



**TECHNICAL MEMORANDUM 2  
REVIEW OF ADOPTED PLANS AND REGULATIONS**

**FERN VALLEY INTERCHANGE AREA MANAGEMENT PLAN  
JACKSON COUNTY  
REGION 3  
KEY# 12723**

September 21, 2007

## INTRODUCTION

This memorandum identifies laws and policies participants in the development of the Fern Valley Interchange Area Management Plan (FVIAMP) should be aware of. It covers 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.

Laws and policies are relevant in several ways:

1. State laws, including statutes and agency administrative rules, apply to the Fern Valley Interchange, the FVIAMP, and how ODOT, the City of Phoenix, and Jackson County exercise their planning authority.
2. The FVIAMP must comply with the Statewide Planning Goals.
3. The FVIAMP must be consistent with applicable policies in statewide ODOT plans.<sup>1</sup>
4. The FVIAMP must be consistent with City of Phoenix and Jackson plans.<sup>2</sup> This raises the possibility that the City or County could be asked to amend its plan to achieve consistency with the FIAMP, once formulated.
5. State law may contain requirements that can support the FVIAMP 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.

The purpose this memorandum is to identify requirements with which the FVIAMP must comply, identify policies with which the FVIAMP must be found compatible or consistent, identify any inconsistencies among such policies, and identify if and where amendments to them may be needed. The memo addresses 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

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<sup>1</sup> The statewide ODOT plans make up its transportation system plan, which the FVIAMP will become a part of. The FVIAMP will become part of the Oregon Highway Plan (OHP), when adopted, and the OHP is part of the transportation system plan. Thus, departures from the core policies of the OHP could be considered consistent, because the FVIAMP could be considered to have amended the OHP. However, it is likely that the Oregon Transportation Commission, which approves interchange management plans, will expect the FVIAMP to be consistent with the OHP's core policies.

<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 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."

- 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

ODOT is developing the FVIAMP because it is proposing to replace the existing Fern Valley Interchange with an interchange that will accommodate existing traffic volumes and projected traffic volume growth through 2030. The purpose of the project to replace the Fern Valley Interchange is “to reduce congestion and improve operational conditions at the Interstate 5 (I-5) interchange with Fern Valley Road, on Fern Valley Road within the City of Phoenix Urban Growth Boundary, and on OR 99 near its intersection with Fern Valley Road.”<sup>3</sup> The FVIAMP seeks to “preserve the capacity of the proposed interchange for at least the first 20 years of its design life and the capacity of Fern Valley Road and OR 99 in the vicinity of the interchange” and “ensure the safe and efficient operation of the interchange and these roadways and to protect their functional integrity, operations, and safety.”<sup>4</sup>

The Fern Valley Interchange is located on I-5 approximately 24 miles north of the Oregon/California border, in the City of Phoenix and Jackson County. The interchange accesses the Phoenix area via Fern Valley Road, which crosses over I-5. The interchange accommodates all directional motor vehicle movements between the two roadways.

## **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>5</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

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<sup>3</sup> URS Corp., Draft, Chapter 1, Environmental Assessment, Fern Valley Interchange Project, August 2, 2007.

<sup>4</sup> URS Corp., Draft FVIAMP Technical Memorandum 1, September 2007.

<sup>5</sup> Oregon Revised Statutes section 197.180(1)(b).

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>6</sup>

This means that, if the FVIAMP calls for the City of Phoenix to amend its comprehensive plan and/or zoning code, or if the City of Phoenix were to adopt the FVIAMP as part of its comprehensive plan, it would have to do so before ODOT may issue a revised EA and proceed with the design and construction of the interchange project. The same would apply to similar amendments by Jackson County.

### ***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 FVIAMP in three instances.

First, amendments to comprehensive plans and implementing ordinances must comply with the Statewide Planning Goals. This would be the case if the City of Phoenix or Jackson County amended its comprehensive plan or zoning code as part of a management measure in the FVIAMP. The same would be true if either jurisdiction adopted the FVIAMP into its comprehensive plan. The most relevant goals likely would be:

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>7</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>8</sup> The deliberative process being used to develop the FVIAMP 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.

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<sup>6</sup> Oregon Administrative Rules section 731-015-0075(3).3.3 Local

<sup>7</sup> OAR 660-015-0000(1)

<sup>8</sup> OAR 660-015-0000(2)

Goal 12, Transportation, which is “To provide and encourage a safe, convenient and economic transportation system.”<sup>9</sup> The FVIAMP 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>10</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.

The second way in which the Statewide Planning Goals are relevant to the FVIAMP is that adoption of an IAMP for the Fern Valley Interchange would change the application of an administrative rule that could affect the land development the City of Phoenix would be allowed to approve. If the City were to amend its plan or zoning code as they apply in the area of the interchange to accommodate a development proposal, it will be allowed to take into account the added capacity of the new Fern Valley Interchange only when the FVIAMP has been adopted. The TPR restricts the City’s ability to amend its comprehensive plan or the zoning code as they apply to the interchange area by imposing conditions if the amendments would “significantly affect an existing or planned transportation facility.”<sup>11</sup> It may adopt the amendments only if it puts in place measures “to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility.” Such measures must be “one or a combination of the following:”

- (a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
- (b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.
- (c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.
- (d) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.

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<sup>9</sup> OAR 660-015-0000(12)

<sup>10</sup> OAR 660-012-0000, et seq.

<sup>11</sup> OAR 660-012-0060(1).

(e) Providing other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. Local governments shall as part of the amendment specify when measures or improvements provided pursuant to this subsection will be provided.

Because the Fern Valley Interchange project would increase the capacity of the interchange, Fern Valley Road, North Phoenix Road, and portions of OR 99, it would increase the extent of traffic generation a plan or zone change could cause without the amendments being found to “significantly affect an existing or planned transportation facility.” Similarly, it could reduce the extent of measures listed above. The rule says that, if “There is an adopted interchange area management plan, then local governments may also rely on the improvements identified in that plan and which are also identified in paragraphs (b)(D) and (E) of this section.”<sup>12</sup> Paragraphs (b)(D) and (E) read:

(D) Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.

(E) Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s) or transportation service provider(s) responsible for the facility, improvement or service provides a written statement that the facility, improvement or service is reasonably likely to be provided by the end of the planning period.

Appendix B contains the full text of OAR 660-012-0060.

The third way in which the Statewide Planning Goals are relevant is that rules requiring exceptions to the Goals could affect the selection between the two build alternatives ODOT is considering for the Fern Valley Interchange. ODOT is addressing this issue in conjunction with the preparation of an environmental assessment on the project, pursuant to the National Environmental Policy Act .

### ***ODOT Access Management Rules***<sup>13</sup>

Division 51 of ODOT’s Administrative Rules, Highway Approaches, Access Control, Spacing Standards And Medians, contains requirements interchange area management plans, including the FVIAMP, must meet. It and the Oregon Highway Plan (OHP) also contain standards applicable to intersection and driveway spacing near the interchange’s ramp ends and on OR 99. FVIAMP Technical Memorandum 1, Definition And Background, identifies these requirements and standards.

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<sup>12</sup> OAR 660-012-0060(4)(b).

<sup>13</sup> OAR Chapter 734-051.

## ***The Oregon Transportation Plan***

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 FVIAMP 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.

*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.

### **The Oregon Highway Plan**

The 1999 OHP, as amended in 2006, is a modal element of the OTP. FVIAMP Technical Memorandum 1 describes how the OHP classifies the Fern Valley Interchange and OR 99 and the mobility performance standards applicable to them. As mentioned above, Technical Memorandum 1 also contains 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 FVIAMP 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

*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).

*Policy 1F: Highway Mobility Standards.* This policy prescribes mobility standards for state transportation facilities. FVIAMP 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).

*Policy 3B: Medians.* It is the policy of the State of Oregon to plan for and manage the placement of medians and the location of median openings on state highways to enhance the efficiency and safety of the highways, and influence and support land use and development patterns that are consistent with approved transportation system plans (p. 128).

*Policy 3C: Interchange Access Management Areas.* It is the policy of the State of Oregon plan for and manage grade-separated interchange areas to ensure safety and efficient operation between connecting roadways (p. 131).

*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**

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.

### ***Highway Design Manual (HDM) – 2003***

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 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. Technical Memorandum 1 contains the HDM standards applicable to the interchange and OR 99.

### ***I-5 State Of The Interstate Report – 2000***

Appendix A contains the profile of the Fern Valley Interchange in the I-5 State of the Interstate Report – 2000.<sup>14</sup> The report contains a review of all policies applicable to the I-5 corridor, but does not, itself, contain policies applicable to I-5 or the Fern Valley Interchange. The policies reviewed in this memorandum are both more up-to-date than the policies the State of the Interstate Report reviews and more specific to the Fern Valley Interchange.

## **REGIONAL PLANS**

The only regional plan applicable to the Fern Valley Interchange is the Rogue Valley Metropolitan Planning Organization (RVMPO) Regional Transportation Plan. The Rogue Valley Council of Governments (RVCOG) functions as 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 and provides a detailed list of planned improvements. Relevant policies 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.

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<sup>14</sup> ODOT, I-5 State of the Interstate Report – 2000, June 2000.

*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.

*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.

## **COUNTY PLANS AND REGULATIONS**

### ***Jackson County Comprehensive Plan***

The Jackson County Comprehensive Plan was adopted in 1982 and last amended in 2006. It sets long-range land use 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>15</sup>.

#### **Policies**

Policies relevant to the Fern Valley Interchange include:

*Policy:* The County shall develop and implement land use policies and related planning and implementation techniques that will maximize energy conservation and efficiency (p.11-14).

*Policy:* Modes, routing and improvement of transportation systems shall be planned and designed to minimize generation and concentration of air and water borne pollutants, and to lessen noise impacts (p. 12-81).

*Policy:* The transportation element is a countywide transportation plan subject to modification by more detailed modal system plans, urban area plans, and regional

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<sup>15</sup> Phoenix/Jackson County Urban Growth Boundary And Policy Agreement, 1995, <http://www.co.jackson.or.us/page.asp?navid=1385>.

or metropolitan plans. Jackson County will cooperate with cities, special districts, the metropolitan planning organization and the Oregon Department of Transportation in development and adoption of these more detailed plans. The county shall coordinate planning for land use, transportation needs, and environmental quality in rural areas to minimize or mitigate existing and potential problems (p. 22-22).

*Policy:* The design and routing of new or improved roads should maintain or enhance the livability of neighborhoods...(p. 22-26)

*Policy:* Creation of new rights-of-way through resource land, and outside city limits and acknowledged urban growth boundaries, require both a reasons exception to the statewide planning goals and an amendment to the Jackson County Comprehensive Plan (p. 22-27).

*Policy:* The County shall include facilities to accommodate pedestrians as a part of the overall county transportation system (p. 22-30).

*Policy:* The County shall coordinate road improvements with new development especially requiring rail and truck freight service, on arterials and collectors in areas planned for industrial uses (p. 22-31).

*Policy:* Jackson County shall maintain a long-range commitment to the implementation of urban centered growth (p. 23-4).

*Policy:* Future major amendments to the Medford or Phoenix urban growth boundaries should consider the option of including a portion of the Highway 99 area in each boundary (p. 23-17).

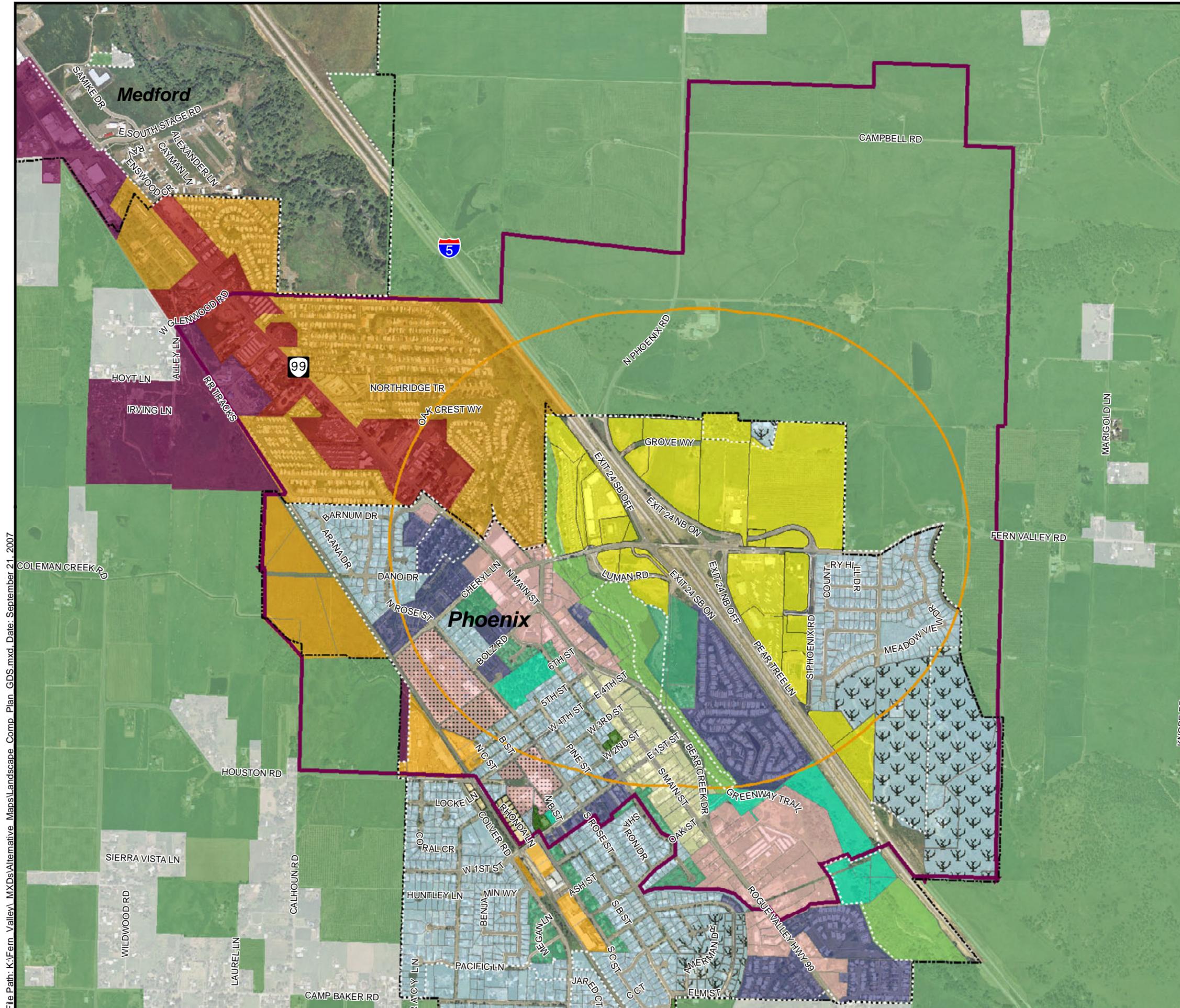
### **Comprehensive Plan Land Use Designations**

Figure 1 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).

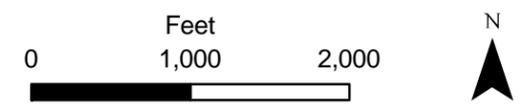
***Commercial Land:*** Commercial Land is established to provide markets in appropriate locations for the efficient and economic exchange of goods and services. The municipalities within Jackson County provide the primary, centralized marketplaces in the region due to the comparative economic

**Figure 1**  
**Comprehensive Plan Designations**  
**Interchange Management Area**



- UGB
- City Boundary
- One-half Mile Radius from Interchange Alignment
- Interchange Management Area Boundary

- City of Phoenix Designations**
- Bear Creek Greenway
  - City Center District
  - Commerical
  - High Density Residential
  - Industrial
  - Interchage Business
  - Low Density Residential
  - Medium Density Residential
  - Park Open Space
  - Public
  - Residential Employment
  - Residential Hillside
  - Schools
- Jackson County Designations**
- Agricultural Land
  - Commercial Land
  - Industrial Land
  - Rural Residential Land
  - Urban Residential Land



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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).

***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***

The Jackson County Transportation System Plan was adopted on March 16, 2005, with the purpose of guiding the “management and development of transportation facilities within Jackson County.”<sup>16</sup> Policies quoted below are taken from Section 4 of the document, “Goals and Policies.”

*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.

*Policy 4.2.1-O:* Jackson County will coordinate transportation decision-making with emergency fire services and other emergency services agencies.

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<sup>16</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 2 shows Jackson County and City of Phoenix zoning in the interchange area. The purpose of each zone in the interchange area and the regulations that apply within them are too lengthy to include in this technical memorandum. They are available on-line at <http://www.co.jackson.or.us/page.asp?navid=2032>.

## **LOCAL PLANS AND REGULATIONS**

### ***City of Phoenix Comprehensive Plan***<sup>17</sup>

The City of Phoenix Comprehensive Plan was formally adopted in 1984, although sections of it have been amended as recently as 2003.

#### **Policies**

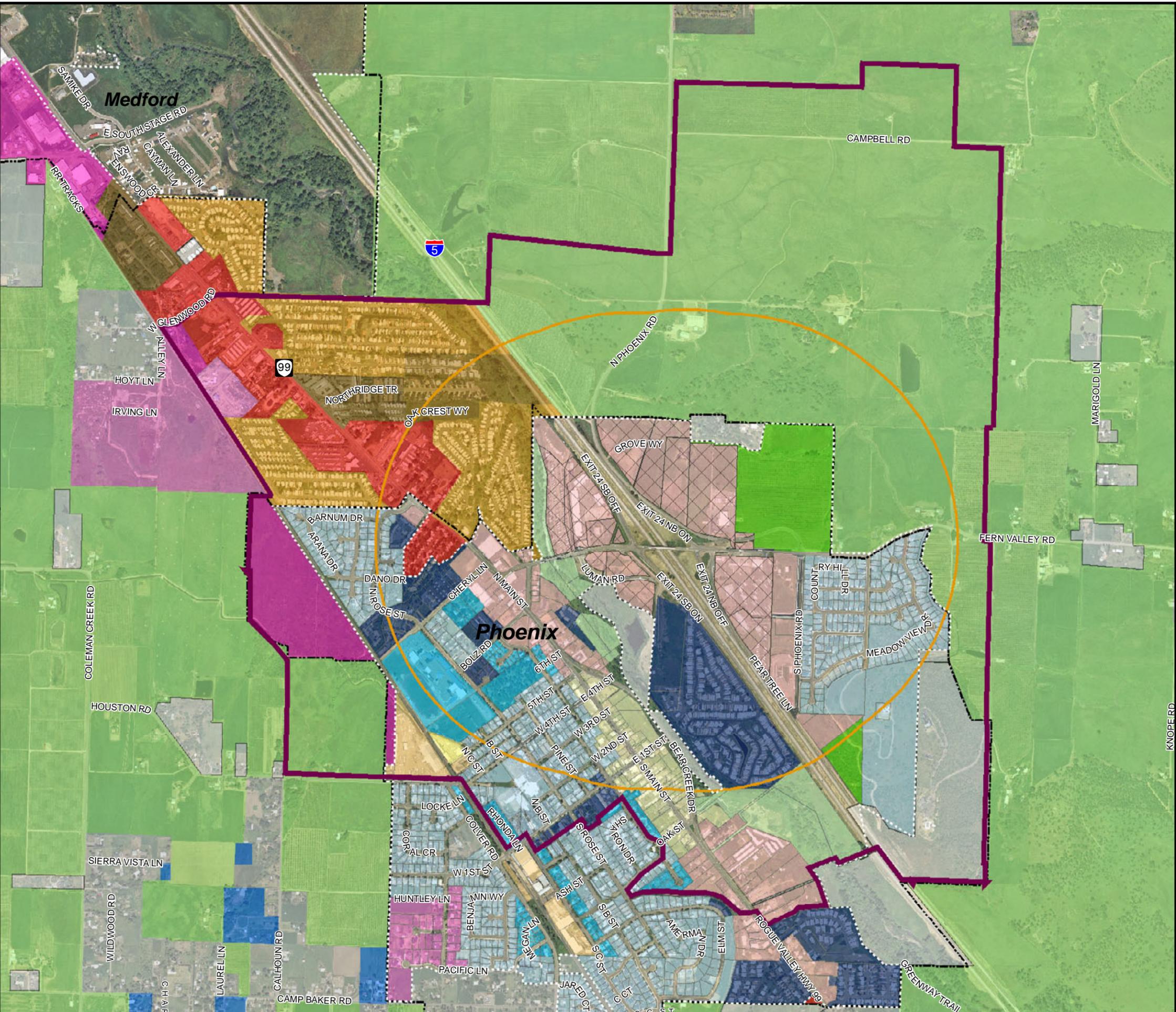
Following are goals and policies that are applicable to the Fern Valley Interchange and the area around it.

*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 (Economic element, 1999, p. 35).

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<sup>17</sup> Note that the policies do not appear to be in numerical sequence. This is because policies in the Phoenix Comprehensive Plan are numbered sequentially within each element, but not in such a way that reflects the overall sequence within the plan.

File Path: K:\Fern Valley\ MXDs\Alternative Maps\Landscape Zoning.mxd, Date: September 21, 2007

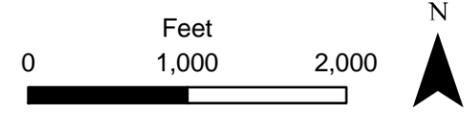


### Figure 2 Zoning, Interchange Management Area

- UGB
- City Boundary
- One-half Mile Radius from Interchange Alignment
- Interchange Management Area Boundary

- City Zoning**
- Bear Creek Greenway
  - City Center
  - Commercial Highway
  - Farm Residential
  - Hilsinfer Overlay
  - Light Industrial
  - Industrial
  - Low Density Residential
  - Medium Density Residential
  - High Density Residential
  - I-5 Overlay

- County Zoning**
- Exclusive Farm Use
  - General Commercial
  - General Industrial
  - Light Industrial
  - Rural Residential - 00
  - Rural Residential - 2.5
  - Rural Residential - 5
  - Urban Residential - 1
  - Urban Residential - 10
  - Urban Residential - 8
  - Urban Residential - 30



September 21, 2007

*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 (Economic element, 1999, p. 36).

*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 (Economic element, 1999, p. 36).

*Policy 1.1.1:* The Planning Commission and City Council shall only consider major amendments to the Plan during the City's 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 (Land use element, 2003, p. 20).

*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 (Comprehensive Plan, 1984, p. IX-11).

Amendment of Policy 1.1.1 may be necessary. ODOT encourages local governments to adopt IAMPs into their comprehensive plans. Even if the City of Phoenix doesn't do so, the FVIAMP may call for amendments to the Comprehensive Plan. Either way, the amendment could meet the above definition of a "major amendment." According to the

Oregon Department of Land Conservation and Development, Phoenix is not scheduled for periodic review of its comprehensive plan until December 2010.<sup>18</sup> In addition to the FVIAMP, the Rogue Valley Regional Problem Solving process is expected to call upon Phoenix and other affected jurisdictions to amend their comprehensive plans outside of periodic reviews that are currently scheduled. That, too, would require amending Policy 1.1.1.

### **Comprehensive Plan Land Use Designations**

Figure 1, above, shows City of Phoenix comprehensive designations. Appendix C contains City of Phoenix Comprehensive Plan provisions addressing each of the designations.

### **City of Phoenix Transportation System Plan**

The City of Phoenix TSP was acknowledged by the City Council on October 4, 1999, and acknowledged by the Department of Land Conservation and Development on December 2, 2003. The purpose of this plan is “to meet the existing and future mobility needs of the City of Phoenix.” The following goals and policies are taken from Chapter 9, “Modal Plans and Policies.”

*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. (Page 78)

*Goal 3:* Utilize the volume to capacity standards specified in Table 4-3 (*see table 2 below*) to determine transportation facility adequacy.

*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.

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

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<sup>18</sup> Personal communication with John Renz, Oregon Department of Land Conservation and Development, September 20, 2007.

*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.

*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.

*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.

*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.

*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.

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

The City of Phoenix 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 2. 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>19</sup>

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<sup>19</sup> City of Phoenix Development Code, p. 55.

Appendix D contains the Development Code's list of uses permitted, permitted with conditions, and prohibited in the Commercial Highway Zone. 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 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>20</sup>

### **City Center**

The Development Code states as the purpose of this zone:

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;
- 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>21</sup>

Appendix E contains the list of permitted and prohibited uses in the City Center zone.

### **General Industrial**

For the purpose of this zone, the 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

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<sup>20</sup> Ibid., Table 2.4.2, pp. 56-57.

<sup>21</sup> Ibid., p. 39.

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>22</sup>

Appendix F contains the list of permitted and prohibited uses in the General Industrial zone.

### **Light Industrial**

For the purpose of this zone, the 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
- Provide for automobile-oriented uses, while preventing strip-commercial development in highway corridors.<sup>23</sup>

Appendix G contains the list of permitted and 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>24</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>25</sup>

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<sup>22</sup> Ibid., p. 63.

<sup>23</sup> Ibid., p. 71.

<sup>24</sup> Ibid., p. 23.

<sup>25</sup> Ibid., p. 24.

**Medium Density Residential:** Permitted uses include two- to four-family housing, single-family attached townhouses, and family daycare.<sup>26</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>27</sup>

**Hilsinger Overlay:** Permitted uses include single-family detached housing, manufactured homes on individual lots, and family daycare.<sup>28</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.

### **Bear Creek Greenway**

The Development Code states that the purpose is:

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 limited recreational uses, and ensure the continued preservation of fish and wildlife habitat within the riparian environment of the creek.<sup>29</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>30</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

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<sup>26</sup> Ibid., p. 24.

<sup>27</sup> Ibid, p. 24.

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

<sup>29</sup> Ibid., p. 85.

<sup>30</sup> Ibid., p. 137.

that are not allowed outside the I-5 overlay zone.

***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. It includes several capital projects scheduled for 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. Appendix H lists the locations of these planned improvements.

## APPENDIX A

Excerpts from I-5 State of the Interstate Report -- 2000<sup>31</sup>

### INTERCHANGE DESCRIPTION

The Fern Valley interchange (as shown on the Interactive Freeway Conditions Map, MP 15-30) serves as the main link between the I-5 corridor and the town of Phoenix and Highway 99. The interchange lies within the Phoenix Urban Growth Boundary, approximately three miles south of Medford. The interchange was constructed in 1964 as a standard diamond with frontage roads on both sides. Since its construction, minor improvements have been made at this interchange such as the installation of guardrail and concrete median barriers, and re-grading shoulder slopes. The area around the interchange is primarily residential, retail, or undeveloped land over flat terrain.

In the Phoenix (Fern Valley Road) Interchange Study (ODOT, 1991), ODOT recommends widening Fern Valley Road to four lanes between Rogue Valley Highway and the proposed Alford Frontage Road/Phoenix-Siphone Frontage Road intersection east of the interchange.

### GEOMETRIC CONDITIONS

The existing geometric design of the Fern Valley interchange is typical of the time period in which it was constructed and does not meet some of today's updated design guidelines. The location of access points close to ramp terminals can create congestion and unchannelized ramp terminals can work against driver expectancy, creating a potential for wrong way movements. A detailed geometric deficiency assessment in Appendix Q found:

- The crossroad bridge structure provides inadequate width for safe pedestrian or bicycle movement in the vicinity of the interchange.
- Inadequate sight distance along crossroad due to the crest vertical curve.
- Numerous full-access driveways located within 400 meters of the ramp terminuses.

### OPERATIONAL CONDITIONS

Year 2000 average daily traffic on I-5 at Fern Valley Road is 37,700. At the north and southbound off-ramps the ADT is approximately 15,000. The ADT on Highway 99, just to the west of I-5, is 14,000. Peak hour turning movement counts were conducted at seven intersections along Fern Valley Road. Traffic volumes and operational

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<sup>31</sup> ODOT, Excerpts from I-5 State of the Interstate Report – 2000, June 2000.

conditions are shown graphically in Appendix P. Both the southbound and northbound off-ramp terminals have turning movements that currently operate under very congested conditions and with volume-to-capacity ratios exceeding 1.0. In 2020, considering both intersections are signalized, but that the current lane arrangements are maintained, both intersections would be expected to operate under congested conditions (with average daily traffic-to-capacity ratios between 9.9 and 11.0). The Fern Valley Road/Highway 99 intersection currently operates under moderately congested conditions (volume-to-capacity ratio of 0.72) and is expected to continue to operate under these conditions by 2020.

### SAFETY CONDITIONS

An investigation of detailed crash data, as provided in Appendix R, revealed 33 reported collisions and no fatalities within a five-year period (1994-98) at the Fern Valley Road interchange. Most crashes along the mainline occurred in the northbound direction. The majority of collisions reported at this interchange were rear-end accidents, possibly due to vehicles following too close to one another or driving too fast for the conditions. The crash trend demonstrates a possible need for better signing at the ramps to indicate appropriate driving speeds. The trend also highlights deficiencies in storage capacity and deceleration lengths of the ramp. This location was not a SPIS Top Ten Percent site for years 1995 through 1997.

### BRIDGE STRUCTURE CONDITION

The ODOT bridge inspection program, with data summarized in Appendix M, has determined the bridge has an 86.4 sufficiency rating. A bridge sufficiency rating above 80 means the bridge is not eligible for rehabilitation, no feature of the structure is deficient or becoming deficient, and that improvements will probably not be needed within the planning horizon.

The bridge is also classified as “not deficient” based on the National Bridge Inventory inspection criteria. As such, the bridge does not consist of any inadequate safety features that fail to meet today’s standards. The combined effect of these two rating systems implies that this structure should be a low priority for improvements.

### PAVEMENT RATINGS

The ODOT 1997 Pavement Condition Report, with data summarized in Appendix L, classifies the highway segment for M.P. 18.70 to 28.33 as having an 85.3 and 62.7 overall section index for the northbound and southbound travel lanes, which correspond to good and fair condition categories. A good rating indicates a stable pavement with minor cracking, patching, and deformations, less than half-inch rutting, and very good ride quality. This pavement requires no action at this time. A fair rating indicates a generally stable pavement, with

moderate cracking, minor areas of structural weakness, and acceptable ride quality. ODOT has established a goal to keep 90 percent of its pavements at a fair rating or above. Action may be required to maintain a fair condition category at this location.

**APPENDIX B**  
**Oregon Administrative Rule 660-012-0060**  
**Plan and Land Use Regulation Amendments**

(1) Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) As measured at the end of the planning period identified in the adopted transportation system plan:

(A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan;  
or

(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

(2) Where a local government determines that there would be a significant effect, compliance with section (1) shall be accomplished through one or a combination of the following:

(a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.

(b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.

(c) Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

(d) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.

(e) Providing other measures as a condition of development or through a development agreement or similar funding method, including transportation system management measures, demand management or minor transportation improvements. Local governments shall as part of the amendment specify when measures or improvements provided pursuant to this subsection will be provided.

(3) Notwithstanding sections (1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility where:

(a) The facility is already performing below the minimum acceptable performance standard identified in the TSP or comprehensive plan on the date the amendment application is submitted;

(b) In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP;

(c) Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;

(d) The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and

(e) For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (d) of this section.

(4) Determinations under sections (1)-(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments.

(a) In determining whether an amendment has a significant effect on an existing or planned transportation facility under subsection (1)(c) of this rule, local governments shall rely on existing transportation facilities and services and on the planned transportation facilities, improvements and services set forth in subsections (b) and (c) below.

(b) Outside of interstate interchange areas, the following are considered planned facilities, improvements and services:

(A) Transportation facilities, improvements or services that are funded for construction or implementation in the Statewide Transportation Improvement Program or a locally or regionally adopted transportation improvement program or capital improvement plan or program of a transportation service provider.

(B) Transportation facilities, improvements or services that are authorized in a local transportation system plan and for which a funding plan or mechanism is in place or approved. These include, but are not limited to, transportation facilities, improvements or services for which: transportation systems development charge revenues are being collected; a local improvement district or reimbursement district has been established or will be established prior to development; a development agreement has been adopted; or conditions of approval to fund the improvement have been adopted.

(C) Transportation facilities, improvements or services in a metropolitan planning organization (MPO) area that are part of the area's federally-approved, financially constrained regional transportation system plan.

(D) Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.

(E) Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s) or transportation service provider(s) responsible for the facility, improvement or service provides a written statement that the facility, improvement or service is reasonably likely to be provided by the end of the planning period.

(c) Within interstate interchange areas, the improvements included in (b)(A)-(C) are considered planned facilities, improvements and services, except where:

(A) ODOT provides a written statement that the proposed funding and timing of mitigation measures are sufficient to avoid a significant adverse impact on the Interstate Highway system, then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; or

(B) There is an adopted interchange area management plan, then local governments may also rely on the improvements identified in that plan and which are also identified in paragraphs (b)(D) and (E) of this section.

(d) As used in this section and section (3):

(A) Planned interchange means new interchanges and relocation of existing interchanges that are authorized in an adopted transportation system plan or comprehensive plan;

(B) Interstate highway means Interstates 5, 82, 84, 105, 205 and 405; and

(C) Interstate interchange area means:

(i) Property within one-half mile of an existing or planned interchange on an Interstate Highway as measured from the center point of the interchange; or

(ii) The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan.

(e) For purposes of this section, a written statement provided pursuant to paragraphs (b)(D), (b)(E) or (c)(A) provided by ODOT, a local government or transportation facility provider, as appropriate, shall be conclusive in determining whether a transportation facility, improvement or service is a planned transportation facility, improvement or service. In the absence of a written statement, a local government can only rely upon planned transportation facilities, improvements and services identified in paragraphs (b)(A)-(C) to determine whether there is a significant effect that requires application of the remedies in section (2).

(5) The presence of a transportation facility or improvement shall not be a basis for an exception to allow residential, commercial, institutional or industrial development on rural lands under this division or OAR 660-004-0022 and 660-004-0028.

(6) In determining whether proposed land uses would affect or be consistent with planned transportation facilities as provided in 0060(1) and (2), local governments shall give full credit for potential reduction in vehicle trips for uses located in mixed-use, pedestrian-friendly centers, and neighborhoods as provided in (a)-(d) below;

(a) Absent adopted local standards or detailed information about the vehicle trip reduction benefits of mixed-use, pedestrian-friendly development, local governments shall assume that uses located within a mixed-use, pedestrian-friendly center, or neighborhood, will generate 10 percent fewer daily and peak hour trips than are specified in available published estimates, such as those provided by the Institute of Transportation Engineers (ITE) Trip Generation Manual that do not specifically account for the effects of mixed-use, pedestrian-friendly development. The 10 percent reduction allowed for by this section shall be available only if uses which rely solely on auto trips, such as gas stations, car washes, storage facilities, and motels are prohibited;

(b) Local governments shall use detailed or local information about the trip reduction benefits of mixed-use, pedestrian-friendly development where such information is available and presented to the local government. Local governments may, based on such information, allow reductions greater than the 10 percent reduction required in (a);

(c) Where a local government assumes or estimates lower vehicle trip generation as provided in (a) or (b) above, it shall assure through conditions of approval, site plans, or approval standards that subsequent development approvals support the development of a mixed-use, pedestrian-friendly center or neighborhood and provide for on-site bike and pedestrian connectivity and access to transit as provided for in 0045(3) and (4). The provision of on-site bike and pedestrian connectivity and access to transit may be accomplished through application of acknowledged ordinance provisions which comply with 0045(3) and (4) or through conditions of approval or findings adopted with the plan amendment that assure compliance with these rule requirements at the time of development approval; and

(d) The purpose of this section is to provide an incentive for the designation and implementation of pedestrian-friendly, mixed-use centers and neighborhoods by lowering the regulatory barriers to plan amendments which accomplish this type of development. The actual trip reduction benefits of mixed-use, pedestrian-friendly development will vary from case to case and may be somewhat higher or lower than presumed pursuant to (a) above. The Commission concludes that this assumption is warranted given general information about the expected effects of mixed-use, pedestrian-friendly development and its intent to encourage changes to plans and development patterns. Nothing in this section is intended to affect the application of provisions in local plans or ordinances which provide for the calculation or assessment of systems development charges or in preparing conformity determinations required under the federal Clean Air Act.

(7) Amendments to acknowledged comprehensive plans and land use regulations which meet all of the criteria listed in (a)-(c) below shall include an amendment to the comprehensive plan, transportation system plan the adoption of a local street plan, access management plan, future street plan or other binding local transportation plan to provide for on-site alignment of streets or accessways with existing and planned arterial, collector, and local streets surrounding the site as necessary to implement the requirements in Section 0020(2)(b) and Section 0045(3) of this division:

(a) The plan or land use regulation amendment results in designation of two or more acres of land for commercial use;

(b) The local government has not adopted a TSP or local street plan which complies with Section 0020(2)(b) or, in the Portland Metropolitan Area, has not complied with Metro's requirement for street connectivity as contained in Title 6, Section 3 of the Urban Growth Management Functional Plan; and

(c) The proposed amendment would significantly affect a transportation facility as provided in 0060(1).

(8) A "mixed-use, pedestrian-friendly center or neighborhood" for the purposes of this rule, means:

(a) Any one of the following:

(A) An existing central business district or downtown;

(B) An area designated as a central city, regional center, town center or main street in the Portland Metro 2040 Regional Growth Concept;

(C) An area designated in an acknowledged comprehensive plan as a transit oriented development or a pedestrian district; or

(D) An area designated as a special transportation area as provided for in the Oregon Highway Plan.

(b) An area other than those listed in (a) which includes or is planned to include the following characteristics:

(A) A concentration of a variety of land uses in a well-defined area, including the following:

(i) Medium to high density residential development (12 or more units per acre);

(ii) Offices or office buildings;

(iii) Retail stores and services;

(iv) Restaurants; and

(v) Public open space or private open space which is available for public use, such as a park or plaza.

(B) Generally include civic or cultural uses;

(C) A core commercial area where multi-story buildings are permitted;

(D) Buildings and building entrances oriented to streets;

(E) Street connections and crossings that make the center safe and conveniently accessible from adjacent areas;

(F) A network of streets and, where appropriate, access ways and major driveways that make it attractive and highly convenient for people to walk between uses within the center or neighborhood, including streets and major driveways within the center with wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting and on-street parking;

(G) One or more transit stops (in urban areas with fixed route transit service); and

(H) Limit or do not allow low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services.

**Appendix C**  
Plan Designations  
City of Phoenix Comprehensive Plan

**Plan Designations**

As noted earlier, each Plan designation is intended to achieve a particular community development objective. Each designation is unique, with its own focus, objectives, and desired outcome. The descriptions that follow are intended to provide these parameters. The Zoning Ordinance, when revised to reflect the adoption of this Element, will reflect these same items; albeit in a form suitable for day to day administration of the City's urban land use management program.

**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 non-porous 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).

**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 later 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.

**Medium Density Residential:** Medium density residential lands are characterized by duplexes and triplexes at moderate densities; generally 10 units per gross acre. Pre-existing single family dwellings are also common, although that use will only be permitted in the future as a part of a planned unit development.

Residential site design standards will also guide future development within these areas. The standards, like those for other residential areas, are intended to boost land and building efficiency through improved subdivision, site 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 later 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, and
- D) 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 multiple unit developments,
- 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,
- D) Covered parking and designated visitor parking, and
- E) Minimization of non-porous surfaces and maximization of the retention of urban run-off on-site or within the development.

It is recognized that providing designated resident and visitor parking may have the unattended affect of increasing non-porous surfaces. That illustrates why residential site design standards are important; they provide a basis for explicitly considering these trade-off's.

**High Density Residential:** High density residential lands are characterized by triplexes, fourplexes, and larger apartment buildings. Densities are intended to be quite high but multi-family developments in this region typically fall short of the maximum; 26 units per gross acre. That is because most structures are limited to two stories. Consequently, densities rarely rise above 18 units per acre. As in the case with medium density areas, pre-existing single family dwellings are also common. New single family dwellings in the high density areas will only be permitted in the future as a part of a planned unit development.

Residential site design standards will also guide future development within these areas. The standards, like those for other residential areas, are intended to boost land and building efficiency through improved

subdivision, site 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, and
- D) 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 multiple unit developments,
- 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,
- D) Covered parking and designated visitor parking,
- E) Private and common open space (minimum requirement),
- F) Character defining elements such as a water feature, signage, and architecture may all be employed to achieve the desired affect,
- G) Resident amenities (pool, paved courts, etc),
- H) Minimization of non-porous surfaces and maximization of the retention of urban run-off on-site or within the development, and
- I) Variation in facade and roof-line to enhance visual interest.

As in Medium Density Residential site design standards there are obvious competing objectives included in the list. As the residential densities increase these conflicts become more profound and their impacts more significant. Explicit standards rather than performance based standards easily resolve any conflicts. However, they may also lead to less optimum development. It is likely that the standards will be a combination of performance criteria and fixed standards. The Housing Element nor this Element prescribe or require a particular approach. However, care must be taken to avoid standards, special conditions, or procedures that have the affect of discouraging needed housing (Housing Element, Policy 4.3).

**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 speciality 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.

**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.

**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 a 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.

**Residential Employment:** Lands designated as residential employment lie adjacent to the railroad along Colver Road, between 1<sup>st</sup> and 4<sup>th</sup> Streets. This plan designation takes the concept of "home office" to the next logical level; allowing very low traffic generating business uses in conjunction with single family residential uses. Key to the success of this concept are the following;

- 1) An explicit requirement that business operators reside in the same building,
- 2) Strict limits on the number of employees,
- 3) Limits on noise comparable to those levels within a residential area, in terms of hours and duration of noise,
- 4) No retail activity associated with the use, and
- 5) That the use be conducted within an enclosed structure.

Developments will be reviewed through the planned unit development process. Individual business uses will be subject to performance standards that limit noise, non-resident employment levels, out-side storage, storage of hazardous chemicals, and hours of operation. Other standards may also be appropriate including floor-area ratios greater than 1.0 (which essentially requires that the structure include at least a partial second story), and prohibitions on the construction of free standing garages, storage units, etc.

**Roads:** The roads designation reflects the desire to define the limits of the City's existing roadway network. The Transportation Element will address in detail the function and standards associated with the system.

**Rail:** The rail designation, like Roads, is simply to recognize its function and associated right-of-way. In the event the rail right-of-way were no longer used as a rail transportation system, conversion to another use would be require approval of a major amendment to the Plan. Like road right-of-ways underground utilities are considered an integral part of their function and purpose. Above ground structures, other than those directly associated with the operation of the railroad, are inconsistent with the designation.

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

**Parks:** The Parks designation reflects specific park land needs identified within the Parks and Recreation Element. Designation of new parks and the addition of lands to existing ones, other than as may occur incidentally as a part of residential subdivision, can only be achieved through explicit identification and designation of park sites. Lands designated as parks will always be zoned, upon annexation, consistent with the most appropriate adjacent land use; often Single Family Residential (R-1). There is not now nor is there anticipated in the future a "park zone."

**Schools:** Lands designated as schools reflect a long term commitment to their use and development for educational purposes. Most school sites will be designated consistent with the surrounding zoning district. Like the Parks designation, there is not a "school zone."

**Public Lands:** Lands designated as public are owned by the Community and used to house the City's various governmental functions; administration, planning, public works, police, etc.

## Appendix D

### Permitted and Conditionally Permitted Uses in the Commercial Highway Zone

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

<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

**Appendix E**  
Permitted and Prohibited Uses in the City Center Zone

<b>Table 2.3.2.A</b> <b>Land Uses and Building Types Permitted in the City Center District</b>		
<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>
<p>Uses marked with an asterisk (*) are subject to the standards in Chapter 2.3.10 – Special Standards for Certain Uses.</p>		

<b>Table 2.3.2.B</b> <b>Land Uses Prohibited in the City Center District</b>
<p>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]</p>

**Appendix F**  
 Permitted and Prohibited Uses in the General Industrial Zone

<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-warehouse storage facilities, tow truck businesses and vehicle storage yards.

**Appendix G**  
 Permitted and Prohibited Uses in the Light Industrial Zone

<b>Table 2.6.2.A</b> <b>Land Use Types Permitted in the Light Industrial District</b>
<b>1. Industrial:</b>
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
<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)
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) <sup>(CP)</sup>
Personal and professional services (e.g., child care , catering/food services, restaurants, laundromats and dry cleaners, barber shops and salons, and similar uses)
Kennels <sup>(CP)</sup>
Repair services
Retail trade and services, not exceeding 25% of floor area per building
Wholesale trade and services
Uses similar to those listed above
<b>3. Civic and Semi-Public Uses</b>
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.
<b>4. Accessory Uses</b>
<b>5. Wireless communication equipment – CUP*</b>
<b>6. Residential Uses for security purposes only</b>
*Land uses with an asterisk shall require a Conditional Use Permit subject to the procedure and standards in Chapter 4.4 – Conditional Use Permits .

**Table 2.6.2.B**  
**Land Uses Prohibited in Light Industrial District**

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

**Appendix H**  
City Of Phoenix Capital Improvements Program

The following is a list of the major improvements listed in Appendix A of the March 30, 2000 update of the Phoenix System Development Charge, under the heading "Capital Improvement Program Project Listing."

**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  
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  
Extension of 4<sup>th</sup> from existing terminus to realigned Luman Rd.  
Extension of Oak from existing terminus to S. Phoenix Road  
Extension of Freshwater Lane from S. Phoenix Road to Pear Tree Lane  
S. Phoenix Road from Fern Valley to Freshwater  
S. Phoenix Road from Freshwater to Pear Tree Lane  
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 Rd.  
Realignment of Cheryl and Highway 99  
Reconstruct Houston at 4<sup>th</sup> Street