

# APPENDICES

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**Appendix A**  
**Purpose and Need Statement**  
**Draft Environmental Assessment as of September 1, 2009**  
**Fern Valley Interchange**

## 1.4 PURPOSE AND NEED STATEMENT

The following purpose and need statement was developed for the proposed Fern Valley Interchange project. Any build alternative analyzed in this environmental assessment (EA) must meet the project's purpose and need.

### 1.4.1 Purpose of the Proposed Action

The purpose of the proposed action is to reduce congestion and improve operational conditions at the I-5 interchange with Fern Valley Road, on Fern Valley Road within the City of Phoenix<sup>1</sup> Urban Growth Boundary, and on OR 99 near its intersection with Fern Valley Road. In addition, the Bear Creek Bridge is narrow and in poor condition and therefore is proposed for replacement.

### 1.4.2 Need for the Proposed Action

The locations of the key areas of congestion and safety considered for this project are provided in Figure 1-4. The Fern Valley Interchange is experiencing increasing congestion due to continued growth in Phoenix and southeast Medford and increased through traffic on I-5. Increased use of the interchange by local residents, commuters, heavy trucks and regional traffic is causing vehicles to queue on the off-ramps during times of heavy peak hour<sup>2</sup> volumes. The capacity of the interchange is degrading rapidly, and traffic safety remains an ongoing concern. By 2010, the northbound ramp terminal intersection will exceed mobility standards; vehicles are predicted to queue back on the ramps to I-5 during times of heavy peak hour volumes. (Mobility standards, which measure how well a road functions, are discussed in Chapter 3, Section 3.1.1, Traffic Analysis.) Long overlapping queues, originating from the OR 99/Fern Valley Road intersection, will create nearly continuous queuing along the Fern Valley Road corridor. Some turn bays at the ramp terminals would be blocked for substantial portions of the peak traffic hour. Substantial queues would exist at the Fern Valley Road/N. Phoenix Road intersection. Congestion on OR 99 will result from stopped and slow-moving queues. The affected area will stretch from approximately 175 feet north of Cheryl Lane to approximately 100 feet south of Bolz Road.

By 2030, the following traffic conditions are predicted:

- With the increase in traffic volumes, congestion will increase throughout the project area. All of the issues that existed in 2010 will still be present in 2030 and

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<sup>1</sup> "City of Phoenix" and "City" are used interchangeably in this document.

<sup>2</sup> A rush hour or peak hour is a part of the day during which traffic congestion on roads and crowding on public transport is worst. Normally, this happens twice a day, while people are commuting.

- will have gotten worse. The traffic queues on the off-ramps that extend back onto I-5 will do so for a longer period of time each day, increasing the safety concerns.
- Seven of the 16 intersections within the project area are predicted to exceed v/c<sup>3</sup> standards,<sup>4</sup> and many would be over-capacity (v/c ratio greater than 1.0). The Fern Valley Road intersection with OR 99, the two ramp terminal intersections, and the southbound OR 99/1<sup>st</sup> Street intersection would all exceed v/c standards. The Fern Valley Road and N. Phoenix Road intersection would be just below the maximum v/c standard in 2030, but would start having major problems after 2030.
  - Fern Valley Road would be completely congested, and queuing would spill onto the connecting roadways.
  - The congestion on Fern Valley Road would cause northbound queues on OR 99 to extend south beyond 1<sup>st</sup> Street.

The Fern Valley Interchange does not meet current interchange design standards. The approaches to the Fern Valley Road overcrossing are steep and limit the visibility of interchange traffic. In addition, the length of the I-5 ramp tapers and acceleration lanes are substandard (425 feet vs. the ODOT standard of 580 feet), which results in short stopping and acceleration distances.

Fern Valley Road has substandard shoulders (4-foot shoulders on the overcrossing and 6-foot shoulders on the approaches vs. the ODOT standard of 8 feet) and does not have dedicated bicycle lanes. Sidewalks are discontinuous along Fern Valley Road, creating safety concerns for pedestrians. This poses particular problems on the I-5 overcrossing and from Bear Creek Bridge to OR 99, where there are no sidewalks, but where pedestrians need to be accommodated.

Fern Valley Road crosses Bear Creek between the I-5 interchange and OR 99. This narrow (36-foot-wide), 2-lane bridge creates a bottleneck on Fern Valley Road. In addition, the bridge was built in 1951 and is now structurally deficient and functionally obsolete. Bridge inspection (in July 2007) resulted in a bridge sufficiency rating of 6 out of 100, with 100 being the best rating possible. Due to cracks and spalling (corrosion of the reinforcing steel, which can cause concrete to fall off), the bridge is now limited to loads less than 80,000 pounds. Even if the interchange were to be completely rebuilt, the two-lane bridge would still cause long queues to occur on Fern Valley Road, eventually impacting the ramp terminals and the function of the interchange.

The OR 99/Fern Valley Road intersection is substandard—the western leg of the intersection is a retail business parking lot rather than another roadway. There are numerous driveways close to the intersection creating safety issues. In addition, OR 99 has no dedicated bike lanes or shoulders; it has 14-foot outside lanes where bikes share

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<sup>3</sup> The volume-to-capacity (v/c) ratio is the ratio between the volume (v) of vehicles that use a facility, such as a roadway or controlled intersection, and the capacity (c) of the facility.

<sup>4</sup> The *1999 Oregon Highway Plan* (OHP) mobility standards are used when evaluating maximum acceptable volume-to-capacity (v/c) ratios for existing and future No-Build conditions.

the roadway. The center-turn median is 14 feet vs. the ODOT standard of 16 feet. There are no sidewalks on OR 99 north of Fern Valley Road except intermittently on business frontages.

In summary, the proposed project is intended to address traffic congestion issues, meet mobility standards over the 20-year project timeframe, correct safety concerns associated with the I-5 overcrossing and the Bear Creek Bridge, and provide adequate bicycle and pedestrian facilities. In addition, the proposed project needs to address specific roadway conditions where crash history (described below) indicates specific safety concerns.



**Appendix B**  
**Oregon Administrative Rule 734-051-0155**  
**Access Management Plans and Interchange Area Management Plans**

- (1) The Department<sup>1</sup> encourages the development of Access Management Plans and Interchange Area Management Plans to maintain and improve highway performance and safety by improving system efficiency and management before adding capacity. Access Management Plans and Interchange Area Management Plans:
  - (a) Must be consistent with Oregon Highway Plan;
  - (b) Must be used to evaluate development proposals; and
  - (c) May be used to determine mitigation for development proposals.
  
- (2) Access Management Plans and Interchange Area Management Plans must be adopted by the Oregon Transportation Commission as a transportation facility plan consistent with the provisions of OAR 731-015-0065. Prior to adoption by the Oregon Transportation Commission, the Department will work with local governments on any amendments to local comprehensive plans and transportation system plans and local land use and subdivision codes to ensure the proposed Access Management Plan and Interchange Area Management Plan is consistent with the local plan and codes.
  
- (3) The priority for developing Access Management Plans should be placed on facilities with high traffic volumes or facilities that provide important statewide or regional connectivity where:
  - (a) Existing developments do not meet spacing standards;
  - (b) Existing development patterns, land ownership patterns, and land use plans are likely to result in a need for deviations; or
  - (c) An Access Management Plan would preserve or enhance the safe and efficient operation of a state highway or interchange.
  
- (4) An Access Management Plan may be developed:
  - (a) By the Department;
  - (b) By local jurisdictions; or
  - (c) By consultants.
  
- (5) An Access Management Plan must comply with all of the following criteria, unless the Plan documents why a criterion is not applicable:
  - (a) Include sufficient area to address highway operation and safety issues and development of adjoining properties including local access and circulation.
  - (b) Describe the roadway network, right-of-way, access control, and land parcels in the analysis area.

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<sup>1</sup> The Oregon Department of Transportation.  
Appendix B  
Fern Valley Interchange Area Management Plan

- (c) Be developed in coordination with local governments and property owners in the affected area.
  - (d) Be consistent with any applicable Interchange Area Management Plan, corridor plan, or other facility plan adopted by the Oregon Transportation Commission.
  - (e) Include polices, provisions and standards from local comprehensive plans, transportation system plans, and land use and subdivision codes that are relied upon for consistency and that are relied upon to implement the Access Management Plan.
  - (f) Contain short, medium, and long-range actions to improve operations and safety and preserve the functional integrity of the highway system.
  - (g) Consider whether improvements to local street networks are feasible.
  - (h) Promote safe and efficient operation of the state highway consistent with the highway classification and the highway segment designation.
  - (i) Consider the use of the adjoining property consistent with the comprehensive plan designation and zoning of the area.
  - (j) Provide a comprehensive, area-wide solution for local access and circulation that minimizes use of the state highway for local access and circulation.
- (6) The Department encourages the development of an Interchange Area Management Plan to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways:
- (a) Interchange Area Management Plans are developed by the Department and local governmental agencies to protect the function of interchanges by maximizing the capacity of the interchanges for safe movement from the mainline facility, to provide safe and efficient operations between connecting roadways, and to minimize the need for major improvements of existing interchanges;
  - (b) The Department will work with local governments to prioritize the development of Interchange Area Management Plans to maximize the operational life and preserve and improve safety of existing interchanges not scheduled for significant improvements; and
  - (c) Priority should be placed on those facilities on the Interstate system with cross roads carrying high volumes or providing important statewide or regional connectivity.
- (7) An Interchange Area Management Plan is required for new interchanges and should be developed for significant modifications to existing interchanges. An Interchange Area Management Plan must comply with the following criteria, unless the Plan documents why compliance with a criterion is not applicable:
- (a) Be developed no later than the time an interchange is designed or is being redesigned.
  - (b) Identify opportunities to improve operations and safety in conjunction with roadway projects and property development or redevelopment and adopt policies, provisions, and development standards to capture those opportunities.

- (c) Include short, medium, and long-range actions to improve operations and safety within the designated study area.
- (d) Consider current and future traffic volumes and flows, roadway geometry, traffic control devices, current and planned land uses and zoning, and the location of all current and planned approaches.
- (e) Provide adequate assurance of the safe operation of the facility through the design traffic forecast period, typically 20 years.
- (f) Consider existing and proposed uses of all the property within the designated study area consistent with its comprehensive plan designations and zoning.
- (g) Be consistent with any applicable Access Management Plan, corridor plan or other facility plan adopted by the Oregon Transportation Commission.
- (h) Include polices, provisions and standards from local comprehensive plans, transportation system plans, and land use and subdivision codes that are relied upon for consistency and that are relied upon to implement the Interchange Area Management Plan.



## **Appendix C**

### **Applicable Standards and Classifications**

#### **Classifications**

Table C-1 shows ODOT, City of Phoenix, and Jackson County jurisdiction over the principal roadways in the interchange area and the classification of each roadway segment.<sup>1</sup> As part of the Fern Valley Interchange Project, ODOT plans to accept from Jackson County ownership of Fern Valley Road and N. Phoenix Road between OR 99 and the intersection with the S. Phoenix Road Extension and classify the roadway as a District Highway.

#### **Configuration Standards**

Regarding Interstate Highways, the Oregon Highway Plan (OHP) states:

Interstate Highways (NHS [National Highway System]) provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area. The Interstate Highways are major freight routes and their objective is to provide mobility. The management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.<sup>2</sup>

Regarding Freeways, the OHP states:

- Freeways are multi-lane highways that provide for the most efficient and safe high speed and high volume traffic movement.
- Interstate Freeways are subject to federal interstate standards as established by the Federal Highway Administration.”  
\* \* \*
- ODOT owns the access rights and direct access is not allowed. Users may enter or exit the roadway only at interchanges.
  - Preference is given to through traffic.
  - Driveways are not allowed.
- Traffic signals are not allowed.
- Parking is prohibited.
- Opposing travel lanes are separated by a wide median or a physical barrier.

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<sup>1</sup> “Jurisdiction” means here authority to classify a roadway segment to determine the applicable mobility performance standard. ODOT owns the roadway segments for which Table C-1 shows it as having jurisdiction. However, while Jackson County owns the portions of Fern Valley Road and N. Phoenix Road inside the Phoenix UGB, the City of Phoenix TSP classifications apply to them. For this reason, the City is shown as having jurisdiction over them.

<sup>2</sup> ODOT, *Oregon Highway Plan* (OHP), updated in June 2006, p. 41.

<http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml>.

<b>Table C-1 ROADWAY JURISDICTION AND CLASSIFICATION</b>		
<b>Facility</b>	<b>Jurisdiction<sup>1</sup></b>	<b>Classification</b>
I-5	ODOT	Interstate Highway, National Highway System, <sup>2</sup> Freeway, <sup>3</sup> Statewide Freight Route <sup>4</sup>
OR 99, couplet segment <sup>5</sup>	Phoenix	Arterial <sup>6</sup>
OR 99, outside couplet segment	ODOT	District Highway <sup>7</sup>
Fern Valley Rd. within Urban Growth Boundary (UGB) before the Fern Valley Interchange Project <ul style="list-style-type: none"> <li>From OR 99 to interchange</li> <li>From interchange to N. Phoenix Rd.</li> <li>From N. Phoenix Rd. to UGB</li> </ul>	Phoenix ODOT <sup>8</sup> Phoenix Phoenix	Arterial District Highway Arterial Collector <sup>6</sup>
Fern Valley Rd. within UGB after the Fern Valley Interchange Project <ul style="list-style-type: none"> <li>From OR 99 to N. Phoenix Road</li> <li>From S. Phoenix Rd. to UGB</li> <li>From Pear Tree Ln. to S. Phoenix Rd.</li> </ul>	ODOT Phoenix Phoenix Phoenix	District Highway Arterial Collector Collector
Fern Valley Rd. outside UGB	Jackson County	Minor Collector <sup>9</sup>
N. Phoenix Rd. within UGB before the Fern Valley Interchange Project	ODOT Phoenix	District Highway Collector <sup>6</sup>
N. Phoenix Rd. within UGB after the Fern Valley Interchange Project	ODOT Phoenix	District Highway Arterial
N. Phoenix Rd. outside UGB before and after the Fern Valley Interchange Project	Jackson County	Arterial <sup>9</sup>
S. Phoenix Rd. Extension after the Fern Valley Interchange Project	Phoenix	Collector
Notes <sup>1</sup> “Jurisdiction” means here authority to classify a facility, not ownership. ODOT, <i>Oregon Highway Plan (OHP)</i> , Updated in June 2006, Highway Classification Maps. <sup>3</sup> Ibid., p. 120. <sup>4</sup> Ibid., p. 68. <sup>5</sup> The City of Phoenix owns the couplet segment of OR 99 (the Rogue Valley Highway) in downtown Phoenix, i.e., Main Street and Bear Creek Road from 6th Street on the south to just north of the north end of the couplet, including 4th Street and 1st Street between Main Street and Bear Creek Road. See Jurisdictional Transfer Agreement, Rogue Valley Highway, State Highway No. 63 – OR 99 (MP 11.37-12.00), Jackson County, City of Phoenix, January 3, 2006.. <sup>6</sup> City of Phoenix Transportation System Plan, p. 87. <sup>7</sup> ODOT, OHP, State Highway Classification System map, PDF p. 307. <sup>8</sup> Intergovernmental Agreement, Fern Valley Road: Interstate 5 Interchange, Jackson County, between ODOT and Jackson County, December 8, 2004, amended January 17, 2007. <sup>9</sup> Jackson County Transportation System Plan, p. 52.		

- Grade separated crossings that do not connect to the freeway are encouraged to meet local transportation needs and to enhance bicycle and pedestrian travel.
- The primary function is to provide connections and links to major cities, regions of the state, and other states.”<sup>3</sup>

<sup>3</sup> Ibid., Action 3A.1, p. 120.

Regarding District Highways, the OHP states:

District Highways are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.<sup>4</sup>

### ***Mobility Performance Standards***

ODOT, the City of Phoenix, and Jackson County prescribe mobility performance standards in volume to capacity (v/c) ratios. For freeways, the v/c ratio is the ratio of peak-hour volumes traveling on a roadway segment compared to the estimated one-hour roadway capacity. There are two separate sets of ODOT v/c standards. One is in the OHP and the other is in the 2003 Highway Design Manual (English) (HDM). ODOT uses the OHP standards for plans and the HDM standards for designs. Table C-2 contains the mobility performance standards applicable to I-5, the Fern Valley Interchange, OR 99, Fern Valley Road, and N. Phoenix Road.

### ***Access Spacing Standards***

As applied to Fern Valley Road, ODOT access spacing standards require that, unless ODOT approves a “deviation”:

- the distance between a ramp intersection and the first approach on the right, right in/right out only, be no less than 750 feet;
- the distance between a ramp intersection and the first intersection where left turns are allowed be no less than 1,320 feet;
- the distance between the start of the taper for the on-ramp and the last right in/right out approach road be no less than 990 feet.<sup>5</sup>

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<sup>4</sup> Ibid., p. 41.

<sup>5</sup> ODOT, *Oregon Highway Plan*, Appendix C, Table 16, Minimum Spacing Standards Applicable to Freeway Interchanges with Two-Lane Crossroads.

<b>Table C-2</b>		
<b>ROADWAY JURISDICTION AND MOBILITY PERFORMANCE STANDARDS</b>		
<b>Facility</b>	<b>Jurisdiction<sup>1</sup></b>	<b>Mobility Performance Standard</b>
I-5 Mainline	ODOT	0.80 <sup>2</sup>
Interchange ramp terminals, for project design	ODOT	0.75 <sup>3</sup>
Interchange ramp terminals, for plans, including IAMPs	ODOT	0.85 <sup>4</sup>
OR 99, couplet segment	Phoenix	0.95 to > 0.95 <sup>5</sup>
OR 99, outside couplet segment, for project design	ODOT	0.85 <sup>3</sup>
OR 99, outside couplet segment, for plans, including IAMPs	ODOT Phoenix	0.90 <sup>2</sup> 0.90 <sup>5</sup>
Fern Valley Rd. within UGB before Fern Valley Interchange Project, for planning		
<ul style="list-style-type: none"> <li>• From OR 99 to interchange</li> <li>• From interchange to N. Phoenix Rd.</li> </ul>	Phoenix ODOT Phoenix Phoenix	0.90 <sup>5</sup> 0.90 <sup>2</sup> 0.90 <sup>5</sup> 0.90 <sup>5</sup>
Fern Valley Rd. within UGB after Fern Valley Interchange Project, for project design		
<ul style="list-style-type: none"> <li>• From OR 99 to N. Phoenix Road</li> <li>• From S. Phoenix Rd. to UGB</li> <li>• From Pear Tree Ln. to S. Phoenix Rd.</li> </ul>	ODOT Phoenix Phoenix	0.85 <sup>3</sup> 0.90 <sup>5</sup> 0.90 <sup>5</sup>
Fern Valley Rd. within UGB from OR 99 to interchange after Fern Valley Interchange Project, for plans, including IAMPs		
<ul style="list-style-type: none"> <li>• From OR 99 to N. Phoenix Road</li> <li>• From S. Phoenix Rd. to UGB</li> <li>• From Pear Tree Ln. to S. Phoenix Rd.</li> </ul>	ODOT Phoenix Phoenix Phoenix	0.90 <sup>2</sup> 0.90 <sup>5</sup> 0.90 <sup>5</sup> 0.90 <sup>5</sup>
Fern Valley Rd. outside UGB	Jackson County	0.95 <sup>6</sup>
N. Phoenix Rd. within UGB before the Fern Valley Interchange Project	ODOT Phoenix	0.90 <sup>2</sup> 0.90 <sup>5</sup>
N. Phoenix Rd. within UGB after the Fern Valley Interchange Project, for project design	ODOT	0.85 <sup>3</sup>
N. Phoenix Rd. within UGB after the Fern Valley Interchange Project, for plans, including IAMPs	ODOT Phoenix	0.90 <sup>2</sup> 0.90 <sup>5</sup>
N. Phoenix Rd. outside UGB before the Fern Valley Interchange Project		
<ul style="list-style-type: none"> <li>• To .66 mi. north of Fern Valley Rd.</li> <li>• North of .66 mi. north of Fern Valley Rd.</li> </ul>	ODOT Jackson County	0.90 <sup>2</sup> 0.95 <sup>6</sup>
N. Phoenix Rd. outside UGB after the Fern Valley Interchange Project	Jackson County	0.95 <sup>6</sup>
S. Phoenix Rd. Extension after the Fern Valley Interchange Project	Phoenix	0.90 <sup>5</sup>
Notes		
<sup>1</sup> “Jurisdiction” means here authority to classify a facility, not ownership.		
<sup>2</sup> ODOT, <i>Oregon Highway Plan</i> , Updated in June 2006, Table 6, p. 83.		
<sup>3</sup> 2003 Highway Design Manual, p. 10-38, <a href="http://www.oregon.gov/ODOT/HWY/ENGSERVICES/hwy_manuals.shtml">http://www.oregon.gov/ODOT/HWY/ENGSERVICES/hwy_manuals.shtml</a> .		
<sup>4</sup> ODOT, <i>Oregon Highway Plan</i> , Updated in June 2006, p. 79.		
<sup>5</sup> City of Phoenix Transportation System Plan, p. 29.		
<sup>6</sup> Jackson County Transportation System Plan, p. 34.		

The listed standards are based on categorization of the interchange management area as “urban.” Appendix A contains OAR 734-051-0135, which specifies the requirements for deviations from these standards.

As applied to the portion of OR 99 under ODOT jurisdiction (i.e., north of the couplet), ODOT access spacing standards require that unsignalized public and private approaches be spaced at least 350 feet apart to Cheryl Lane (because the posted speed is 30 miles per hour (mph). North of Cheryl Lane, the standard 500 feet (because the posed speed is 45 mph).<sup>6</sup> As applied to the OR 99 couplet, the City of Phoenix access spacing standard is 400 feet both between driveways and between driveways and public street intersections.<sup>7</sup> The Jackson County TSP recommends a 150-foot minimum spacing between accesses for roadways classified as Arterial, which includes N. Phoenix Road outside the Phoenix UGB.<sup>8</sup>

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<sup>6</sup> Ibid., Table 15, Access Management Spacing Standards for District Highways. This is the standard for District Highways in urban areas with a posted speed of 30 or 35 mph.

<sup>7</sup> City of Phoenix Land Development Code, Section 3.3.3(F), page 93, <http://www.phoenixoregon.net/DevelCode.pdf>.

<sup>8</sup> Jackson County TSP, Table 5-2, p. 58.



## **Appendix D**

### **Relevant Regulations, Plans, and Policies**

#### **INTRODUCTION**

This appendix identifies state, regional, and local transportation and land use regulations and policies relevant to the Fern Valley Interchange, related roadways, nearby land use, and affected units of government. These units of government are the Oregon Department of Transportation (ODOT), the City of Phoenix, and Jackson County. The appendix identifies in sequence State of Oregon regulations and policies, regional policies, Jackson County policies and regulations, and City of Phoenix policies and regulations. Specifically, it addresses the:

- ODOT State Agency Coordination Program
- Oregon Statewide Planning Goals and Administrative Rules
- ODOT Access Management Rules
- Oregon Transportation Plan
- Oregon Highway Plan
- Oregon Bicycle and Pedestrian Plan
- Highway Design Manual
- I-5 State of the Interstate Report
- RVMPO Regional Transportation Plan
- Jackson County Comprehensive Plan
- Jackson County Transportation System Plan
- Jackson County Land Development Ordinance
- City of Phoenix Comprehensive Plan
- City of Phoenix Transportation System Plan
- City of Phoenix Development Code
- City of Phoenix Capital Improvements Program

Laws and policies are relevant to the IAMP in several ways:

1. State laws, including statutes and agency administrative rules, apply to the Fern Valley Interchange, the IAMP, and how ODOT, the City of Phoenix, and Jackson County exercise their planning authority.
2. The IAMP must comply with the Statewide Planning Goals.
3. The IAMP must be consistent with applicable policies in statewide ODOT plans.<sup>1</sup>
4. The IAMP must be consistent with City of Phoenix and Jackson plans.<sup>2</sup>

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<sup>1</sup> The statewide ODOT plans make up its transportation system plan, which the IAMP is a part of. When adopted, the IAMP becomes part of the Oregon Highway Plan (OHP) and the OHP is part of the transportation system plan.

<sup>2</sup> OAR 734-051-0155(6) states “Interchange Area Management Plans are required for new interchanges . . . consistent with the following: \* \* \* (g) Are consistent with any adopted Transportation System Plan . . . [and ] Local Comprehensive Plan . . .” OAR 734-051-0155(6) implements ORS 197.180, which requires that “state agencies shall carry out their planning duties, powers and responsibilities and take actions that

5. State law contains requirements that can support the IAMP in accomplishing its purposes.
6. Sometimes city and county plans contain policies that apply to how the adopting jurisdiction is to exercise its authority, such as by saying that it will coordinate with other agencies.

## **STATEWIDE PLANS AND REGULATIONS**

### ***ODOT State Agency Coordination Program***

Oregon Statewide Planning Program law requires ODOT and other state agencies to carry out their duties “in a manner compatible with” local comprehensive plans and land use regulations.<sup>3</sup> In addition, they are required to have policies to coordinate with other agencies and local governments in the performance of their duties under the Statewide Planning Program. ODOT implemented these requirements as applied to projects like the Fern Valley Interchange by adopting an administrative rule, referred to as ODOT’s State Agency Coordination Program. It states that ODOT will rely upon affected cities and counties:

to make all plan amendments and zone changes necessary to achieve compliance with the statewide planning goals and compatibility with local comprehensive plans after completion of the Draft Environmental Impact Statement or Environmental Assessment and before completion of the Final Environmental Impact Statement or Revised Environmental Assessment. These shall include the adoption of general and specific plan provisions necessary to address applicable statewide planning goals.<sup>4</sup>

### ***Oregon Statewide Planning Goals and Related Administrative Rules***

The Statewide Planning Goals are another part of the Oregon Statewide Planning Program. They are relevant to the IAMP because amendments to comprehensive plans and implementing ordinances must comply with the Statewide Planning Goals. The most relevant goals are:

Goal 1, Citizen Involvement, which is “To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”<sup>5</sup> Meeting each jurisdiction’s notice and public hearing requirements would likely meet this goal.

Goal 2, Land Use Planning, which is “to establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.”<sup>6</sup> The

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are authorized by law with respect to programs affecting land use. . . (b) In a manner compatible with: (A) Comprehensive plans and land use regulations. . .” OAR 660-012-0015(1)(b), part of the Transportation Planning Rule, states “State transportation project plans shall be compatible with acknowledged comprehensive plans as provided for in OAR 731, Division 15.”

<sup>3</sup> Oregon Revised Statutes section 197.180(1)(b).

<sup>4</sup> Oregon Administrative Rules section 731-015-0075(3).3.3 Local

<sup>5</sup> OAR 660-015-0000(1)

<sup>6</sup> OAR 660-015-0000(2)

deliberative process being used to develop the IAMP and supporting adoption by findings of fact would likely meet this goal.

Goal 11, Public Facilities and Services, which requires cities and counties to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Development needs to be guided and supported by the types and levels of public facilities, but limited to the needs of the served areas.

Goal 9, Economic Development, which is “to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.”<sup>7</sup> The IAMP must remain consistent with Phoenix Comprehensive Plan policies regarding economic development. Were the City to amend the economic development policies in its Comprehensive Plan as part of the IAMP, the amendments would need to meet Goal 9.

Goal 12, Transportation, which is “To provide and encourage a safe, convenient and economic transportation system.”<sup>8</sup> The IAMP must comply with the requirements of the Transportation Planning Rule (TPR), which implements Goal 12. The TPR includes requirements for city and county transportation system plans.<sup>9</sup>

Goal 14, Urbanization, which requires an orderly and efficient transition from rural to urban land use. This is accomplished through the establishment of urban growth boundaries (UGBs) and unincorporated urban communities. UGBs and unincorporated community boundaries separate urbanizable land from rural land. Land uses permitted within the urban areas are more urban in nature and of higher intensity than in rural areas, which primarily include farm and forest uses. This is important because the location, type, and intensity of development within the study area will impact use of the interchange and could affect future use and operation of the interchange. Were the City of Phoenix to amend the urbanization policies in its Comprehensive Plan as part of the IAMP, the amendments would need to meet Goal 14.

### ***ODOT Access Management Rules***<sup>10</sup>

Division 51 of ODOT’s Administrative Rules, Highway Approaches, Access Control, Spacing Standards and Medians, contains requirements interchange area management plans, including the IAMP, must meet. Appendix B contains the text of Division 51. The Oregon Highway Plan (OHP) also contains standards applicable to intersection and driveway spacing near the interchange’s ramp ends and on OR 99. Appendix C contains these requirements and standards.

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<sup>7</sup> OAR 660-009-0000, et seq.

<sup>8</sup> OAR 660-015-0000(12)

<sup>9</sup> OAR 660-012-0000, et seq.

<sup>10</sup> OAR Chapter 734-051.

## **Oregon Transportation Plan<sup>11</sup>**

The Oregon Transportation Plan (OTP), last amended on September 20, 2006, provides long-range multimodal transportation planning for Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads. The OTP establishes broad policies for transportation in Oregon. Policies especially relevant to the IAMP include:

*Policy 1.1 – Development of an Integrated Multimodal System.* It is the policy of the State of Oregon to plan and develop a balanced, integrated transportation system with modal choices for the movement of people and goods.

*Policy 1.3 – Relationship of Interurban and Urban Mobility.* It is the policy of the State of Oregon to provide intercity mobility through and near urban areas in a manner which minimizes adverse effects on urban land use and travel patterns and provides for efficient long distance travel.

*Policy 2.1 – Capacity and Operational Efficiency.* It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.

*Policy 2.2 – Management of Assets.* It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

*Policy 3.1 – An Integrated and Efficient Freight System.* It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.

*Policy 3.2 – Moving People to Support Economic Vitality.* It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.

*Policy 4.1 – Environmentally Responsible Transportation System.* It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

*Policy 4.3 – Creating Communities.* It is the policy of the State of Oregon to increase access to goods and services and promote health by encouraging the development of compact communities and neighborhoods that integrate residential, commercial and employment land uses to help make shorter trips, transit, walking and bicycling feasible. Integrate features that support the use of transportation choices.

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<sup>11</sup> ODOT, September 20, 2006, <http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml>.

*Policy 5.1 – Safety.* It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

*Policy 7.1 – A Coordinated Transportation System.* It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.

*Policy 7.3 – Public Involvement and Consultation.* It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.

### ***Oregon Highway Plan***<sup>12</sup>

The 1999 OHP, as amended in 2006, is a modal element of the OTP. Appendix C describes how the OHP classifies the Fern Valley Interchange and OR 99, the mobility performance standards applicable to them, and, as mentioned above, the OHP's standards for intersection and driveway spacing near the interchange's ramp ends and on OR 99. Other OHP policies relevant to the Fern Valley Interchange and IAMP include:

*Policy 1B. Land Use and Transportation.*

This policy recognizes the role of both State and local governments related to the state highway system:

- State and local government must work together to provide safe and efficient roads for livability and economic viability for all citizens.
- State and local government must share responsibility for the road system.
- State and local government must work collaboratively in planning and decision-making relating to transportation system management.

It is the policy of the State of Oregon to coordinate land use and transportation decisions to efficiently use public infrastructure investments to:

- Maintain the mobility and safety of the highway system;
- Foster compact development patterns in communities;
- Encourage the availability and use of transportation alternatives;
- Enhance livability and economic competitiveness; and
- Support acknowledged regional, city and county transportation system plans that are consistent with this Highway Plan

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<sup>12</sup> ODOT, August 2006,  
[http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999\\_Oregon\\_Highway\\_Plan](http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999_Oregon_Highway_Plan).

*Policy 1C: State Highway Freight System.* This policy balances the movement of goods with other highway uses and recognizes the importance of maintaining through movement on major freight routes (p. 66).

Action 1C.4: Consider the importance of timeliness in freight movements in developing and implementing plans and projects on freight routes (p. 67).

*Policy 1F: Highway Mobility Standards.* This policy prescribes mobility standards for state transportation facilities. IAMP Technical Memorandum 1, Definition And Background, identifies these requirements and standards as applied to the Fern Valley Interchange and OR 99.

*Policy 2D: Public Involvement.* This policy provides for the opportunity of public input into planning decisions.

*Policy 2F: Traffic Safety.* It is the policy of the State of Oregon to continually improve safety for all users of the highway system (p. 113).

*Policy 3A: Classification and Spacing Standards.* It is the policy of the State of Oregon to manage the location, spacing and type of road and street intersections and approach roads on state highways to assure the safe and efficient operation of state highways consistent with the classification of the highways (p. 120).

Action 3C.1. Develop interchange area management plans to protect the function of interchanges to provide safe and efficient operations between connecting roadways...” (p. 131)

### **Oregon Bicycle and Pedestrian Plan<sup>13</sup>**

The purpose of the Oregon Bicycle and Pedestrian Plan is to implement the actions recommended by the OTP; guide ODOT and local governments in developing bikeway and walkway systems; explain the laws pertaining to the establishment of bikeways and walkways; fulfill the requirements of the TPR; and provide standards for planning, designing and maintaining bikeways and walkways. Relevant policies are:

Goal: to provide safe, accessible and convenient bicycling and walking facilities and to support and encourage increased levels of bicycling and walking.

Action 1: Provide bikeway and walkway systems that are integrated with other transportation systems.

Strategy 1A. Integrate bicycle and pedestrian facility needs into all planning, design, construction and maintenance activities of the Oregon Department of Transportation, local governments and other transportation providers.

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<sup>13</sup> ODOT, June 14, 1995, [http://www.oregon.gov/ODOT/HWY/BIKEPED/docs/or\\_bicycle\\_ped\\_plan.pdf](http://www.oregon.gov/ODOT/HWY/BIKEPED/docs/or_bicycle_ped_plan.pdf).

## ***Highway Design Manual (HDM) – 2003<sup>14</sup>***

The HDM provides uniform standards and procedures for ODOT to use on state highway projects. It describes the project development process and project team responsibilities. The HDM includes the mobility performance and access control standards applicable to the design of the Fern Valley Interchange and the process for approving exceptions to the standards. HDM standards also apply to roadway improvements made to mitigate instances where a roadway would fall short of meeting OHP mobility performance standards.

## **REGIONAL PLANS**

The only regional plan applicable to the Fern Valley Interchange is the Rogue Valley Metropolitan Planning Organization (RVMPO) Regional Transportation Plan (RTP). The RVMPO is the federally-mandated metropolitan planning organization for the cities of Medford, Ashland, Talent, Phoenix, Central Point, Eagle Point, Jacksonville; the unincorporated community of White City; and Jackson County, in Southern Oregon. The 2005-2030 Regional Transportation Plan, adopted in 2002, describes goals and objectives for the area's transportation system.<sup>15</sup> Policies relevant to the IAMP include:

*Policy 2-2:* Improving vehicular, bicycle and pedestrian safety shall be a high priority consideration in the selection, design, development, and construction of street projects.

*Policy 2-4:* Local governments and ODOT shall design and operate the transportation system to facilitate the safe and rapid movement of emergency first responders, and the evacuation of businesses and homes in the event of emergency. Transportation agencies shall coordinate with emergency evacuation and disaster planning agencies.

*Policy 3-1:* Local governments shall create a transportation system that clearly recognizes the connection between land use density and transportation efficiency.

*Policy 5-7:* ODOT, in consultation with local governments, shall consider the installation of ramp signals at freeway on-ramps to meter the amount of traffic entering the freeway, thereby maintaining acceptable flow conditions on the freeway system.

*Policy 7-1:* Local governments shall reduce reliance on the automobile as required by the Transportation Planning Rule.

*Policy 7-2:* Coordinate the planning for existing and future land use and development with the planning of the transportation system.

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<sup>14</sup> ODOT, 2003, as revised,

[http://www.oregon.gov/ODOT/HWY/ENGSERVICES/hwy\\_manuals.shtml#2003\\_English\\_Manual](http://www.oregon.gov/ODOT/HWY/ENGSERVICES/hwy_manuals.shtml#2003_English_Manual).

<sup>15</sup> Rogue Valley Metropolitan Planning Organization, Regional Transportation Plan, 2005-2030, April 5, 2005, <http://www.rvmopo.org/files/combined%20final.pdf>.

*Policy 8-3:* Minimize negative impacts to neighborhoods and local business communities while addressing regional transportation needs.

*Policy 8-4:* Local governments shall design and operate transportation systems with a view to maximizing the attractiveness of non-motorized transportation modes to maximize their health benefits.

*Policy 10-1:* ODOT and local governments shall accommodate commercial, retail, and industrial traffic flows and shall create a regional transportation system that supports local economic goals.

*Policy 10-2.* Local governments shall work with ODOT to examine options for designated freight routes, balanced with the needs for local circulation and non-motorized transportation, and shall consider goods-movement management strategies along the major arterial streets in commercial, retail, and industrial areas.

The RVMPO is currently preparing amendments to the RTP, with adoption expected in 2009.

The RTP also lists planned transportation projects for which funding has been identified. Forecasts of future traffic volumes and levels of congestion prepared in the development of the IAMP assume construction of these projects.<sup>16</sup>

## County Plans and Regulations

### ***Jackson County Comprehensive Plan***<sup>17</sup>

The Jackson County Comprehensive Plan sets long-range policy for Jackson County. It applies to lands in the vicinity of the Fern Valley Interchange outside the City of Phoenix's city limits.<sup>18</sup>

Figure 3 in the body of the IAMP shows comprehensive plan designations in the area of the Fern Valley Interchange. Regarding the purpose of each of the Jackson County Comprehensive Plan designations in the area, the plan states:

***Agricultural Land:*** Areas designated as Agricultural Land in Jackson County will be zoned for Exclusive Farm Use pursuant to ORS Chapter 215 and Statewide Planning Goal 3, unless otherwise designated as Forest Land pursuant to Goal 4. Jackson County intends to preserve agricultural lands for farm use, preventing uses or activities that are incompatible with farm use within or near agricultural land (p. 4-7).

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<sup>16</sup> Ibid., Figure 8-1.

<sup>17</sup> Jackson County, July 30, 2006, <http://www.co.jackson.or.us/page.asp?navid=1197>.

<sup>18</sup> Phoenix/Jackson County Urban Growth Boundary And Policy Agreement, 1995, <http://www.co.jackson.or.us/page.asp?navid=1385>.

**Commercial Land:** Commercial Land is established to provide markets in appropriate locations for the efficient and economic exchange of goods and services. The municipalities within Jackson County provide the primary, centralized marketplaces in the region due to the comparative economic advantage of locating places for commercial exchange near the majority of housing and job opportunities.

However, jobs and housing also exist in the rural and urban unincorporated areas of the County. The traveling public also has commercial needs which are related more to the transportation facility than the location of cities, and are thereby appropriately served by the County. Consequently, Commercial Land is designated throughout the County with levels of service regulated by zoning districts. These districts, in turn, must be consistent with state law and the policies adopted by Jackson County in the Rural and Suburban Lands Element, the Urban Lands Element, the Public Facilities and Services Element, and the Transportation Element of the Jackson County Comprehensive Plan. The Jackson County Land Development Ordinance will establish appropriate development restrictions on commercial areas located outside urban growth boundaries in accordance with Goal 14 and the Unincorporated Community Rule (OAR 660, Division 22) (p. 4-20).

**Industrial Land:** The Industrial Land designation is intended to provide a supply of sites of suitable sizes, types, locations, and service levels to meet the economic objectives of the region. Industry is the systematic employment of labor to add value to production inputs. Jackson County allocates industrial land supply at different intensities by zoning district to provide the targeted mix of production input factors needed by industrial firms to produce goods and services. The County recognizes the importance of establishing and preserving industrial districts where a combination of production input factors is available to provide an economic comparative advantage to local industry. These areas must be preserved to prevent the crowding out of primary employment areas by incompatible uses (p. 4-24).

**Rural Residential Land:** The official Plan map designates rural residential areas to provide for moderate to large acreage homesites in an open setting, consistent with the physical capacity of the land to accommodate such development. Exceptions to statewide planning Goals 3, 4 and 14 (as applicable) are required to establish Rural Residential lands outside adopted Urban Growth Boundaries. The primary purpose of the Rural Residential designation is to enable the retention of land in a rural and open environment, minimizing land uses and parcelization that adversely affect the economic and efficient operations of nearby or adjacent farm, forest, and other resource land dependent operations. This designation also serves as the principle holding category for lands within incorporated cities' urban growth boundaries where extension of public facilities and services would be adversely affected by premature urbanization of the land. The large Rural Residential lot sizes prescribed by this designation will ensure the orderly and

economic transition of rural lands to urban uses subject to the respective urbanization agreements between the County and the cities.

It is also the purpose of the Rural Residential designation to provide for some variety and choice of Rural Residential parcel sizes; to allow for small scale farm activities even where the land may not entirely qualify as agricultural land; to control development impacts in adjacent riparian, wildlife, and natural hazard areas; and to provide potential for recreational and institutional usage such as for parks, schools, churches, and other uses provided in accordance with the Plan's implementing ordinances (p. 4-13).

**Urban Residential Land:** The Comprehensive Plan map designates Urban Residential areas where the lands are justified for that use through the Goal Exceptions process or lie within urban growth, urban containment, or urban unincorporated community boundaries. The Urban Residential designation provides for urban level densities where public facilities and services are sufficient to serve that level of development. Urban level development within urban growth boundaries can only occur consistent with the mutually adopted urban growth boundary agreements, which usually require annexation. Urban residential lands in the White City Urban Unincorporated Community Boundary are included in a separate category pursuant to the White City Urban Unincorporated Community Plan, Phase 2 (p. 4-15).

### ***Jackson County Transportation System Plan***<sup>19</sup>

The Jackson County Transportation System Plan (TSP) states that it “will guide the management and development of transportation facilities within Jackson County . . .”<sup>20</sup> Table C-1 in Appendix A shows how the TSP classifies Fern Valley Road and N. Phoenix Road outside the Phoenix urban growth boundary and Table C-2 shows the TSP's mobility performance standards applicable to these road segments. TSP policies relevant to the Fern Valley Interchange and IAMP are:

*Policy 4.1.2-A:* Jackson County will promote a well-connected street and road system to minimize travel distances.

*Policy 4.1.4-B:* Public Safety will be a primary consideration in the planning, design, and maintenance of all Jackson County Transportation Systems.

*Policy 4.2.1-B:* Roadway Improvement Projects will be consistent with the functional classification designations (arterial, major collector, etc.) in the TSP.

*Policy 4.2.1-G:* Balance the need for movement of goods with other uses of County arterials and State Highways by maintaining efficient through movement on major truck freight routes.

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<sup>19</sup> Jackson County, March 16, 2005, <http://www.co.jackson.or.us/page.asp?navid=1443>.

<sup>20</sup> Jackson County TSP, p. vii

*Policy 4.2.1-R:* Jackson County will coordinate with cities on transportation planning and transportation projects to provide well-connected transitions from city to County transportation systems.

*Policy 4.2.1-S:* Jackson County is committed to maintaining a volume to capacity ratio of 0.95 for weekday peak hour vehicular traffic in the MPO area.

*Policy 4.2.1-T:* Jackson County will engineer traffic flow to provide efficient transportation system management.

*Policy 4.3.1-A:* The County will prohibit new or expanded development proposals with the potential to prevent placement of, or significantly increase the cost of, designated transportation connections in the TSP.

*Policy 4.3.1-B:* Plan amendments, zone changes and type 3 and 4 land use permits need to demonstrate that adequate transportation planning has been done to support the proposed land use.

*Policy 4.3.1-D:* Regardless of whether adequate capacity exists, changes in land use and new or expanded development proposals will not be approved if they will create, or would worsen, a safety problem on a public transportation system or facility...

### ***Jackson County Land Development Ordinance***

Figure 4 in the body of the IAMP shows Jackson County zoning in the interchange area. Appendix K contains the provisions of the Jackson County Current Land Development Ordinance for each zone.

## **CITY OF PHOENIX PLANS AND REGULATIONS**

### ***City of Phoenix Comprehensive Plan***<sup>21</sup>

#### **Policies**

Goals and policies applicable to the Fern Valley Interchange and the area around it are:

#### **Comprehensive Plan, 1984**

*Goal 3:* To ensure, through the Land Use Section and zoning, the most energy-efficient arrangement of land uses (Comprehensive Plan, 1984, p. IX-11).

*Goal 4:* To minimize transportation-related energy consumption through appropriate land use planning and an emphasis on non-motorized transportation alternatives (p. IX-11).

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<sup>21</sup> City of Phoenix, last revised 2003.

## **Economic Element, 1999**

*Goal 4:* Designate lands within the I-5 interchange area to provide services and goods for the traveling public as well as business locations serving the community and the region (p. 35).

*Policy 4.2:* Within the Fern Valley Road Interchange area (including all lands east of Bear Creek Bridge within the UGB [urban growth boundary]) any annexation, zone change, or change of existing uses which is expected to significantly increase travel demand in the interchange area must be predicated upon facts (supported by special traffic studies) and findings that sufficient capacity exists or will be available upon completion of funded improvement(s) to satisfy the proposed development's travel demand (including background traffic) concurrent with its opening (p. 36).

## **Land Use Element, 2003**

*Policy 1.1.1:* The Planning Commission and City Council shall only consider major amendments to the Plan during the City's periodic review. In that way, major amendments to the City's Plan will be considered in light of their impact on the entire community and their implications on the full breadth of the Comprehensive Plan. Major amendments may also be initiated under the following circumstances:

- A) Statutory or litigated changes either require or significantly affect the plan,
- B) A major error or inconsistency is found within the Plan, or
- C) A change in Statewide Planning Goals or Oregon Administrative Rules require Plan amendment(s) at times other than during Periodic Review.

The term "major amendment" shall have the following meaning:

Major amendments include land use changes which have widespread and significant impact beyond the immediate area, such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; a spatial change that affects large areas or many different ownerships; or an amendment to the Urban Growth Boundary. Major amendments shall also include changes that would, if approved, modify one or more Goals and Policies of the Plan. Major amendments are legislative actions (p. 20).

*Policy 4.3:* The Fern Valley Interchange and Fern Valley Road within the City's UGB are regionally significant transportation facilities. Developments occurring outside of the interchange area (in Southeast Medford and rural Jackson County)

have the potential to exhaust the interchange's remaining unused capacity. The transportation impacts of Southwest Medford and Jackson County developments, like those of development within the interchange area, should also be offset by improvements, when necessary, to ensure "sufficient capacity" in the interchange area and ensure the protection of the public's health, safety and general welfare. The City shall endeavor to: 1) secure regional support for interchange improvements, and 2) participate in any land use action that will "significantly increase travel demand" in the interchange area (p. 36).

### **Transportation Element, 1999**

*Goal 2:* The City shall coordinate its transportation decision-making with other land use planning decisions and with public agencies providing transportation services or facilities (p. 78).

*Goal 3:* Utilize the volume to capacity standards specified in Table 4-3<sup>22</sup> to determine transportation facility adequacy (p. 79).

*Policy 3.3:* Within the Fern Valley Road/Interstate 5 Interchange area (including all lands located east of the Bear Creek Bridge within the Urban Growth Boundary) any request for annexation, zone change, or a change of use which are expected to significantly increase travel demand in the interchange area must be accompanied by at least a conceptual land use plan and a detailed traffic study as prepared by a licensed traffic engineer that evaluates the traffic impact the proposed use of the site will have on the traffic in the area. The traffic study shall also identify traffic mitigation measures that are intended to minimize the traffic impacts that development of the site will have on the area. The mitigation measures shall become conditions of land use approval as determined applicable by the City and shall be constructed concurrent with development of the site, or in the case of Transportation Demand Management strategies, the programs shall be implemented concurrent with the projects opening (p. 79).

*Goal 5:* Preserve the function and value of transportation facilities consistent with their classification. More restrictive access policies shall apply to higher-level streets (p. 82).

*Policy 10.2:* The City's street standards, as specified within the City's subdivision ordinance, shall reflect the following design objectives: minimize right-of-way and pavement widths consistent with functional classifications and adjoining land uses, include sidewalks on all streets, include bicycle lanes on collector and arterial streets, and provide on-street parking when rights-of-way allow and adjoining land uses warrant their construction (p. 85).

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<sup>22</sup> Table C-2 in Appendix C contains the standards applicable to OR 99, Fern Valley Road, and N. Phoenix Road in the vicinity of the interchange.

*Policy 10.3:* To facilitate pedestrian and bicycle travel at street intersections consider integrating design features such as, but not limited to: curb extensions; colored, textured and/or raised crosswalks; minimum necessary curb radii; pedestrian crossing push buttons; left and right bike turning lanes; and signal loop detectors in bike lanes or bike crossing push buttons (p. 85).

*Policy 10.4:* Use traffic calming tools to create a safe, convenient and attractive pedestrian and bicycle environment to slow vehicle speeds, reduce street widths, and interrupt traffic as appropriate consistent with the street function and the planned land use (p. 85).

*Policy 10.5:* The City shall acquire or control parcels of land that are needed for future transportation purposes through sale, donation, or land use action (p. 85).

*Policy 10.6:* Street dedication and improvement shall be a condition of land development. Improvements may, at the City's discretion, be postponed subject to the execution of a Deferred Improvement Agreement (p. 86).

## **Comprehensive Plan Land Use Designations**

Figure 3 in the body of the IAMP shows City of Phoenix Comprehensive Plan designations. The Comprehensive Plan describes the designations relevant to the IAMP thus:

**Interchange Business:** This designation describes those lands surrounding the Fern Valley Road/Interstate 5 interchange. They are intended to provide services and goods for the traveling public, as well as business locations serving the community and the region. Uses typically include truck stops, auto repair/service stations, restaurants, motels, other tourist accommodations, vehicle sales and service, product manufacturing, storage and distribution facilities, offices and retail. These uses, as a group, may generate significant traffic volumes. The interchange, Fern Valley Road, and local streets intersecting at or near the interchange, are poorly suited to handle large traffic volumes.

Development in this area must be predicated upon satisfaction of Policy 4.2 of the Economic Element. Site design standards must ensure that property access does not adversely affect traffic by creating dangerous conditions or congestion. Access management, limiting the frequency and spacing of driveways and intersecting streets, should be applied as appropriate.

**Commercial:** Lands included in this category are diverse. Residential, commercial, and manufacturing uses all occur within this area. This diversity reflects the outward expansion of the City's business core along the Rogue Valley Highway in a haphazard manner, creating a commercial strip lacking character, focus, identity, and prosperity. That fact, accounts for the extensive number and acreage of properties classified within the 1995 Land Use Inventory as either vacant, partially vacant, or redevelopable.

Two separate and distinct zoning districts will apply to this area. The first, City Center, is intended to facilitate the evolution of the City's core business area from auto-centric to community-centric. These lands are characterized by commercial uses which are connected to the adjacent residential areas through a traditional gridded street network. This network affords easy access by residents to the City Center by a variety of transportation modes including walking and bicycling. At this time the city Center is likely to be limited to the area surrounding the two-way couplet of Bear Creek Drive and Main Street.

The City Center's emphasis is on general and specialty retail, service, and professional office. Site design requirements, uniquely suited to the City Center, will include standards:

- A) Addressing off and on-street parking including joint or shared parking,
- B) Focusing auto access to side streets and alleyways and thus limiting direct driveway access along Main Street and Bear Creek Drive,
- C) Providing for the construction of a streetscape and thus providing a clear pedestrian orientation; facilitating access and creating amenities for non-auto transportation modes,
- D) Permitting residential uses including the construction of new multi-family housing where the building is designed, oriented, constructed, and can be readily converted to a commercial use at a later time, and
- E) Requiring the design and architectural details to foster development of the area's character; defining architectural elements which lend continuity but avoid homogeneity among new structures.

The balance of the commercial areas along Highway 99 will be zoned as Highway Commercial. These lands are planned to retain their focus on auto oriented businesses with accompanying limits on other uses that would be more suitably located in the City Center. Specific site design standards will provide for direct access off of Main Street when essential for development of the property. In these instances, developments will be required to incorporate shared driveway options into the site design and provide guarantees ensuring their future availability, at the City's discretion, for adjacent property access. Otherwise, local side streets or a single driveway off of Main Street serving multiple properties/businesses will be the norm. Off-street parking will be required while on-street parking will be prohibited.

The rationale behind treating both the City center and Highway Commercial areas as a single plan designation relates to the evolving character of the corridor. Basic economic factors will determine the rate of evolution and change. The City is committed to implementing a streetscape. Without accompanying private investment, improvements in the public right-of-way will have little effect on business development. However, coupling private and public investment could yield substantial return and would tend to create opportunities for expansion of the City Center area.

**Low Density Residential:** These lands are typical of suburban communities and are characterized by low density residential development. The Housing Element has established a minimum and maximum residential lot size, and as such the overall residential density can be confidently estimated at four and one-half to six dwelling per gross acre. An exception to this general rule will occur on lands adjacent to the permanent urban growth boundary and within the Hilsinger Road area where lots may be as large as 16,000 square feet.

Residential site design standards, per the Housing Element and subject to Council adoption, will guide future development within these areas. The standards are intended to boost land and building efficiency through improved subdivision layout and residential design. The standards will offer both flexibility and rigidity; the former by providing development alternatives which have not been traditionally offered within the City and the latter through explicit required design standards. Provisions considered flexible include:

- A) Narrow residential streets,
- B) Designated visitor parking as an alternative to continuous curb-side parking (parking bay),
- C) Potential density bonuses for innovative design, layout and construction,
- D) Greater variation in lot size, and
- E) Zero lot lines

The flexibility is coupled with more explicit mandatory standards which are intended to achieve a variety of community objectives. These standards include:

- A) The explicit consideration of pedestrian and bicycle transportation networks (both exclusive and shared facilities) in the design and layout of subdivisions,
- B) The orientation of buildings to maximize winter season solar gain,
- C) Planting of deciduous trees to ensure summer season shading of primary living areas, and
- D) Minimization of non-porous surfaces and maximization of the retention of urban run-off on-site or within the development.

**Residential Hillside:** These areas include moderately to steeply sloping hillside areas within the urban growth boundary. They are characterized, when not developed, by open woodlands predominated by oaks and grasses. Due to their

location on the periphery of the urban growth boundary they serve to provide an excellent buffer or transition area between urban and rural/agricultural uses.

Because of excessive slopes, none of these lands are considered buildable, for purposes of the City's buildable lands inventory (see 1995 Land Use Inventory, Part 3). None the less, it is anticipated that they will be developed with scattered low density residential uses. However, under the City's planned unit development process, it may also be possible to concentrate development in less environmentally fragile areas while treating the balance of the site as private open space. Such a development could utilize attached single family dwellings/condominiums.

Development of these lands will present unique opportunities and challenges. To ensure that these are optimized the City will require any development, including the construction of an individual residential structure, be reviewed through the City's Planned Unit Development process. Specific issues that should be addressed include:

- A) Erosion control (erosion control plan),
- B) Urban run-off management including minimization of nonporous surfaces and maximization of on-site retention (urban run-off management plan),
- C) Maintenance of existing vegetative cover especially trees and shrubs,
- D) Avoidance of any unnecessary slope disturbance (grading plan),
- E) Internal circulation to provide at least two routes for ingress and egress,
- F) Slope stability (soils and geologic engineering assessment),
- G) Building design and layout which steps up or down the slope and avoids "flat-pad" building design,
- H) Hillside street design standards,
- I) Provision of useable private open space, and
- J) Stepped foundations generally conforming to the natural topography (engineered foundations – not hillside excavation).

**Industrial:** The City's designation of almost 54 acres of industrial land, of what 38 are considered buildable, reaffirms the City commitment to diversification of local employment.

Most of these lands are not currently served with sewer, water and access and are located west of the railroad tracks in the vicinity of Dano Drive. The site is largely surrounded by agricultural lands except to the east and across the railroad which is developed as residential subdivision. This site, pursuant to Policy 9.3 of the Economic Element, is targeted for development by businesses and industries that require and rely upon low noise environments or in harmony with such an environment. Additionally, the policy states that businesses proposed for location within the area not be appropriate for location within the City Center. Performance standards which implement this policy will need to be incorporated into the zoning ordinance/development code.

## **City of Phoenix Land Development Code**

The City of Phoenix Land Development Code governs land use within the city of Phoenix. Following are the zones included in the area of the Fern Valley Interchange, as shown in Figure 4 in the body of the IAMP. Included are the purpose of each zone, as stated in the Development Code, and allowed uses. Conditional uses and development regulations can be determined from the full Development Code, which is available on-line at <http://www.phoenixoregon.net/DevelCode.pdf>.

### **Commercial Highway**

The Development Code states:

The purpose of the Commercial Highway district to provide for the development of easily accessible commercial areas that are intended to accommodate a mixture of retail businesses, services, and professional offices to serve the commercial and retail needs of the community and surrounding areas. In addition, this district will accommodate uses served by vehicles, such as auto repair or auto sales, which are not compatible with the City Center. Development shall satisfy all of the Phoenix Comprehensive Plan's Goals and Policies. All new development is subject to site plan review in accord with this code.<sup>23</sup>

Table 2.4.2 at the end of this appendix is the Development Code's table of uses permitted and permitted with conditions in the Commercial Highway district. Note that four categories of uses are allowed as conditional uses within the I-5 overlay zone (discussed below), but not allowed outside the I-5 overlay zone, i.e., on lands zoned Highway Commercial along OR 99. The description of the I-5 overlay zone below describes the four categories.

### **City Center**

The Development Code states:

A city goal is to strengthen the City Center District as the heart of the community and as the logical place for people to gather and create a business center. The District is intended to support this goal through elements of design and appropriate mixed-use development. This Chapter provides standards for the orderly development and improvement of the City Center District based on the following principles:

- Efficient use of land and urban services;
- A mixture of land uses to encourage walking as an alternative to driving, and providing more employment and housing options;
- City Center District provides both formal and informal community gathering places;
- There are distinct storefront characteristics that identify the City Center District;

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<sup>23</sup> City of Phoenix Development Code, p. 55, <http://www.phoenixoregon.net/DevelCode.pdf>.

- The City Center District is connected to neighborhoods and other employment areas;
- Provide visitor accommodations and tourism amenities;
- Transit-oriented development reduces reliance on the automobile and reduces parking needs in the City Center District;<sup>24</sup>

Table 2.3.2.A at the end of this appendix is the Development Code’s table of permitted uses in the City Center zone. Table D-3 is the Development Code’s table of prohibited uses in the City Center zone.

## **General Industrial**

The Development Code states:

The General Industrial District accommodates a range of light and heavy industrial land uses. It is intended to segregate incompatible developments from other districts, while providing a high quality environment for businesses and employees. This Chapter guides the orderly development of industrial areas based on the following principles:

- A. Provide for efficient use of land and public services
- B. Provide transportation options for employees and customers
- C. Locate business services close to major employment centers
- D. Ensure compatibility between industrial uses and nearby commercial and residential areas.
- E. Provide appropriate design standards to accommodate a range of industrial users, in conformance with the Comprehensive Plan.<sup>25</sup>

Table 2.5.2.A at the end of this appendix is the Development Code’s table of permitted uses in the General Industrial zone. Table 2.5.2.B is the Development Code’s table of prohibited uses in the General Industrial zone.

## **Light Industrial**

The Development Code states:

The Light Industrial District accommodates a range of light manufacturing, industrial-office uses, automobile-oriented uses (e.g., lodging, restaurants, auto-oriented retail), and similar uses. The district s standards are based on the following principles:

- Ensure efficient use of land and public services
- Provide a balance between jobs and housing
- Provide transportation options for employees and customers
- Provide business services close to major employment centers
- Ensure compatibility between industrial uses and nearby residential areas
- Provide appropriately zoned land with a range of parcel sizes for industry

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<sup>24</sup> Ibid., p. 39.

<sup>25</sup> Ibid., p. 63.

Provide for automobile-oriented uses, while preventing strip-commercial development in highway corridors.<sup>26</sup>

Table 2.6.2.A at the end of this appendix is the Development Code’s table of permitted uses in the Light Industrial zone. Table 2.6.2.B is the Development Code’s table of prohibited uses in the Light Industrial zone.

## Residential Zones

The Development Codes states “The Residential Districts are intended to promote the livability, stability, and improvement of the City’s neighborhoods.”<sup>27</sup>

**Single-family Residential:** Permitted uses include single-family detached housing, single-family detached zero lot line (planned unit developments only), single-family attached townhouses, (planned unit developments only), accessory dwellings, manufactured homes individual lots, and family daycare .<sup>28</sup>

**Medium Density Residential:** Permitted uses include two- to four-family housing, single-family attached townhouses, and family daycare.<sup>29</sup>

**High Density Residential:** Permitted uses include: two- and three-family housing (duplex and triplex), multi-family housing, single-family attached townhouses, manufactured home parks, and family daycares .<sup>30</sup>

**Hilsinger Overlay:** Permitted uses include single-family detached housing, manufactured homes on individual lots, and family daycare.<sup>31</sup>

**Farm Residential:** The City of Phoenix zoning map and Figure 2 show this zone. However, the City’s Development Code does not address it.

Table 2.2.2 at the end of the appendix lists uses permitted and conditionally permitted in the residential zones.

## Bear Creek Greenway

The Development Code states:

To provide for environmental preservation and limited development within the portion of the Bear Creek Greenway that lies within the City limits and urban growth boundary of Phoenix. The district is intended to protect the public health and safety, preserve the natural environment of the Bear Creek corridor, encourage the implementation of the Bear Creek Greenway Plan, provide for

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<sup>26</sup> Ibid., p. 71.

<sup>27</sup> Ibid., p. 23.

<sup>28</sup> Ibid., p. 24.

<sup>29</sup> Ibid., p. 24.

<sup>30</sup> Ibid, p. 24.

<sup>31</sup> Ibid., p. 24

limited recreational uses, and ensure the continued preservation of fish and wildlife habitat within the riparian environment of the creek.<sup>32</sup>

Permitted uses include public parks and nature study areas, paths and trail systems, and uses or structures that are customarily appurtenant to a permitted use.

### **I-5 Overlay Zone**

The Development Codes states that “The I-5 overlay zone shall be applied to lots within one quarter of a mile of the center of Interstate 5 interchange that are zoned Commercial Highway.” It also states:

The I-5 (Interstate 5) overlay zone is established to permit signs visible to travelers on the freeway. It recognizes a special dependence of freeway-oriented businesses to this market. Freeway signs shall be regulated in order to avoid adverse scenic impacts on the vista east of Phoenix and the Bear Creek Greenway. The I-5 overlay zone shall be applied to lots within one quarter of a mile of the center of Interstate 5 interchange that are zoned Commercial Highway.<sup>33</sup>

As mentioned in the description of the Commercial Highway zone above, uses are allowed as conditional uses on land zoned Commercial Highway in the I-5 overlay zone that are not allowed outside the I-5 overlay zone. The four categories of uses are:

- Retail sales and service, indoor only, greater than 50,000 square feet gross leasable area (GLA);
- Truck stops, truck sales, and heavy equipment sales;
- Transportation, freight and distribution, taxi cab dispatch, emergency vehicle dispatch;
- Industrial service (e.g., cleaning, repair)<sup>34</sup>

### ***City of Phoenix Capital Improvements Program***

The City of Phoenix Capital Improvements Program was most recently adopted on March 30, 2000, as part of Appendix A of the Phoenix System Development Charge Update. The following is a list of the major improvements listed. It includes several capital projects in the area of the Fern Valley Interchange. These include new traffic signals, channelization, new construction, and reconstruction projects as well as several smaller-scale bicycle and pedestrian improvements. Completed projects are noted.

#### **New Signals:**

1<sup>st</sup> Street and Main Street

1<sup>st</sup> Street and Bear Creek Drive

4<sup>th</sup> Street and Bear Creek Drive

Oak Street and Main Street/Bear Creek Drive

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<sup>32</sup> Ibid., p. 85.

<sup>33</sup> Ibid., p. 137.

<sup>34</sup> Ibid., Table 2.4.2, pp. 56-57.

Rose Street and Highway 99  
Luman Road and Fern Valley Road  
N. Phoenix Road and Fern Valley Road  
I-5 West ramp terminals and Fern Valley Road  
I-5 East ramp terminals and Fern Valley Road

**Channelization:**

Bear Creek Drive from Oak to 1<sup>st</sup>

**New Construction:**

Relocation of N. Phoenix and Luman at Fern Valley Road, completed  
Extension of 4<sup>th</sup> from existing terminus to realigned Luman Road  
Extension of Oak from existing terminus to S. Phoenix Road  
Extension of Freshwater Lane from S. Phoenix Road to Pear Tree Lane, completed  
S. Phoenix Road from Fern Valley to Freshwater, completed  
S. Phoenix Road from Freshwater to Pear Tree Lane, completed  
Parking Street in City Center from Bear Creek Drive to 3<sup>rd</sup> Street

**Reconstruction:**

Fern Valley Road from Highway 99 to relocated N. Phoenix Road  
Realignment of Cheryl and Highway 99  
Reconstruct Houston at 4<sup>th</sup> Street, completed

**Table 2.2.2 Land Uses and Building Types Permitted and Conditionally Permitted in the Residential Districts: Single-family (R-1), Medium Density (R-2), High Density (R-3), Hilsinger Overlay (HO)**

<p align="center"><b>The following uses are Permitted Uses in the Residential Districts:</b></p>	<p align="center"><b>The following uses require a Conditional Use Permit:</b></p>	<p align="center"><b>The following uses require a Conditional Use Permit and are size limited:</b></p>
<p><b>1. Single-family Residential (R-1) District:</b></p> <ul style="list-style-type: none"> <li>a. Single-family detached housing</li> <li>b. Single-family detached zero lot line (Planned Unit Developments only)</li> <li>c. Single-family attached townhouses (Planned Unit Developments only)</li> <li>d. Accessory dwellings*</li> <li>e. Manufactured homes – individual lots*</li> <li>f. Family daycare</li> </ul> <p><b>2. Medium Density Residential (R-2) District:</b></p> <ul style="list-style-type: none"> <li>a. Two to Four Family housing (duplex and triplex)*</li> <li>b. Single-family attached townhouses.</li> <li>c. Family daycare</li> </ul> <p><b>3. High Density Residential (R-3) District:</b></p> <ul style="list-style-type: none"> <li>a. Two- and Three-Family housing (duplex and triplex)*</li> <li>b. Multi-family housing</li> <li>c. Single-family attached townhouses.</li> <li>d. Manufactured Home Park</li> <li>e. Family daycare</li> </ul> <p><b>3. Hilsinger Overlay (HO) District:</b></p> <ul style="list-style-type: none"> <li>a. Single-family detached housing</li> <li>b. Manufactured homes – individual lots*</li> <li>c. Family daycare</li> </ul> <p><b>4. Home occupations*</b></p> <p><b>5. Agriculture, Horticulture</b>                      Limited to private and neighborhood gardens, no commercial activities. Domestic animals allowed in the Hilsinger Overlay(HO) District subject to the standards in 2.2.9.K.</p>	<p><b>6. Public and Institutional</b> (requires a CUP in all residential districts)*:</p> <ul style="list-style-type: none"> <li>a. Churches and places of worship</li> <li>b. Clubs, lodges, similar uses</li> <li>c. Government offices and facilities (administration, public safety, transportation, utilities, and similar uses must all be located within an enclosed building)</li> <li>d. Libraries, museums, community centers, and similar uses</li> <li>e. Private utilities located within an enclosed building</li> <li>f. Public parks and recreational facilities</li> <li>g. Schools (public and private)</li> <li>h. Uses similar to those listed above</li> </ul> <p><b>7. Accessory Uses and Structures (includes accessory dwellings).</b> The primary use for the lot must be already in existence.*</p>	<p><b>8. Neighborhood Commercial:</b>                      The following uses require a CUP in the R-2 and R-3 districts. They are not permitted in the R-1 district:*</p> <ul style="list-style-type: none"> <li>a. Child Care Center (care for more than 12 children)</li> <li>b. Food services, bakeries, coffee shops</li> <li>c. Laundromats and dry cleaners</li> <li>d. Art studios</li> <li>e. Neighborhood grocery store</li> <li>f. Medical and dental offices</li> <li>g. Personal services (e.g., barber shops, salons, etc)</li> <li>h. Professional and administrative offices</li> <li>i. Residential care homes and facilities</li> <li>j. Mixed-use building (residential with other permitted use)</li> </ul> <p><b>9. Bed &amp; breakfast inns and vacation rentals*</b></p> <p><b>10. Wireless Communication Facilities (Towers and monopoles prohibited)</b>                      (requires a CUP in all residential districts)</p>
<p>Uses marked with an asterisk (*) are subject to the standards in Chapter 2.2.9 – Special Standards for Certain Uses. Home occupations are subject to the standards in Chapter 4.9.2 – Home Occupation Permits. Wireless Communication Facilities are subject to the standards in Chapter 3.10.1 – Wireless Communication Facilities</p>		

**Table 2.3.2.A  
Land Uses and Building Types Permitted in the City Center District**

<p><b>1. Residential*:</b></p> <ul style="list-style-type: none"> <li>a. Single-family attached townhouses</li> <li>b. Three-Family housing (triplex)</li> <li>c. Multi-family housing</li> <li>d. Residential care homes and facilities</li> <li>e. Family daycare (12 or fewer children)</li> <li>g. Mixed-use development (housing &amp; other permitted use)*</li> </ul> <p><b>2. Bed &amp; breakfast inns</b></p>	<p><b>3. Public and Institutional*:</b></p> <ul style="list-style-type: none"> <li>a. Churches and places of worship</li> <li>b. Clubs, lodges, similar uses</li> <li>c. Government offices and facilities (administration, public safety, transportation, utilities, and similar uses)</li> <li>d. Libraries, museums, community centers, concert halls and similar uses</li> <li>e. Public parking lots and garages</li> <li>f. Private utilities</li> <li>g. Public parks and recreational facilities</li> <li>h. Schools (public and private)</li> <li>i. Special district facilities</li> <li>j. Uses similar to those listed above [subject to CUP requirements, as applicable]</li> </ul> <p><b>4. Accessory Uses and Structures*</b></p> <p><b>5. Cottage Industrial*:</b>  <b>“Light manufacture” (e.g., small-scale crafts, electronic equipment, bakery, furniture, similar goods when in conjunction with retail)</b></p>	<p><b>6. Commercial:</b></p> <ul style="list-style-type: none"> <li>a. Retail trade and services, except auto-oriented uses</li> <li>b. Entertainment (e.g., theaters, clubs, amusement uses)</li> <li>c. Hotels/motels</li> <li>d. Medical and dental offices, clinics and laboratories</li> <li>e. Mixed-use development (housing &amp; other permitted use)*</li> <li>f. Office uses</li> <li>g. Personal and professional services (e.g., child care center, catering/food services, restaurants, Laundromats and drycleaners, barber shops and salons, banks and financial institutions, and similar uses)</li> <li>h. Repair services must be enclosed within a building [subject to CUP requirements, as applicable]</li> <li>j. Uses similar to those listed above [may be subject to CUP requirements, as applicable]</li> </ul>
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Uses marked with an asterisk (\*) are subject to the standards in Chapter 2.3.10 – Special Standards for Certain Uses.

**Table 2.3.2.B  
Land Uses Prohibited in the City Center District**

Only uses specifically listed in Table 2.2.2, and uses similar to those in Table 2.2.2, are permitted in the City Center District. [The following uses are expressly prohibited: Major industrial uses; and automobile-oriented uses including auto sales, auto repair, and drive-up, drive-in and drive-through facilities, as defined in Chapter 2.3.10 – Special Standards for Certain Uses, Section E]

**Table 2.4.2 – Permitted and Conditionally Permitted Land Uses in C-H**

<b>Commercial</b>	
<b>Retail Sales and Service, indoor only:</b>	
▪ less than 30,000 square feet GLA*	P
▪ 30,000 to 50,000 square feet GLA	C
▪ greater than 50,000 square feet GLA	C, I-5
<b>Nurseries and Landscape Supplies</b>	C
<b>Restaurants</b>	
▪ with drive-through	C
▪ without drive-through	P
<b>Drive-up, drive-in, and drive-through facilities</b>	C
<b>Office, Banks, Research Facilities, and Clinics</b>	P
<b>Vet Hospitals (entirely enclosed in building)</b>	C
<b>Truck Stops, Truck Sales, and Heavy Equipment Sales</b>	C, I-5
<b>Auto Repair</b>	P
<b>Service Stations</b>	C
<b>Distribution Facilities</b>	C
<b>Lodging and RV Parks</b>	P
<b>Vehicle Sales and Service, RV and Boat Sales, Manufactured Home Sales, and Fuel Sales</b>	C
<b>Commercial and Public Parking</b>	P
<b>Commercial Storage</b>	
▪ enclosed in building and on an upper story	P
▪ not enclosed in building	C
<b>Entertainment and Gyms</b>	
▪ enclosed in building (e.g., theater, museums, bowling alleys)	P
▪ not enclosed (e.g., amusement parks)	C
<b>Wholesale</b>	
▪ 20,000 square feet GLA and greater	C
▪ less than 20,000 square feet GLA	P
<b>Assisted Living Facilities</b>	C
<b>Mixed-use (residential with commercial/civic/industrial)</b>	N
<b>Civic</b>	
<b>Government</b> ▪ offices, public library	P
<b>Government</b> –public works yards	C
<b>Parks and Open Space</b>	P
<b>Schools</b>	
▪ pre-school, daycare, and primary	P
▪ secondary, colleges, and vocational	P

<b>Clubs and Religious Institutions</b>	C
<b>Light Industrial</b>	
<b>Manufacturing and Production</b> <ul style="list-style-type: none"> <li>▪ 5,000 sq. ft. and larger</li> <li>▪ less than 5,000 sq. ft with retail outlet</li> </ul>	C P
<b>Warehouse</b>	C
<b>Transportation, Freight and Distribution, Taxi Cab Dispatch, Emergency Vehicle Dispatch</b>	C, I-5
<b>Industrial Service</b> (e.g., cleaning, repair)	C, I-5
<b>Processing of Raw Materials</b>	N

<b>Table 2.5.2.A-Land Uses Types Permitted in the General Industrial District</b>
<b>1. Industrial:</b>
Heavy manufacturing, assembly, and processing of raw materials* [CUP]
Light manufacture (e.g., electronic equipment, printing, bindery, furniture, and similar goods)
Warehousing and distribution (this does not include Mini-Warehouse Storage facilities)
Uses similar to those listed above
<b>2. Commercial:</b>
Offices and other commercial uses are permitted when they are integral to a primary industrial use (e.g., administrative offices, wholesale of goods produced on location, and similar uses).
<b>3. Public and institutional uses</b>
Government facilities (e.g., public safety, utilities, school district bus facilities, public works yards, transit and transportation, and similar facilities where the public is generally not received.)
Private Utilities (e.g., natural gas, electricity, telephone, cable, and similar facilities)
Special district facilities (e.g., irrigation district, and similar facilities)
Vocational schools co-located with parent industry or sponsoring organization
Uses similar to those listed above.
<b>4. Accessory Uses and Structures</b>
<b>5. Wireless communication equipment – CUP*</b>
<b>6. Residential Uses for security purposes only</b>
One caretaker unit shall be permitted for each development, subject to the standards in Chapter 2.5.8 – Special Standards for Certain Uses. Other residential uses are not permitted, except that residences existing prior to the effective date of this Code may continue.
* Land uses with an asterisk (*) shall require a Conditional Use Permit subject to the procedure and standards in Chapter 4.4 – Conditional Use Permits.

<b>Table 2.5.2.B Land Uses Prohibited in General Industrial District</b>
Only uses specifically listed in Table 2.5.2.A, and uses similar to those in Table 2.5.2.A, are permitted in this district. The following uses are expressly prohibited: new housing, churches and similar facilities, schools, junk yards, mini-ware housing storage facilities, tow truck businesses and vehicle storage yards.

**Table 2.6.2.A  
Land Use Types Permitted in the Light Industrial District**

**1. Industrial:**

Light manufacture (e.g., electronic equipment, printing, bindery, furniture, and similar goods)

Research facilities

Light fabrication and repair shops such as blacksmith, cabinet, electric motor, heating, machine, sheet metal, stone monuments, upholstery, welding, auto body, and auto and truck repair.

Warehousing and distribution (this does not include Mini-Warehouse Storage facilities)

Similar uses

**2. Commercial:**

Offices and other commercial uses are permitted when they are integral to a primary industrial use (e.g., administrative offices, wholesale of goods produced on location, and similar uses).

Automobile-oriented uses (vehicle repair, sales, rental, storage, service; and drive-up, drive-in, and drive-through facilities)

Entertainment (e.g., theaters, amusement uses)

Medical and dental clinics and laboratories

Outdoor commercial uses (e.g., outdoor storage and sales)\* (CUP)

Personal and professional services (e.g., child care, catering/food services, restaurants, laundromats and dry cleaners, barber shops and salons, and similar uses)

Kennels\* (CUP)

Repair services

Retail trade and services, not exceeding 25% of floor area per building

Wholesale trade and services

Uses similar to those listed above

**3. Civic and Semi-Public Uses**

Government facilities (e.g., public safety, utilities, school district bus facilities, public works yards, transit and transportation, and similar facilities)

Utilities (e.g., natural gas, electricity, telephone, cable, and similar facilities)

Special district facilities (e.g., irrigation district, and similar facilities)

Vocational schools

Uses similar to those listed above.

**4. Accessory Uses**

**5. Wireless communication equipment – CUP\***

**6. Residential Uses for security purposes only**

\* Land uses with an asterisk (\*) shall require a Conditional Use Permit subject to the procedure and standards in Chapter 4.4 – Conditional Use Permits.

<b>Table 2.6.2.B</b> <b>Land Uses Prohibited in Light Industrial District</b>
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Only uses specifically listed in Table 2.6.2.A, and uses similar to those in Table 2.6.2.A, are permitted in this district. The following uses are expressly prohibited: housing (other than on-site residential intended for security), churches and similar facilities, and non-vocational schools
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