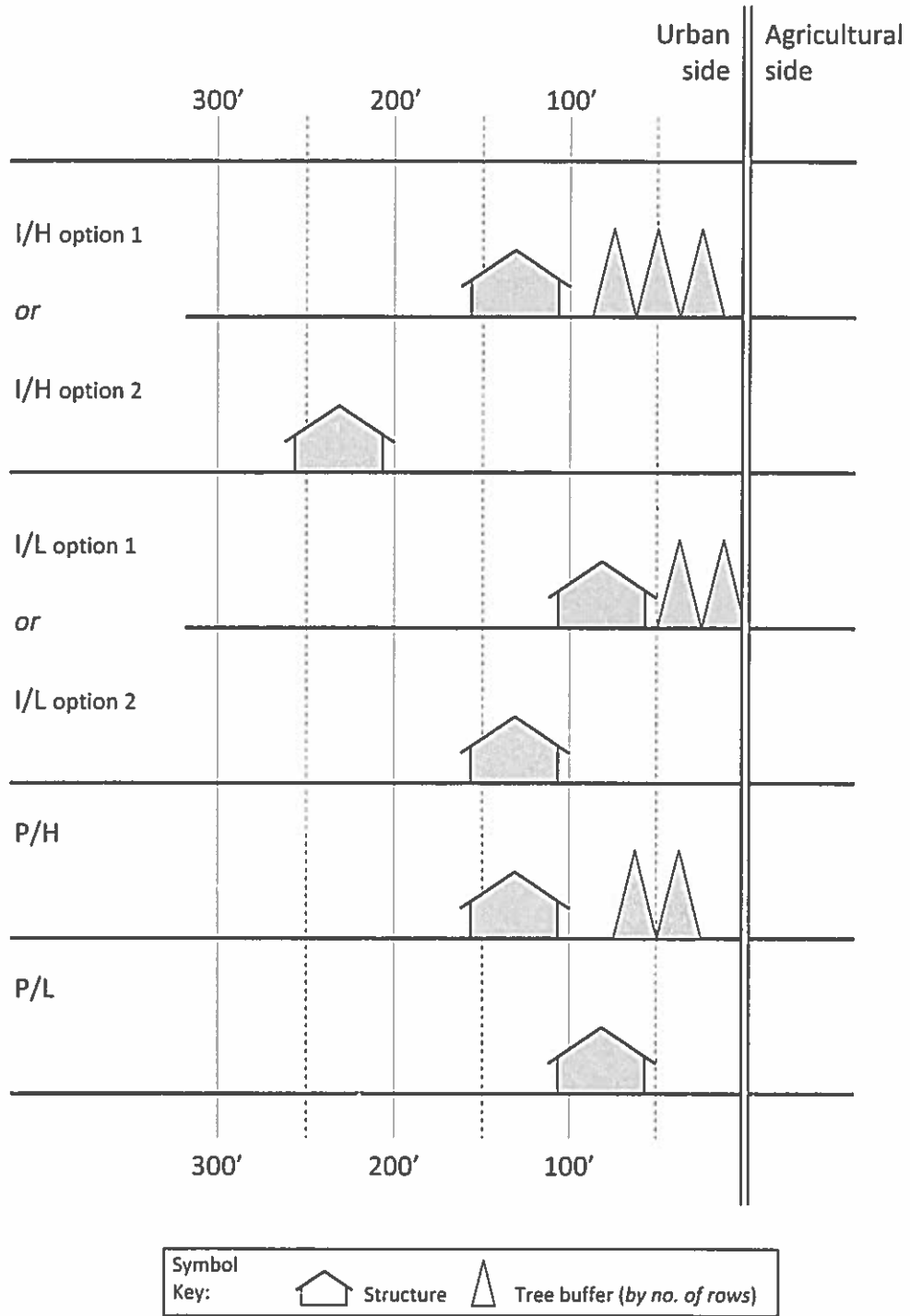
The mitigation measures required by the approving authority may be altered or removed entirely when the zoning of the adjacent agricultural land is changed from EFU zoning. No alteration or removal of the mitigation elements shall cause the removal of fencing or landscaping which is required to meet other buffering or landscaping requirements.

MITIGATION STANDARDS

I. Illustration of Tree Buffer/Setback Combination Options

1. Figure 3.11.A, below, illustrates the tree buffer/setback combination options for applicants.
 - (a) The 'tree' symbol illustrates the number of rows required under each option.
 - (b) Minimum structure setbacks are represented by the 'structure' symbol ranged along a linear scale showing distance from the urban/agricultural boundary. Setbacks apply to any structure. Setbacks do not apply to eaves or similar structural elements.
2. The Figure does not depict screening shrubs; however, that element is required when a tree-based buffer is used and when the tree species in the first row on the agricultural side will not provide sufficient foliage cover to ground level.
3. Key to abbreviations used in the Figure:
 - I Intensive use agricultural land
 - P Passive use agricultural land
 - H Higher-sensitivity urban receptor
 - L Lower-sensitivity urban receptor
4. The letter pairs "I/H", "I/L", "P/H", and "P/L" indicate the types of agricultural/urban adjacencies that determine the extent and make-up of the tree buffer and setback elements. The options shown under each adjacency type may be used at the discretion of the applicant.
5. Where there is a mix of urban uses, the buffer design shall protect the most sensitive use among them.

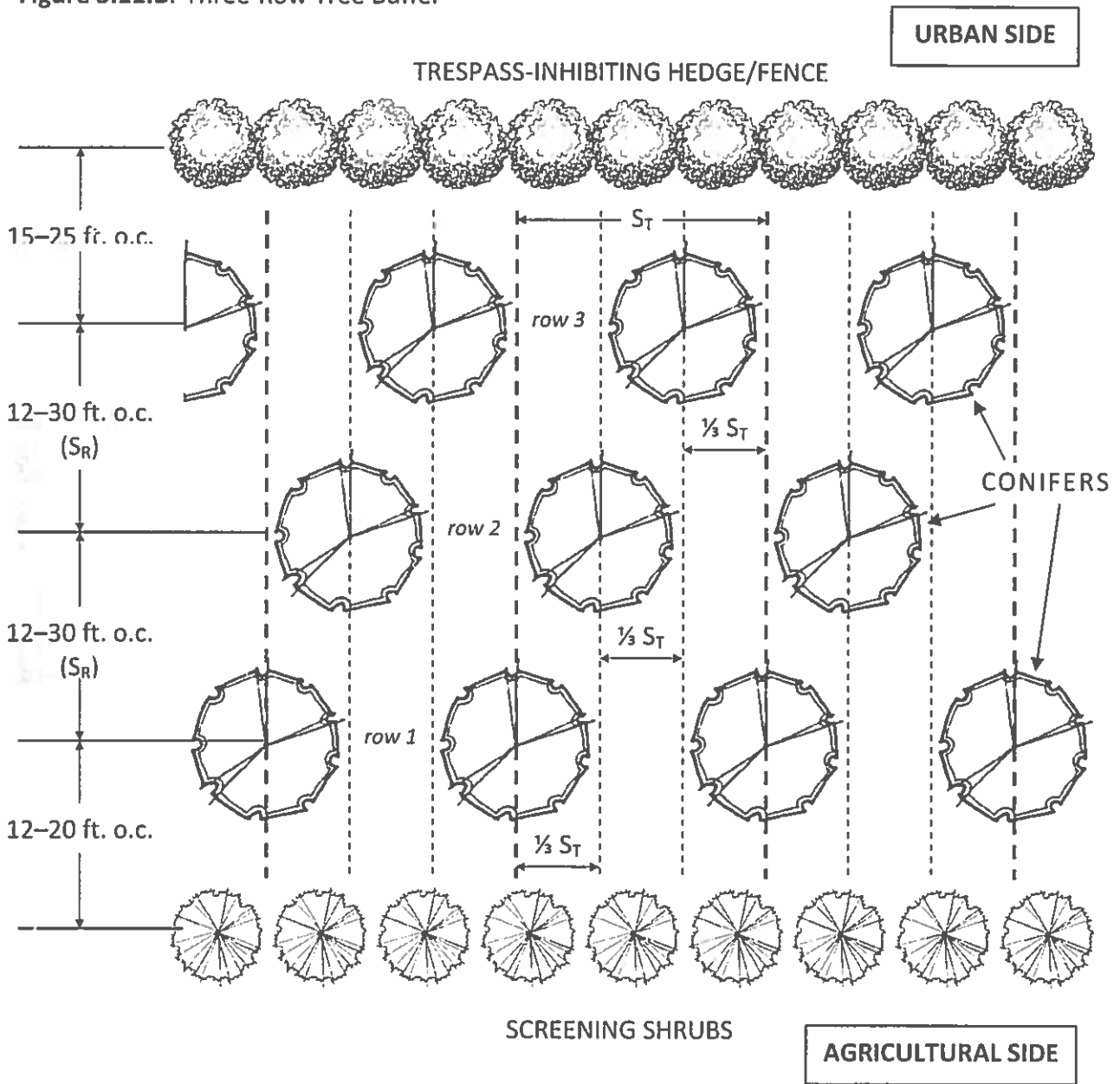
Figure 3.11.A Illustration of Tree Buffer & Setback Options



J. Tree Buffers

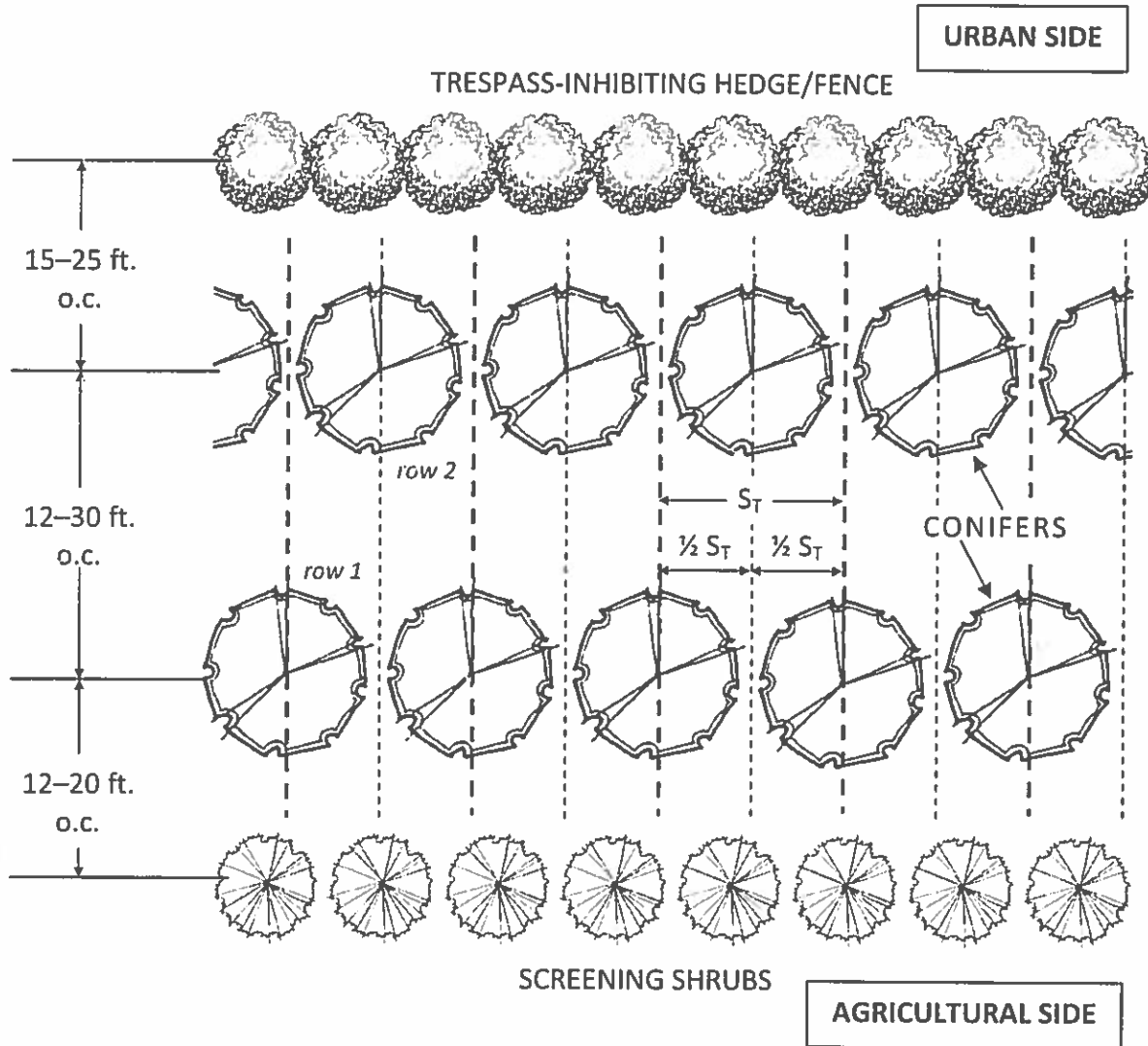
1. Three-Row Buffer (as required for I/H, option 1). Depending on the species used, the minimum possible tree buffer width is 50 feet; the maximum is 100 feet. The buffer shall be composed of at least two different conifer species.

Figure 3.11.B. Three-Row Tree Buffer



2. Two-Row Buffer (as required for I/L, option 1, and P/H, option 1). Depending on the species used, the minimum possible planted buffer width is approximately 40 feet; the maximum is approximately 65 feet. The buffer shall be composed of at least two different conifer species.

Figure 3.11.C. Two-Row Tree Buffer



3. Row Spacing and Offset. The purpose of the row-by-row offset is to mitigate the effect of individual tree mortality and to compensate for the individual differences between trees.

(a) Three-Row Buffer

- (1) Offset: Set off the second row by one third the spacing distance of trees (S_T) in the first row; set off the third row by another third. Refer to *Figure 3.11.B* for clarification.
- (2) Spacing of Rows: The distance between rows will be determined using the following formula, where S_R is the *spacing distance*

between rows, D_1 is the widest foliage diameter of the tree species in one row when it reaches a height of 30 feet, and D_2 is the widest foliage diameter of the tree species in the next row when it reaches a height of 30 feet:

$$S_R = 0.5(D_1 + D_2) + 4$$

(b) Two-Row Buffer.

- (1) Offset: Set off the second row by half the spacing distance of trees (S_T) in the first row. Refer to *Figure 3.11.C* for clarification.
- (2) Spacing of Rows: Use the same formula as for Three-row Buffers, above.

4. Tree Spacing within Rows. Tree spacing within a row is based on the greatest foliar diameter of a given tree species when it reaches a height of 30 feet. Coniferous trees vary from narrow pyramidal forms (e.g., Atlas cedar) to broad pyramidal forms (e.g., Norway spruce), so the following table contains calculation methods for each.

Table 3.11.A. Calculation of tree spacing within rows for narrow- and broad-diameter trees

	Higher-Intensity Buffer		Lower-Intensity Buffer	
	Narrow $S_T =$	Broad $S_T =$	Narrow $S_T =$	Broad $S_T =$
single-species row	1.25D	1.1D	0.95D	0.8D
two-species row	$0.625(D_1 + D_2)$	$0.55(D_1 + D_2)$	$0.475(D_1 + D_2)$	$0.4(D_1 + D_2)$

D = Typical foliar diameter of a tree species when 30 feet tall. The diameter is measured at the widest extent of a pyramidal conifer.

S_T = Tree spacing within rows; calculated as a multiple of tree diameter.

Note: When planting more than two species in a row, use the two species with the widest diameters to calculate spacing.

5. Minimum Tree Height at Planting: 5–6 feet, balled and burlapped.

6. Permitted Tree Species.

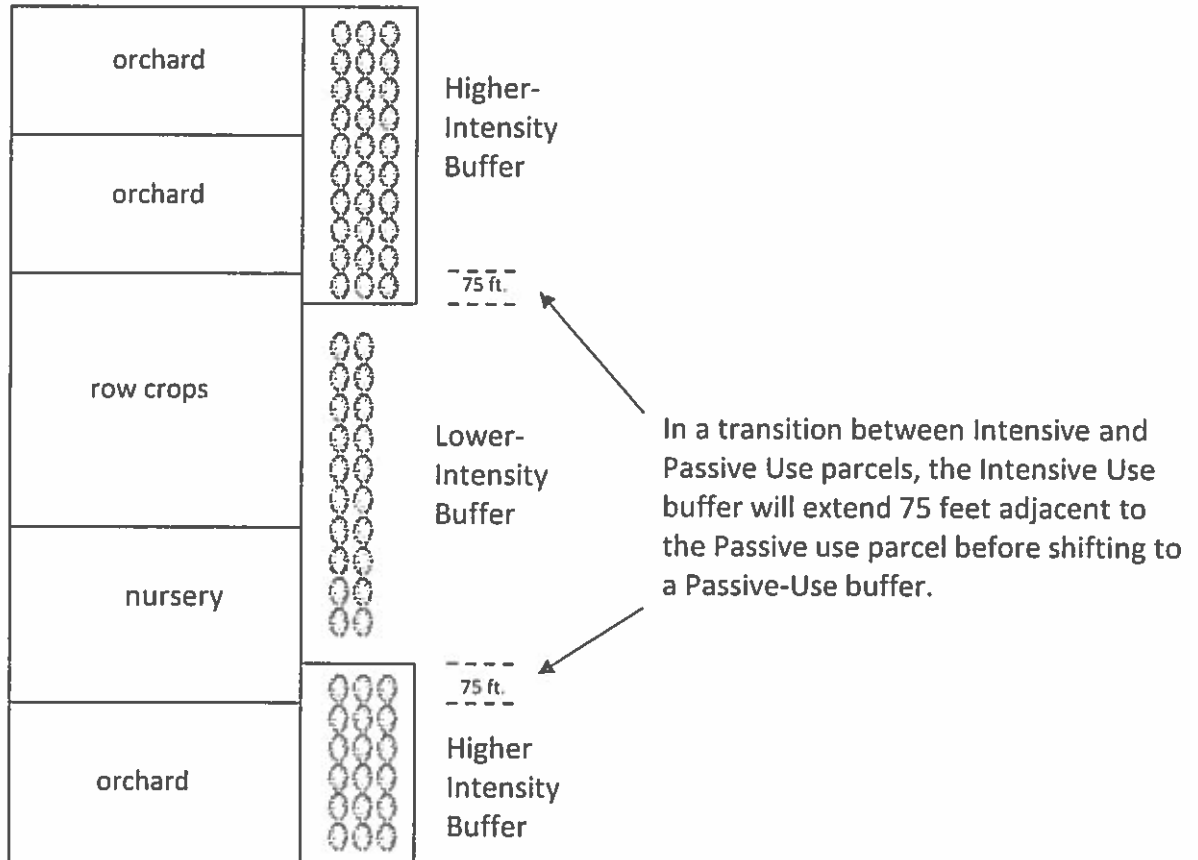
- (a) Applicants may use any species of conifer trees provided they are resistant to or will not harbor agriculturally harmful insects or diseases.

- (b) A list of recommended species is available in the Regional Plan, Appendix III, available in the City of — Planning Department.

K. Transitions between buffers of different intensity

The principal purpose of the tree buffer is to mitigate spray drift; spray height is the primary factor in determining whether a higher- or lower-intensity buffer is required. To lessen the amount of spray being carried past a transition between the two types of buffer, the applicant will extend the buffer 75 feet beyond the end of the higher-intensity buffer, as shown in Figure 3.11.D.

Figure 3.11.D. Buffer Overlapping for Transition Areas



L. Screening Shrubs

1. Screening shrubs are used only in conjunction with tree buffers.
2. If the first row of trees on the agricultural side of the tree buffer does not have foliage down to ground level, install screening shrubs to provide sufficient foliage cover to close the gap. If the first row of trees on the agricultural side of the buffer provides foliage down to ground level, then screening shrubs are not required.
3. The mature height of the shrubs shall be 125 percent of the anticipated ground-to-foliage bare space of the average mature specimen of tree species.
4. Permitted Screening Shrubs.
 - (a) Applicants may use any species of screening shrubs provided they are resistant to or will not harbor agriculturally harmful insects or diseases.
 - (b) A list of appropriate species is available in the Regional Plan, Appendix III.

M. Trespass-Inhibiting Hedges and Fences

1. Hedges and fences may be used separately or in combination to inhibit trespass onto agricultural land.
2. Hedge Standards
 - (a) Spacing and Number of Rows: one or more rows, whichever is sufficient to create an eight-foot-wide (8') buffer at maturity.
 - (b) Spacing within Rows: as appropriate to eliminate gaps within three (3) years of planting.
 - (c) Overall Height:
 - (1) No less than five (5) feet if being used solely as a trespass inhibitor.
 - (2) If doubling as screening shrubbery, the hedge needs to cover any bare space between the ground and the lowest branches of trees in the central portion. Mature height shall be 125 percent of anticipated ground-to-foliage bare space of average mature specimen of tree species being screened.
 - (d) Permitted Trespass-Inhibiting Species. Applicants may use any species of trespass-inhibiting hedges provided they are resistant to or will not harbor agriculturally harmful insects or diseases. A list of appropriate species is available in the Regional Plan, Appendix III.
3. Fence Standards

- (a) Minimum fence height: six (6) feet.
- (b) Fences shall be climb resistant.
- (c) Install gates only when necessary for maintenance of the mitigation area.

N. Other Design Requirements

1. Mid-term mitigation area

- (a) The agricultural land being protected by a mid-term buffer may eventually be converted to urban uses; therefore, a mid-term buffer may be designed for eventual conversion to urban uses.
- (b) Mid-term buffer design shall be based on the following factors:
 - (1) The most likely time period it will remain as a buffer;
 - (2) The specific use to which the buffer will likely be put to once the agricultural land is urbanized: conversion to housing, to roads, or to recreational use for the community.
- (c) Alternatively, the applicant may defer development of an appropriate portion of the urbanizing land bordering agricultural land until such time as the agricultural land is no longer zoned EFU.

- 2. Irrigation. The establishment of an irrigation system is mandatory for vegetational buffers. Must be designed by a licensed professional, and should be site and species specific, as appropriate. The operation and maintenance of the irrigation system must be part of the buffer's overall maintenance plan contained in the deed declaration.
- 3. Road Placement. It is always preferable to not bisect buffers with roads due to the wind-funneling effect they create. If a road is unavoidable, it should be as narrow as possible, not straight, and should not be oriented to the prevailing wind. It should be noted that even a road with an acceptable orientation and design will permit some degree of increased spray drift to pass through the buffer area, and will also pose a greater risk of trespass.

DEVIATIONS

O. Deviations from Provisions

- 1. A proposed mitigation design that deviates from the provisions may be approved by the approving authority per the following process.
- 2. A mitigation design does not deviate when existing elements consistent with the purpose of the buffer are incorporated, as described following:
 - (a) For mitigation without tree buffers the requirements of linear distance can be achieved by elements such as the following:

- (1) Man-made or natural features such as infrastructure rights-of-way, roads, watercourses, wetlands, rock outcrops, forested areas, and steep slopes;
- (2) Non-farmable areas of the agricultural land being buffered (including yards, storage areas, roads, and all structures);
- (3) Publicly owned land without consistent present or projected public use (as determined by the public entity owner);
- (4) An easement on agricultural land purchased by the applicant;
- (5) Other open areas (except undeveloped rural residential, commercial, or industrial parcels) that are considered appropriate to the purpose of the buffer.

(b) For mitigation with tree buffers the approving authority may allow the requirements to be partially or fully satisfied by existing areas of trees and shrubs, as long as their mitigation effect is essentially the same as that intended by the requirements in Subsection G. If the characteristics of the existing vegetation do not meet the requirements in Subsection G, and cannot substitute in full or in part for an adequate tree buffer, then the area can either be incorporated into the design at half its mitigation value (for example, a 20-foot-wide riparian area would be calculated as 10 feet of tree buffer) or it can be left out of the tree buffer and be calculated at its original width (20 feet of existing vegetation would be considered as 20 feet of bare land).

3. When an applicant proposes a mitigation design that deviates from the minimum standards in this Section, the applicant is responsible for the preparation of a Conflict Assessment and Mitigation Study (CAMS), which shall be evaluated by an Agricultural Buffering Committee appointed by the Jackson County Board of Commissioners. The Committee will make a recommendation to the City's approving authority regarding the acceptability of the deviation.

4. Conflict Assessment and Mitigation Study (CAMS).

(a) The CAMS shall:

- (1) Determine the present and likely future agricultural land uses, practices, and activities with the potential to cause adverse impacts to adjacent urban development. Base the determination of likely agricultural practices on factors such as soil type; topography; parcel size, shape, and location; infrastructure; microclimatic conditions; regional agricultural practices and crops; and the farming history of the adjacent agricultural land and surrounding similar parcels.
- (2) Determine how the proposed urban development would likely impact the management and operation of nearby agricultural lands. All owners of EFU-zoned land within 1,000 feet of the land

proposed for development shall be asked for an interview, and the findings of those interviews will be included in the CAMS.

- (3) Identify the land uses, practices, and activities that may cause adverse impacts and the extent of the impacts, from both the urban use as well as from the agricultural land. Quantify the impacts, where possible, in terms of frequency and duration of activities to determine the impacts. As part of this evaluation, the CAMS shall consider the likely future uses determined in (1) above. The buffering mechanisms that are proposed shall be sufficient to accommodate these potential future uses. The current financial viability of a particular crop will not be considered an important limiting factor in determining potential future use.
- (4) Propose a set of buffering measures that will achieve acceptable buffering outcomes, which may include, but are not limited to, the siting of residences, size and geometry of lots, separation distances, communal open space, vegetation, natural landscape features, acoustic features, and so forth.
- (5) Propose the means by which the proposed buffering measures will be monitored and maintained. This includes responsibility for implementing and maintaining specific features of the buffer areas to ensure continued effectiveness. Acknowledgment of the authority responsible for ensuring compliance with any agreement will be plainly cited.
- (6) Establish a timeline for the development that establishes when the buffer will be installed.

(b) The recommendations of the Agricultural Buffering Committee, if any, shall be included in the application. The application shall not be considered complete without such recommendations or a letter from Jackson County indicating that no such recommendations are forthcoming.

5. The approving authority may accept the recommendation of the Agricultural Buffering Committee in whole or in part and make findings for its acceptance, partial acceptance, or rejection.
6. Any approval of a deviation does not create a precedent for any subsequent requests for deviations from the standards of this Section.

EXHIBIT C

**Amend Table 4.1.2 of the
Land Development Code**

Table 4.1.2 Summary of Development Decisions/Permit by Type of Decision-making Procedure*

Annexation	Type III/IV	Comprehensive Plan and city/county intergovernmental agreements, and ORS Chapter 222, as applicable.
Building Permit	N/A	Building Code
Code Interpretation	Type II	Chapter 4.8 – Code Interpretations
Code Amendment	Type IV	Chapter 4.7 – Land Use District Map and Text Amendments
Comprehensive Plan Amendment, including urban growth boundary and urban reserve amendments	Type IV	Comprehensive Plan
Conditional Use Permit	Type III	Chapter 4.4 – Conditional Use Permits
Flood Plain Development Permit	Type I	City Engineer
Home Occupation Permit	Type I	Chapter 4.9 – Miscellaneous Permits
Planned Unit Development	Type III	Chapter 4.5 – Planned Unit Developments
Modification to Approval	Type II/III	Chapter 4.6 – Modifications to Approved Plans and Conditions of Approval
Land Use District Map Change		
Quasi-Judicial (no plan amendment required)	Type III	Chapter 4.7 – Land Use District Map and Text Amendments
Legislative (plan amendment required)	Type IV	Chapter 4.7 – Land Use District Map and Text Amendments
Lot Line Adjustment	Type I	Chapter 4.3 – Land Divisions and Lot Line Adjustments
Non-Conforming Use or Development Confirmation	Type I	Chapter 5.3 – Non-Conforming Uses and Developments
Partition	Type II	Chapter 4.3 – Land Divisions and Lot Line Adjustments
Sign Permit	Type I	Chapter 3.6
Development Review	Type I	Chapter 4.2, Building Code
Site Design Review	Type II/III	Chapter 4.2
Subdivision	Type II/III	Chapter 4.3 – Land Divisions and Lot Line Adjustments
Temporary Use Permit	Type II/III	Chapter 4.9 – Miscellaneous Permits
Tree Removal	Type I/II	Chapter 3.3 – Landscaping, Street Trees, Fences, and Walls
Variance	Type II/III	Chapter 5.2 – Variances

*Note: The chapters referenced above in the right-hand column describe the types of land uses and development activity that require permits under each type of decision-making procedure.

Exhibit D

Agricultural Buffering Standards - Amendments to Land Use District Chapters of Land Development Code

1. Amend sections listing of Chapter 2.2 by adding Section 2.2.10:

Sections:

- 2.2.1 – Purpose
- 2.2.2 – Permitted Land Uses
- 2.2.3 – Building Setbacks
- 2.2.4 – Lot Dimensions
- 2.2.6 – Building Height
- 2.2.7 – Building Orientation
- 2.2.8 – Architectural Standards
- 2.2.9 – Special Standards for Certain Uses
- 2.2.10 – Agricultural Buffering & Mitigation

2. Amend Chapter 2.2. by adding Section 2.2.10:

2.2.10 – Agricultural Buffering & Mitigation

To implement the Agricultural Buffering Standards of the Greater Bear Creek Valley Regional Plan, the Agricultural Buffering & Mitigation provisions of Chapter 3.11 are applicable to development permit applications for urban development on land along the urban growth boundary that abuts land zoned Exclusive Farm Use.

3. Amend sections listing of Chapter 2.4 by adding Section 2.4.6:

Sections:

- 2.4.1 – Purpose
- 2.4.2 – Permitted and Conditionally Permitted Land Uses
- 2.4.3 – Development Standards
- 2.4.4 – Architectural Guidelines and Standards
- 2.4.5 – Special Standards for Certain Uses
- 2.4.6 – Agricultural Buffering & Mitigation

4. Amend Chapter 2.4. by adding Section 2.4.6:

2.4.6

To implement the Agricultural Buffering Standards of the Greater Bear Creek Valley Regional Plan, the Agricultural Buffering & Mitigation provisions of Chapter 3.11 are applicable to development permit applications for urban development on land along the urban growth boundary that abuts land zoned Exclusive Farm Use.

5. Amend sections listing of Chapter 2.5 by adding Section 2.5.10:

Sections:

2.5.1 – Purpose

2.5.2 – Permitted Land Uses

2.5.3 – Development Setbacks

2.5.4 – Lot Coverage

2.5.5 – Lot Area and Dimensions

2.5.6 – Development Orientation

2.5.7 – Building Height

2.5.8 -- Special Standards for Certain Uses

2.5.9 – Industrial Design Standards

2.5.10 – Agricultural Buffering & Mitigation

6. Amend Chapter 2.5. by adding Section 2.5.10:

2.5.10

To implement the Agricultural Buffering Standards of the Greater Bear Creek Valley Regional Plan, the Agricultural Buffering & Mitigation provisions of Chapter 3.11 are applicable to development permit applications for urban development on land along the urban growth boundary that abuts land zoned Exclusive Farm Use.

Exhibit E

Jackson County Board of Commissioners' Findings and Conclusions

BEFORE THE BOARD OF COMMISSIONERS
STATE OF OREGON, COUNTY OF JACKSON

IN THE MATTER OF CONSIDERATION OF)
ADOPTION OF THE GREATER BEAR CREEK)
VALLEY REGIONAL PLAN INCLUDING)
ADOPTION OF THE REGIONAL PLAN)
ELEMENT AS A NEW ELEMENT OF THE)
JACKSON COUNTY COMPREHENSIVE)
PLAN; AMENDMENT TO THE LAND)
DEVELOPMENT ORDINANCE SECTIONS)
7.3.1 AND 7.3.3 AND OFFICIAL)
COMPREHENSIVE PLAN AND ZONING)
MAPS TO DESIGNATE THE REGIONAL)
PLAN BOUNDARY AND URBAN RESERVE)
AREAS; URBAN RESERVE MANAGEMENT)
AGREEMENTS BETWEEN JACKSON)
COUNTY AND THE CITIES OF CENTRAL)
POINT, EAGLE POINT, MEDFORD,)
PHOENIX, AND TALENT; AND AMENDMENT)
TO THE POPULATION ALLOCATIONS OF)
RURAL UNINCORPORATED JACKSON)
COUNTY AND THE CITY OF ASHLAND IN)
THE POPULATION ELEMENT OF THE)
JACKSON COUNTY COMPREHENSIVE)
PLAN. FILE NO. LRP2009-00010.)

ORDINANCE NO. 2011-14

RECITALS:

1. These amendments were initiated by the Jackson County Board of Commissioners on August 26, 2009.
2. On October 27, 2009 DLCD was mailed a notice regarding the review of the LRP2009-00010.
3. On January 28, February 25, March 11, April 8, April 22, May 13, May 27, June 10, June 24, July 8, July 22, August 12, September 9, October 14, October 28, and November 18, December 9, 2010, the Jackson County Planning Commission held properly advertised public hearings to consider a Comprehensive Plan Map and Text Amendment and a Land Development Ordinance Zoning Map and Text Amendment to adopt the Greater Bear Creek Valley Regional Problem Solving (RPS) Plan under Oregon Revised Statute (ORS) 197.652-197.658.
4. In addition to the proposal to adopt the Greater Bear Creek Valley Regional Plan, it was determined that the Jackson County Population Element should be amended to redistribute the population allocations provided to the Rural Unincorporated portion of Jackson County and the City of Ashland. Additionally, the description of the proposal was revised to be more specific than the original noticed language (item 3 above). A revised DLCD notice was sent out accordingly on November 23, 2010. On, January 27, February 10, February 24, March 24, and April 14, 2011 the Jackson County Planning Commission held properly advertised public hearings to adopt the Greater Bear Creek Valley Regional Plan including adoption of the Regional Plan Element as a new element of the Jackson County Comprehensive Plan; amendment to the Land Development Ordinance Sections 7.3.1 and 7.3.3 and Official Comprehensive Plan and Zoning Maps to designate the Regional Plan Boundary and Urban Reserve Areas; Urban Reserve Management Agreements between Jackson County and the cities of Central Point, Eagle Point, Medford, Phoenix, and Talent; and amendment to the Population Allocations of Rural Unincorporated Jackson County and the City of Ashland in the Population Element of the Jackson County Comprehensive Plan and concluded the public hearing. The item was continued to April 28, 2011 for deliberations.
5. On April 28, May 12, May 26, June 9, June 23, and July 14, 2011 the Jackson County Planning Commission held properly advertised public meetings to deliberate on the proposal to adopt the Greater Bear Creek Valley Regional Plan including adoption of the Regional Plan Element as a new element of the Jackson County Comprehensive Plan; amendment to the Land Development Ordinance Sections 7.3.1 and 7.3.3 and Official Comprehensive Plan and Zoning Maps to designate the Regional Plan Boundary and Urban Reserve Areas; Urban Reserve Management Agreements between Jackson County and the cities of Central Point, Eagle Point, Medford, Phoenix, and Talent; and amendment to the Population Allocations of Rural Unincorporated Jackson County and the City of Ashland in the Population Element of the Jackson County Comprehensive Plan. The Jackson County Planning Commission voted to recommend approval of the proposal, as amended, and concluded the public hearing.
6. On September 7, 14, 21, and 28, October 5, and October 12, 2011 the Jackson County Board of Commissioners held properly advertised public hearings to consider the Jackson County Planning Commission's recommendation to adopt the Greater Bear Creek Valley Regional Plan including adoption of the Regional Plan Element as a new element of the Jackson County Comprehensive Plan; amendment to the Land Development Ordinance Sections 7.3.1 and 7.3.3 and Official Comprehensive Plan and Zoning Maps to designate the Regional Plan Boundary and Urban Reserve Areas; Urban Reserve Management Agreements between Jackson County and the cities of Central Point, Eagle Point, Medford, Phoenix, and Talent; and amendment to the Population Allocations of Rural Unincorporated Jackson County and the City of Ashland in the Population Element of the Jackson County Comprehensive Plan.
7. On October 12 and October 19, 2011 the Jackson County Board of Commissioners held properly advertised public meetings to deliberate on the Jackson County Planning Commission's Recommendation and on October 19, 2011 voted to adopt the proposal, as amended, and concluded the public hearing.

Now, therefore,

The Jackson County Board of Commissioners finds and concludes, as follows:

SECTION 1. SCOPE AND NATURE OF THE LAND USE ACTION

- 1.1 Adoption of the Greater Bear Creek Valley Regional Plan ("Regional Plan") is a legislative action to enact text amendments to the Jackson County Comprehensive Plan and Land Development Ordinance and to amend the Official Comprehensive Plan and Zoning Maps.
- 1.2 The Jackson County Comprehensive Plan will be amended to incorporate the Greater Bear Creek Regional Plan as a new Element of the Comprehensive Plan.
- 1.3 The Population Element of the Jackson County Comprehensive Plan will be amended to redistribute the population allocations provided to the Rural Unincorporated portion of Jackson County and the City of Ashland.
- 1.4 The Regional Plan Element will supplement the Population Element of the Jackson County Comprehensive Plan by extending and allocating the coordinated population projection for the Regional subarea from the year 2040 to the year 2060.
- 1.5 The Land Development Ordinance and Official Comprehensive Plan and Zoning Maps will be amended to designate the regional boundary as a sub-area of the Jackson County Comprehensive Plan and to designate Urban Reserve boundaries for the cities of Eagle Point, Central Point, Medford, Phoenix, and Talent.
- 1.6 The Regional Plan Element will function as a coordinated Urban Reserve plan for the participating cities and Jackson County.
- 1.7 Mutual adoption of the Greater Bear Creek Valley Regional Plan will be effectuated by Jackson County and the participating cities by way of post-acknowledgement plan amendments and intergovernmental agreements, including a Regional Problem Solving Agreement and Urban Reserve Management Agreements, to be submitted jointly in the manner of periodic review consistent with the Collaborative Regional Problem Solving Statute set forth in ORS 197.652 to 197.656 and pursuant to OAR Chapter 660, Division 25, Section 175 relating to review of Urban Reserve area designations.

SECTION 2. FINDINGS OF FACT

Based upon the evidence received during the public hearings and in the public record, the Jackson County Board of Commissioners makes the following findings of fact and reaches the following conclusions. Where factual conflicts arose, the Jackson County Board of Commissioners has resolved them consistent with these findings.

- 2.1 Pursuant to Chapter 197 and 215 of the Oregon Revised Statutes, and in conformance with the Statewide Planning Goals, Jackson County's Transportation System Plan, Comprehensive Plan (JCCP), Land Development Ordinance (JCLDO) and implementing ordinances have been acknowledged by the Oregon Land Conservation and Development Commission (LCDC).
- 2.2 Jackson County has substantively amended the Comprehensive Plan since initial adoption and acknowledgement to satisfy periodic review requirements and to meet the needs of the County through Post-Acknowledgment Plan Amendments from time to time. Significant amendments include, but are not limited to, the adoption of provisions for non-resource lands that are referred to as Rural Use in The Plan; adoption of a Goal 5 inventory and program to achieve Goal 5 along with subsequent amendments to implement OAR 660 Division 23; implementation of the Unincorporated Communities Rule (OAR 660 Division 22) including the

adoption of an exception to Goal 14 for White City and associated adoption of an urban unincorporated community plan; adoption of a Transportation System Plan; amendments to municipalities' Urban Growth Boundaries; and adoption of a Population Element that establishes a coordinated population forecast through the year 2040.

- 2.3 The Oregon Legislature adopted House Bill 3482 in the 1996 Special Legislative Session. House Bill 3482 established the statutes at ORS 197.652 to ORS 197.656 to engage in collaborative Regional Problem Solving. In the 1999 to 2001 biennium, the Department of Land Conservation and Development ("DLCD") awarded a grant to commence the local collaboration process under the Regional Problem Solving statute. In the 2009 legislative session, the Oregon Legislature substantively amended ORS 197.652 to ORS 197.656 through House Bill 2229, but Section 18 of that bill provides, "Section 13 of this 2009 Act and the amendments to ORS 197.652, 197.654, 197.656 and 197.747 by sections 8, 9, 10 and 11 of this 2009 Act apply to collaborative regional problem-solving processes commenced on or after the effective date of this 2009 Act." Accordingly, the Board of Commissioners finds that the amendments that are the subject of these findings comply with the Regional Problem Solving Statutes at ORS 197.652 to ORS 197.656 as they existed prior the 2009 legislative session amendments.
- 2.4 The Board of Commissioners finds that a Regional Problem Solving Agreement, entitled "Greater Bear Creek Valley Regional Problem Solving Agreement" [hereinafter the "Participants Agreement"] was signed by all the Regional Problem Solving participants and appropriate State of Oregon agencies prior to initiating the Jackson County land use hearings process to consider the amendments that are the subject of these findings.
- 2.5 The acknowledged Jackson County Comprehensive Plan contains 24 Elements. Adoption of the Regional Plan would result in the adoption of Volume 1 of the Regional Plan as a new multi-chapter Element (Element 25) of the Jackson County Comprehensive Plan. Volumes 2 and 3 of the Regional Plan are to be incorporated as part of the comprehensive plan data base in support of the Plan Element.
- 2.6 The Board of Commissioners finds that Chapter 1 of the Regional Plan is an appropriate introductory section which establishes the regional planning area, planning horizon, project background, planning process (including citizen involvement and appropriate State agency involvement), identified regional problems, community buffering recommendations, regional land preservation strategies, regional agricultural buffering standards, and commercial agricultural land base recommendations.
- 2.7 The Board of Commissioners finds that Chapter 2 of the Regional Plan results in reasonable growth planning and growth policy for the planning. The Board of Commissioners finds that the growth planning in Chapter 2 is based upon appropriate background studies, reasonable assumptions (found in the Appendixes of Volume 2 of the Regional Plan), and a coordinated consensus among the participants. The Board of Commissioners further finds that Chapter 2 serves as an adequate factual basis to estimate urban land needs in a manner appropriate to the 50 year planning horizon for the designated Urban Reserves. The Board of Commissioners also finds that Chapter 2 adequately describes the regional transportation analysis conducted as part of the regional planning process and describes the coordination between the region and the Rogue Valley Metropolitan Planning Organization.
- 2.8 The Board of Commissioners finds that Chapter 3 appropriately explains the requirements and application of the Urban Reserve Rule and the Urban Reserve selection process undertaken by the region. The Board of Commissioners further concludes Chapter 3 describes the application of the Urban Reserve Rule in the context of a Regional Plan, which is the subject of a planning project adopted under the Regional Problem Solving Statute.
- 2.9 The Board of Commissioners finds the Chapter 4 sub-chapters, which apply to each individual city, are based upon appropriate Geographical Information System (GIS) mapping and statistical analysis, background studies, and an analytical approach for the establishment of

Urban Reserves, pursuant to OAR 660 Division 21.

- 2.10** The Board of Commissioners finds that adoption of the Regional Plan will result in the adoption of Volumes 2 and 3 of the Regional Plan as background studies and graphics as reference documents that provide factual support and an explanation of the analytical methods used and upon which the Regional Plan is appropriately adopted. The Board of Commissioners finds that the maps in Volume 3 of the Regional Plan were intended to match the amendments to be depicted on the official Comprehensive Plan Map and official Zoning Map.
- 2.11** Comprehensive Plan Map and Zoning Map Amendments adopted through the Regional Plan establish and map the Urban Reserves for the cities where Urban Reserves are to be established through the Regional Plan.

SECTION 3. PROCEDURAL FINDINGS

Post Acknowledgment Plan Amendments are subject to the procedural requirements of ORS 197.610-615. Further, OAR 660, Division 18 (Plan and Land Use Regulation: Amendment Review Rule) is directly applicable to these amendments. Post Acknowledgement Plan Amendments to the Jackson County Comprehensive Plan that are based upon and/or implement agreements reached by Regional Problem Solving Participants shall be submitted in the manner set forth in ORS 197.628 to 197.650 for periodic review, pursuant to ORS 197.656 as it existed prior to House Bill 2229 pursuant to Section 18 HB 2229 of the 2009 Oregon Legislature. ORS 197.626 requires the establishment of Urban Reserves for cities larger than 2,500 to be submitted in the manner of Periodic Review; adoption of The Regional Plan as Element 25 of the Jackson County Comprehensive Plan establishes Urban Reserves for five such cities. For the foregoing reasons, the Board of Commissioners finds the nature of the amendments require submission in the manner of periodic review.

Consistent with the above general procedural findings, the Board of Commissioners finds the procedural requirements of the aforementioned statutes and administrative rule have been met based on the facts presented below. Where procedural issues arose, the Board of Commissioners has resolved them consistent with these findings.

- 3.1** The Jackson County Board of Commissioners finds that the Regional Plan, as recommended, contains background procedural findings that fairly characterize and describe the process to define the Regional Problems, reach a Regional Problem Solving Agreement between the participants, and the development of a draft regional plan sufficient for proper technical review. The background procedural findings contained therein are herewith incorporated and adopted as the Board of Commissioner's own.
- 3.2** The Jackson County Board of Commissioners finds that the Regional Plan, as recommended, is consistent with the framework of the Urban Reserve Rule and incorporates the substantive background findings that support the policy and land use choices made since the inception of RPS.

SECTION 4. LEGAL CONCLUSIONS

The Jackson County Comprehensive Plan and its implementing ordinances are acknowledged by the State of Oregon as being in compliance with the Statewide Planning Goals. Amendments must comply with applicable local procedural requirements and result in a Comprehensive Plan that continues to comply with State statutes, the Statewide Planning Goals and applicable Oregon Administrative Rules. Statewide Planning Goals 1 through 14 are applicable to Jackson County.

Based upon the evidence and arguments presented and the above procedural and substantive findings, the Board of Commissioners concludes as follows with respect to these amendments:

4.1 Procedural Conclusions:

- 4.1.1 Jackson County collaborated in the initial development of an agreement to participate in Regional Problem Solving and signed the agreement as a Participant. Following the signing of the Participants Agreement, the Jackson County Board of Commissioners directed the Planning Director to open Planning File LRP2009-00010. The Board of Commissioners concludes this planning project is legislative in nature, and is thus exempt from the processing time lines of ORS 215.427.
- 4.1.2 The local proceedings were processed in accordance with the adopted and acknowledged procedures for adoption of Type IV legislative text and map amendments to the Jackson County Comprehensive Plan and legislative map amendments to the Official Zoning Map. The Board of Commissioners concludes the amendments have been processed consistent with the procedural requirements at LDO Sections 2.2.1, 2.7.7, 2.8.4, 3.7.2 and 3.8.2.
- 4.1.3 Proper notice was timely provided to DLCD on the appropriate forms for amendments submitted in the manner of periodic review and has been processed at the local level consistent with OAR 660-025-0175.
- 4.1.4 The local proceedings were carried out in accordance with the procedures for Post-Acknowledgement Plan Amendments set forth in ORS 197.610-615 and interpreted in OAR 660 Division 18.
- 4.1.5 Proper notice was timely provided to DLCD on the appropriate forms and the local proceedings were properly conducted for local adoption and subsequent submittal of the subject amendments to DLCD in the manner of periodic review.

4.2 Substantive Compliance with Local Regulations

- 4.2.1 The Jackson County Board of Commissioners concludes that LDO Section 3.7.3(B) contains the criteria for major legislative text amendments to the Comprehensive Plan. The Board of Commissioners concludes the subject amendments satisfy these criteria because the amendments will implement a change in land use policy by allocating future growth to certain communities in the planning area and establishing Urban Reserves. The Board of Commissioners further concludes that amendments are consistent with and support the stated legislative objectives for the establishment of Urban Reserves at ORS 195.139.
- 4.2.2 Based upon its review of the Jackson County Comprehensive Plan, the Board of Commissioners concludes that the Regional Plan has implications for other Elements of The Plan. However, the Board of Commissioners concludes that careful review of the Regional Plan did not yield any direct conflict with any existing Comprehensive Plan Element and therefore no other Element updates are necessarily required to ensure that The Plan remains internally consistent. However, during the public hearings process, the City of Ashland requested that additional population be allocated to the City through RPS. Jackson County decided to provide the City of Ashland with the requested additional population and determined that in order to retain consistency with the population allocations prescribed in the Population Element, an amendment to the Population Element was necessary (as described below).
- 4.2.3 Based upon further review of historic population growth patterns and the methodology used in the Population Element update of 2006-2007, the Board of Commissioners determined that the additional population requested by the City of Ashland could be shifted from the allocation provided to the Rural Unincorporated portion of Jackson County. The Board of Commissioners finds that a narrow amendment of the Jackson County Population Element providing the City of Ashland with additional population by shifting population from the Rural Unincorporated

portion of Jackson County is supported by factual information.

- 4.2.4 Through this process, the Board of Commissioners concludes that the County and each individual City for which an Urban Reserve is established by the Regional Plan will jointly enter into an Urban Reserve Management Agreement (URMA). The Board of Commissioners has reviewed the URMA's for the subject cities: Central Point, Eagle Point, Medford, Phoenix, and Talent, and concludes that each URMA satisfies the requirements of OAR 660-021-0050.
- 4.2.5 The Board of Commissioners concludes that adoption of the Regional Plan will establish a Comprehensive Plan Map overlay and Zoning Map overlay for the Urban Reserves. The Board of Commissioners further concludes that these overlays will function in the Comprehensive Plan in a manner similar to other Comprehensive Plan overlays. The Board of Commissioners concludes the Urban Reserves will be applied directly under the Regional Plan during and immediately following acknowledgment review.

4.3 Substantive Compliance with Applicable Statutes:

- 4.3.1 ORS 197.175 and ORS 215.050 together require Jackson County to have and maintain a comprehensive land use plan. The Board of Commissioners concludes the amendments, which are the subject of these findings, are consistent in all ways and carry out these responsibilities.
- 4.3.2 ORS 195.025 requires and authorizes counties to act as the coordinating body for local land use planning within their respective boundaries. The Board of Commissioners concludes that adoption of The Regional Plan is authorized by ORS 195.025 and is consistent with Jackson County's responsibilities to coordinate local land use planning in accordance with ORS 195.025. The Board of Commissioners specifically concludes that Chapter 2 of the Regional Plan includes population and employment growth forecasts that are reasonable and appropriate for long-range land use planning in the aggregate and for the individual cities within the planning area. The Board of Commissioners further concludes that these forecasts utilize reasonable and appropriate assumptions to estimate future land needs for the individual cities within the planning area in the context of a long-range land use plan, such as the Regional Plan.
- 4.3.3 ORS 195.036 requires Jackson County to maintain a coordinated population forecast for the County and each of its incorporated cities. The Board of Commissioners concludes that the Jackson County Comprehensive Plan contains the required coordinated population forecast for the entire County out to the year 2040. Based on information in the record, the Board of Commissioners also concludes that a narrow amendment, through this project, to the population allocations provided to the Rural Unincorporated portion of Jackson County and the City of Ashland in the Population Element are supported by factual data. The Board of Commissioners concludes that adoption of the Regional Plan includes an extension of the adopted and acknowledged population forecast and allocations out to the year 2050 for the specific planning area of the Regional Plan including the cities of Central Point, Eagle Point, Medford, Phoenix, and Talent, and as amended through this process for the City of Ashland, which is consistent with and exceeds the minimum requirements of ORS 195.036.
- 4.3.4 The Urban Reserve Management Agreements (URMA), pursuant to OAR 660-021-0050, are authorized by and conform in all ways to the requirements of ORS 190.010 to ORS 190.030.
- 4.3.5 ORS 195.145(1)(a) authorizes local governments to cooperatively establish Urban Reserves, and based thereupon, the Board of Commissioners concludes the

Regional Plan cooperatively establishes such Urban Reserves for the cities of Central Point, Eagle Point, Medford, Phoenix, and Talent.

- 4.3.6 The Board of Commissioners conclusions herein are consistent with RPS statutes that existed prior to the 2009 legislative session amendments, which are still in effect for collaborative regional solving projects initiated prior to passage of the 2009 law. The Board of Commissioners concludes as follows with respect to the RPS statutes:
- 4.3.6.1 ORS 197.652 provides that regional problem solving programs shall be distributed geographically throughout the state and the Board of Commissioners concludes that the Regional Problem Solving project that is the subject of these findings is the first in this portion of the State of Oregon.
- 4.3.6.2 ORS 197.654 allows local governments and certain special districts to enter into a collaborative regional problem solving process directed toward resolution of land use problems in a region. The Board of Commissioners concludes that the planning area addressed in the Regional Plan is properly considered a "region" under the statute because it constitutes an appropriate urban sub-area of the County. Based upon the Participants Agreement, the background findings in Chapter 1 of the Regional Plan, and the supporting planning documents in the Volume 2 reference document, the Board of Commissioners concludes that all local governments within the planning area were offered an opportunity to participate and that appropriate state agencies have participated throughout the process. Additionally, through this process, the participants have come to an agreement on the goals, objectives, and measures of success for the steps undertaken to implement the Regional Problem Solving process.
- 4.3.6.3 ORS 197.656(1) provides that local governments may invite the Department of Land Conservation and Development (DLCD) and other State agencies to participate in the collaborative regional problem solving process and the Board of Commissioners concludes that DLCD and other appropriate State agencies were invited and did in fact participate consistent with that statute.
- 4.3.6.4 ORS 197.656(2) provides that LCDC may acknowledge amendments to comprehensive plans that do not fully comply with LCDC rules that implement the statewide planning goals where the amendments are based upon an agreement among all the local participants, the commission, and other state agencies and where the said agreement contains required components. As to the required agreement components, the Board of Commissioners concludes the Regional Problem Solving Participants Agreement includes agreement among the participants on regional goals, optional techniques to achieve the goals, measurable performance indicators toward achievement of the goals, a system of incentives and disincentives to achieve the goals, a system of monitoring progress, and a process for correction of the techniques if the goals are not being achieved. The Board of Commissioners herewith incorporates and adopts their conclusions of law below that the subject amendments comply with the Statewide Planning Goals. The Board of Commissioners herewith incorporates and adopts the conclusions of law below with respect to compliance with OAR 660-021 and concludes that while the RPS process for selecting Urban Reserves differed from the Urban Reserve Rule process (as outlined in Volume 1, Chapter 3, Section 5.2), the outcome of the process is consistent, on the whole, with the purposes of the statewide planning goals.
- 4.3.6.5 ORS 197.656(6) allows for land that is part of the region's commercial agricultural land or forest land base to be devoted to a use not allowed by those goals only if an exception to those goals is taken. The Board of

Commissioners concludes that the Regional Plan includes provisions for regional growth in Chapter 2 consistent with planning coordination requirements of ORS 195 and establishment of Urban Reserves consistent with applicable provisions in ORS 195 and neither of these actions have any affect on the permissible uses on agricultural land and/or forestland in Jackson County.

4.4 Substantive Compliance with the Oregon Administrative Rules.

- 4.4.1 The Board of Commissioners herewith incorporates and adopts the conclusions of law and consistent with those conclusions, concludes the Regional Plan and associated Urban Reserves comply with the Statewide Planning Goals.
- 4.4.2 OAR 660-021-0030(1) requires Urban Reserves to include at least a 10 year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary. The Board of Commissioners concludes that Chapter 1 of the Regional Plan contains background findings which specify that the Regional Plan is intended to supply land over a 50-year period (a period of 30 years beyond the 20-year urban growth boundary time frame). The Board of Commissioners further concludes that the amount of Urban Reserve land reasonably meets the total projected land demand during that period.
- 4.4.3 OAR 660-021-0030(2) provides for the analysis methods and approach to identify suitable lands for consideration as Urban Reserves. The Board of Commissioners herewith incorporates and adopts the background findings in Chapter 3 as the County's general explanation of the methods used to identify suitable lands for the all cities. The Board of Commissioners herewith incorporates and adopts the background findings and suitability analysis provided in each of the city's individual sub-chapters of Chapter 4 to evaluate and identify suitable lands for each city's Urban Reserve. On the basis of these findings and analysis, the Board of Commissioners concludes that suitable lands for each city's Urban Reserves were identified using methods that appropriately applied the factors of Goal 14. This resulted in a pool of suitable land that ensured the application of the priority schema in Section 3 of this rule would result in Urban Reserves that require the least, or have the least effect upon, resource land.
- 4.4.4 OAR 660-021-0030(3) establishes priorities for inclusion of identified suitable lands as Urban Reserves. The Board of Commissioners herewith incorporate and adopt the background findings and analysis in Chapter 3 and the background findings and analysis in the sub-chapters of Chapter 4 devoted to the individual cities and on that basis concludes the Regional Plan includes suitable land according to the priorities in OAR 660-021-0030(3). As mentioned previously, the Board of Commissioners concludes the RPS process for selecting Urban Reserves differed from the Urban Reserve selection process (as outlined in Volume 1, Chapter 3, Section 5.2) but the outcome of the process is consistent, on the whole, with the purposes of the statewide planning goals.

4.5 Substantive Compliance with the Statewide Planning Goals

- 4.5.1 Goal 1: Citizen Involvement. The goal is to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process. The governing bodies for all participating cities and Jackson County have adopted and publicized programs for citizen involvement for their respective acknowledged comprehensive plans. The Citizen Involvement Element of the Jackson County Comprehensive Plan was last updated on May 31, 2006 (Ordinance No. 2006-03). It provides that the Board of Commissioners may create special countywide advisory commissions to study and provide recommendations on specific planning issues. Consistent with the adopted program, the Board created several

committees in collaboration with the affected cities and public agencies for the Greater Bear Creek Regional Problem Solving project, as described in the Regional Plan. These included the Public Citizens Involvement Committee, Policy Committee, Technical Advisory Committee, and the Resource Lands Review Committee.

In combination with the individual cities' outreach efforts as described in the Regional Plan, the RPS process provided for citizen involvement— consistent with the Goal 1 required components for a citizen involvement program. Adoption, implementation, monitoring, and amendment processes all provide for continued citizen involvement consistent with the Participants' Agreement and the acknowledged Citizen Involvement Programs for the respective jurisdictions. Accordingly, it is concluded that the Regional Plan project, including its implementing agreements and comprehensive plan amendments and the overall process, complies with Statewide Planning Goal 1.

- 4.5.2 Goal 2: Land Use Planning. The goal is to establish a land planning process and policy framework as a basis for all decisions and actions related to use of land and to ensure an adequate factual base for such decisions and actions. The Regional Plan results from a coordinated collaborative regional problem solving process, and is to be adopted as part of the comprehensive plans for each of the participating cities and Jackson County. The Regional Plan, consistent with Goal 2, includes identification of issues and problems, inventories and other factual information pertaining to the applicable statewide planning goals, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy, and environmental needs.

The Regional Plan to be adopted by the participating cities and Jackson County will be the basis for the specific implementation measures described therein. Adoption shall be in accordance with public hearing procedures and will be reviewed and, as needed, revised on a periodic cycle in accordance with the provisions in the Regional Plan. The legislative process and the agreement provided for opportunities for review and comment by citizens and affected governmental jurisdictions during preparation, review, and revision of the plan and implementing measures. The plan proposes no exceptions to the Statewide Planning Goals under Part II of Statewide Planning Goal 2. Consistent with Goal 2 Guidelines, the preparation and implementation of measures of the Regional Plan was based on a series of broad phases over an approximately ten-year period as described in Chapter 1 of the Plan. The regional problem solving and planning process provided time for collection of factual information included in the plan, which was refined many times to address problems and issues and to define alternative solutions and strategies for development. The factual information in the Plan includes a comprehensive GIS based mapping and inventory of the entire planning area (Volume 3 – Atlas), the analyses in Chapters 2 through 4 of Volume 1, and the appended studies and research included in Volume 2. Studies therein include the Phase I Status Report on Open Space, the Transportation Planning Analysis Unit (TPAU) Modeling Report, the Regional Economic Opportunities Analysis, the Regional Housing Needs Analysis, and the Regional Land Needs Simulator and Population Allocation report.

The Regional Plan has been prepared in coordination with affected governmental jurisdictions and in a manner that allows it to be integrated as part of the comprehensive land use plans of the participating cities and Jackson County. Furthermore, the Regional Plan was developed to balance long term land use needs over a fifty-year planning horizon. As the participating cities in the Region establish the need to adjust urban growth boundaries over the next fifty years, the Regional Plan will ensure that area appropriate for future urban needs is reserved and available in a manner consistent with management implementation measures of the cities' comprehensive plans, including land use and development ordinances, public facility plans, capital improvement budgets, and annexation requirements.

The Regional Plan includes site and area specific measures related to urban reserve areas, critical open space areas, buffering techniques, and generalized land use mix and densities. Accordingly, it is concluded that the Regional Plan complies with the purpose, requirements, and guidelines for land use planning as established in Statewide Planning Goal 2.

- 4.5.3** Goal 3: Agricultural Lands. The goal is to preserve and maintain agricultural lands. All agricultural land within the planning area subject to Goal 3, as defined therein and as inventoried in the Jackson County Comprehensive Plan, is identified in Volume 3 (Atlas) of the Regional Plan. The Regional Plan coordinates urban reserve areas for long range growth that will accommodate a doubling of the Region's urban population. As cities demonstrate a need for additional land, long range growth will generally be accommodated in areas that are adjacent or nearby (i.e., areas partially or wholly within one-quarter mile) to existing urban growth boundaries.

The Urban Reserve Rule promotes development of a compact urban form by requiring that local jurisdictions first consider the suitability of lands adjacent and nearby existing urban growth boundaries for urban reserves, and to prioritize lands for inclusion such that inventoried exception and non-resource lands within the study area are assigned first priority for inclusion and high-value resource lands are assigned lowest priority.

Additionally, through the Regional Plan, the cities have committed to developing at increased residential densities and mixed-use/pedestrian friendly form. The participants have also agreed to prepare and submit conceptual land use and transportation plans at the time of an Urban Growth Boundary amendment. These measures, in addition to other measures stated in Chapter 5 of the Regional Plan, will ensure that future development takes place in a compact fashion, thereby reducing the amount of agricultural land necessary to accommodate urban land needs.

The Urban Reserve Rule, at OAR 660-021-0040(4), requires resource land that is included in urban reserves to continue to be planned and zoned under the requirements of applicable Statewide Planning Goals. Accordingly, agricultural lands included in urban reserve areas will continue to be designated by Jackson County as Agricultural Land and zoned for Exclusive Farm Use while under County jurisdiction. The planning horizon of the Regional Plan is fifty years rather than the twenty years generally associated with urban growth boundaries. The stability provided to agricultural producers may encourage investments in higher value, longer-term crops, such as orchards and vineyards, and in operations that require greater investments in infrastructure and processing. Finally, the Regional Plan establishes practical, effective techniques for buffering farms from urban uses through adoption by the participants of Regional Agricultural Buffering Standards.

The need for improved agricultural buffering throughout the region was reinforced during the process of evaluating agricultural lands proposed for urban reserves. Trespass and vandalism, arising from the juxtaposition to urban areas, was the most commonly cited reason against designating agricultural lands in proximity to cities as part of the commercial agricultural base. Based on first-hand experience with the negative impacts arising from inadequately buffered urban/rural interfaces, members of the Resource Lands Review Committee developed "Guidelines for Establishing Effective Buffers between Agricultural and Urban Uses". The guidelines provide separate buffering recommendations for chemical spray drift, noise, sediment and stormwater run-off, trespass and vandalism, odor, and dust, smoke, and ash. The guidelines also serve to ensure the continued use of farmland for farm uses, to minimize potential conflict by a well-buffered boundary between rural agricultural and urban uses, to minimize the impacts of urban development on rural agricultural production activities and land resources, and to minimize the potential for complaints

about rural agricultural activities from urbanized areas.

Lastly, in response to public testimony, through the Regional Plan, Jackson County committed to appointing an Agricultural Task Force. The Task Force is required to develop a program to assess the impacts on the agricultural economy of Jackson County arising from the loss of agricultural land and/or the ability to irrigate agricultural land, which may result from Urban Growth Boundary Amendments and to identify potential mitigation measures to offset those impacts. Appropriate mitigation measures shall be applied to Urban Growth Boundary Amendment proposals.

Altogether, since the Regional Plan does not allow for use of agricultural land subject to Goal 3 in any manner inconsistent with the goal, ORS Chapter 215, OAR 660 Division 033, or the Jackson County Comprehensive Plan and Land Development Ordinance and because the Regional Plan includes substantial mitigation measures to reduce potential impacts on agricultural lands, it is thereby concluded that the Greater Bear Creek Valley Regional Plan complies with Statewide Planning Goal 3.

- 4.5.4** Goal 4: Forest Lands. The goal is to conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that ensure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture. All Forest Land within the planning area subject to Goal 4, as defined therein and as inventoried in the Jackson County Comprehensive Plan, is identified in Volume 3 (Atlas) of the Regional Plan. The Regional Plan, as explained above in relation to Agricultural Land, balances long the range need for urbanizable land with the goals to preserve agricultural and forest lands.

The cities within the planning area are generally far removed from the principal forest land environments (i.e., areas suitable for commercial forest uses) as identified in the Forest Lands Element of the Jackson County Comprehensive Plan. Consequently, only the City of Medford and the City of Talent have identified any designated forest lands as Urban Reserves. There is a 28-acre enclave of Open Space Reserve (OSR) zoned land proposed by Medford on the east side of Table Rock Road within Urban Reserve area "MD-1". The subject OSR zoned land is adjacent to the municipal boundary and is comprised of four parcels that are on the valley floor and completely removed from any forested area. As mapped in the Atlas, the soils in the vicinity are unrated for forestry and are predominately rated as Class IV for agriculture. Consequently, the parcels were assigned priority (c)(2) for inclusion as Urban Reserve upon a determination of urban land suitability as discussed in the Medford element of Chapter 4 in the Plan.

The City of Medford proposes to include Prescott Park as an Urban Reserve ("MD-P"), as explained in Chapter 4 of the Regional Plan. The park area is 1,712 acres in size and is comprised of soils unrated for forestry with an agricultural class IV rating. This area is presently owned and managed by the City of Medford as a city park, as explained in Chapter 4 of the Regional Plan, and is committed to that use. The Regional Plan provides for eventual inclusion into the City on the condition that it continues to be used for public park purposes. The fact that Prescott Park was acquired with federal funds ensures it cannot be used for other than public park purposes. A forty acre privately owned parcel, also OSR zoned, forms an enclave within the park area. It has the same soil ratings as the rest of the park area, but is included as part of "MD-3" because it is not subject to the park condition. Its inclusion under priority (c)(2) is appropriate as inclusion of all higher priority land area does not fulfill the identified land need.

The City of Talent has designated approximately 38 acres of forest designated land within Urban Reserve area TA-3. The area includes five parcels of Woodland

Resource (WR) and Open Space Reserve (OSR) zoned land adjacent to the existing urban growth boundary and below the West Canal southwest of the city. The area was found to be suitable for urban growth needs as explained in Chapter 4 of the Regional Plan, and assigned a (c)(2) priority for inclusion as Urban Reserve. The area was designated as Urban Reserve after all higher priority lands had first been used. The Urban Reserve Rule, at OAR 660-021-0040(4), requires resource land included in Urban Reserves to continue to be planned and zoned under the requirements of applicable Statewide Planning Goals. Accordingly, forest lands included in Urban Reserve areas will continue to be designated by Jackson County as Forestry/Open Space Land and zoned for forest or open space uses while outside the urban growth boundaries and under the County's jurisdiction.

Because inclusion of designated forest lands has been found to comply with the provisions of the Division 21 Urban Reserve Rule for suitability, prioritization, inclusion, and continuation of resource land zoning within an Urban Reserve, it is concluded that the Plan complies with Goal 4.

- 4.5.5** Goal 5: Natural Resources, Scenic and Historic Resources, and Open Spaces. The goal is to protect natural resources and conserve scenic and historic areas and open spaces. Pursuant to Goal 5, local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. Goal 5 listed resources that must be inventoried by local governments are riparian corridors (including water and riparian areas and fish habitat), wetlands, wildlife habitat, federal wild and scenic rivers, state scenic waterways, groundwater resources, approved Oregon recreation trails, natural areas, wilderness areas, mineral and aggregate resources, energy sources, and cultural areas. Local governments are also encouraged to maintain inventories of historic resources, open space, and scenic views and sites.

Jackson County's acknowledged inventory of Goal 5 resources is incorporated as a background document to the Natural and Historic Resources Element of the Jackson County Comprehensive Plan. Protection programs are implemented through the regulations included in the Jackson County Land Development Ordinance – primarily in Chapter 7 (Overlays – Environmental and Cultural), and at Chapter 4 relating to aggregate and mineral resources. Special setbacks to aggregate resources, stream corridors, and riparian habitat are established in Chapter 8 of the Land Development Ordinance.

Adoption and implementation of the Regional Plan does not alter Jackson County's Goal 5 resources or protection programs, nor does it alter any Goal 5 programs for the participating cities. The Regional Plan does not allow new uses within the planning area, nor does it amend any urban growth boundary. The Regional Plan does list significant open space resource sites identified through the Regional Problem Solving process, and it does contain strategies for acquisition of Critical Open Space Areas (COSA). However, OAR 660-023-0230 provides that local governments may adopt a list of significant open space resource sites as an open space acquisition program and are not required to apply the requirements of OAR 660-023-0030 through 660-023-0050 to such sites unless land use regulations are adopted to protect such sites prior to acquisition. Goal 5 is, therefore, not directly applicable to the Plan. Nonetheless, the Regional Plan emphasizes conservation of open space for its important economic, cultural, and livability benefits.

Conservation of Goal 5 resources was a fundamental consideration in the development of a long range regional plan in the context of determining the appropriateness and suitability of areas to accommodate future growth beyond existing urban growth boundaries. The Regional Plan considers natural resources as a major determinant of the carrying capacity of the planning area. For example, vernal pool wetlands were found to severely limit the carrying capacity of lands to the

north of Eagle Point, around White City, and north of Central Point. In the area north of Central Point, the vernal pool areas about the Upton Slough, further limiting the carrying capacity of that area. Preservation of open space between cities in the planning area was also emphasized in the coordinated planning process as a strategy for preserving the separate identity of individual communities. This resulted in the use of Community Buffer Areas in the Urban Reserve Selection process as outlined in Chapter 1 of the Regional Plan and as illustrated in Appendix V (Volume 3) of the Regional Plan. Scenic trails and corridors are also important as a link between distinct communities and have the added benefit of promoting exercise as a public health matter.

In conclusion, although Goal 5 is not directly applicable to the adoption of the Regional Plan, the plan embraces preservation of Goal 5 resources for present and future generations and is thereby concluded to be consistent with the requirements of Goal 5.

- 4.5.6** Goal 6: Air, Water and Land Resources Quality. The goal is to "To maintain and improve the quality of the air, water and land resources of the state. Goal 6 requires that all waste and process discharges from future development when combined with discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards.

There is no LCDC interpretive rule for Goal 6. The Goal is not directly applicable to adoption of the Regional Plan because the plan does not authorize development in the present or the future. Rather, it will have the effect of restricting development in areas designated as Urban Reserves in order to preserve the future urban suitability of Urban Reserve lands. At the time urban growth boundary amendments occur and the comprehensive plan and zoning maps are amended to authorize new uses, Goal 6 will apply.

The Plan also provides regional standards for buffering and separation of land uses at the rural/urban interfaces to avoid conflicting requirements and impacts upon the air, water and land resources. Collaboration involved in the Regional Plan included the Land Conservation and Development Commission (LCDC), the Department of Land Conservation and Development (DLCDC), the Oregon Department of Transportation (ODOT), the Oregon Department of Housing and Community Services (ODHCS), the Oregon Economic and Community Development Department (OECDD), the Oregon Department of Environmental Quality (ODEQ), the Oregon Department of Agriculture (ODA), the Rogue Valley Metropolitan Planning Organization (RVMPO), Rogue Valley Sewer Services (RVSS), the Medford Water Commission (MWC), each of the participating cities, and Jackson County.

Adoption of a long range regional plan will provide all the affected communities and agencies a better understanding of where urban growth is likely to be directed in order that facilities, policies, and strategies may be prepared appropriately to provide for a future doubling of the region's urban population. Through the collaborative process, it was found that the regional sewerage transmission and treatment facilities managed by RVSS and the City of Medford are feasibly capable of providing for a doubling of the population. Additionally, adoption of a long term regional growth plan will also allow the local jurisdictions to better coordinate efforts to control pollution and impacts to the region's land, air, and water resources. The participant cities will ensure that overall residential density will be increased as urban growth boundaries are expanded, and will promote nodal development to assist in mitigating air quality impacts through reduction of vehicle miles traveled and mitigating water quality impacts by reducing the ratio of impermeable area to open space.

It is therefore concluded that adoption of the Regional Plan is compliant with Goal 6 and will serve to facilitate a coordinated regional approach to addressing Goal 6 as

growth boundaries amendments are needed in the future.

- 4.5.7** Goal 7: Areas Subject to Natural Hazards. The goal is to protect people and property from natural hazards. The goal requires local governments to adopt comprehensive plans to reduce risk to people and property from natural hazards. Natural hazards for the purposes of the goal applicable to the planning area are floods, landslides, earthquakes, and wildfires.

Jackson County has adopted a Natural Hazards Element as Chapter 17 of its comprehensive plan which addresses wildfire, stream flooding, stream erosion and deposition, high groundwater and ponding, slope erosion, mass land movement, and expansive soils. The Regional Plan includes comprehensive GIS based mapping of the planning area. Areas severely limited by natural features or hazards were identified and considered to determine whether the areas would or would not be suitable to accommodate future urban land needed and to ascertain effective buildable area available. Each of the areas selected for Urban Reserve designation was found to be suitable for urban uses in general or, as indicated in Chapter 4 of the Plan, for specific urban uses such as a park or greenway. As urban growth boundaries are expanded, cities will determine more specific Goal 7 measures appropriate for each area. While the lands remain rural as Urban Reserves, emergency service providers will be identified in the applicable Urban Reserve management agreements. Development will otherwise be subject to the existing acknowledged natural hazard mitigation measures of the Jackson County Comprehensive Plan and its implementing ordinances. It is concluded that the Regional Plan complies with Goal 7.

It is therefore concluded that adoption of the Regional Plan is compliant with Goal 7 and will serve to facilitate a coordinated regional approach to addressing Goal 7 as growth boundaries amendments are needed in the future.

- 4.5.8** Goal 8: Recreational Needs. The goal is to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. The goal establishes that the requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities. The planning must be in coordination with private enterprise, in appropriate proportions, and in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans are required under the goal to be coordinated with local and regional recreational needs and plans.

The goal also establishes that comprehensive plans may provide for the siting of destination resorts on rural lands subject to the provisions of state law, including ORS 197.435 to 197.467, and other Statewide Planning Goals, and without an exception to Goals 3, 4, 11, and 14. Jackson County has an adopted and acknowledged eligible lands map for siting of destination resorts, as well as implementing regulation. There are no lands eligible for siting of large destination resorts within proximity of existing urban growth boundaries. However, there are lands proximate to urban growth boundaries of participating cities that are shown to be eligible for small destination resort permitting. Jackson County development standards for resort permitting are set forth at LDO 6.3.8. LDO 6.3.8(K)(2)(i) requires that a proposed resort comply with any applicable Overlay in Chapter 7 of the ordinance. Chapter 7 includes urban overlays at LDO 7.3.1 (Areas of Mutual Planning Concern and Urban Growth Boundaries) and 7.3.3 (Urban Fringe). These sections are to be amended through this process to recognize the designation of Urban Reserve Areas. Also, LDO 6.3.8(K)(2)(p) requires that a proposed resort comply with any urban growth boundary agreement or urban growth management agreement that has been jointly adopted by the governing bodies of the affected city and the County. Consequently,

destination resort permitting would be subject to the terms of a jointly adopted Urban Reserve Management Agreement which would ensure that any affected Urban Reserve areas would not be developed in a manner that would interfere with future urbanization needs. Conversely, the Regional Plan would not have the effect of proscribing appropriate Goal 8 destination resort development. Accordingly, it is concluded that the Regional Plan is consistent with the acknowledged Goal 8 program for destination resorts in Jackson County.

Regarding other recreation needs, the Regional Plan identifies generalized land need for recreation/park use for each participating city as set forth in Chapter 4, and addresses the need for intercity recreational trails and open space by requiring these elements to be shown on the Conceptual Transportation Plans which are required to be submitted at the time of a UGB amendment. The plan identifies lands that are valued by the region as open space for environmental, aesthetic, cultural, and recreational needs. Other specific measures in the Regional Plan are the designation of City of Medford owned Prescott Park and Chrissy Park as Urban Reserves restricted to park use, analyses of the Bear Creek Greenway segments within candidate growth areas to determine appropriateness for Urban Reserve inclusion, recommendations for agricultural buffering areas to function also as open space for recreation, and location of and need for private recreation areas.

Therefore, it is concluded that the Regional Plan provides for the long range recreational needs of the region in a manner consistent and in compliance with Goal 8.

4.5.9 Goal 9: Economic Development. The goal is to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. The goal requires that comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state. Plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base, materials and energy availability and cost, labor market factors, educational and technical training programs, availability of key public facilities, necessary support facilities, current market forces, location relative to markets, availability of renewable and non-renewable resources, availability of land, and pollution control requirements. The goal outlines specific requirements for comprehensive plans for urban areas (i.e., areas within an urban growth boundary).

LCDC's administrative rule at OAR Chapter 660, Division 9 directs cities to coordinate with counties to adopt Goal 9 compliant plans for the respective urban areas. The planning horizon of the Regional Plan extends well beyond that for the growth boundary areas of the participating cities. Planning for long range employment land needs is appropriately more generalized than that required for urban area planning inside urban growth boundaries. Chapter 2 of the Regional Plan explains the coordinated population allocation, employment growth projections, and the associated land needs for housing and economic development over the long-range planning period. The techniques employed to derive long range land needs are also explained in detail therein.

A Regional Economic Opportunities Analysis (EOA) was prepared for and is included in the Regional Plan. Adopted and acknowledged economic elements of each city's comprehensive plans were also analyzed to establish that the Regional EOA does not conflict with the adopted comprehensive plans. In recognition that employment conditions and opportunities are dynamic phenomena that may change over the long term, and that the planning horizon for the project is for the very long term, the Regional Plan does not allocate all the projected employment need to specific participants.

The Regional Plan does provide flexibility by allowing minor and major amendments to the plan to address new employment opportunities that may arise. Chapter 4 of the Regional Plan establishes the generalized ratio of employment to overall land need by city in the suitability studies for each Urban Reserve area. Areas found to have very strong comparative advantages to accommodate long range regional employment land needs, such as the Tolo Area and the South Valley Employment Center, are reserved primarily for the identified employment land uses. Urban Reserve areas with public facility and service limitations appropriate to certain employment uses but otherwise inappropriate for other urban uses, such as the area to the west of Highway 62 adjacent to Eagle Point, are also specifically restricted to the identified uses. The Regional Plan will reserve an adequate long range employment land base in suitable locations for a variety of commercial, industrial, and institutional uses, and will protect areas found to have significant comparative advantages for regional employment in a manner that will facilitate Goal 9 compliance as participating cities grow over the long range planning horizon.

Therefore, it is concluded that the Regional Plan complies with Goal 9.

- 4.5.10** Goal 10: Housing. The goal is to provide for the housing needs of citizens of the state. Planning for long range land need for housing is appropriately more generalized than that required for planning inside urban growth boundaries. Chapter 2 of the Regional Plan explains the coordinated population allocation, employment growth projections, and the associated land needs for housing and economic development over the long-range planning period. The techniques employed to derive long range land needs are also explained in detail therein. The Bear Creek Valley Housing Needs Analysis was prepared for and is included in the Regional Plan. Adopted and acknowledged housing elements of each city's comprehensive plans were also analyzed to establish that the Regional Plan does not conflict with the adopted comprehensive plans.

Because the Regional Plan addresses the situation of a doubling of the region's urban population, shorter term cyclical peaks and troughs in demand are normalized over the long range planning period. Chapter 2 of the Plan explains in detail the residential land need assumptions for the region by city, factors that would affect the estimates, and how the Plan may be revised over time as cities update comprehensive plans for their urban areas with more detailed studies. In Chapters 3 and 4 of the Regional Plan, existing land supply is related to the gross land need estimates established in Chapter 2. Urban Reserves, as explained in Chapter 3, were then designated after studying surrounding lands for suitability and priority to accommodate the identified land need. The Regional Plan establishes monitoring and implementation measures in Chapter 5 to ensure that long range land needs and regional objectives are met. Accordingly, it is concluded that the Regional Plan reserves an adequate and coordinated supply of land to accommodate a projected long range doubling of the Region's urban population – and is consistent with Goal 10. As the participating cities expand urban growth boundaries over the long range planning horizon, the amount of land to be justified will be based on the more specific and rigorous studies and analyses required for urban growth boundary amendments related to a twenty-year land need and the commitment to increased residential densities included in the Regional Plan. Urban Reserves resulting from the Regional Planning process will ensure that suitable land is available in appropriate locations as the cities grow.

Therefore, it is concluded that the Regional Plan provides for the long range housing needs of the region in a manner consistent and in compliance with Goal 10.

- 4.5.11** Goal 11: Public Facilities and Services. The goal is to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Pursuant to the Goal, urban and rural

development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served. The Jackson County Comprehensive Plan's Public Facilities and Services Element (Chapter 19) incorporates this concept as Policy 1 in the element, which is not amended by the Regional Plan. Goal 11 further requires that cities or counties shall develop and adopt a public facilities plan for areas within an urban growth boundary containing a population greater than 2,500 persons, and also that counties shall develop and adopt community public facility plans for certain unincorporated communities outside urban growth boundaries as specified by Commission rules.

The Regional Plan does not establish or amend existing urban growth boundaries, nor does it establish or amend any adopted unincorporated community plan adopted pursuant to LCDC's Unincorporated Communities Rule (OAR Chapter 660, Division 22). Under the Goal, local governments shall not allow the establishment or extension of sewer systems outside urban growth boundaries or unincorporated community boundaries and are generally limited from allowing public sewer service to rural lands except as indicated in the Goal and the implementing LCDC rules (OAR 660-011-0060) or by exception taken in accordance with ORS 197.180 and Goal 2. Jackson County's comprehensive plan policies in the Public Facilities and Services Element requires the same, and the implementing Land Development Ordinance specifies acknowledged procedures for consideration of public sewer service system establishment or extension to rural lands (Chapter 3).

The Regional Plan does not amend any provisions of the Jackson County Comprehensive Plan or its implementing ordinances related to sewer service. Guidelines included for Goal 11 address Planning and Implementation of the Goal. The Regional Plan includes an analysis of all candidate Urban Reserve areas that evaluates general suitability to accommodate identified long term urban needs in relation to the Goal 14 location factors and the growth policies of the region.

Capacity of the regional sewer treatment and transmission facilities, public facility and service interties between jurisdictions, and transitional agreements with regard to Urban Reserve areas were considered in the Regional Plan and are implemented through adoption of the Regional Plan, the Urban Reserve Management Agreements, the Participant's Agreement, and mapping amendments designating the Urban Reserves on affected comprehensive plan and zoning maps. Accordingly, it is concluded that the Regional Plan is consistent with the Planning and Implementation Guidelines of Goal 11 and with Goal 11 on the whole.

- 4.5.12** Goal 12: Transportation. The goal is to provide and encourage a safe, convenient and economic transportation system. The Goal outlines required elements to be included in a transportation plan, defines terms used in the goal, and provides Guidelines for Planning and Implementation. LCDC's Transportation Planning Rule (OAR Chapter 660, Division 12) more extensively addresses the requirements for transportation planning, coordination, required elements, consideration of needs, evaluation and selection of transportation alternatives, financing, implementation, project development, timing for adoption and updates, plan and regulation amendments, transportation improvement on rural lands, and exceptions thereto. Jackson County has an adopted and acknowledged transportation system plan that anticipates the adoption of the Greater Bear Creek Valley Regional Plan. At Jackson County Transportation System Plan (JCTSP) 2.4 (Ongoing Planning Processes), page 14 (Ordinance 2005-3):

"The broadest and largest of the ongoing planning projects is Regional Problem Solving (RPS). The County has been participating in RPS for several years. The RPS process is seeking to take advantage of a statute that provides for some regional flexibility in application of the State of Oregon

land use rules, provided the plan will meet the Statewide Planning Goals and all statutory requirements. Much of the process to date has focused on city growth and identifying future urbanizable growth areas. The planning horizon for RPS extends far beyond the planning horizon of this TSP. Some of the growth proposals that have been considered in RPS could have significant transportation impacts at full development, but these impacts would generally be at or beyond the planning horizon of the TSP. The Jackson County TSP includes a policy that would allow for longterm preservation of transportation corridors. This policy may be helpful in addressing transportation issues resulting from RPS. If the land-use component of RPS is completed and the process is extended to identify critical future transportation system corridors, then at least one and possibly several updates to the Jackson County TSP may be required."

Additionally, JCTSP Policy 4.3.1-E establishes that:

"Regional planning projects intended to identify future urban growth boundary expansion areas, such as the on-going Regional Problem Solving (RPS) process, must include an appropriate transportation planning component. Strategies: a. UGB expansions into Urban Reserve areas should not create transportation problems that cannot be adequately addressed, given reasonable transportation funding expectations. b. Where UGB expansions are proposed into an Urban Reserve Area developed through a regional planning project, the proposed expansion should include adoption of a refinement plan to be added to the applicable city (or cities) Transportation System Plan at the final proceeding approving the urban growth boundary expansion."

ODOT's Transportation Planning Analysis Unit (TPAU) produced a report which is included at Appendix VI of the Regional Plan. The report analyzed various land use and transportation scenarios to determine potential impacts on the regional transportation network as a result of development within the proposed Urban Reserve Areas. The analysis concluded that the nodal development land use scenario would have the least effect on congestion levels. As such, the participants have agreed to a Performance Indicator (Chapter 5 of the Regional Plan) to develop the Urban Reserves utilizing mixed-use/pedestrian friendly (nodal) form.

Chapter 2 of the Regional Plan also provides for and explains the strategies for greater coordination with the Metropolitan Planning Organization (MPO). The strategy states that the region will need an improved regional transportation network to avoid state facilities serving a more disproportionate local arterial function. The strategy identifies four candidate connector roads outside of the proposed urban areas that would serve as transportation facilities. The list, which is not exhaustive, includes Hanley Road, South Stage Road, Foothills/North Phoenix Road, and McLaughlin Road. The MPO is to extend the study and develop a prioritized list of long-term regional arterial improvements to serve the Region's needs. Further study under the strategy will determine if Goal exceptions will be required. The strategy also provides that the MPO will develop plans for least cost right-of-way acquisition.

Chapter 4 of the Regional Plan contains the background findings for each participating city's evaluation of candidate growth areas. Chapter 5 of the Regional Plan commits the participating cities to develop a Conceptual Transportation Plan prior to an Urban Growth Boundary amendment proposal. The Conceptual Transportation Plan shall identify a general network of regionally significant arterials under local jurisdiction, transit corridors, bike and pedestrian paths, and associated projects to provide mobility throughout the Region (including intracity and intercity, if applicable) in order to cost-effectively protect these transportation corridors. Furthermore, Chapter 5 requires the cities to collaborate with the MPO to: prepare

the Conceptual Transportation Plans; designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 2.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of way costs; plan and coordinate the regionally significant transportation strategies critical to the success of the adopted Regional Plan including the development of mechanisms to preserve rights-of-way for the transportation infrastructure identified in the Conceptual Transportation Plans; and establish a means of providing supplemental transportation funding to mitigate impacts arising from future growth.

The discussion at JCTSP 2.4 related to ongoing planning processes should be considered by the cities when preparing their Conceptual Transportation Plans:

"Often, the 'local' county road network becomes the higher order network when an exception area is taken into a UGB and developed at urban densities. What is a local road from the County's perspective may be a future collector street from the City's perspective. The quality of the local road network in these areas may affect the attractiveness of the exception area for future urbanization. Cities that have concerns about street connections in exception areas outside their UGB's should look at the potential for additional development under the current County zoning. If the existing zoning allows development that could jeopardize a critical road connection, then the City may want to approach the County about developing a local road network plan for the area to preserve critical future road connections."

The Regional Plan in these ways also comports with the following policies of the JCTSP:

"4.2.1-M. Jackson County establishes Long-Term Potential (LTP) Comprehensive Plan corridor areas where planning for future road connections beyond the planning horizon of the TSP are probable (see Figure 5-7). Strategies: a. Review LTP overlay designations at least once every ten years to determine whether protection of the corridor is still warranted based on an analysis that determines the corridor is still a probable location for a future road connection. b. If a road is planned at a future time within a LTP corridor, then the LTP corridor designation will be removed. The presence of an LTP corridor designation provides no 'special status' for planning a transportation improvement, such as the need for exceptions to the Statewide Planning Goals."

It is concluded that the Regional Plan will function to further the implementation of policies already established in the acknowledged Jackson County Transportation System Plan, and will provide for ongoing coordination and updates of collective transportation plans of the MPO, participating cities, Jackson County, and the State of Oregon in a manner consistent with Statewide Planning Goal 12. Additionally, because of the aforementioned reasons and the fact that the Regional Plan does not affect the uses allowed on land proposed as Urban Reserve Areas, it is concluded that the Regional Plan complies with Statewide Planning Goal 12.

- 4.5.13** Goal 13: Energy Conservation. The goal is to conserve energy. Pursuant to Goal 13, land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. The goal includes Guidelines for Planning and Implementation. LCDC has not enacted interpretive rules directly related to Goal 13. However, the Division 21 Urban Reserve Rule can reasonably be construed to incorporate and implement the goal in requiring that cities and counties shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within Urban Reserves. It also requires a balancing of the Goal 14 location factors which include consideration of

energy consequences. The rule works in tandem with LCDC rules and statute relating to urban growth boundary amendments to ensure that urban areas are planned in an efficient manner which promote compact urban land form. The Regional Plan supports the goal of conserving energy by concentrating development in areas that are readily served by existing public facilities and services and near existing urban growth boundaries, and in providing a development pattern that has the potential to reduce the transportation-related per capita use of energy. The Regional Plan provides for a significant increase in overall urban density to accommodate a doubling of the regional urban population. Additionally, through the Regional Plan, the participating cities have committed to a nodal form of development which has the potential to significantly lessen transportation needs. This will be demonstrated via Conceptual Land Use Plans and Conceptual Transportation Plans per Chapter 5 of the Regional Plan.

The Regional Plan does not affect any identified energy resource in the region. Accordingly, it is concluded that the Regional Plan complies on the whole with and will serve to further promote Statewide Planning Goal 13.

- 4.5.14** Goal 14: Urbanization. The goal is 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. The goal requires that urban growth boundaries be established and maintained by cities, counties, and regional governments to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land.

Urban Reserves designated in the Regional Plan will implement and further Goal 14 with regard to any future establishment or change of urban growth boundaries in the region. Establishment or amendment of urban growth boundaries is required to be a cooperative process among cities and counties. The Regional Plan functions to coordinate long-term urban growth in a regional context as a method to achieve the Goal. The Regional Plan considers the land need requirements over a period longer than the twenty years required by Goal 14 for urban growth boundaries, but in a manner consistent with the Division 21 Urban Reserve Rule by providing an adequate base to accommodate an additional ten to thirty years beyond the twenty year urban growth boundary need.

Long term land demand is analyzed in detail at Chapter 2 of the Regional Plan. The location of Urban Reserves designated in the Regional Plan results from a coordinated effort amongst the participant jurisdictions in consideration of the Goal 14 location factors, the growth policies of the region, and the provisions and priorities of the Division 21 Urban Reserve Rule. Chapter 4 of the Greater Bear Creek Valley Regional Plan includes a detailed analysis of the study areas, urban suitability determinations, and the assignment inclusion priorities consistent with the Urban Reserve Rule methodology.

Future urbanizable land will be reserved pursuant to the Regional Plan, the Participants' Agreement, and the URMAs to maintain the potential for planned urban development until the need for additional urban land is justified through the growth boundary amendment process and then until appropriate public facilities and services are available or planned. Rural land under Jackson County's jurisdiction will continue to be maintained as rural land where located outside urban growth boundaries whether inside or outside of designated Urban Reserve areas, in accordance with its acknowledged comprehensive plan.

The only designated unincorporated community in the Regional Boundary area is White City, for which an unincorporated urban community plan has previously been acknowledged. The White City Urban Unincorporated Community included

exceptions to Goal 14 as physically developed and irrevocably committed to urban development. The Regional Plan reflects the planned population growth and development capacity consistent with the adopted community plan and the Urban Lands Element of the Jackson County Comprehensive Plan.

In providing for an orderly transition from rural to urban uses in the long-term for projected population, regional agricultural buffering standards included in the Regional Plan will be adopted by the participating cities and Jackson County to avoid the negative impacts that have previously resulted at urban growth boundary interfaces with agricultural land.

It is therefore concluded that the Regional Plan complies overall with Goal 14.

4.5.15 Goals 15 through 19 do not apply to Jackson County.

SECTION 5. SUMMARY CONCLUSIONS

Based on the evidence and arguments included in the record, the Board of Commissioners concludes that:

5.1 Proper public notice was given and public hearings were conducted in accordance with State law and acknowledged local regulations, during which members of the public were provided opportunities to present evidence and argument.

5.2 The amendments proposed through Planning File LRP 2009-00010 are in compliance with and further the Jackson County Comprehensive Plan by creating a long range plan for regional growth in the Bear Creek Valley and by designating Urban Reserves to protect lands that are suitable for future urbanization from uses and development that may be incompatible with future urban land uses.

5.3 Adoption of the Land Development Ordinance text amendment and Comprehensive Plan Map and Zoning Map amendments will ensure the Jackson County Plan Maps and Zoning Maps depict the Urban Reserves established by the planning action in Planning File LRP 2009-00010 consistent with the proposed Plan text amendments.

SECTION 6. DECISION:

By the signatures below, the Jackson County Board of Commissioners hereby adopt this ordinance to adopt the Regional Plan Element as a new element of the Jackson County Comprehensive Plan; amendment to the Land Development Ordinance Sections 7.3.1 and 7.3.3 and Official Comprehensive Plan and Zoning Maps to designate the Regional Plan Boundary and Urban Reserve Areas; Urban Reserve Management Agreements between Jackson County and the cities of Central Point, Eagle Point, Medford, Phoenix, and Talent; and amendment to the Population Allocations of Rural Unincorporated Jackson County and the City of Ashland in the Population Element of the Jackson County Comprehensive Plan.

APPROVED this ____ day of _____, 2011, at Medford, Oregon.

JACKSON COUNTY BOARD OF COMMISSIONERS

Dennis C.W. Smith, Chair

Don Skundrick, Commissioner

John Rachor, Commissioner

APPROVED AS TO FORM:

ATTEST:

County Counsel

By: Recording Secretary

The Board of County Commissioners' Ordinance is the final local decision on this item. To be effectuated however, the ordinance must be submitted to the State of Oregon Department of Land Conservation and Development pursuant to Oregon Administrative Rule Chapter 660, Division 25, Section 175. Information on filing an objection with the Department of Land Conservation and Development can be found in Oregon Administrative Rule Chapter 660, Division 25, Section 140.

Exhibit F of Ordinance No. _____, and
Appendix 3 of Phoenix Regional Plan Element

Urban Reserve Management Agreement

**AGREEMENT BETWEEN THE CITY OF PHOENIX (CITY), OREGON
AND JACKSON COUNTY (COUNTY), OREGON
FOR THE JOINT MANAGEMENT OF THE PHOENIX URBAN RESERVE**

WHEREAS under ORS 190.003 to 190.030, and 197.175, et seq. City and County are authorized to enter into intergovernmental agreements and are required to prepare and adopt Comprehensive Plans consistent with Statewide Planning Goals; and

WHEREAS City and County have previously entered into an intergovernmental agreement setting forth their rights and responsibilities within the Urban Growth Boundary (UGB) and outside the incorporated City boundaries and this Agreement remains in full force and effect; and

WHEREAS under OAR 660-021-0020, City and County are authorized to establish Urban Reserves and City and County have adopted an Urban Reserve as well as plan policies and land use regulations to guide the management of this area pursuant to OAR 660-021-0020; and

WHEREAS City and County recognize the importance of providing an orderly transition of urban services from County to City jurisdiction and administration as the Urban Reserve transitions from a rural to an urban character; and

WHEREAS ORS 190-003, et seq. requires that an intergovernmental agreement relating to the performance of functions or activities by one unit of local government for another shall be adopted and shall specify the responsibilities between the parties;

NOW, THEREFORE, City and County agree as follows:

1. Definitions

BOC: Jackson County Board of Commissioners.

Comprehensive Plan: State-acknowledged comprehensive plan adopted by City or County.

Council: City of PHOENIX City Council.

LDO: Jackson County's Land Development Ordinance.

Nonresource Land: Land that *is not* subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d).

Planning Services: Legislative activities, such as adoption and amendment of comprehensive plan text and maps, adoption and amendment of land use regulations, and quasi-judicial processing of land use actions.

Resource Land: Land that is subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d).

Urban Growth Boundary (UGB): The boundary separating urban and urbanizable lands in and adjacent to City from rural lands under County jurisdiction.

Urban Growth Boundary Management Agreement (UGBMA): The current agreement between County and City concerning the management of the lands within City's urban growth boundary. Such agreements may be alternatively referred to as "Urban Growth Management Agreements" (UGMAs), "Urban Growth Boundary Agreements" (UGBAs), "Urban Area Management Agreements" (UAMAs) and "Urban Growth Boundary and Policy Agreements" (UGBPAs).

Urban Reserve (UR): Lands outside of a UGB identified as highest priority (per ORS 197.298) for inclusion in the UGB when additional urbanizable land is needed in accordance with the requirements of Statewide Planning Goal 14.

Urban Facilities and Services: Basic facilities that support urban development in accordance with a Comprehensive Plan and that are primarily planned for by cities but also may be provided by counties or districts. Urban facilities and services include, but are not limited to: fire protection, sanitary facilities, potable water delivery, storm drainage facilities, streets and roads (including bike lanes and sidewalks), planning, zoning and subdivision control, health services, parks and recreation facilities and services, transportation and community governmental services.

2. Intent and Purpose of Agreement

The intent and purpose of this Agreement is for City and County to:

- A. Enhance long-range planning in the Urban Reserve.
- B. Maintain and improve coordination and communication between City and County.
- C. Develop consistent policies and procedures for managing urban growth and development within the Urban Reserve.
- D. Minimize impacts to property owners, local governments and service providers related to the transition of property from within the Urban Reserve to within the Urban Growth Boundary.

3. Urban Reserve Planning and Zoning

- A. OAR 660-021-0040(2) requires that development and land divisions in exception areas and on nonresource lands must not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. In accordance with this and other requirements in State law, the Jackson County Comprehensive Plan and Land

Development Ordinance will specify an appropriate minimum parcel size for new land divisions in the UR and the following provision will apply:

Prior to approval of any new development, property owners must sign a deed declaration acknowledging that existing or proposed development on their property may be impacted by future urbanization, including the installation of public utilities and streets.

- B. Per OAR 660-021-0040(3), for exception areas and nonresource land in the UR, zone amendments allowing more intensive uses, including higher residential density, than permitted by acknowledged zoning at the time of execution of this Agreement shall not be permitted. This regulation shall remain in effect until such time as the land is annexed into the City.
- C. Per OAR 660-021-0040(4), resource land that is included in the UR shall continue to be planned and zoned under the requirements of applicable Statewide Planning Goals.

4. Process for Exercising Responsibilities in the Urban Reserve

- A. Per OAR 660-021-0050(1), unless otherwise agreed to, designation of the local government responsible for building code administration, enforcement of land use ordinances, and land use regulation in the Urban Reserve shall be:

(i) *Prior to inclusion within the UGB:* County

(ii) *After inclusion within the UGB:* Per current agreement (e.g., UGBMA)

(iii) *After annexation into the City:* City

- B. Per OAR 660-021-0050(2), designation of responsibility for the current and future provision of sewer, water, fire protection, parks and recreation, road maintenance and improvements, and stormwater facilities within the UR are described below and shown on the map attached hereto and incorporated herein as "Exhibit 1."
- C. Per OAR 660-021-0050(3), the terms and conditions under which responsibility for the provision of urban facilities and services will be transferred or expanded in the UR are described in Section 5, below.
- D. Per OAR 660-021-0050(4), and to ensure involvement by affected local governments and special districts, procedures for notification and review of land use actions in the UR to ensure involvement by affected local governments and special districts are as follows:
 - (i) All land use actions shall be processed by County. After receiving an application or developing a proposal, County will request comments from City and other affected local governments and special districts concerning the requested land use action. County will provide these parties with 45 days notice before the first hearing of any proposed

County Comprehensive Plan, Comprehensive Plan map, zoning map or zoning regulation amendment in the Urban Reserve.

- (ii) Upon request for comments on a land use action in the UR, City and any other affected local governments and special districts will have an opportunity to recommend approval, recommend approval with conditions, or recommend denial of the land use action. In consideration of City's comments, County will recognize that City has a unique interest in ensuring the efficient transition of the UR area from rural to urban land uses.
- (iii) County staff will incorporate any comments received into the staff report and present them to the initial and final hearings body. Additional comments by City or other affected local governments, or special districts, concerning the land use action will be heard and considered as part of County's land use hearing process.

5. Transition Policies Relating to Service Responsibility in the Urban Reserve

- A. *Sanitary Sewer Service.* There will be no provision of these services in the UR until City and/or Rogue Valley Sewer (RVS) services are available consistent with the provisions of Statewide Planning Goal 11, its implementing regulations, and the regulations of the respective sanitary sewer service provider. Subsequent to annexation, City may require hook-up, per City standards, to sanitary sewer services. Nothing in this provision shall limit the ability of individuals to provide individual services, under provisions of applicable State and local law(s), on their own private property within the Urban Reserve. The attached map (Exhibit 1) depicts City's UGB and city limits, within which sanitary sewer service is the responsibility of City and/or RVS. County has no sanitary sewer service responsibilities.
- B. *Potable Water Service.* There will be no public provision of these services in the UR until urban services are available consistent with the provisions of Statewide Planning Goal 11 and the regulations of the respective public water provider. City shall be the sole and only public provider of water, except for existing water districts. Nothing in this provision shall limit the ability of individuals to provide individual services, under provisions of applicable State and local law(s), on their own private property within the Urban Reserve. The attached map (Exhibit 1) depicts City's UGB and city limits, within which potable water service is the responsibility of City. County has no potable water service responsibilities.
- C. *Fire Protection.* Jackson County Fire Protection Districts #2 and #5 have responsibility for fire protection services within the UR, UGB and City's limits. The attached map (Exhibit 1) depicts the boundaries described above.
- D. *Parks and Recreation.* County provides parks and recreation services outside of City's limits, while City provides these services within City's limits.
- E. *Road Maintenance and Improvements.*

- (i) *County Roads.* County maintains county roads within the UR. County will retain jurisdiction and be responsible for the continued maintenance of these road(s) until annexation by City. When City's UGB is expanded into the URA, County will require (e.g., through a condition of approval of UGB amendment) that City assume jurisdiction over the county roads within the proposed UGB at the time of annexation into City regardless of the design standard used to construct the road(s) and regardless of when and how the road(s) became county roads. The transfer shall occur without compensation and City shall not impose other conditions that might otherwise be allowed under ORS 373.270(6). County shall ensure the pavement condition of the road(s) is in good or better condition at the time of the transfer as determined by county's Pavement Management Grading System.

When a proposed UGB amendment will result in a significant impact to a county road(s) already within City's limits, or existing UGB, such that the proposed amendment depends on said county road(s) for proper traffic circulation, then a nexus is found to exist between the proposed UGB expansion and said county road(s). Where such a nexus exists, the county may require, as a condition of approval, the transfer of all, or portions of, said county road(s) within the existing UGB or City's limits at the time of annexation, regardless of the design standards to which the road is constructed. This transfer shall occur without compensation and shall not be subject to other conditions that might otherwise be allowed under ORS 373.270(6). County shall ensure the pavement condition of said road(s) is in good or better condition at the time of the transfer as determined by county's Pavement Management Grading System. The parties deem the following roads within City's UGB or City's limits to have such a nexus:

- Houston Road, Colver Road to 290' West of Coral Circle

For county roads within City's limits or UGB not listed above, City shall not be required to assume jurisdiction as part of this Agreement.

- (ii) *State Highways.* The Oregon Department of Transportation (ODOT) maintains state highways within the UR. ODOT retains jurisdiction and maintenance responsibilities on all state highways in the UR after inclusion within City's UGB and after annexation by City except where jurisdiction is transferred to City or County by separate agreement.

The attached map (Exhibit 1) depicts roads within the UR where, if the road is publicly-maintained, either County or ODOT has responsibility for road maintenance and improvements. Upon annexation, City will assume jurisdiction along with road maintenance and improvement responsibilities over the entire right-of-way of said road(s) currently maintained by County within the annexation area.

- F. *Stormwater Management.* County provides limited, if any, public stormwater management services within the UR. City provides stormwater management services within the City's limits. Transition of public stormwater management responsibilities from County to City will occur upon annexation by City. The attached map (Exhibit 1)

depicts the UR wherein County has responsibility for public stormwater management services until annexation by City.

- G. *Special Districts.* City must agree to the formation of any special district within the UR prior to the approval of the formation of the district by County. This provision shall not apply to County-wide service districts formed under ORS Chapter 451.
- H. *Service Expansion Plans.* As the future provider of water, sewer, parks and recreation, road maintenance and improvement, and stormwater management services in the UR, City shall prepare and update service expansion plans and these plans shall be consistent with the UGBMA between City and County. These plans shall provide a basis for the extension of services within the UGB and shall be referred to County for comment.

6. Review, Amendment and Termination of this Agreement

- A. This Agreement may be reviewed and amended at any time by mutual consent of both parties, after public hearings by the Council and the Board of Commissioners.
- B. Any modifications to this Agreement will be consistent with City and County comprehensive plans and state law.
- C. Staff from City and County will attempt to informally resolve any disputes regarding the terms, conditions, or meaning of this Agreement. For any disputes not resolved through this informal process, the Council and the BOC will meet jointly in an attempt to resolve those disputes. Either party may request the services of a mediator to resolve any dispute.
- D. This Agreement may be terminated by either party subsequent to dissolution of the Urban Reserve. Such termination shall proceed through a properly noticed public hearing process.

JACKSON COUNTY BOARD OF COMMISSIONERS

CITY OF PHOENIX CITY
COUNCIL

Dennis C. W. Smith, Commissioner

Carlos DeBritto
Carlos DeBritto, Mayor

John Rachor, Commissioner

Bruce Sophie
Bruce Sophie, Councilmember

Don Skundrick, Chair

Carolyn Bartell
Carolyn Bartell, Councilmember

Karen Jones
Karen Jones, Councilmember

APPROVED AS TO LEGAL SUFFICIENCY:

Diana Nelson
Diana Nelson, Councilmember

County Counsel

William Moore
William Moore, Councilmember

[Signature]
City Attorney

Jeff Bellah
Jeff Bellah, Councilmember