

Chapter 4.PH

Proposed URAs

Phoenix

1. 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 between approximately 492-557 acres of total gross residential land demand. Of this, the City estimates 183 acres can be accommodated within the existing UGB. Therefore the Urban Reserve residential supply should provide between 309-374 acres of gross residential land.

Employment land demand for Phoenix over the planning horizon is projected to be 506 acres. Of 506 acres, Phoenix estimates that 137 acres can be accommodated within the existing UGB. Urban Reserve buildable employment land supplies could be up to 369 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 (LOW DENSITY)							
	Residential		Employment		Urban Parks		Total Demand (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	7,855	557	4,508	506			1,063
Planned Inside UGB	2,525	183	1,629	137			320
Urban Reserve Land Demand	5,330	374	2,878	369	72	-	815

PHOENIX URBAN RESERVE LAND DEMAND SUMMARY (HIGH DENSITY)							
	Residential		Employment		Urban Parks		Total Demand (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	7,855	492	4,508	506			998
Planned Inside UGB	2,525	183	1,629	137			320
Urban Reserve Land Demand	5,330	309	2,878	369	72	-	750

The City of Phoenix has also identified needs for park land of approximately 72 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 extend 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 have also 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.

2. 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.

3. 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		Coarse Study Areas			
	Low Density	High Density	Lots	Acres	Percent of Need	
					Low Density	High Density
Phoenix	815	750	777	3,720	456%	496%

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 ¾ 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.
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 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.
 - 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.
 - 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
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 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.

4. 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-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	374	159	1,872	91	285	1,509

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-A.c

PH-A.c consists of those lands within a quarter mile of the existing UGB north of Fern Valley Road that were not selected for inclusion as an Urban Reserve as PH-10 or PH-5. From a Goal 14 perspective, the land is largely suitable for the same reasons PH-10 is found to be suitable. The difference and reason for excluding PH-A.c from the suitable lands inventory is that the area contains an active pear orchard that was determined to be unsuitable because alternative EFU lands exist that were found to be suitable and were of a lower agricultural soil capability and devoted to lower value farm uses and PH-10 will result in more appropriate street connectivity to north and will not require more connectivity further to the east.

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 industry¹. 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. *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

¹ 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.

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 parcel with rail frontage is essentially unusable. The PH-C.b land is the alternative land to PH-2 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 exists as the only alternative to land in PH-2 for orderly and economic delivery of public facilities to the urban industrial land within the existing UGB. The PH-2 alternative was determined to be the suitable land to supply facilities efficiently and economically. 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).

- 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 is not appreciably different than an alternative location in PH-2.

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.

4.2 Fine Filter Study Areas – Suitable

Each of the areas identified in the accompanying Atlas and numbered as Urban Reserves were evaluated for suitability considering the growth policies for the City of Phoenix and balance of 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 herein 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 that will accommodate industrial traffic. Therefore, the principal means of access to PH-1 will be through the city-owned industrial tract (above described). As such, access through PH-2 to the city-owned industrial tract is also necessary to supply access (and other public facilities and services) to PH-1. 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.

Figure PH.4

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’s suitability is not determined for reasons of efficient urbanization. Because of severe rail crossing access constraints and existing planned use as County General Industrial (a heavy industrial Plan and zoning designation), this property will be challenging to urbanize efficiently.
2. *Orderly and Economic Provision of Public Facilities and Services*- Suitability is not determined for reasons of efficient urbanization. Because of severe railroad crossing access constraints, this property will be difficult to efficiently urbanize.
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, but it may be capable of accommodating some economic development over time.
 - 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-2:

This 41-acre site is located on the north side of Houston Road immediately west of the Central & Pacific Railroad right-of-way. An older farmhouse and several outbuildings are located along the site's southern boundary. Coleman Creek runs diagonally north/south through the property. There is also a Medford Irrigation Canal which runs generally east/west. The two waterways intersect near the area's north boundary.

Because Coleman Creek traverses the site, and the land includes structures, a section of the Medford Irrigation Canal, and significant riparian and woodland habitat, the land available for farming is only a small amount of the total site (approximately 10 acres of the 41-acre total). The same physical barriers also separate the farmable land on the site from larger, separately owned tracts of farmland to the west.

A strip of land which is part of the single parcel that comprises PH-2 (and which runs the entire length of PH-2's eastern boundary is already within the Phoenix UGB (though not partitioned from the remainder of the property). PH-2 is adjacent to the railroad right-of-way and Phoenix-Talent High School (itself in the City limits) which lies directly across the railroad right-of-way from PH-2.

Figure PH.5

PH-2 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 41	Reasonably Developable: 40	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				99%		1%
Proposed Uses					50%	50%

The coarse filter for this area generally concluded that this direction was generally unsuitable for the designation of Urban Reserves in this area, and all lands within a ¼ mile were passed through to the fine filter for further study on the basis that some of the lands may be suitable on the basis of site specific Goal 14 issues and their immediate proximity to the existing UGB. PH-2 was ultimately determined to be suitable based upon the following detailed Goal 14 issues, as follows:

1. *Efficient Accommodation of Identified Land Needs-* PH-2 is different with respect to efficient urbanization from the coarse filter for this general area as it relates to site specific issues of efficient use of the city-owned industrial tract already inside the UGB. This existing UGB land contains city-owned industrial acreage with rail frontage that is planned and zoned for industrial use and has no practical vehicular access. Some large local companies have expressed interest in the industrial tract to meet their expansion needs due to this property's location. However, to be made a viable industrial site, it must obtain access from either Houston Road or Carpenter Hill Road. Without access, this south valley industrial parcel with rail frontage is essentially unusable. The PH-C.b land is the alternative to PH-2 for efficient urbanization of the industrial land inside the existing UGB. From an urban land use efficiency standpoint, PH-2 was determined to be the more suitable of the two alternatives because of site specific assets that rendered

it capable of supporting efficient urbanization for a combination of uses and urban land needs when compared to PH-C.b.

Urban Efficiency advantages over PH-C.b include its proximity to the schools, the City center, and the Phoenix Public Library, and the property's easy connectivity to urban services. The Regional Plan concept is for this site to serve several unique land needs in an efficient urban location to meet land needs including public or quasi-public uses that include school, public parkland, open space, while delivering access to the City industrial land immediately to the north. Together, PH-2 and the city-owned industrial tract will provide proximal live/work opportunities for Phoenix residents. The parkland potential is expected to serve specific land needs for wildlife enhancement and a site for wetlands mitigation for Bicentennial Park in downtown Phoenix, making that park usable. The site is large enough to afford agricultural buffers to help reduce impacts on farmland to the west and south; the provision of access to the city-owned industrial tract can occur along the west boundary of PH-2, serving the dual objectives of providing agricultural buffering and access to the industrial tract. This site is well located near the urban center of the City of Phoenix and can accommodate all urban land use needs and maximize utilization of the existing public railroad crossing at Houston Road.

2. *Orderly and Economic Provision of Public Facilities and Services*- From a public facilities standpoint, the access issues in comparison to the alternative at PH-C.b are such that PH-2 has some marginal advantages. First, the connection location just west of Coleman Creek Road would not impede regional through traffic at the 90-degree corner at Carpenter Hill Road as earlier described. Second, the other urban development potential of the site makes it somewhat more likely to develop and provide economic delivery of the needed street connection to the city-owned industrial tract to the north.
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 land is positive as it appears to be the most economic means of providing access to the city-owned industrial tract to north and which can be further extended to provide industrial access to PH-1. Together, PH-1 and PH-2 can provide substantial employment opportunities for the City of Phoenix. Additionally, because the industrial tract to the north is owned by the City of Phoenix, the City itself would benefit economically from the industrial development both from increased property tax revenues as well as direct lease payments to be made by a future industrial user. Moreover, there may be secondary economic benefits to be derived from the potential to mitigate wetlands in the City's core in order to enhance commercial activity and urban redevelopment in that area.
 - b. *Social*- The comparative social consequences are expected to be slightly positive over time. Social benefits would include improved City services generally from a combination of parkland development on-site, wetland mitigation for parkland development in the urban core, and enhanced revenues from property tax revenues and lease payments to the City of Phoenix. Additional social benefits accrue from locating residential areas in near proximity to employment areas; in addition to energy savings, Phoenix believes that there are social benefits for residents to be able to walk or bicycle to work, including the ability to interact with family during breaks in the workday care.

- c. Environmental- The comparative environmental consequences are expected to be slightly positive. The unique aspects of this site support potential wetland mitigations for urban core park development. This trade-off would be positive as wetland mitigations are typically undertaken at an expansion ratio of greater (in some instances substantially greater than 2:1 which would increase the environmental wetlands in the Phoenix area.
 - d. Energy- The comparative energy consequences are expected to be positive by reason of the area's proximity to the city-owned industrial employment area to the north. Otherwise, the site is not expected to have significantly different energy consequences than the other boundary location alternative at PH-C.b.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* Determining that PH-2 is suitable for Urban Reserves designation must balance the resource land and use impacts against the urbanization suitability from the standpoint of economic consequences and efficient urbanization. The RLRC designated PH-2 as part of the commercial agricultural land base.

When compared to PH-C.b using NRCS soil maps, the issues are similar in that both appear to have predominantly Class II soils. While PH-C.b contains high-value agricultural lands PH-2 does not. Therefore, while both tracts are planned Agricultural and zoned EFU, lesser resource land impacts are evident for PH-2 by reason of less productive agricultural uses. Both PH-2 and PH-C.b are located west of the existing Phoenix UGB and will produce some degree of urbanization pressures west of the City, an area that contains a large contiguous block of farmland. However, either boundary location will produce similar farmland impacts.

Overall, the PH-2 site is large enough to accommodate the Region's agricultural buffering standards to protect adjacent and nearby farm uses. Overall, by limiting Urban Reserve suitability determinations west of Phoenix to PH-1 and PH-2 the consumption of high value agricultural land is small in relation to the total amount of land needed for Phoenix and the westward urbanization pressures have been limited to degree they would not be expected to be significantly greater in the aggregate than the City of Phoenix currently exerts.

PH-3:

This 250-acre area — the northern gateway to Phoenix — lies immediately north of Phoenix city limits and it's UGB and south of the City of Medford's corporate limits and 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.

Figure PH.6

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 453 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.

Figure PH.7

PH-5 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 453	Reasonably Developable: 438	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 interchange² 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 is in the final stages of reconstruction 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

² 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.

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.
- 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.8

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.

5. PRIORITIZATION OF SUITABLE LANDS

Once suitable lands have been identified through the Goal 14 analysis, these remaining lands are sorted by according to the priorities found in the Division 21 the Urban Reserve Rule. These priorities are as follows:

- (3) *Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:*
 - (a) *First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;*
 - (b) *If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to former ORS 197.247 (1991 edition);*
 - (c) *If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.*
- (4) *Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:*
 - (a) *Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or*
 - (b) *Maximum efficiency of land uses within a proposed urban reserve requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.*

Atlas Map 37 (Suitable Lots by Priority – Phoenix) identifies the location of suitable lots by priority. The following tables summarize the results of the Priority analysis of the suitable lands inventory for the City of Phoenix. The tables identify the amount of suitable lands by priority type able to accommodate future urban supply. The column headings are explained here:

<**Lots**> includes the number of tax lots within the given category.

<**Acres**> provides the gross acres of the lots, minus existing right-of-way.

<**Dwellings**> identifies the number of dwellings already occupying the given set of properties.

<**Natural Constraints**> calculates the net acres severely constrained by steep slopes over 22 percent, intact and weak vernal pools, floodway, wetlands, and stream corridors.

<**Built**> is the total acreage dedicated to existing dwellings or other substantial improvement.

<**Suitable & Developable**> refers to the amount of reasonably developable land within the inventory once built areas and naturally constrained acres have been subtracted from the gross acres.

<**Remaining Deficiency**> indicates whether suitable lands within the given priority sufficiently meet the projected need.

The tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the ‘running total’ of land deficiency within each priority level.

5.1 Priority (a) – Exception and Nonresource Lands

First priority is given to suitable exception and non-resource lands. There are no Nonresource lands within the study area. The County’s Comprehensive Plan map was used to determine exception lands, which include all those lands designated for Commercial, Industrial, Limited Use, Rural Residential, and Urban Residential. The City of Phoenix suitable land inventory was analyzed for potential Urban Reserve inclusion utilizing the inventory and development potential factors noted in Chapter 4. Exception lands adjacent (abutting) or near (wholly or partly within one-quarter mile of) the existing growth boundary are designated as “(a)1” sites.

Figure PH.9

Priority (a)1 Lands Results (LOW DENSITY)								
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Built-out Transfer Land	Calculated Need	Remaining Deficiency
(a)1	212	308	251	3	55	250	815	(510)

Priority (a)1 Lands Results (HIGH DENSITY)								
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Built-out Transfer Land	Calculated Need	Remaining Deficiency
(a)1	212	308	251	3	55	250	750	(446)

Because there is an inadequate supply of suitable Priority (a) Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Marginal Lands for

examination of potential supply. Therefore, the analysis must proceed to evaluate second priority lands

5.2 Priority (b) – Marginal Lands Results

Jackson County is not a marginal lands county pursuant to former ORS 197.247 (1991 edition), nor were marginal lands ever designated by Jackson County pursuant to that statute. Because there is an inadequate supply of Priority (a) and there are no Priority (b) lands available, the analysis must proceed to evaluate Priority (c) Resource lands.

5.3 Priority (c) – Resource Lands Results

As found in the Priority (a) Exception Lands Results Table, and since Jackson County does not have “marginal lands” pursuant to ORS197.247, Phoenix is deficient 510 acres after all Priority (a) and (b) lands have been considered. Therefore Priority (a) and (b) lands are concluded to be inadequate to meet the documented need and the analysis continues with an evaluation of Priority (c), Resource Lands. The County’s Comprehensive Plan map was used to identify Priority (c) Resource Lands, which include designated Agricultural Land and Forestry/Open Space Land. These Resource Lands are ranked by hierarchy within the Priority (c) category based on soil capability classification. Because no forest uses exist within the study area, the NRCS Agricultural Capability Classification System was utilized to identify the level of priority under Priority (c). Lands comprised of lowest capability soils are included as the highest priority resource lands for inclusion- Priority (c)1. Lands comprised of the highest capability soils are classified as the lowest priority resource lands for inclusion- Priority (c)3. Only when land supply of the higher priority is inadequate may the lower priority lands be included in urban reserves consistent with OAR 660-21-0030(3)(c).

Figure PH.10

Priority (c)1 Lands Results (LOW DENSITY)							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)1	0	0	0	0	0	510	(510)

Priority (c)1 Lands Results (HIGH DENSITY)							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)1	0	0	0	0	0	446	(446)

Because there is no supply of suitable Priority (c)1 Lands, the Priority Lands Rule requires the study to extend to Priority (c)2 Resource Lands for examination of potential supply.

Figure PH.11

Priority (c)2 Lands Results (LOW DENSITY)							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)2	10	434	1	14	419	510	(92)

Priority (c)2 Lands Results (HIGH DENSITY)							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)2	10	434	1	14	419	446	(27)

Because there is an inadequate supply of suitable Priority (c)2 Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Priority (c)3 Resource Lands for examination of potential supply.

Figure PH.12

Priority (c)3 Lands Results (LOW DENSITY)							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)3	7	103	1	5	98	92	6

Priority (c)3 Lands Results (HIGH DENSITY)							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)3	7	103	1	5	98	27	70

After inclusion of the Priority (c)3 lands, there exists a supply surplus of between 6-70 acres as compared to the estimated land needed to accommodate growth over the 50 year planning horizon of this Plan.

Figure PH.13

PHOENIX SUITABLE LANDS BY PRIORITY						
Priority	Lots	Gross Acres	Built Acres	Naturally Constrained	Reasonably Developable	Percent of Total
(a)1	212	308	251	3	55	36%
(c)2	10	434	1	14	419	51%
(c)3	7	103	1	5	98	12%
Subtotal	229	845	253	22	571	100%

6. PHOENIX URBAN RESERVE CONCLUSIONS

The table at Figure PH.14 reiterates the projected needs by land-use type for City of Phoenix over the designated planning period.

Figure PH.14

PHOENIX URBAN RESERVE LAND DEMAND SUMMARY (LOW DENSITY)							
	Residential		Employment		Urban Parks		Total Demand (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	7,855	557	4,508	506			1,063
Planned Inside UGB	2,525	183	1,629	137			320
Urban Reserve Land Demand	5,330	374	2,878	369	72	-	815

PHOENIX URBAN RESERVE LAND DEMAND SUMMARY (HIGH DENSITY)							
	Residential		Employment		Urban Parks		Total Demand (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	7,855	492	4,508	506			998
Planned Inside UGB	2,525	183	1,629	137			320
Urban Reserve Land Demand	5,330	309	2,878	369	72	-	750

The following table summarizes the supply of land within each urban reserve designated for the City of Phoenix.

Figure PH.15

SUMMARY OF SUITABLE LANDS						
Fine Study Area	Lots	Existing Dwellings	Gross Acres	Physically Constrained	Built	Generally Unconstrained
PH-1	5	2	58	3	1	55
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
Totals	229	35	845	35	253	571

The overall Phoenix results yield a surplus in suitable urban reserve land supply of approximately 6-70 acres. The base populations and needs determinations are based on several factors and layers of assumptions including: a county-adopted 2005 Population Element; City of Phoenix buildable lands analysis, projected densities, a forecasted growth rate, and target future time period. All these factors are reasonable, based on best available information and are extrapolated using sound methodologies.