

City of Phoenix  
Planning Department

PHOENIX  
URBAN  
VILLAGE  
MODEL

GENERAL PLAN FOR PHOENIX 1985 - 2000



Approved September 21, 1994

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Thank you.

Document Prepared by the  
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**NOTES**





This document provides a new model for the desired urban form of Phoenix. Based on new community perceptions of place and neighborhood, this new model refines the original Phoenix Urban Village Concept. This new model provides both a description of existing development patterns and a prescription for what Phoenix's urban form should be in the future. In existing areas the model provides insight into how redevelopment might modify existing development patterns to enhance the efficiency of urban services and economy while promoting a stronger sense of community. For newly developing areas the model provides a blue print for building a new urban form that better meets the community's desires for function and sense of place.

## Introduction

### PURPOSE

The purpose of the model is to provide a physical place for Phoenix residents that promotes a strong sense of community, promotes a healthy and viable economy, promotes the efficient provision of high quality urban services, and protects the quality of life in established neighborhoods.

### INTENT

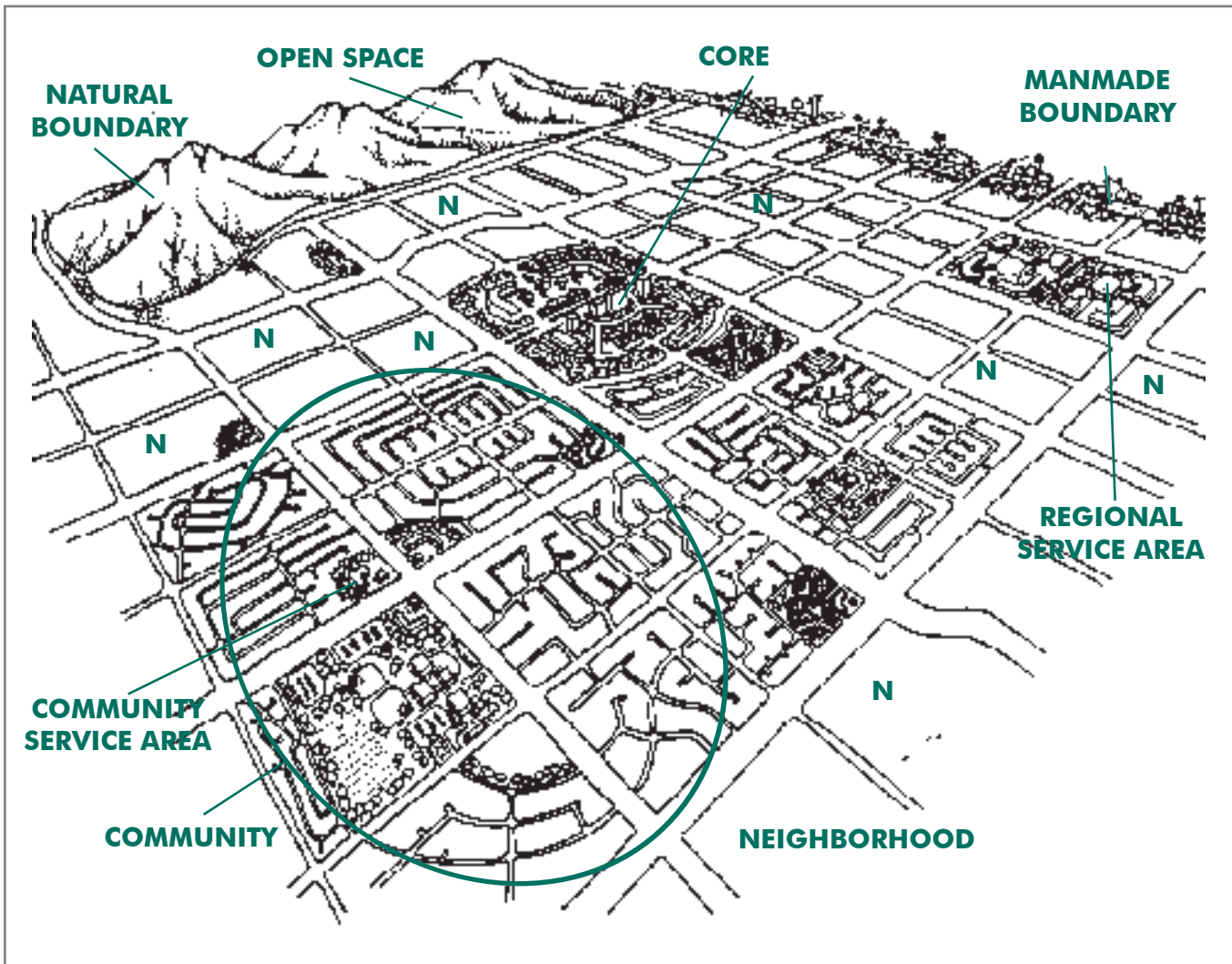
This model provides the basis for updating the Phoenix General Plan. The model contains the general concepts that will be used to update the goals, policies, and strategies of the Land Use and other appropriate elements of the General Plan. The model will implement through the policies of the General Plan and the mechanisms for implementing those policies. The model represents a desired end state. However, because of the dynamics of urban development, the desired end state will likely never be achieved for the City as a whole. It may be achieved within small portions of the City, particularly newly developed areas. For the more urbanized parts of the City, this end state provides a model for which portions may be implemented incrementally as redevelopment and enhancement occur.

### HISTORY

The Urban Village Model is a refinement of the Phoenix Urban Village Concept. This concept was originally identified as the urban form for Phoenix by a citizen committee that worked from 1974 to 1979. This work resulted in the adoption by the City Council of the *Phoenix Concept Plan 2000*. This Plan defined the Urban Village Concept and was used as the basis for developing the *General Plan* adopted by City Council in 1985. The Plan initially established nine villages and the urban form for Phoenix. The Plan also established Urban Village Planning Committees, charged with providing advice to the City Council on planning related issues in each village.

**PHOENIX  
URBAN  
VILLAGE  
MODEL**

In 1989 and 1990, the City sponsored the Futures Forum, a series of meetings which provided an opportunity for the community to discuss and articulate a vision for Phoenix's future. Some of these discussions focused on Phoenix's existing urban form and the strengths and weaknesses of the Urban Village Concept. In 1991, as part of an update of the General Plan, the City used the results of these discussions as a basis to refine the existing Urban Village Concept into a new urban form model for Phoenix. From 1991 through 1994, the City worked with the Village Planning Committees and other citizens to refine and finalize these concepts into a new Urban Village Model. This document contains the results of these efforts.





The Urban Village Model is based on five principles.

**Principle 1. *Balancing housing and jobs***

The idea of living, working, and playing in the same village is a basic principle of the Model. This principle focuses on creating a sense of community by providing living, employment, and recreational opportunities in close proximity to village residents. Residents of Phoenix, and the entire metropolitan region, have many choices as to where they will live, work, and play. Factors such as the transportation system, disparities in educational system quality, ongoing changes in provision of retailing services, a range of job opportunities available, and a variety of lifestyles, are examples of what impacts where people live, work, and play.

Although it may be difficult to achieve a standard citywide ratio for each village, consideration should be given to identifying a ratio for each village. This should be based on the long term economic development goals of the community, the unique characteristics of each village, and the opportunities for future employment and population growth for each. Thus the appropriate ratio of jobs to population will be determined for each village. This will result in a range of ratios based on the historic development patterns of each individual village.

**Principle 2. *Concentrating intensity in village cores***

The core is considered the central focus for each village from both a physical and social standpoint. To become that focus, the core should include a variety of land uses that will create a reason for village residents to come to and congregate in the core.

Because the core is the central focus for each village, it should contain the highest development intensity - concentration of people and activities. Core intensity in a village will be based primarily on the intensity of development in the village. However, the absolute intensity of village cores will be different from one village to another.

**Principle 3. *Promoting the uniqueness of each village***

Each of the urban villages has a unique natural, urban and social character. That character should be enhanced by the types and intensities of land uses that are developed in the village. The Model establishes land use categories which provide each village flexibility as to how those land use categories are used to enhance the character of the village.

**Principle 4. *Preserving and enhancing the quality of life in each village***

There are a variety of factors that contribute to the quality of life in Phoenix and each of its villages - i.e., climate, environment (air, water,

## Principles



## Principles

open spaces), recreation opportunities, employment opportunities, educational opportunities, and a variety of housing opportunities. In some instances desirable factors exist that are unique to specific villages - freeway access, natural features, housing stock, and historic resources. Those factors should be identified, and where possible preserved, and enhanced for each village.

Historic structures, both residential and commercial, add character and create identity. Preservation of historic sites and structures should be encouraged. Development in or adjacent to historic structures should be sensitive to the area. Whenever possible, the structure should be preserved in its entirety. If the site is redeveloped, every attempt should be made to incorporate the historic facade.

### **Principle 5.** *Providing for a majority of resident needs within the village*

In addition to providing employment opportunities for village residents, other types of private and public services should must be equitably provided to satisfy resident needs. Private and public services should include, but not necessarily be limited to, programs and facilities that address critical social issues such as homelessness; substance abuse; domestic violence; dependent child and adult care; criminal justice services; and residential treatment of AIDS, Alzheimers, chronic mental illness and other health problems. Consideration, where reasonable, should be given in each village to insure that these services needs are provided in a balanced manner within a reasonable distance of each resident. A balanced City-wide distribution will help alleviate the problems that may be created when these services are concentrated in a particular village or area of the City. In addition, efforts should be made to insure that both private and public services are distributed equitably among all the cities in the metropolitan region and not concentrated in Phoenix.

### **Principle 6.** *Directing urban planning through the Village Planning Committees*

The central planning unit for each urban village shall be the village planning committee which shall have the opportunity to formulate its recommendations regarding the following factors in consonance with the affected neighborhood groups registered with the City of Phoenix and any other affected property owners:

- Location of the five components of the Urban Village Model, including identification of the need for new service areas.
- An appropriate mix of land uses based on the residential component.
- Character, uses and intensities within cores.
- Appropriate ratio of jobs to population.



The recommendations of the village planning committees shall be forwarded to the Planning Commission and City Council for review, comment, and action.

**Principle 7.** *Balancing economic impacts and land use decisions*

Land use decisions should be evaluated in the context of the potential impacts on the economic viability of the village as a whole. In addition, the impacts on the short and long term revenues of the City should be determined. Consideration of the economic viability in each village is essential to the overall viability of the entire City.

## Principles

The Urban Village Model is comprised of five components which identify the basic land use relationships within each urban village. Those are: *CORE*, *NEIGHBORHOODS*, *OPEN SPACE*, *COMMUNITY SERVICE AREAS*, and *REGIONAL SERVICE AREAS*. Each identifies a broad range of similar land use types that exist in each village.

## Components

### ARRANGEMENT OF COMPONENTS

The diagram on Page 8 shows how the five components might be arranged, particularly within newly developed areas. Within more urbanized parts of the City, the arrangement of these components might look quite different and reflect transition areas between commercial and residential uses. Where single family stock exists within the transition area, or within any of the five components, its retention is encouraged.

### CHARACTERISTICS

Each Component has characteristics that determine the land use relationships within each component and between the various components.

For each component these characteristics are defined in the following terms:

- ❑ **function** describes the purpose, or role, of each component. Function remains consistent throughout all villages. For example, the function of neighborhoods - to provide housing and support services - is the same throughout all the villages.
- ❑ **relative intensity** describes the level of concentration of activities and people. The intensity of development will be related to the development character and unique circumstances that exist in each village. The relative intensity of the cores will not be the same in every village. In addition, relative intensity will be further defined by the “development character” both in the context of each village and in the context of the City.

## Components

**Development character** identifies three levels of relative intensity that can be generally applied to land use patterns in Phoenix. Development character addresses the basic site development elements of building type, configuration and placement, lot coverage, pedestrian amenities, automobile orientation, and access to transportation systems. Specifically these characteristics are further described by the following:

**Urban character** refers to a development pattern which maximizes buildable area. Character includes features such as narrow streets, minimal building setbacks, maximum lot coverage, minimum surface parking, and pedestrian accessibility to adjacent buildings. These features provide enhanced opportunities for multimodal transportation services.

**Suburban character** refers to a development pattern which is oriented towards automobile accessibility. Features include wide streets, large building setbacks, low percentage of lot coverage, and extensive surface parking frequently between the building and the street. These features limit opportunities for pedestrian access from the street and transit stops.

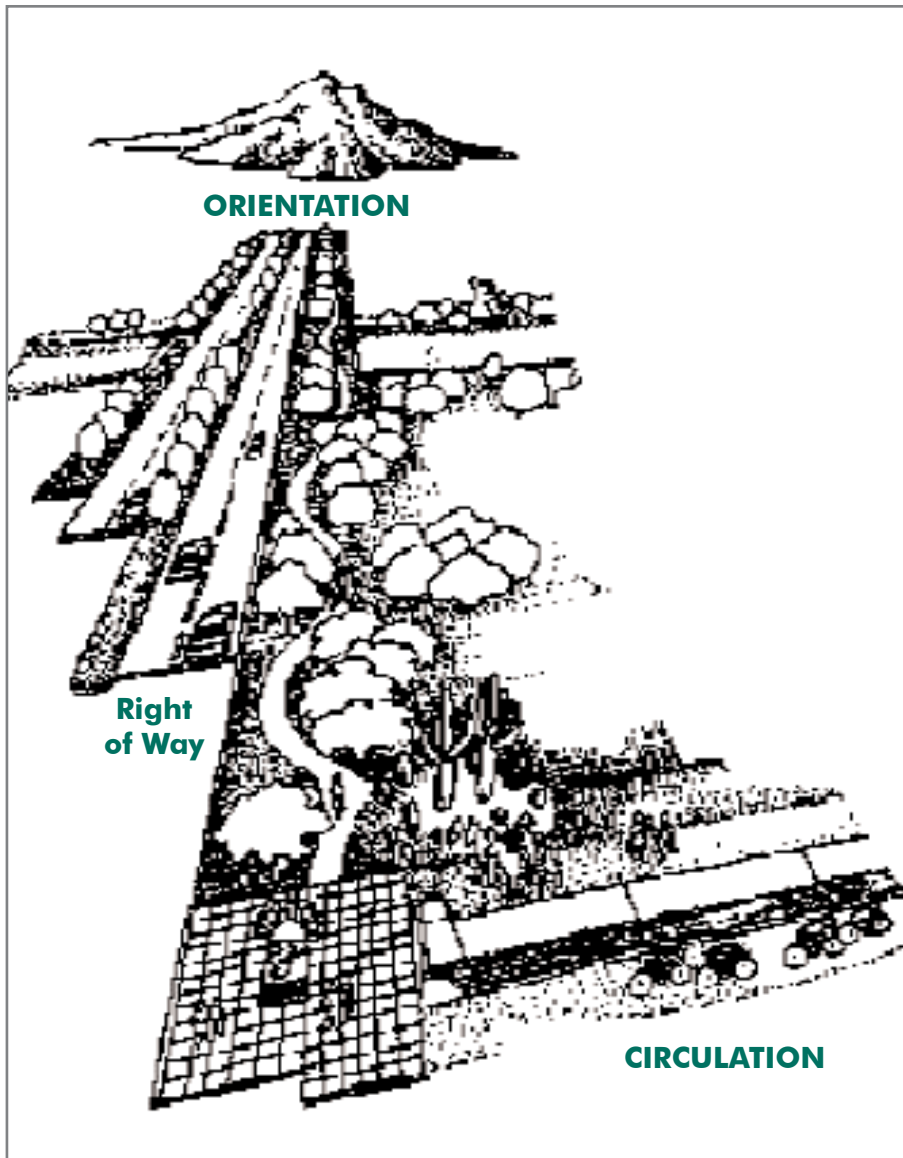
**Rural character** refers to a development pattern which minimizes buildable area and maximizes the use of open land for natural, recreational, or agricultural uses. Features include narrow streets or unpaved streets with minimal or no curbing, minimal or no sidewalks, variable building setbacks, low lot coverage frequently with low profile buildings, and parking associated with an equivalent or greater area of natural vegetation. Low density development severely limits transit and pedestrian opportunities though recreational pedestrian, bicycle, and equestrian opportunities may be provided.

Generally relative intensity will decrease from the core to the village boundary. There will be nodes of more intense land use activity located at prescribed areas throughout the village based on resident needs for employment opportunities and services.

Relative intensity can be described based on Floor Area Ratio (FAR), trip generation, land use characteristics, density, and other unique site factors. Also, high intensity does not necessarily mean high rise buildings.

- ❑ **land use** describes the types and the mix of land uses desirable in each component. The mix of land uses will vary by village, but land use types will be generally consistent among all villages. For example, the types of residential development (single family detached, single family attached, and multi-family) will be the same in most villages but the mix among those residential types will vary.

- **transportation** describes the factors of the component which impact the transportation system and define the types of transportation services that may be required.



## Components

<b>COMPONENTS</b>					
	<b>Core</b>	<b>Neighborhoods</b>	<b>Open Space</b>	<b>Community Service Areas</b>	<b>Regional Service Areas</b>
<b>Function</b>	Village downtown.  Village focus.	Residential base.	Recreation and environmental preservation.	Commercial.  Office facilities.  Services.	Basic employment.  Commercial.  Services.
<b>Relative Intensity *</b>	Very high.  Greatest heights.  High commercial employment.  High density residential.	Low.  Lower heights.  Range of densities.	Very low.  City and village wide orientation.	Medium.  Low to medium heights.  Retail and professional.  Community oriented.	High.  Large facilities.  Strong employment base.  City to global orientation.
<b>Land Use</b>	Retail and wholesale trade.  Office complexes.  Government centers.  Pedestrian plazas.  Entertainment/cultural centers.  Multi-unit housing.**	Single and multi-unit housing.  Residential support services.  K-6 schools.  Local parks.	Regional parks.  Mountain and desert preserves.  Zoos and botanical gardens.  Flood plains.  Linkage systems.  Access and user services.  Streets.	Small to medium retail.  Professional offices.  Shopping centers.  Repair centers.  Restaurants and entertainment.  Local government facilities.  Community hospitals.  Community colleges.  7-12 schools.	Transportation hubs.  Manufacturing.  Research centers.  Medical centers.  Universities.  Supporting services.  Hotels and resorts.
<b>Transportation</b>	Important destination.  High trip generation.  Multi-modal.	Trip origins.  Low trip generation.  Auto/external trips.  Ped-bike/internal trips.	Destination area.  Low/medium trip generation.	Destination within village.  High trip generation.  Auto dominant.	Regional destinations.  High trip generation.  Auto dominant.
<p>* Relative Intensity will depend on the character of each village. For example, the "greatest heights" in an urban core may be 25 stories, whereas in a suburban core it may be only two stories.</p> <p>** Where single family stock exists within or adjacent to the Core Component, its retention is encouraged.</p>					

Because a village boundary is generally considered to be a line on a map and does not occupy space, it is not considered to be a component of the Model. The boundary for each village does serve an important function.

1. The boundary is a line on a map that identifies the planning area for each village planning committee.
2. Where a physical feature serves as a boundary, it has the potential to be a clearly identifiable symbol for the village. As such, it contributes to the unique character of that village and becomes a symbol for identification of and association with a village. Where there is a physical feature, the appropriate village planning committee(s) should be actively involved in the planning process with respect to such feature.

## Boundary

Within each village, the Model can be used to identify boundaries in the context of physical barriers and edges that serve as distinct separations between neighborhoods and communities. This requires an examination of internal neighborhood and community relationships to ensure that the boundaries do not conflict with those relationships. Once the boundary relationships between neighborhoods and communities are identified, the Village boundaries should not divide neighborhoods and or communities.

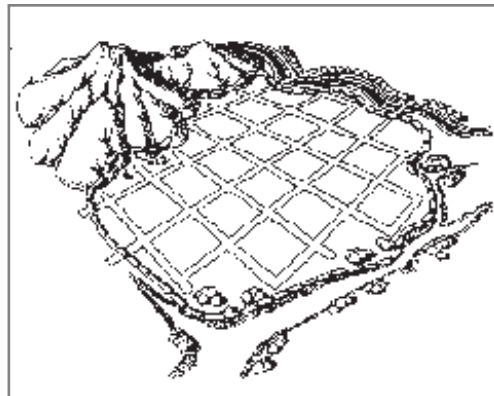
Examples of boundary types:

Natural feature:

- mountains
- drainageways

Manmade features:

- freeways
- arterial streets
- canals



Arterial streets and canals, which can serve as boundaries, also have the potential to serve as linkages within the open space network. Used as linkages, streets and canals serve the residents of adjacent neighborhoods, communities, and villages.

Critical issues to be addressed for boundary identification;

- the potential impacts of land use decisions that occur near the boundary of two villages
- the use of physical features, mountains and canals, which help to identify the unique character of the village

### NATURAL BOUNDARIES

*The most effective edge or border for a neighborhood, community or village is a natural feature such as mountains, desert areas, or washes. Manmade boundaries include freeways, canals and arterial streets.*

- ❑ the relationship of the land uses in a village and the land uses that may exist in adjacent cities
- ❑ consideration of the impacts a boundary location has on a neighborhood or a community
- ❑ consideration as to whether physical features such as canals are appropriate for use as boundaries.

## **Core Component**

The Core is the central focus for the village. The core should contain a mix of uses including office, retail, public, governmental, and residential. Flexibility of land uses is important. The variety of uses will be determined by the uniqueness of each village core and the development character of each village.

The core should contain the most intense land uses and generally the tallest buildings. That does not mean that there will be high rises in every core. The concentration of intensity and activity will create a core that is identifiable as the physical central focus for the village. The concept of physical focus recognizes cores with two distinct characters: suburban and urban.

Suburban cores provide services to areas that are primarily suburban in character. Development is typified by freestanding buildings with large setbacks, generally surrounded by surface parking lots. The automobile is the predominant transportation mode for trips to and from the core as well as within the core. Pedestrian amenities are encouraged but are not the primary focus. Public transportation is available and its primary function is to serve commuters who work in the core. A secondary function is to serve commuters who drive to the core and switch to public transportation for the commute to work. The suburban core should have a mix of land uses but depending on the development character of the core, a particular land use type may predominate, e.g., retail or office. Because of the development character and the fact that a suburban core evolves, the mix of land uses may not be as critical as the mix in the urban core.

Urban cores are characterized by a development pattern which maximizes buildable area and minimizes use of land for parking. Development is typified by close proximity of structures with little or no setbacks. This results in the development of structured or underground parking facilities with minimal surface parking. Because of the compact nature of development, there is a strong emphasis on providing pedestrian amenities primarily on public property. The urban core should serve as the focus for the development of a multi-modal transportation system because of the concentration of employment and housing opportunities. Public transportation serves as a major role by



providing commuter access within the core as well as serving as the connection with other concentrations of activity in the city and region. Urban cores can include activities which provide services to the entire region and surrounding urban areas.

The core should also contain a “gathering” space that can serve as a central focus for social interaction of village residents. Both outdoor and indoor spaces, either public or private, have the potential to provide this social central focus. The type of space available will depend on the development character in each core.

The character, uses, and intensities within cores may change over time. Villages that are primarily suburban in character today have cores that are primarily suburban. Uses and movement within these cores are highly dependent on the automobile. As long as land costs relative to the central city remain low and the densities of the villages necessitate use of automobiles for travel, these cores will remain suburban in character. However, as the villages build out (30 - 50 years) and intensities and land costs increase, the character of the suburban core may become more urban.

## Core Component

### PURPOSE

#### *The Core Component*

- identifies an area of the most concentrated, highest intensity land uses in each village.
- identifies the internal organization of different types of cores, urban and suburban, and that cores may evolve over time from suburban to urban.
- strengthens the importance of the core as the central focus for the village.
- emphasizes concentration of development intensity in the cores.

### CHARACTERISTICS

#### Function:

- central focus for village residents
- “downtown” for the village

#### Relative Intensity:

- highest intensity in village
- the location and transition of intensities within the core will depend on the development patterns of the core and surrounding areas.



## Core Component

### Land Uses:

- retail, office, public, hotels
- may include some regional services
- multi-family\*
- entertainment/cultural centers
- pedestrian plazas

\* Where single family stock exists within or adjacent to the Core Component, its retention is encouraged.

### Transportation:

- important destination for the village
- high trip generation rate
- multi modal - vehicle, transit, pedestrian
- accessed by two or more arterials - internal circulation on local and collector streets

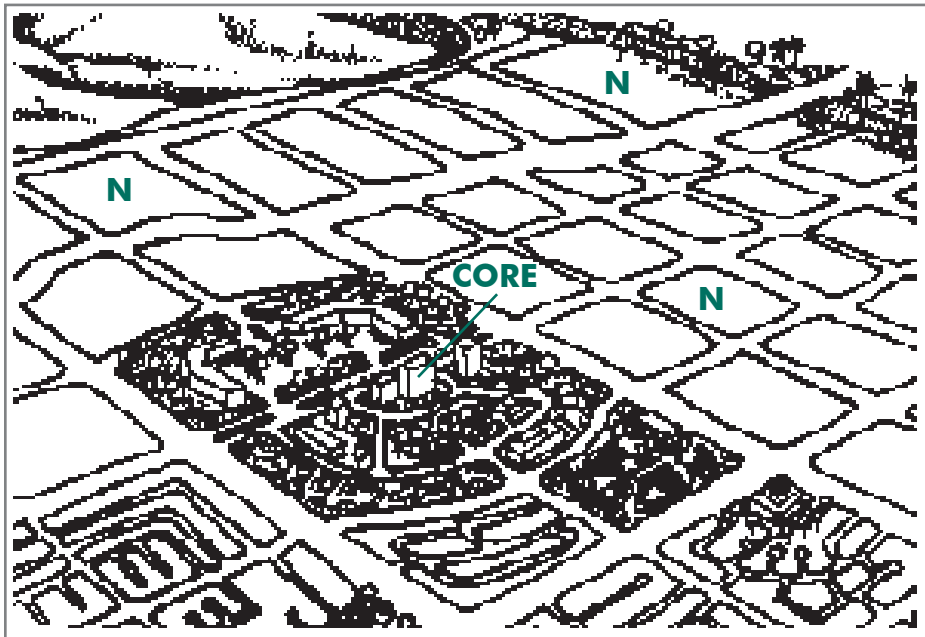
## GOALS AND POLICIES

The goals and policies to be included in the revised Land Use Element of the General Plan will focus on the following:

- Provision of a central focus that creates a physical identity for the residents of each village.
- Provision of a mix of employment and housing opportunities in an area with the village's most intense development.
- Provision of an area that serves as a central focus for social interaction in each village.
- Provision of a transition and/or buffer between intense core development and other less intense development including residential neighborhoods. Transition can be provided through reduction of building height, siting of buildings, and/or changes in land use. Buffer can be provided through the use of open space landscaped areas and major streets. The transition and/or buffer may occur within or adjacent to the core, although in those areas where a neighborhood is adjacent to the core, the transition/buffer should occur within the core.

## SECONDARY CORES

The General Plan identifies secondary cores in the Camelback East Village, Maryvale Village, and North Mountain Village. This designation recognizes existing secondary cores, but additional secondary cores should not be designated. The secondary cores may provide areas of major office employment and support services or may serve as a central focus for a community. Secondary cores are differentiated from the Core in that a secondary core generally would not have the mix of uses or the intensity of development that should occur in the core.



### **Core Component**

### **Neighborhoods Component**

The Neighborhoods Component recognizes the importance of residential areas as the major land use in each village. Preservation and enhancement of existing neighborhoods and the creation of strong viable neighborhoods in developing areas are the focus of this component. It includes single family detached houses, townhouses, apartments, other types of residential land uses, and low intensity nonresidential uses that serve the recreational, educational, and retail needs of the neighborhoods.

Neighborhoods are “places” where people live and socialize. Neighborhoods provide the potential to facilitate interaction between residents. That is the primary function of a neighborhood. The mix of residential and nonresidential land uses contributes to the creation of a viable social structure and to the stability and long term health of a neighborhood.

This component addresses land use relationships that exist or will exist between neighborhoods and intense nonresidential land uses. It also recognizes the importance of maintaining an adequate supply of land for residential development where the need for that type of development has been identified.

The Neighborhoods Component is general and does not address specific neighborhood issues. Uses not permitted by right should not be introduced into a residential neighborhood without thorough review, discussion, and consensus by the neighborhood(s). Specific neighborhood issues are addressed in the Neighborhood Element of the General Plan.

## Neighborhoods Component

### NEIGHBORHOOD SERVICES

These are land uses that provide basic services and goods to neighborhoods within a 1 or 2 mile trade area. This includes a range in size from the smallest commercial development site to a commercial development no larger than a site anchored by a small grocery store. In many of the more urbanized villages, neighborhood services are sometimes provided in a development type recognized as linear or strip commercial areas along arterial and heavily travelled collector streets. This type of development is not desirable, and strip commercial should not be permitted in future commercial construction because of the negative impact it has on neighborhoods.

### PURPOSE

#### *The Neighborhoods Component*

- recognizes neighborhoods as an essential component of urban form.
- emphasizes the relationship between neighborhoods, communities, and urban villages.
- identifies the predominant, but not exclusive, residential nature of each village.
- reaffirms the composition of neighborhoods by including non-residential land uses which are important to viable residential neighborhoods and the mixture of housing types which are essential to their long term stability.

### CHARACTERISTICS

#### Function:

- provides a stable residential base for the villages and the City

#### Relative Intensity:

- varies based on proximity to core (generally higher intensity closer to the core)
- varies by village with different overall village intensities
- areas of greater intensity may be located in conjunction with community services or in areas with enhanced regional accessibility

#### Land Uses:

- residential
- residential support services

Transportation:

- location of trip origins
- low trip generation rate
- auto is predominant mode for access to outside areas
- pedestrian/bicycle travel occur within neighborhoods
- accessed by minor collectors and local streets
- outflow in the morning and inflow in the evening

## GOALS AND POLICIES

The goals and policies to be included in the revised Land Use Element of the General Plan will focus on the following:

- Preservation and enhancement of existing neighborhoods.
- Provision of compatible land use relationships for new neighborhoods.
- Inclusion of a mix of housing types and densities that support a broad range of lifestyles.
- Location of high density residential uses in the core. High density residential uses may locate near the core, but not at the expense of existing low intensity development.
- Location of clusters of medium density residential land uses throughout the village in proximity to higher intensity development not located in the core.
- Provision of schools and parks to serve the neighborhoods in each village.
- Mitigation of potential impacts that may exist or be created between neighborhoods and more intense land uses.
- Provision of appropriate physical linkages (i.e., pedestrian walkways) between neighborhoods to create a sense of community.
- Provision of physical linkages between neighborhoods and nonresidential land uses that serve the neighborhoods.

Within each village there are groups or clusters of neighborhoods that have a common recognizable sense of identity for the residents of the area. This identity may be linked to a natural or manmade physical characteristic or a social/cultural characteristic that contributes to a “sense of place”. These areas are identified as “communities”.

A sense of identity may be difficult to accomplish on a village level because of the geographic size and diversity of the villages. The community provides a sense of identity on a geographical scale smaller than a village but larger than a neighborhood.

## Neighborhoods Component

## Community Concept

Depending on the character of the community, there may be an identifiable “central focus” for the residents of the community. This could be a school, community center, adult center, a park, or a commercial area (community service area).

An identifiable community may not exist in every area of a village. Designation of these areas should be done by the village planning committee in conjunction with local residents.

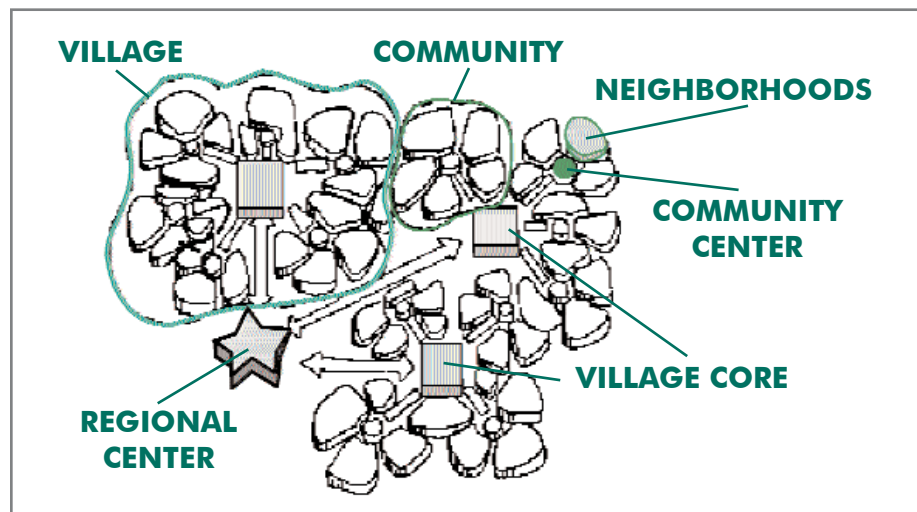
## **Community Concept**

A Community is a cluster of neighborhoods that possess some or all of these characteristics:

- Has a physical and/or social central focus.
- Functions as a service area for schools, parks, commercial, and similar uses which may be located within or adjacent to the community.
- Has an internal circulation system that encourages pedestrian and bicycle traffic within the neighborhoods and between the neighborhoods and the uses located in the service areas.
- Has an external circulation system that creates few major separations between different neighborhoods in the community.
- Has neighborhoods and communities in which local destinations can be reached on foot or by bicycle.
- Has local schools, parks and other community facilities which serve as neighborhood and community focal points.
- Has facilities for public services and assembly and celebration in neighborhood and community service centers.
- Has area of concentration of commercial development surrounding neighborhood.

### **COMMUNITY CONCEPT**

*Clusters of neighborhoods form communities and groups of communities form villages.*





The Open Space Component recognizes the important contribution that open areas make to the quality of life. Open space is important for several reasons. It provides physical form and contributes to the visual context of the community. Open space provides recreational and educational opportunities for residents and enhances the quality of life for those who live in proximity to open space areas.

Open Space areas are either man made or natural. These areas comprise the “ecological infrastructure system” which provides shape and form for the community. This system includes a variety of open space areas and the linkages that connect those areas. The system recognizes the relationship open space has with other land uses and the contribution that open space makes to the quality of life in each of the villages.

## Open Space Component

Open space can be either public or private. Public open space includes mountain preserves, washes, trails, canals, parks, golf courses, streets, detention basins, and similar open space areas. Private open space includes uses such as golf courses, areas within planned area developments and areas within commercial developments.

### PURPOSE

#### *The Open Space Component*

- recognizes that natural open space provides the opportunity to preserve the natural high quality desert environment for visual, recreational, and educational benefits
- recognizes open space areas as important because of the aesthetic, social, psychological, economic, cultural, and recreational benefits that are derived from these areas
- recognizes that open space helps shape urban form and provides identity for the community

### CHARACTERISTICS

#### Function:

- preserves significant natural environment that contribute to urban form and protect open space areas
- provides recreational, educational, and cultural opportunities

#### Relative Intensity:

- zero to very low

#### Land Use:

- passive and active recreational facilities

Transportation:

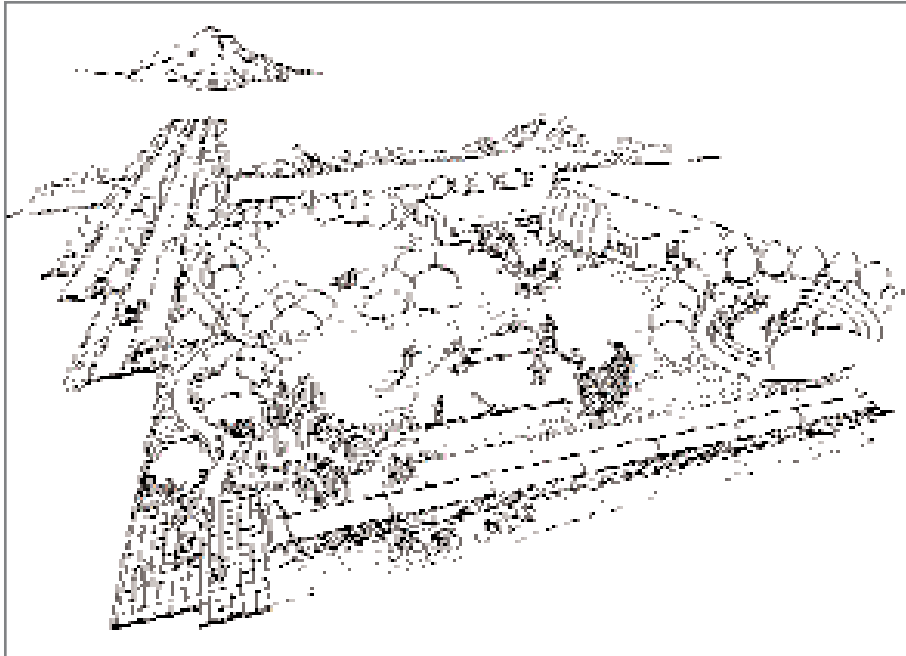
- destination area
- range of medium to low trip generation
- auto predominates in serving area
- usually accessed from major arterial or arterial streets
- minimum interaction with transportation facilities
- may be reached by trails
- not all need to be directly accessible

**GOALS AND POLICIES**

The goals and policies to be included in the revised Land Use Element of the General Plan will focus on the following:

- Support regional open space planning efforts through creation of an open space system that identifies open space areas and provides physical linkages of those areas within each village; within the City; between cities within the region; and between the region and the state.
- Development of open space areas that provide recreational opportunities for walking, jogging, bicycling, equestrian, and other individual participant activities.
- Preservation and protection of natural open space areas in either public or private ownership.
- Provision of open space areas in major developments and areas of activity concentration.
- Use of open space, where possible, as a transition/buffer between different types of land uses (residential - commercial) and between similar land uses of different intensity (single family residential - multiple family residential).
- Support the *Long Range Parks Plan* through provision of adequate open space in each village to meet the recreational needs of the residents.
- Provision of the opportunity for protection, preservation, and where possible, restoration of riparian areas along natural drainage courses.
- Provision of the opportunity for protection and expansion of the mountain preserve systems.
- Support working with the Parks Department on desert preserve concept. This can be accomplished through the provision of the opportunity for protection of flatland desert areas that have been identified by the community for preservation.

- ❑ Opportunity for all residents, no matter what their physical limitations, to have accessibility to the open space system.
- ❑ Improve much of the open space system with comfort and safety amenities.



### Open Space Component

Community Service Areas designate activity areas where services are provided, primarily for the benefit of residents in adjacent neighborhoods and communities. Generally, the market area for most uses within this category will be smaller than a typical village, although if located at the edge of a village may extend into the adjacent village.

Community Service Areas designate a variety of land use types and intensities. The form of these areas is in three configurations - General Commercial, Linear Commercial, and Non Commercial. The designations apply to both developed areas and to future development, although in the case of Linear Commercial, there should be no new approvals for linear commercial development.

### GENERAL COMMERCIAL

General commercial land uses provide goods and services that meet the broad based commercial needs of village residents. This commercial designation generally consists of retail and service establishments clustered at a specific site and/or a specific area. The General Commercial or Community Service Areas include land uses which

### Community Service Areas Component



serve a market area of several neighborhoods - or communities within a 2 to 5 mile trade area. This will typically include commercial development with more than one anchor, e.g., a grocery store and a junior department store.

### **LINEAR COMMERCIAL DEVELOPMENT**

As in the case of Neighborhood Services, Community Services are sometimes provided in a linear configuration. Linear Commercial is not a land use designation but rather a development type that recognizes the existence of "strip commercial" areas along arterial streets. However, this type of development is not desirable, and strip commercial should not be permitted in the future because of negative impacts associated with this land use category. Inherent conflicts with traffic and parking are detrimental to surrounding businesses and residential development. Frequent curb cuts contribute to the reduction in carrying capacity of the adjacent street and an increase in accidents. Linear Commercial tends to be unattractive because of parking adjacent to the street and lack of pedestrian amenities. The linear nature of this type of development creates the largest possible impact with adjacent residential, frequently resulting in service, loading and trash areas being located next to adjacent houses.

There are linear commercial areas, i.e., McDowell Road east of Central Avenue, that have been rehabilitated and remain viable commercial areas. Where economically feasible, it may be appropriate to rehabilitate areas that have the potential to provide basic retail services to adjacent neighborhoods. This may include improved pedestrian access from adjacent neighborhoods, relocating parking, maximizing opportunities for shared parking, and design treatments which maintain high street visibility and easy access by automobile yet minimize the visual and functional impacts of signage, parking, and traffic interaction with pedestrians.

Some linear commercial areas that are not economically viable, may be redeveloped. Such redevelopment should focus on uses viable within the existing available land area. Uses which serve adjacent neighborhoods or communities are preferred. Redevelopment feasibility should not be based on the assemblage of adjacent residential lots or housing to facilitate redevelopment.

### **NON COMMERCIAL COMMUNITY SERVICES**

There are non commercial uses that serve a community or subarea of a Village. These uses may create a high concentration of activity which has the potential to impact adjacent neighborhoods. Examples includes junior high schools, high schools, churches, community



colleges, community centers, and similar uses. These uses should be consistent in character with the neighborhood in which they are located.

## PURPOSE

### *The Community Service Areas Component*

- recognizes existing areas of intense land use activity for the purpose of establishing guidelines that will address the long term develop/redevelopment of these areas. Identifying these areas does not legitimize these uses, but recognizes that over the life of the General Plan there may be changes in how these areas are used and redeveloped.
- identifies the need for the development of new service areas. This can be accomplished by establishing development standards and locational criteria. Development standards should be used to eliminate or minimize potential impacts on adjacent land uses. Locational criteria will be based on market analysis and help minimize land use speculation in developing areas.
- acknowledges existing nodes of activity and/or employment which are located outside the core.
- recognizes the diverse nature of these activity areas for which different standards can be developed depending on the character and intensity of land use activity.
- sets in motion a process of developing policies that will address existing situations and ensure the appropriate siting and design of future developments.

## **Community Service Areas Component**

Goals and policies developed for the different levels of commercial intensity will guide the location, transportation access, site size, building bulk and land uses to ensure compatibility with surrounding uses.

## CHARACTERISTICS

For this category, specific land uses are not identified for the Land Use Characteristic. Land use types are used that reflect a broad range of potential uses.

### Function:

- identify existing areas of activity outside the core
- provide appropriate areas for increased land use intensity outside the core

### Relative Intensity:

- based on compatibility with adjacent areas and the transportation system

Land Uses:

- retail
- office
- public/quasi public

Transportation:

- destination area for sub-village area
- high trip generation - pm peak and weekend activity
- auto dominant mode with some transit
- usually accessed from arterial streets

### GOALS AND POLICIES

The goals and policies to be included in the revised Land Use Element of the General Plan will focus on the following:

- Prohibition of additional linear commercial and development of methods to encourage rehabilitation, redevelopment or the phasing out, where appropriate, of existing linear commercial. Redevelopment of linear commercial areas should focus on providing neighborhood services that don't have a detrimental effect on adjacent neighborhoods and encourage pedestrian and bicycle transportation modes.
- Preparation of locational standards\* for the various types of community services ensuring compatibility of these uses with adjacent neighborhoods.
- Preparation of performance standards\* that will mitigate or eliminate the potential land use conflicts that may be created through the redevelopment of an existing community service area or the development of a new community service area and provide a transition to residential uses.
- Provision of a mechanism for the identification and/or creation of community service areas as the central focus for communities within each village. Village planning committees working in concert with Planning Department staff, will prepare locational and performance standards that are compatible with the unique character of each village, and which provide the basis for identifying community service areas.
- Provision of transportation standards addressing access to and from the site, and on the site.

\* The use of standards whether locational and/or performance shall not in any way interfere or limit the ability of residents to have a full and complete hearing cycle before the village planning committee, Planning Commission, and the City Council prior to any possible approval of the reclassification of any residential property to a commercial designation or prior to the reclassification of any commercial property to a use with a



*different intensity.*

Regional Service Areas identify land use areas which are one of a kind, unique, and/or special purpose. This category recognizes the existence and the importance of the identification of areas available for basic employment or the provision of unique services. Regional Service Areas are generally land use areas that are oriented to the metropolitan area. These areas do not compete with village cores because they are single purpose or located at areas of unique natural or transportation features. Uses in these areas focus on specific purpose or site characteristics while cores are a concentration of mixed uses focused on providing general services to the Village or region.

## **Regional Service Areas Component**

### **PURPOSE**

#### *The Regional Service Areas Component*

- identifies land use areas that relate to a regional context rather than to the context of the individual village. In certain situations, where a regional service area is under public jurisdiction, the village planning committee may have no review authority over the land use modifications that may occur within an existing regional service areas site. However, village planning committees should be kept informed on a timely basis of any such land use modifications. The village planning committees should have review authority over the location of new regional service areas.
- identifies special purpose areas that serve a much broader area than the urban village in which they are located.
- recognizes areas with high concentrations of activities and people.
- recognizes the importance of basic employment to the long term economic health of the city and provides areas for the location of those types of employment opportunities.

Because of their single purpose nature, and limited support services, a Regional Service Area will not compete with the village cores. There may be situations where a Regional Service Area may complement a core, e.g., Governmental Mall complements Downtown, St. Joseph's Hospital complements the Encanto Core.

On the following page are several common types of regional service areas. Each has its unique function and design issues related to the special purpose or site characteristics. Regional Service Areas are not

limited to these types, though most will fall under one of these types.

### **Regional Services**

Commercial uses that provide goods and services which serve a regional market but which are not located in a village core. Examples include “power centers” and “automalls”.

### **Highway Services**

Highway Commercial is a specialized area and/or node of activity where goods and services related to intercity vehicle travel are provided. Uses located in these areas typically have special development needs, i.e., larger site requirements, increased parking requirements, and higher and larger sign needs than in other commercial areas. Highway commercial generally occurs adjacent to freeway interchanges such as the Papago Freeway. A freeway truck stop and freeway oriented motels are examples.

### **Medical Services**

Frequently businesses that provide medical services congregate around a large medical institution such as a hospital. These areas cater to regional markets as well as providing services within the immediate business area.

### **Entertainment Services**

There are several uses in the valley that provide regional entertainment services. Examples in Phoenix are the dog and horse racing facilities, Papago Park, and the Desert Sky Pavilion. These facilities typically require large land areas and attract large numbers of regional trips at off peak hours.

### **Transportation Services**

Airports are unique regional service areas. Though the function of the airport itself is special purpose, areas around airports often develop with multiple uses. Many of these uses have operations focused on easy access to airport services while others simply provide services to the local businesses. Phoenix currently has two such areas, Sky Harbor Airport and the Deer Valley Airport. Phoenix also borders on similar areas - the Scottsdale Airport and the Glendale Airport.

### **Industrial/Warehousing**

These are areas that include activities such as heavy industrial, manufacturing and warehousing facilities. These can occur in fairly small to very large districts, be freestanding, or oriented to major roadways and

freeways. Some locations may be significant employment centers while others may use large amounts of land with very little employment.

## CHARACTERISTICS

Function:

- provide a unique facility, service, and associated uses which primarily serve the metropolitan area and/or beyond (e.g., Sky Harbor, Deer Valley Airport, Southwest Industrial Area, ASU West)

Relative Intensity:

- varies based on land uses

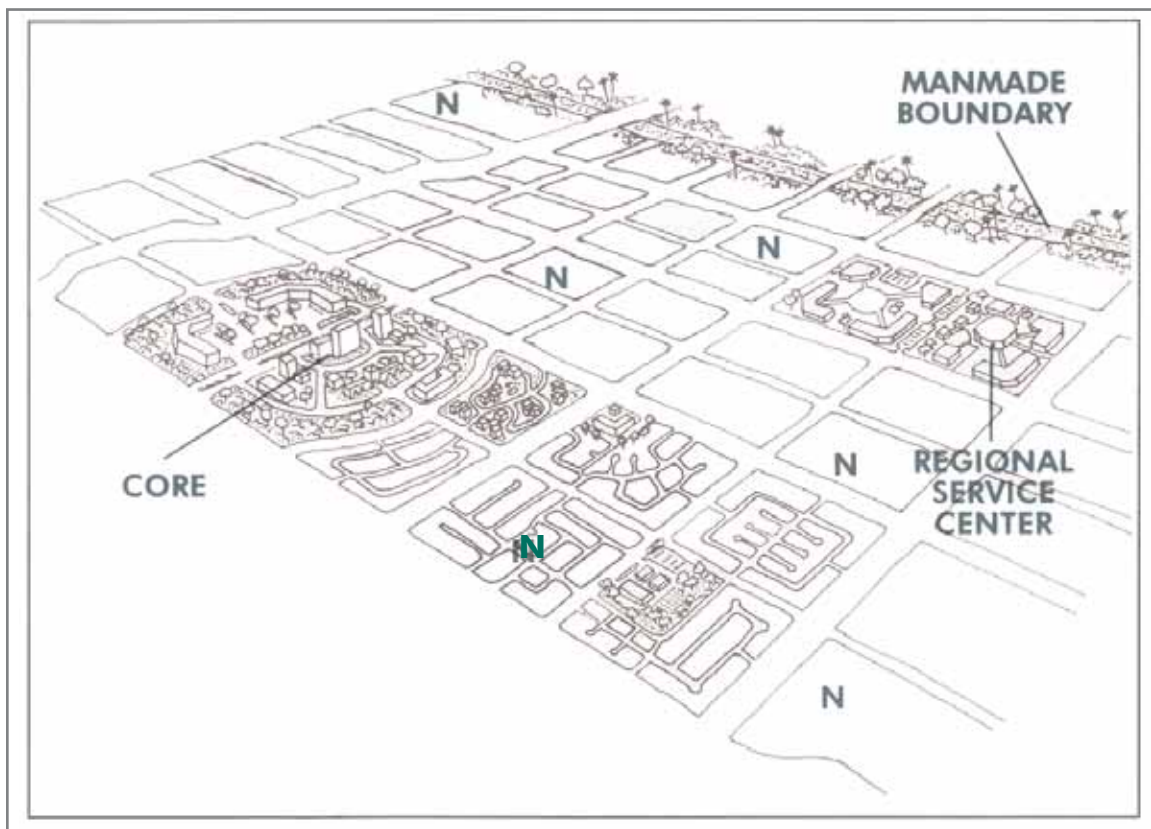
Land Uses:

- could be a single purpose use with associated/support land uses

Transportation:

- some areas may be important destination areas for the region

## Regional Service Areas Component



## **Regional Service Areas Component**

## **Glossary**

- some areas may have high trip generation rates while others may have very low rates
- auto dominant mode
- usually served by freeways and major arterials

### **GOALS AND POLICIES**

The goals and policies to be included in the revised Land Use Element of the General Plan will focus on the following:

- Provide locations for uses needed for the economic and cultural viability of the region which would have adverse impacts on neighborhoods if integrated as a component of a village.
- Recognize areas which have urban or natural features that create unique opportunities for regional services.
- Recognize places which have unique cultural significance to the region but are not part of the character of a community or a village.
- Provision of regional service areas that indicate a community commitment to encouraging the creation of new jobs.

**COMMUNITY** - A community is an area of undefined boundaries containing several neighborhoods, yet maintaining a size smaller than an urban village. Social communities can be classified according to their predominant activities, common traditions, loyalties, attributes, and life-ways. Physical and social communities are neither mutually inclusive nor exclusive.

**DENSITY** - The number of dwelling units divided by the gross land area, generally expressed in units per acre. The gross land area should include one half of all abutting streets and alleys which are dedicated to the public.

**FLOOR AREA RATIO (FAR)** - The ratio of the gross floor area of a building, excluding those parts of the building specifically excluded in the Zoning Ordinance, to the gross land area of the site. The gross land area should include one half of all abutting streets and alleys which are dedicated to the public.

**GOAL** - A stated aim of the City which represents a broad purpose towards which policies, programs, and implementation actions are directed. A goal may not be achievable but rather represents an end state that can not be measured.

**HIGH-DENSITY HOUSING** - More than fifteen (15) dwelling units per gross acre.



**INFILL** - Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.

**INFRASTRUCTURE** - Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, airports, bridges, railroads, road, etc.

**INTENSITY** - The degree to which land is used. While frequently uses synonymously with density, intensity has a broader meaning, referring to levels of concentration or activity in uses such as residential, commercial, industrial, recreation, transit, or parking. Frequently measured by FAR, traffic generation and/or number of employees.

**NEIGHBORHOOD** - A group of residential and residential serving land uses which share a common sense of identity and a limited geographic area. Neighborhoods can be formed or united by any number of social, political, geographic, service area, or demographic factors. Specific neighborhood boundaries can best be defined by individual residents who live there.

**OPEN SPACE** - Any parcel or area of essentially unimproved land specifically dedicated or reserved for public or private use and enjoyment. Open spaces can be any size or shape; they can be linear areas between incompatible land uses, hillsides, detention basins for flood control, washes, streets, canals, or other appropriate places.

**PEDESTRIAN FACILITY** - Any type of path, trail, sidewalk, or walking area, paved or unpaved, within or outside of the street right-of-way, which provides for safe pedestrian circulation throughout the area, and to and from area services and facilities.

**POLICY** - A specific City statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction that the City sets to follow, in order to meet its goals and objectives before undertaking a program.

**RESIDENTIAL** - A land use devoted primarily to living functions. In order to preserve these areas from the distractions and adverse impacts which can result from immediate association with non-residential uses, these areas are typically restricted from commercial uses.

**RETAIL** - The sale of goods and services directly to consumers, usually in small quantities.

**RURAL** - An area that generates very low levels of human activity and interaction by emphasizing site design characteristics which primarily focus on living in an open space or agricultural environment. Design

## Glossary



## Glossary

characteristics include very low density development with a reduction in requirements for public infrastructure and pedestrian facilities.

**SERVE THE NEIGHBORHOOD** - To render service to a neighborhood from a facility located either within or near the neighborhood area of service (e.g., an elementary school, grocery store, or fire station).

**SUBURBAN** - An area which generates low levels of human activity and interaction by emphasizing site design characteristics which primarily focus on accommodating the private automobile over transit and pedestrian use. Design characteristics include low to medium density residential development, relatively large street setbacks, little attention given to mass transit or pedestrian facilities, and, for commercial and industrial uses, highly visible surface parking lots separating the building from the street in centers of varying sizes.

**URBAN** - An area that generates high levels of human activity and interaction by emphasizing site design characteristics which primarily focus on promoting mass transit and the pedestrian experience. Design characteristics include small or no building setbacks, medium to high density residential development, maximized lot coverage, mixed land uses, structured or street parking predominating over surface lots, and a generally high amount of mass transit and pedestrian facilities.

**URBAN VILLAGE** - A land use form adopted as the unifying element of the *General Plan*. Urban villages have been designated in the *General Plan*, each having its own planning committee. The urban village model encourages major village-serving uses to be concentrated in one place, the core, thereby fostering interaction and reducing travel times and trips. Each urban village is unique, while following the same village form and allowing urban, suburban, and even rural lifestyles to coexist within one village.

**VILLAGE PLANNING COMMITTEE** - Each urban village has its own village planning committee. The committee's activities include identifying provisions of the *General Plan* text which need refinement and updating, identifying opportunities related to implementation of the *General Plan*, defining in greater detail the intended future function, density and character of subareas of the village, and commenting on proposals for new zoning districts or land use districts. Village Planning Committees operate in accordance with the Council adopted Village Planning Handbook.